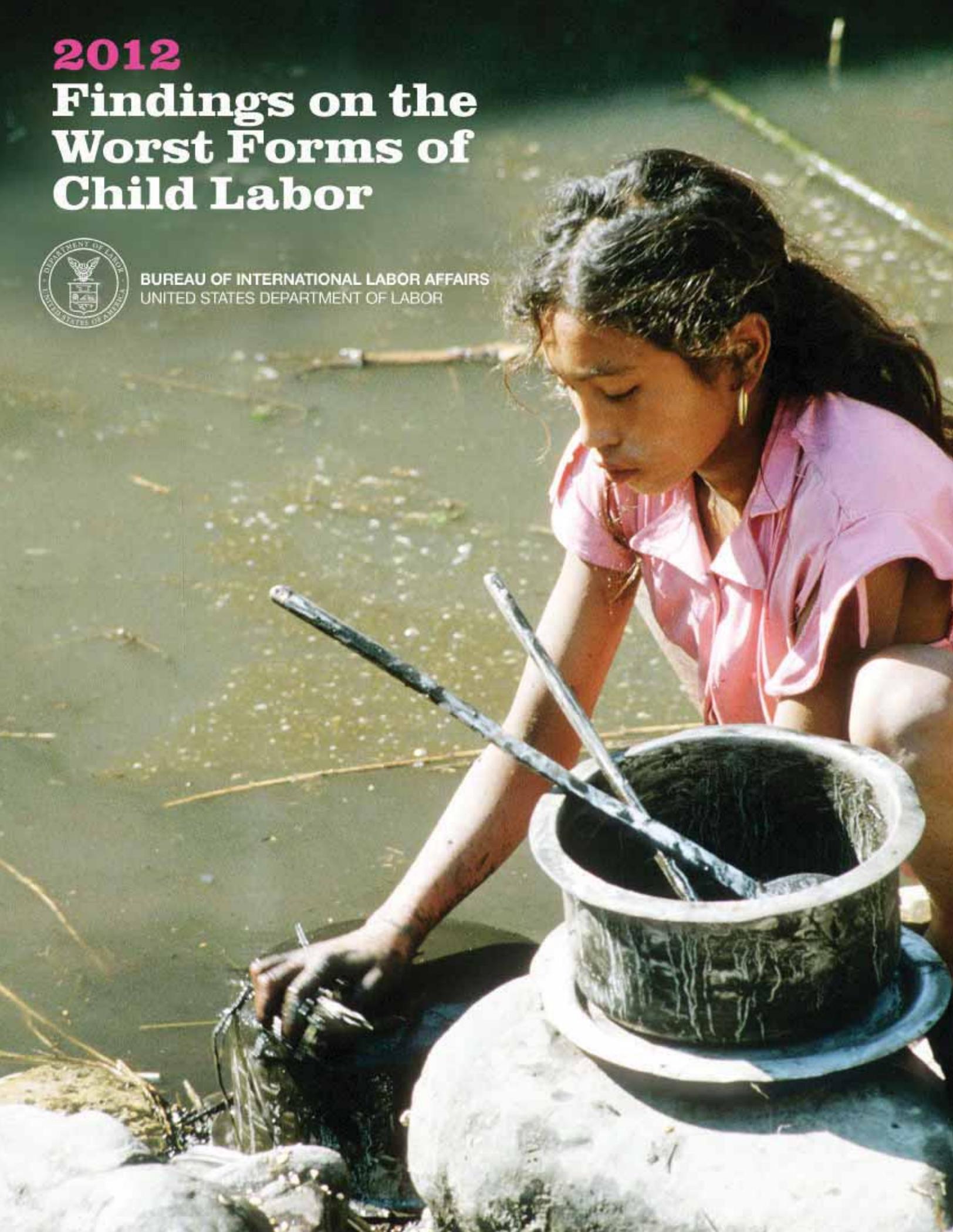


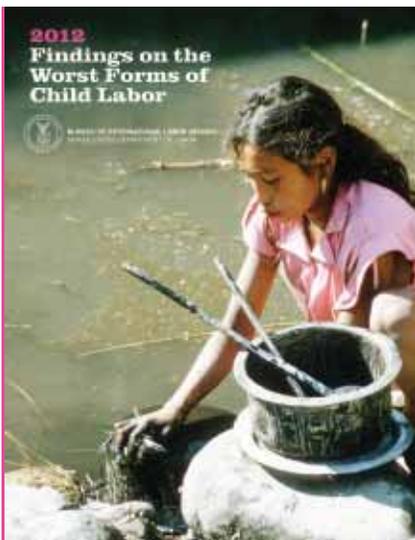
2012

Findings on the Worst Forms of Child Labor



BUREAU OF INTERNATIONAL LABOR AFFAIRS
UNITED STATES DEPARTMENT OF LABOR





Young girl servant washing dishes, Nepal.
© ILO/J. Maillard

2012

Findings of the Worst Forms of Child Labor

Young girl servant washing dishes, Nepal. © ILO/J. Maillard



Child after a hard day of toil in a Perma gold mine, Benin. © ILO/E. Gianotti



A girl working on the streets in Lilongwe, Malawi. © ILO/N. Osseltran

SECRETARY OF LABOR
WASHINGTON, D.C.

SEP 30 2013

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 2012 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 143 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,



THOMAS E. PEREZ

Enclosure

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



SECRETARY OF LABOR
WASHINGTON, D.C.

SEP 30 2013

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 2012 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 143 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,



THOMAS E. PEREZ

Enclosure

cc: The Honorable Nancy Pelosi, House Minority Leader



Foreword

SECRETARY OF LABOR
WASHINGTON, D.C. 20210

SEP 30 2013

Throughout this year, the U.S. Department of Labor has been reflecting on the theme of “*Then, Now, and Next*” in commemoration of the 100th anniversary of the establishment of the agency on March 4, 1913. At its founding, the Department was charged with protecting workers and promoting opportunity, especially for the most vulnerable, and that remains our central mission. In the United States and around the world, there are few groups more vulnerable to labor exploitation than children. During our centennial year, it is thus fitting that we take stock of how far we have come in the global fight against the worst forms of child labor, how far we still have to go, and what it will take to significantly eradicate this abuse in the 21st century.

Then- Child labor is not a new phenomenon – children have worked in many capacities throughout human history. It was not until the 19th century, when the Industrial Revolution ushered in a new era of commercial production and manufacturing that employed children at unprecedented levels for unprecedented profits, that child labor became a subject of controversy. During that period, as documented in the 1900 census, 1.6 million children in the United States—six percent of the U.S. workforce – did not go to school and worked long hours in factories, mills, canneries, mines, and farms. At the dawn of the 20th century, a number of organizations and advocates had taken up the anti-child labor agenda. In 1904, these disparate movements came together with the formation of the National Child Labor Committee and remained a central actor in the reform movement in the United States. In 1911, the horrors of a factory fire in New York City that took the lives of dozens of teenage girls further pushed the economic exploitation of children to the forefront of the American consciousness. While individual states had already begun putting child labor regulations in place, the mounting collective outrage encouraged the inclusion of child labor limits in several landmark pieces of federal legislation. The Walsh-Healey Public Contracts Act of 1936 restricted child labor in U.S. Government contracting, and the Fair Labor Standards Act of 1938 established federal limits on child labor in both public and private sector entities. These cornerstones created significant momentum in the United States’ journey to eradicate the worst forms of child labor.

Now- While many countries around the world, including the United States, have made significant strides to address exploitative child labor, there are still 168 million children working worldwide, 85 million in hazardous conditions. This year, through the U.S. Department of Labor’s Bureau of International Labor Affairs, I am releasing the 12th edition of the Department’s *Findings on the Worst Forms of Child Labor*. This report covers the efforts of 143 countries and territories in 2012 in eliminating the worst forms of child labor, through laws and regulations, intra-governmental coordination and enforcement, and policies and programs. The report applauds progress, identifies shortcomings, and recommends a way forward. In doing so, it also tells the story of what happens to vulnerable children around the world when government actions fall far short. Many children are still trafficked for sex or labor, used as combatants to fight wars, forced into prostitution or pornography, and exploited in the illicit drug trade. Many more children work in hazardous environments; they climb into mine shafts in search of diamonds or gold; work alongside their parents to ensure they harvest enough for a day’s pay; weave in and out of traffic peddling merchandise on the street; and work behind closed doors in private homes as domestic servants.

Next- There is a global recognition that much more needs to be done. This report's release coincides with preparation for the 3rd Global Conference on Child Labor that will be held in October 2013 in Brazil to review the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016*. Government leaders and stakeholders from labor unions and employers' organizations, civil society, and international organizations will gather to discuss challenges and solutions in the global fight to eliminate the worst forms of child labor. Key to this struggle will be the actions of governments, particularly through national legislation and enforcement, education and training, social protection programs, and labor market policies. It is our hope that the information, data, analysis, and recommendations in this report serve both to identify and spur needed actions.

During the Great Depression, President Franklin D. Roosevelt often spoke of the society he dreamed of in the midst of the widespread deprivation in our country. In his 1937 inaugural address, he declared, "I see millions denied education, recreation, and the opportunity to better their lot and the lot of their children. The test of our progress is not whether we add more to the abundance of those who have much; it is whether we provide enough for those who have too little." There are few in this world with less than children suffering in the worst forms of child labor and their families. Not until those families survive without the income of their children and those children spend their days in school, rather than at work, can we be secure in the knowledge that we have finally "provided enough."



THOMAS E. PEREZ
September 30, 2013

Acknowledgments

This report was prepared by the Bureau of International Labor Affairs (ILAB) under the direction of Carol Pier, Acting Deputy Undersecretary for International Affairs; Mark Mittelhauser, Associate Deputy Undersecretary for International Affairs; Eric Biel, Acting Associate Deputy Undersecretary for International Affairs; Kathy Schalch, former Special Assistant; Marcia Eugenio, Director of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT); and Kevin Willcutts, Deputy Director, OCFT. Preparation of the report was coordinated by Charita Castro, Tina McCarter, Karrie Peterson, Albery Melo, Leyla Strotkamp, and Amy Firestone of OCFT. The research, writing, and editing of the report were carried out by the following OCFT staff: Wendy Blanpied, Kathryn Chinnock, Marissa Cramer, Kwamena Atta Cudjoe, Lauren Damme, Lorena Dávalos, Chandra DeNap, Merima Dulic-Lokvancic, Mary Francis, Diantha Garms, Sharon Heller, Margaret Hower, Karina Jackson, Maureen Jaffe, Malaika Jeter, Marie Ledan, Celeste Lemrow, Jeremy León, Deborah Martierrez, Eileen Muirragui, Sarah Newsome, Austin Pedersen, Kristen Pancio, Kimberly Parekh, Angela Peltzer, Tanya Rasa, Rachel Phillips Rigby, Melissa Schaub, Sherry Smith, Chanda Uluca, Jon Underdahl-Peirce, Alia Waly, Elizabeth Wolkomir, Pilar Velasquez, Cara Vileno, and Mary Zell.

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This report was published by ILAB. Copies of this and other reports in ILAB's child labor series may be obtained by contacting the Office of Child Labor, Forced Labor, and Human Trafficking, Bureau of International Labor Affairs, U.S. Department of Labor, 200 Constitution Avenue, NW, Room S-5317, Washington, DC 20210. Telephone: (202) 693-4843; Fax: (202) 693-4830; e-mail: GlobalKids@dol.gov. The reports are also available on the Internet at: <http://www.dol.gov/ilab/>. Comments on the reports are also welcomed and may be submitted to the e-mail listed above.

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A girl working the streets in Lilongwe, Malawi. © ILO/N. Osseiran

Acronyms

AGOA	African Growth and Opportunity Act
ATPA	Andean Trade Preference Act
ATPDEA	Andean Trade Promotion and Drug Eradication Act
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
DHS	Demographic Health Survey
EAPCCO	Eastern Africa Police Chiefs Cooperation Organization
ECOWAS	Economic Community of West African States
ECPAT	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
EFA	Education for All
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
ILAB	Bureau of International Labor Affairs
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”

Acronyms, continued

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
LFS	Labor Force Survey
LSMS	Living Standards Measurement Survey
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
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
USDOL	U.S. Department of Labor
USDOS	U.S. Department of State
USDOJ	U.S. Department of Justice
WFP	World Food Program
WHO	World Health Organization
\$	U.S. dollar



Child searching through rubbish in a river, Bangkok, Thailand. © ILO/P. Deloche





Children working on the streets or in garbage dumps. © ILO

Young girl carrying bricks in a brickyard in La Paz (Alto), Bolivia. © ILO/M. Crozet



Part 1

Introduction: Report Guide

1.1 U.S. DEPARTMENT OF LABOR'S MANDATE

The U.S. Department of Labor (USDOL) has prepared this 12th 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 authorized under 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) ILAB carries out this responsibility.

1.2 REPORT OVERVIEW

This report is divided into five parts. Part 1 describes the method for compiling the report and a description of the features of each country profile, including country assessments 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, with an emphasis on progress by region. Part 3 provides an overview of the U.S. experience on child labor. Part 4 contains reference material for data on child labor and education that appear in the report, and a glossary of terms used. Part 5 covers the individual profiles of the TDA beneficiary countries.

1.3 RESEARCH FOCUS

1.3.1 Country Coverage

This report covers 124 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 124 countries and 16 non-independent countries and territories. The regional breakdown of countries and non-independent countries and territories covered in the report is as follows: Sub-Saharan Africa: 47, Asia and the Pacific: 33, Europe and Eurasia: 22, Latin America and the Caribbean: 29, and the Middle East and North Africa: 12. 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. Hereinafter, the use of “countries” in the report will also include territories.

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 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 2012 to December 2012. In addition, important developments during the first quarter of 2013 (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⁾ Similar to ILO C. 182, the TDA legislation that the work described in subparagraph (d) should be "determined by the laws, regulations, or competent authority of the country involved."^(2, 7)

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."⁽⁷⁾ 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.

Additionally, for the purpose of calculating global estimates of children engaged in hazardous work, the ILO has developed a list sectors, occupations, and processes that are considered hazardous, taking into account relevant national legislation and stipulations in ILO R. 190. These include mining, construction, agriculture, tanneries, underwater fishing, and domestic service.⁽⁸⁾ In these six areas, in which hazards associated with child work are well-documented at the global level, generally endemic, and recognized by the ILO, when ILAB has evidence of children working, it deemed that the work performed by the children included hazardous work, even absent case-specific evidence of such hazards. For example, while country-specific information on the dangers children face in non-subsistence agricultural work is not always available, research studies and other reports have documented the risks of occupational

exposures, injuries, and other negative health consequences to children working in agriculture that are prevalent throughout the sector.(9, 10)

In recent years, the global community has also acknowledged that children working on the streets are vulnerable to the worst forms of child labor. There are currently no global statistics on the number of children who work on the streets, and reliable estimates are difficult to determine given the transient nature and heterogeneity of the population and the frequent lack of formal employment relationships, which impedes government monitoring and enforcement.(11-16) Children working in this sector face a multitude of dangers as a result of both the nature of the work and the environment in which they work.(11-15) Some of the activities in which children are engaged on the streets include vending items from sidewalk or roadside stalls or on buses, washing windshields in busy intersections, scavenging for recyclables, and carrying heavy items as porters.(11, 14, 17-19) Working on the streets leaves children exposed to the elements, vehicular traffic, pollutants, violence, and sexual exploitation.(11, 12, 14, 15, 20) More research is needed, however, to better understand the population of children working on the streets; the scope, prevalence, and nature of the work; and the specific hazards associated with each activity.

ILAB recognizes that there may be activities in which children are engaged on the streets that may not be hazardous. Therefore, ILAB includes information on the specific street-work activities and their associated hazards when there is case-specific evidence of both such activities and hazards. In addition, ILAB indicates that children are working on the streets, even when country-specific information on activities is unavailable, to note the presence of this at-risk population and underscore the need for additional research and information in this area.

Finally, 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.(21-23) 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.(24)

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. Information was also received 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, NGO, 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 UN reports, including direct requests and observations by the ILO Committee of Experts on the Application of Conventions and Recommendations (ILO CEACR).(25)

The USDOS 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 embassies of countries covered in the report.(26) 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 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 (2002) 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 USDOL’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 the worst forms of child labor exist 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.

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

38 governments out of the 143 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. 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.⁽²⁷⁾ Each of these sections is described in detail below.

1.5.1 Country Assessment

Last year, ILAB introduced a new tool to assess government action to advance efforts in eliminating the worst forms of child labor. Each country profile begins with a narrative assessment. The narrative includes any meaningful efforts taken by a government. These are defined as efforts in key areas in which the government advanced in implementing its commitments to eliminate the worst forms of child labor.⁽²⁷⁾ 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 worst forms of child labor 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 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.”(27) 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 a country’s laws comprehensively prohibited all manifestations of the problem of forced child labor, debt bondage and/or child slavery. In regard to child trafficking, ILAB judged the adequacy of existing legal protections against international and domestic trafficking. In all cases in which countries maintain a military force, ILAB assessed whether the minimum age for compulsory 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, ILAB assessed whether the law prohibits recruitment, use, sale of and benefiting from the proceeds of child prostitution. ILAB examined whether laws prohibit the production, distribution/sale of, benefiting from and possession of child pornography. Regarding illicit activities, ILAB assessed whether the law prohibits the use of a child in these activities, such as drug trafficking or forced begging.

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.(28) 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.⁽²⁹⁾ 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."⁽²⁷⁾

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.

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.(30)

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.”(27) 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.”(31) 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.

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.”(27) 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 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. The year in which a suggested action was first provided is listed in the table followed by every year the action was included in the report and not addressed.

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.⁽³²⁾ Research indicates that quality of education also affects the amount of schooling families choose.⁽³³⁾ For example, research on developing countries like Mexico, where a large number of children work and attend school simultaneously, show 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.⁽³⁴⁾ It may be 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, noted below, 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.(35, 36) 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 using an 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.(27)

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."(2) That determination is reserved for the President.

1.7.4 Method for Determining a Country's Assessment

The TDA reports of 2009, 2010, and 2011 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 2012 to December 2012. However, meaningful actions undertaken during the first quarter of 2013 (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*.

- **Significant Advancement.** Compared with the suggested actions reported in 2009, 2010, and 2011, 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.

- **Moderate Advancement.** Compared with the suggested actions reported in 2009, 2010, and 2011, 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.
- **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, 2010, and 2011, 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, 2010, and 2011, 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**.
- **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, 2010, and 2011, 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. This would include countries in which there is no evidence

of a worst form of child labor problem and where the country has gaps in its legal and enforcement framework on child labor.

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.

- **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.

This assessment is also given to a country when it is included in the report for the first time. In addition, in cases when a country receives a suggested action for the first time, a country is given this assessment.

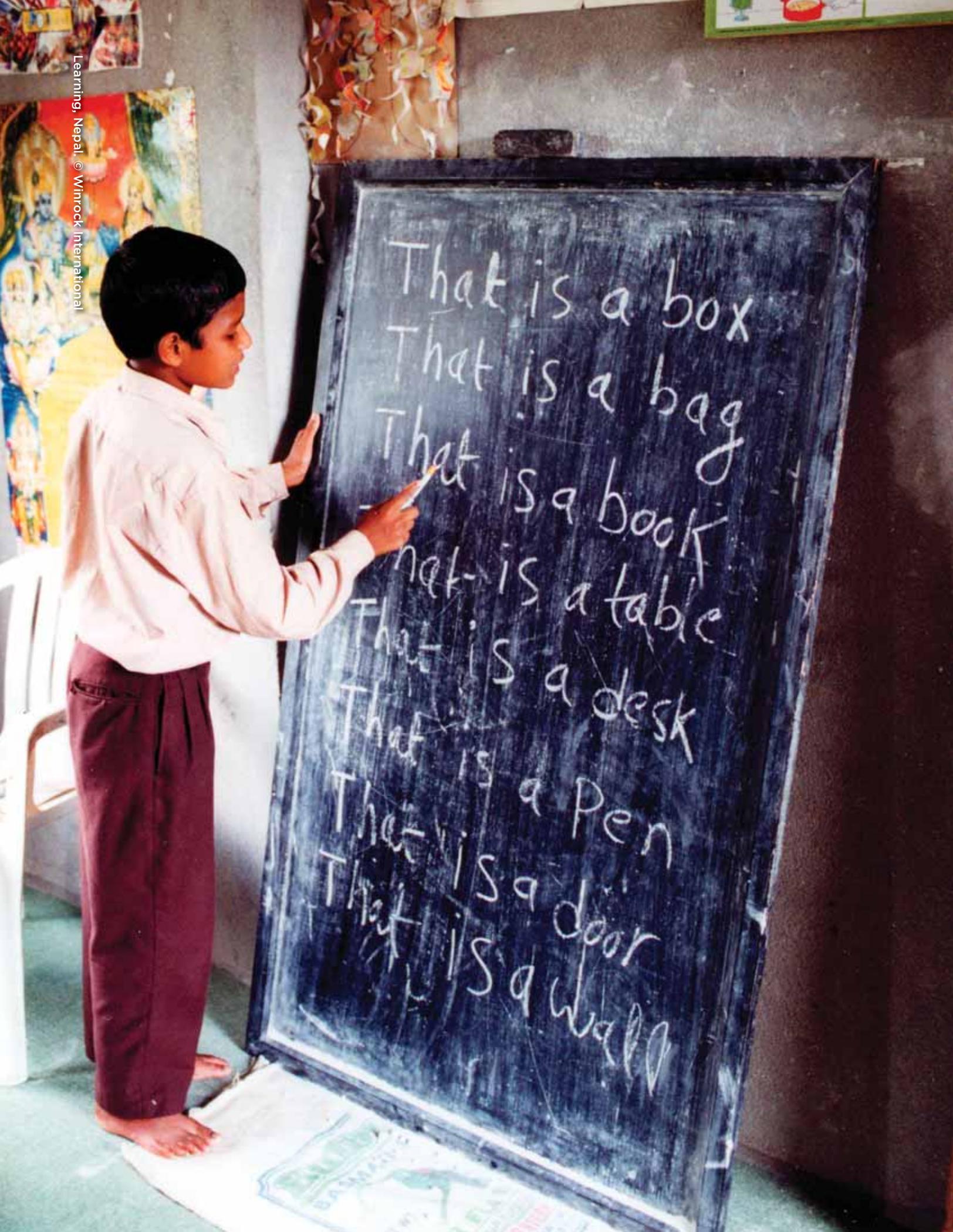
It is important to note that these assessments track government actions and compare countries against their own prior efforts. The assessments do not take into account the impact of the government actions on the problem, or whether they have a documented effect in eliminating the worst forms of child 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.

1. *PL. 106-200 (May 16, 2000)*, <http://uscode.house.gov/download/pls/19C12.txt>.
2. *19 U.S.C. sections 2462(b), 2462(b)(2)(H), 2464 and 2467(6)*.
3. *Africa Growth and Opportunity Act, 19 U.S.C. section 3703*.
4. *U.S. Caribbean Basin Trade Partnership Act, 19 U.S.C. section 2703*.
5. *Andean Trade Preference Act/Andean Trade Promotion and Drug Eradication Act, 19 U.S.C. section 3203*.
6. *S. Rept. 111-66, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriation Bill, 2010 (2009)*.
7. ILO. *C182 Worst Forms of Child Labour Convention, 1999*, accessed July 26, 2013; <http://www.ilo.org/ilolex/english/convdisp2.htm>.
8. International Labour Office. *Every Child Counts: New Global Estimates on Child Labour*. Geneva: April 2002.
9. International Labour Office. *Children in hazardous work: What we know, what we need to do*. Geneva, International Labour Organization; 2011. http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/--publ/documents/publication/wcms_155428.pdf. 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.

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19. U.S. Embassy- Podgorica. E-mail communication to USDOL official. May 28, 2013.
20. Human Rights Watch. *Easy Targets: Violence against Children Worldwide*. New York; 2001.
21. ILO Committee of Experts. *Individual Observation concerning Worst Forms of Child Labour Convention, 1999 (No. 182) Senegal (ratification: 1999) Submitted: 2008*, accessed July 24, 2012; <http://www.ilo.org/ilolex/cgi-lex/pdconv>.
22. ILO Committee of Experts. *Individual Observation concerning Minimum Age Convention, 1973 (No. 138) Georgia (ratification: 1996) Published: 2011*; accessed <http://www.ilo.org/ilolex/english/iloquery.htm>.
23. ILO-IPEC. *Child labour in agriculture: Farming*. Document. Geneva, January 31, 2012. http://www.ilo.org/ipec/areas/Agriculture/WCMS_172416/lang-en/index.htm.
24. ILO Committee on Child Labor. *Report of the Committee on Child Labor*. International Labor Conference, Session 87. 172-173. It is important to note that in negotiating ILO C. 182, ILO employer members stated that the language of Article 3(d) "should not require governments to intervene in situations in which children worked for their parents on bona fide family farms or holdings." The Worker Vice-Chairperson clarified that any such understanding should encompass only those farms "that did not interfere with children's schooling and which were truly within a protected family environment" (statements by Employer and Worker Vice-Chairpersons).

25. ILO Committee of Experts. *Committee of Experts on the Application of Conventions and Recommendations*; accessed <http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang--en/index.htm>. The ILO CEACR examines and makes two types of comments upon the application of international labour standards by states parties to the relevant conventions. Direct requests contain technical comments or questions raised by the application of a particular convention by a state. These requests are sent directly to governments. Observations contain comments on fundamental questions raised by the application of a particular convention by a state. These observations are published in the CEACR's annual report.
26. U.S. Department of Labor. "Request for Information on Efforts by Certain Countries to Eliminate the Worst Forms of Child Labor." *Federal Register*, 77(227)(November 26, 2012); <http://www.gpo.gov/fdsys/browse/collection.action?collectionCode=FR>.
27. *H.R. Rept. 106-606, (2000) (Conf. Rep.)*.
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Part **2** Year in Review: “Mapping the Road to 2016”

A World Without Child Labor— this was the vision of over 400 representatives from 80 countries who convened for the Hague Global Child Labor Conference in 2010. Participants sought to reinvigorate and coordinate the global movement to eradicate exploitative child labor. The resulting *Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016* calls on governments, social partners, civil society, and international and regional organizations to redouble efforts and work together to achieve the elimination of the worst forms of child labor by 2016.(1)

In striving toward this ambitious goal, the global community faces a stark reality. In 2013, a staggering number of children around the world face labor-related dangers and exploitation in fields, mines, on the streets, and in private homes. Children can be found in virtually every sector of the global economy, peddling merchandise on streets, wielding machetes on farms, and digging tunnels in mine shafts. Many are still trafficked for sex or labor, used as combatants to fight wars, forced into prostitution or pornography, exploited in the illicit drug trade, and thrust into dangerous environments.

Worldwide, the ILO estimates that there are 168 million child laborers, 85 million of whom work in hazardous conditions.(2) The ILO has also produced global estimates placing the number of people trapped in forced labor at 21 million, including at least 6 million children in forced labor, including commercial sexual exploitation and debt bondage.(3) Many of these children are deprived of an education; get injured or sick at work; or face physical, emotional, or sexual abuse by employers. This year’s World Day Against Child Labor highlighted the plight of the 10 million child laborers in domestic work, 70 percent of whom are girls and who are particularly vulnerable to exploitation.(4)

These statistics underscore the scale of the global problem, the challenge of eliminating the worst forms of child labor by 2016, and the urgency of addressing this issue now. For the global community, the Roadmap is an insistent call to action. For the millions of children living in poverty and struggling for daily survival, such action is vital. As one of the most vulnerable populations, these children urgently need protection from violations of their fundamental human rights.

In October 2013, the 3rd Global Conference on Child Labor in Brazil will bring together governments, civil society, and international organizations for an open dialogue about progress made, lessons learned, and challenges faced in meeting the Roadmap’s goals. As the Executive Committee of the conference states, “[T]he experiences accumulated by governments and non-governmental organizations worldwide represent a rich mosaic of knowledge that can inspire the implementation of new projects and policies focused on the elimination of [child labor in] its worst forms.”(5)

In this spirit of collaboration, the U.S. Department of Labor offers the *2012 Findings on the Worst Forms of Child Labor* in the hopes of adding to this mosaic of knowledge. For this “Year in Review,” we focus in particular on those specific actions laid out in the Roadmap that we also systematically monitor across countries in our reporting.

2.1 The Roadmap and the USDOL Annual Report: Areas of Overlap

One of the guiding principles of the Roadmap is that “governments have the primary responsibility for enforcing the right to education for all children, and for the elimination of the worst forms of child labor.” The specific priorities in the Roadmap are grouped into four areas: national legislation and enforcement, education and training, social protection, and labor market policy. The assessments across 143 countries in USDOL’s Annual Report, *2012 Findings on the Worst Forms of Child Labor*, largely track these priorities. Table 1 identifies the specific areas of overlap between the report and the priority actions outlined in the Roadmap.

Table 1. Overlap in Roadmap and USDOL Annual TDA Report

Roadmap Priority Area	Relevant Action Assessed in the USDOL Annual TDA Report
Adoption of national legislation against child labor and its worst forms.	<ul style="list-style-type: none"> • Changes to laws and regulations related to child labor and its worst forms such as minimum age for work and hazardous work, labor and penal codes, and hazardous work lists. • Ratifications of relevant international conventions and protocols.
Enforcement of national legislation; application of appropriate sanctions against perpetrators of the worst forms of child labor; and strengthening of inspection and monitoring machinery.	<ul style="list-style-type: none"> • Collection and dissemination of statistics relating to number of labor inspectors, number of inspections carried out on child labor, number of violations identified, number of sanctions imposed as a result, and number of violations remedied. • Actions to strengthen the inspection and monitoring machinery for child labor, such as level of training for labor inspectors and law enforcement, funding and resources for the labor inspectorate and law enforcement, and coordination among government agencies addressing the issue. • Application of sanctions for child labor violations and publication of information on specific inspection results and fines or sanctions.
Extension and improvement of free, compulsory quality education for all children, including vocation and technical education.	<ul style="list-style-type: none"> • Changes to compulsory education age. • Adoption of policies and programs that impact access to quality education for all children under the minimum age for employment.
Establishment and implementation of social protection policies for vulnerable and socially excluded households, hard-to-reach children, and children with special needs.	<ul style="list-style-type: none"> • Assistance to children withdrawn from the worst forms of child labor. • Implementation of social programs that help protect children from the worst forms of child labor. • Adoption and implementation of national action plans on child labor and intra-governmental coordination of strategies and efforts.

2.2 Global Analysis of Government Efforts and Country Assessments

This section provides global trends in government efforts and country assessments, including changes in assessments between the 2011 and 2012 reports.

2.2.1 Government Efforts

The analysis of government efforts at the global level is based on the priority actions outlined in the Roadmap as they relate to the government efforts assessed in the report. In addition, advancements and gaps in laws and policies are discussed in relation to international standards outlined in ILO C. 138 and 182 and the CRC Optional Protocols on CSEC and Armed Conflict. A more detailed review of government efforts in the areas of coordination and enforcement and social programs is reserved for the regional analysis of government efforts.

During this reporting period, 113 of the 143 governments covered in this report made at least one meaningful effort in combatting the worst forms of child labor in at least one of the four general areas assessed. Fifty-eight governments made at least one meaningful effort in the area of laws and regulations; 54 governments made at least one meaningful effort in the area of coordination and enforcement; 52 governments made at least one meaningful effort in the area of policies; and 70 governments made at least one meaningful effort in the area of social programs.

Establishing a clear, strong legal framework that conforms to international standards is a critical foundation for governments' efforts to prevent and eliminate the worst forms of child labor. Therefore, this section gives special attention to the ratification of international standards and adoption of corresponding national legislation.

Minimum age requirements for work help protect children from early entry into the workforce. While a majority of governments have established a minimum age for employment, including for hazardous work, there are a few governments that have yet to establish a minimum age and several more that set an age that falls below international standards. ILO C. 138 sets a minimum age for employment to be no less than 15 years, but allows a minimal legal working age of 14 for countries where economic and educational facilities are insufficiently

developed. Four governments have yet to establish a minimum age for general work (India, Norfolk Islands, Pakistan, and Tonga), and 3 governments still maintain an age that falls below the international standard for developing countries of 14 (Dominica, Nigeria and the Solomon Islands). Ten governments have yet to establish a minimum age for a child's involvement in hazardous work (Algeria, Angola, Djibouti, Grenada, Norfolk Islands, Seychelles, Tonga, Trinidad & Tobago, Turks and Caicos Islands, and Vanuatu), while 19 governments maintain an age below the international standard of 18.

While there is no international standard for a compulsory education age, not having one or setting it too low may encourage children below the legal age of employment to work since they are not required to attend school. Most governments have established compulsory education ages, but 16 have yet to do so and 22 maintain ages below the international standard minimum employment age for developing countries of 14 years.

Ratifications of relevant international conventions signal governments' commitment to eliminating the worst forms of child labor. To date, 117 governments covered in this report have ratified ILO C.182, including the Maldives and Solomon Islands that ratified during the reporting period. The four governments that have yet to ratify ILO C. 182 include Eritrea, India, Somalia and Tuvalu. Twenty-two governments have yet to ratify the Optional Protocol on CSEC, and 31 governments have yet to ratify the Optional Protocol on Children in Armed Conflict (see Appendix III).

Addressing gaps in countries' legal frameworks on child labor is a necessary but incomplete condition for meeting the Roadmap's goals and the ultimate elimination of the worst forms of child labor. A commitment among governments to combat child labor must be upheld not only in law but also in practice. As such, the country assessments in this report take into account the full spectrum of instruments a government must employ to effectively eliminate the worst forms of child labor: laws and regulations, coordination and enforcement mechanisms, policies, and social programs.

2.2.2 Country Assessments

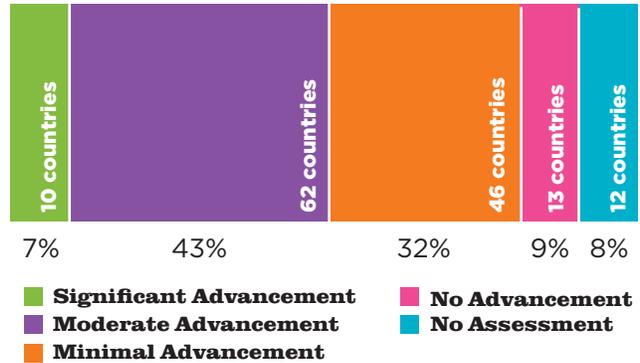
Figure 1 provides a global breakdown of the country assessments in this report.¹ Overall, 50 percent of the countries received an assessment of Moderate Advancement or higher, compared with 41 percent of countries that received an assessment of Minimal Advancement or lower. The other 8 percent of countries received a No Assessment. Out of the 143 countries covered in the report, 10 received an assessment of Significant Advancement, 62 received Moderate Advancement, 46 received Minimal Advancement, 13 received No Advancement, and 12 were not given an assessment.

Among the 13 countries that received No Advancement, three countries received this assessment as a result of government complicity in forced child labor. These countries included the Democratic Republic of Congo, Eritrea, and Uzbekistan. The other 10 countries received No Advancement because no meaningful actions were taken to advance efforts to eliminate the worst forms of child labor.

South Sudan was not given an assessment because it was the first year it was included in the report, and the Falkland Islands and Saint Helena were not given an assessment because this was the first year they received a suggested action. For next year, the suggested actions for all three countries will serve as baselines, or points of reference, from which to assess their advancement. Nine territories and non-independent countries were not given assessments because their populations of children are either non-existent or extremely small (under 50) or there is no evidence of a worst form of child labor problem and the countries have good legal and enforcement frameworks on child labor. For example, the British Indian Ocean Territory does not have a permanent civilian population, Heard and McDonald Islands is uninhabited, and the Pitcairn Islands has a population of less than 50 people.

¹ 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 three lists. The first list organizes countries by *assessment level* and the second is an *alphabetical list* of countries assessed. The third list contains the assessments by country for 2011 and 2012.

Figure 1. **Global Breakdown of Country Assessments**



The assessment results from 2012 indicate improvement from 2011 (see Figure 2). Overall, 46 governments received higher assessments, and 9 governments received lower assessments in 2012 compared with 2011. In general, there were more countries that received assessments of Significant or Moderate Advancement and fewer that received assessments of Minimal or No Advancement. The key challenges reside in spurring action among governments that are making no to minimal advancement and maintaining energy and momentum among those that are making moderate to significant advancement.

Figure 2.

Global Changes in Country Assessments Between 2011 and 2012

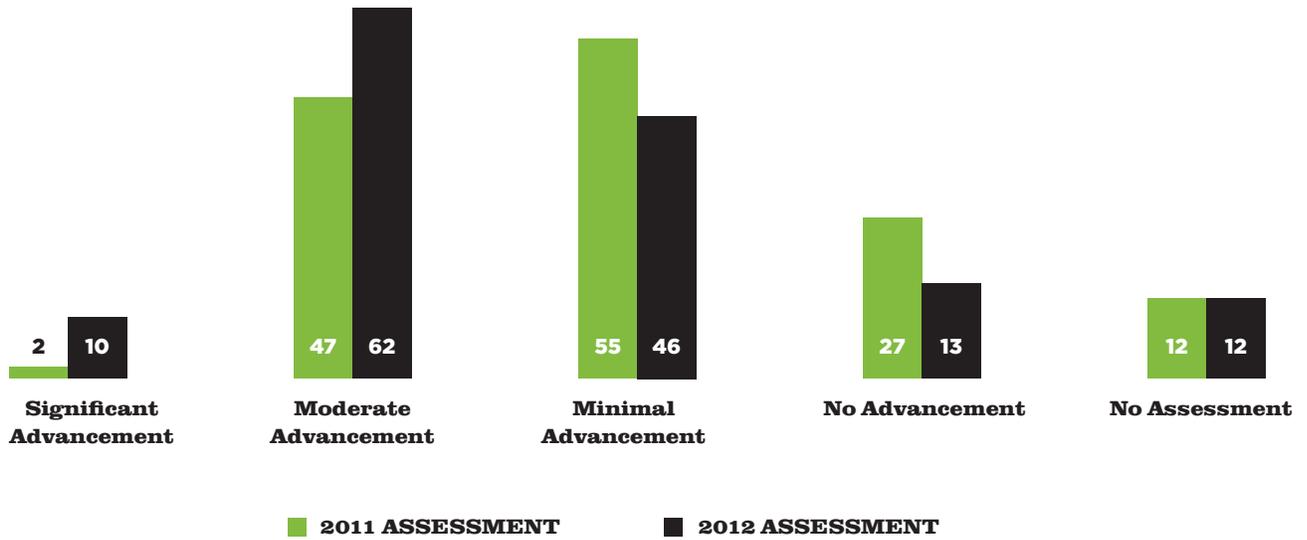
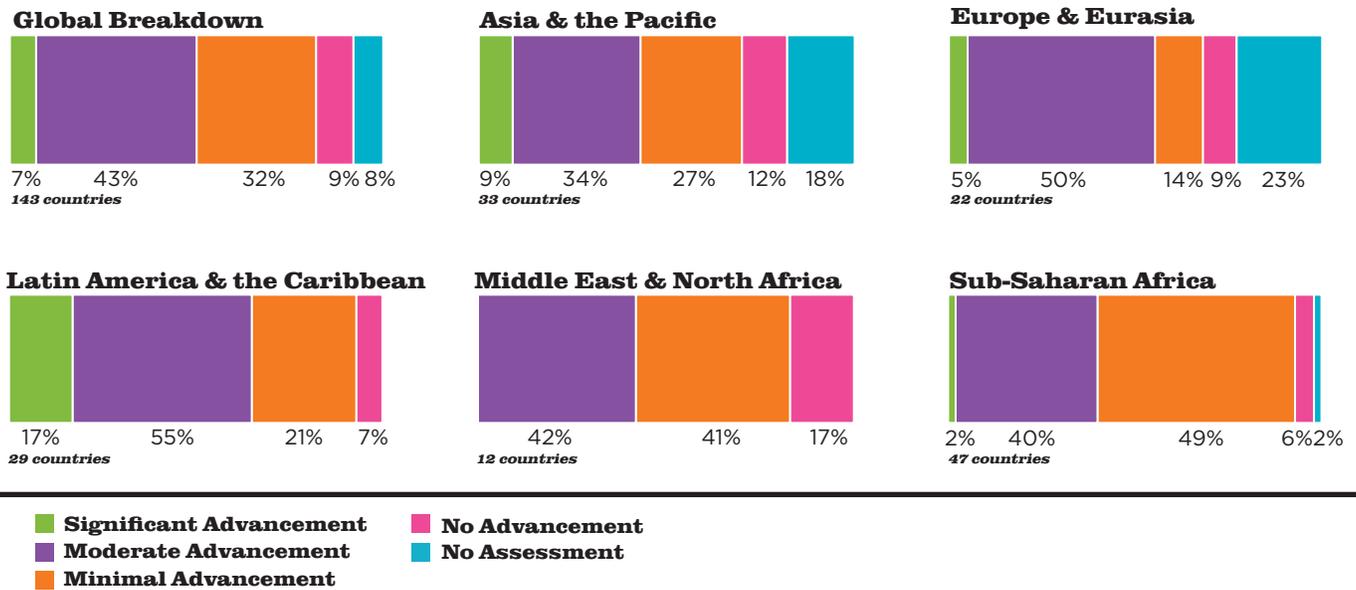


Figure 3.

Regional Breakdown of Country Assessments



2.3 REGIONAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS

This year's report includes a regional analysis of country assessments and regional trends in government actions and gaps across countries. Figure 3 provides a regional breakdown of country assessments and provides insight into how each region is advancing in efforts to eliminate the worst forms of child labor. Every region except the Middle East and North Africa had at least one country that received an assessment of Significant Advancement. The region with the most countries receiving assessments of Significant Advancement was Latin America and the Caribbean (5 countries) followed by Asia and the Pacific (3 countries). The following two regions had the largest proportion of countries receiving assessments of Minimal Advancement: Sub-Saharan African, with 49 percent of countries; and the Middle East and North Africa, with 41 percent of countries.

2.3.1 Asia and the Pacific

2012 Regional Outlook: Asia and the Pacific

Meaningful efforts:

- Improved legal frameworks, particularly related to child domestic service and access to education.
- Increased social programs to address child domestic service and access to education, and increased targeted monitoring of child labor.

Challenges and existing gaps:

- Lack of adequate legal protections, specifically for children in hazardous labor.
- Lack of effective intra-government coordination and enforcement.
- Lack of funding for labor inspections.

In the Asia and Pacific region, 77.8 million children are engaged in child labor.⁽²⁾ Governments in Asia and the Pacific continued to make notable progress in combating the worst forms of child labor, particularly in the areas of legislation on and programs related to child domestic service, which is of particular concern in the region. Despite these efforts, significant obstacles remained in the areas of legal protections, specifically on deeming work as hazardous child labor, and in intra-government coordination and enforcement of child labor laws. Additionally, the lack of effective enforcement of these laws continues to hamper government efforts across the region.

Child labor in agriculture is prevalent in 15 out of 17 countries across South, Southeast, and Central Asia, where child labor is often found in the cultivation of tobacco and cotton. Among the Oceanic Countries and Territories, commercial sexual exploitation is also a common problem. Bonded and forced child labor remains a problem in all South Asian countries except for Bhutan and Maldives. In Southeast Asia and South Asia many children work as domestic servants.

Southeast Asia has made meaningful efforts to lead the fight to eliminate child labor in domestic service. During the reporting period, the Philippines ratified ILO Convention 189 on Domestic Workers and passed the Domestic Workers Act, which provides protection for children in domestic service.⁽⁴⁾ In Thailand, the Government passed a law that offers protection to child domestic workers, including setting the minimum age for domestic work at 15 years. In 2012, the Government of Cambodia began participating in a new USDOL funded 4-year, \$10 million project to combat child labor in three sectors, including domestic service.⁽⁶⁾ The Government of Indonesia also approved a new USDOL funded 4-year \$5 million project to support child domestic workers by promoting decent work, improving legal protection and enforcement of laws, and supporting a reliable referral mechanism for cases of exploitation.

Several countries in Asia and the Pacific also launched or expanded social programs addressing child labor

more broadly during 2012. The Philippines expanded its Conditional Cash Transfer Program to include conditionality on child labor. In Pakistan, the Punjab Provincial Government launched a \$2 million project to combat the worst forms of child labor. Bangladesh also began a new initiative to eliminate child labor in urban slums and rural areas. In the Kyrgyz Republic, the government established a child labor information center and a child labor rehabilitation center. Kiribati and Papua New Guinea each engaged in initiatives to address commercial sexual exploitation of children, a problem seen in many Oceanic Countries and Territories.

In South Asia governments are addressing child labor across sectors through legislation and programs for education. In 2012, Pakistan passed the Right to Free and Compulsory Education Act, ensuring in law educational opportunities for children ages 5 to 16. In India, the Right to Education Act was expanded to include children with disabilities, a group particularly vulnerable to child labor. The Maldives extended access to secondary education to children living in remote areas, including by opening schools on nearly every island of the country. Sri Lanka also launched a project to increase primary and secondary school attendance rates.

Despite these efforts, there remain significant obstacles to progress, particularly in the areas of legal protections related to hazardous work and intra-government coordination and enforcement. In Pakistan, India, and Nepal as well as six of the Oceanic Countries and Territories, a minimum age for hazardous labor set at 18 years has yet to be established. In the Maldives, Kiribati, Papua New Guinea, and Fiji, lists of hazardous work prohibited to children have not been adopted. Kyrgyz Republic, Mongolia, Vanuatu, and the Solomon Islands either have no coordinating body tasked with addressing child labor or coordination is ineffective. Thailand, Nepal, the Kyrgyz Republic, and Kazakhstan do not publish data regarding child labor violations, investigations, prosecutions, and convictions. In general, funding for child labor coordination and inspection is limited throughout the region.

2.3.2 Europe and Eurasia

2012 Regional Outlook: Europe and Eurasia

Meaningful efforts:

- Improved legal and policy frameworks, particularly related to trafficking in persons.
- Ratification of international standards, particularly ILO Conventions 138 and 182.

Challenges and existing gaps:

- Lack of data on the prevalence of the worst forms of child labor.
- Lack of effective intra-government coordination and enforcement.
- Lack of targeted social programs for children in the worst forms of child labor.

Regional statistics on child labor do not exist for Europe and Eurasia.⁽²⁾ Governments in Europe and Eurasia made positive efforts to strengthen their legal frameworks and implement policies to combat the worst forms of child labor. Despite these efforts, more concrete actions need to be taken in the areas of coordination and social programs to eradicate the most common worst forms of child labor in the region, commercial sexual exploitation, and street work.

Across the region, laws are largely harmonized with international standards. All countries in the region have ratified ILO Conventions 138 and 182 with the exception of Kosovo, which cannot ratify due to its non-membership in the UN. In addition, all countries have ratified the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography Labor except Russia and Kosovo. During the reporting period, several governments took steps to further strengthen their legal frameworks on child labor. The Government of Macedonia adopted a rulebook on the minimum occupational safety and healthy requirements for workers younger than 18. In Moldova, the Government amended the Labor Code, which now calls for increased fines for engaging children in hazardous work.

In addition, many countries in the region took steps to strengthen their human trafficking laws. Combating commercial sexual exploitation of children, including through trafficking, is a priority for the region. In Azerbaijan, the Government amended the Criminal Code to prohibit the production of child pornography, and the Government of Georgia amended the law to address social and legal protection, as well as assistance and rehabilitation of child trafficking victims. The region also improved in the areas of intra-governmental coordination and enforcement related to human trafficking, yet many countries still lacked a national referral mechanism to identify and refer victims of trafficking to appropriate social services.

Nine governments in the region adopted and/or implemented policies related to child protection and welfare and for the prevention and elimination of the worst forms of child labor. Armenia, Montenegro, and Ukraine adopted national plans or strategies for combating human trafficking. In Kosovo, the Government started to implement its 2011-2016 national action plan, which includes consolidating the Child Labor Monitoring system at the municipal level across the country. The Government of Moldova implemented its action plan on child labor at the regional and district levels, which includes training key stakeholders on the prevention of the worst forms of child labor, institutionalizing a child labor monitoring system, and developing public information campaigns on child labor issues. These policies and strategies are headed in the right direction; however, improvements in statistical information regarding the prevalence of worst forms of child labor in many countries are still needed to better guide policy makers in creating more targeted and effective strategies and programs.

Countries such as Armenia, Bosnia and Herzegovina, Russia, Montenegro, and Serbia, however, had no mechanisms in place to coordinate government policy and action against all the worst forms of child labor. In addition, social programs across the region were often overly broad and were not sufficiently focused to address the worst forms of child labor specific to each country.

Efforts in intra-government coordination and enforcement of child labor laws also remained a challenge across the region, in part due to the nature of the work in which children are primarily engaged. Work on the streets, such as forced begging and hazardous activities in the informal sector, are challenging to address through enforcement because of difficulties in inspecting and monitoring and, in many cases, are better addressed through prevention strategies. However, countries in the region struggled to allocate adequate funding for the policies and social programs needed to prevent the above-described work on the streets. For example, the Roma Decade Initiative, which has been implemented in several countries of the Southern Europe sub-region, did not have sufficient funding to adequately assist the marginalized population of Roma in the areas of education, health, and housing.

2.3.3 Latin America and the Caribbean

2012 Regional Outlook: Latin America and the Caribbean

Meaningful efforts:

- Improved legal frameworks, particularly related to safety and health protections for children who work.
- Expansion and piloting of programs that increase the reach of education.
- Regional collaboration on strengthening legal frameworks, enforcement practices, and programs.

Challenges and existing gaps:

- Limited/weak inspection systems.
- Lack of targeted social programs for children in hazardous work.

According to ILO data, Latin America and the Caribbean has the fewest child laborers of the regions examined at an estimated 12.5 million.⁽²⁾ Governments in Latin America have made a concerted effort to address child labor as a region. In 2005, heads of state made a hemispheric commitment at the Summit of the Americas to “take immediate and effective measures to prevent and eradicate the worst forms of child labor according to Convention 182 of the ILO (1999).”⁽⁷⁾ Since this time, governments have continued to collaborate and take actions to combat the worst forms of child labor. Though progress in some countries is limited, as a whole, the region continued its positive trajectory in 2012; of the ten countries in the world that received a rating of Significant Advancement, five are in South America. These countries—Brazil, Chile, Colombia, Ecuador, and Peru—made meaningful efforts to combat child labor that go beyond isolated improvements or initiatives. Instead, these countries have implemented comprehensive and concerted strategies through the simultaneous improvement of laws, coordination and enforcement efforts, policies, and social programs.

Brazil increased the number of child labor inspections, expanded assistance programs for families in extreme poverty, and trained local government officials to better coordinate anti-poverty efforts. Chile strengthened its legal framework against the commercial sexual exploitation of children, conducted child labor research, and established a program for low-income families conditioned upon children’s school attendance. Colombia stiffened fines for labor violations, including child labor, made efforts to monitor child and adolescent workers, and trained police officers and members of the Armed Forces on children’s rights. Ecuador continued systematic efforts to combat child labor in priority sectors, including by providing immediate remediation services when children were found working, and virtually eliminated child labor in municipal slaughterhouses. Peru began implementing a new national strategy to eliminate hazardous child labor by improving education opportunities, reducing society’s tolerance of child labor, and increasing efforts to sanction violators of child labor laws. Peru also funded and launched two pilot programs that provide education and livelihood services to families with the aim of reducing the worst forms of child labor, and announced its intent to assess the impact of these pilot programs.

In addition to strong individual country efforts, Latin America stood out for its collaboration among governments. In 2012, labor ministers from Central America, Belize, and the Dominican Republic convened in Panama to identify best practices, share lessons learned, and discuss the region’s common challenges in combatting the worst forms of child labor. The Government of Ecuador sponsored technical discussions with the Governments of Peru and Paraguay to share a successful strategy that brought together government, civil society, and the private sector to eliminate child labor in landfills. As a result, this year the Paraguayan municipality of Encarnación implemented the strategy and declared its municipal landfill as child labor free.

With the majority of child laborers in hazardous work, it is noteworthy that a number of countries focused on the occupational safety and health of working children. In Paraguay, the Ministry of Justice and Labor arbitrated dozens of settlements for child workers or relatives on behalf of child workers who were injured in their workplaces and were seeking compensation from their employers. The Guatemalan Ministry of Public Health and Social Assistance launched a protocol that requires public health workers to register any child whose injuries may have been labor-related into a child labor database. In Panama, the Ministry of Health added child labor into Executive Decree 268, which determines the health categories that require immediate notification to health or local authorities of work-related injuries or illnesses involving children. In Ecuador, a new project began to address the issue of the intersection between child labor and disabilities, including children who have been disabled as a result of child labor.

Several countries also made efforts to increase the reach of education as an alternative to child labor. Ecuador increased the years of compulsory education through the 10th grade; Suriname launched an after school program for primary students; the Dominican Republic expanded a pilot program that extends school hours to a full day; El Salvador expanded a full-time school program to 900,000 additional children; Bolivia expanded a cash transfer program that is conditioned on school attendance; and Haiti enrolled an additional 200,000 children in schools.

However, despite substantive gains during the year, faster progress in the region was hindered by longstanding impediments. Approximately one third of Latin American and Caribbean countries covered in this report (10 out of 29 countries) had labor inspection systems that devote insufficient resources or staff to child labor, impeding the effective enforcement of child labor laws. Numerous countries have yet to enact lists of hazardous occupations prohibited for children, including Argentina, Barbados, Belize, Dominica, Saint Kitts and Nevis, Suriname, Trinidad and Tobago, and Venezuela. In addition, many countries, including half of the Caribbean countries included in this report, did not prohibit the use of children in illicit activities or the production of illegal drugs. Additionally, while many countries implemented programs to target children in the worst forms of child labor, South and Central American countries commonly lacked programs targeting children engaged in hazardous activities in agriculture, in domestic service, and while working on the street.

2.3.4 Middle East and North Africa

2012 Regional Outlook: Middle-East and North Africa

Meaningful efforts:

- Improved legal and policy frameworks.

Challenges and existing gaps:

- Economic and political instability as a risk factor for an increase in child labor.
- Lack of data on the prevalence of the worst forms of child labor, which may impede implementation of child labor elimination efforts.
- Lack of effective enforcement of child labor laws.

Regional statistics on child labor do not exist for the Middle East and North Africa.(2) While some governments in the region aim to address the worst forms of child labor through their legal and policy frameworks, as well as data collection and dissemination efforts, economic and political instability and insecurity have affected the nature of child labor across the region.

In Iraq, the West Bank and Gaza Strip, and Yemen children continue to be directly engaged in armed conflict.(8-10) Reports from Egypt and Tunisia suggest that due in large part to economic instability since the revolutions of 2011, there has been an increase in the number of children working on the street.(11-13) In addition, street children in Egypt have been exploited as paid fighters during violent protests.(14) In Jordan, Syrian refugee children work long hours in the informal economy in and around the refugee camps.(15, 16) Palestinian children in Lebanon are sometimes employed as guards at checkpoints within refugee camps.(17) Continued instability may reduce the capacity of governments to address child labor issues within an environment of ongoing political transition and economic crisis. However, the full effects of instability and insecurity on child labor in the region are as yet unclear.

In 2012, countries in the region addressed child labor issues by strengthening their legal and policy frameworks. Bahrain ratified ILO Convention 138 and passed a new Labor Law, which increased the minimum age for work to 15 years. In the West Bank, the Palestinian Authority amended the Children's Law to include stiff penalties for child labor violations. The Government of Jordan approved its country's first national child labor strategy. In addition, the Government of Lebanon reconvened its National Steering Committee on Child Labor, which is coordinating government efforts to draft a National Action Plan and finalize a National Awareness Strategy to Combat the Worst Forms of Child Labor.

Some countries sought to reduce the child labor information gap. Both Egypt and Yemen increased the knowledge base by releasing results of national surveys

on child labor. The Government of Jordan developed an automated web-based national child labor database. Morocco conducted research on children working in domestic service, a sector particularly troubling within its borders. However, in many countries, there is still a significant lack of information on child labor and on government efforts to combat it. For 7 of the 12 countries assessed in the region, there is a lack of data on the prevalence of the worst forms of child labor. This information deficit, along with the continued regional instability, impedes governments’ ability to accurately target and effectively implement child labor elimination efforts, including intra-government coordination and enforcement of child labor laws.

2.3.5 Sub-Saharan Africa

2012 Regional Outlook: Sub-Saharan Africa

Meaningful efforts:

- Ratification of international standards, particularly the Palermo Protocol and/or the Optional Protocols to the Convention on the Rights of a Child.
- Increased number and training of labor inspectors.

Challenges and existing gaps:

- Limited adoption of hazardous work lists across the region.
- Significant barriers to access to education, including costs, limited numbers of schools, and lack of universal birth registrations.
- Lack of effective enforcement of child labor laws.
- Lack of targeted social programs for children in the worst forms of child labor.
- Continued use of children in armed conflict.

As a region, Sub-Saharan Africa has the second largest number of child laborers (59.0 million) in the world, with one in five children a child laborer.(2) The ILO reports that Sub-Saharan Africa lags behind other regions of the world in terms of progress towards the elimination of child labor, with over 28.8 million children ages 5 to 17 engaged in the worst forms of child labor.(2, 18) While the emerging face of Sub-Saharan Africa is one of promise, progress, and stability, there is still much to be done on the continent to address the worst forms of child labor, particularly in dangerous forms of agriculture and domestic service.

ILO Conventions 138 and 182, as well as the CRC, have been largely ratified in the region. During the reporting period, numerous countries ratified the Palermo Protocol and/or the Optional Protocols to the CRC, including Burundi, Cameroon, Ethiopia, Republic of Congo, Swaziland, and Zimbabwe. However, 42 percent of countries in Sub-Saharan Africa have yet to ratify all of these international standards.

Several governments addressed occupational safety and health concerns for working children by adopting or updating lists of hazardous work prohibited for children. These governments include Comoros, Côte d’Ivoire, Ethiopia, and Malawi. However, 45 percent of countries in Sub-Saharan Africa still do not have hazardous work lists. Despite this, several government strengthened legal protections for children during the year. The Governments of Niger and Sierra Leone increased protections for children engaged in commercial sexual exploitation; the Government of Mali passed a comprehensive law to prohibit trafficking in persons; and the Government of Comoros adopted a new labor code that addresses the worst forms of child labor.

In 2012, many governments launched or expanded efforts to improve access to basic education. The Government of Kenya signed into law its 2012 Basic

Education Bill, which strengthened compulsory education provisions, and the Government of Swaziland extended its free education program from grade three to five. However, there is still an urgent need for governments in Sub-Saharan Africa to remove barriers to access basic education. For instance, seven countries lack a compulsory education age, four of which are in Southern Africa. Fifteen countries also have compulsory education ages below the general minimum age for employment of 14 years. Children are also at risk of entering the workforce at a young age due to school related costs and the limited number of schools in Sub-Saharan Africa. In addition, in half of all countries in Sub-Saharan Africa, many children are not registered at birth, so do not have birth certificates. The lack of birth registration is a significant barrier for children because governments require birth certificates to enroll in school or access social services.

Almost half of all countries in West Africa took steps to improve enforcement of child labor laws by increasing the number of labor inspectors and providing training to labor inspectors. The Governments of Mozambique, the Democratic Republic of the Congo, and Ethiopia also increased their number of labor inspectors. In addition, the Government of Lesotho established a Children's Court to enforce all criminal laws to protect children against the worst forms of child labor. Sixty-five percent of countries in Sub-Saharan Africa have also established monitoring and coordinating mechanisms to manage government-wide efforts to combat child labor. In 2012, the Governments of Ethiopia and Cape Verde established national committees to coordinate efforts to eliminate child labor and the Government of Uganda created a Counter Trafficking in Persons Office and an inter-ministerial Task Force to coordinate anti-trafficking efforts. Nonetheless, despite these improvements, the majority of countries in Sub-Saharan Africa still lack the ability to effectively enforce even the basic legal frameworks on child labor that they may have established. Enforcement bodies lack resources, personnel, and training, which impede effective inspections and subsequent imposition and collection of sanctions on child labor violations.

There are several countries in Africa that recruit child soldiers and are complicit in the use of forced child labor. In the Democratic Republic of the Congo, although the government signed a UN-backed action plan to stop the recruitment of children in armed conflict, some elements of the Congolese National Army and armed rebel groups continued to abduct

and forcibly recruit children for use in armed conflict and for labor and sexual exploitation. Although the Government of Central African Republic had previously signed an agreement to demobilize child soldiers, armed groups on all sides of the conflict increased the use of child soldiers in 2012. In Mali, non-state groups including pro-government militias and government-supported militias, recruited children for military purposes. In Eritrea, the government required, as a pre-condition for graduation, that all students complete their final, 12th year of schooling and military training at the Sawa Educational Institution in remote Western Eritrea, where they carried out various construction, mining, and agricultural activities.

Although many countries in Sub-Saharan Africa have implemented some of the suggested actions for the elimination of the worst forms of child labor from USDOL's report last year, there is still much to be done. There is a pressing need for governments to increase their efforts to effectively protect children from exploitation through improvements in legislation and access to education and, in particular, through the enforcement of child labor laws and targeted social programs for children engaged in the worst forms of child labor.

2.4 CONCLUSION: "PROGRESS TOWARDS THE 2016 GOAL"

The analysis of global and regional trends shows that although there has been definite progress, there is still much work to be done to achieve a future free of exploitative child labor. Across regions, governments are taking meaningful efforts in legal and policy frameworks, especially in ratifying international conventions and passing laws to combat the trafficking of children.

However, gaps and challenges remain, and while these vary by region and by country, some common themes emerge, particularly in the area of enforcement. Across regions, legal protections are all too often not enforced in practice. In many cases, insufficient resources are being devoted to inspection and monitoring. Capacity may also be lacking, and in some countries, political instability, weak institutions, or lack of political will

further contribute to ineffective law enforcement. Collaborative regional initiatives at times can play a constructive role in improving enforcement across countries through sharing of good practices and collaboration. Technical assistance can also help build the capacity of labor inspectorates. For areas where inspection and monitoring remain particularly challenging due to the nature of the work, such as in the informal sector, it is especially important that innovative thinking about enforcement and accountability mechanisms be combined with creative prevention strategies.

In addition to addressing enforcement shortfalls, more needs to be done across countries to protect children from hazardous work, address gaps in data that impede effective targeting of policies and programs, and extend social protection to the most vulnerable families. Girls working in domestic service also deserve special attention, since their work occurs in private households where employment practices are often unregulated and where they become particularly vulnerable to exploitation. Governments must ultimately meet these and other challenges, but they cannot do so alone. The Hague Roadmap correctly identifies the important roles civil society, business, and international organizations play in tackling this global problem, including through policy guidance, technical cooperation and capacity building, advocacy, and awareness-raising, among other efforts.(1)

In workplaces and communities where they are free to organize and operate, independent trade unions can be considered a “first line of defense” against child labor. Their presence in workplaces enables them to identify instances of exploitation and raise them directly with management. Through collective bargaining, unions can advocate for decent wages for adult workers, allowing more families to send their children to school rather than to work to supplement meager adult wages. Unions can also negotiate for improved workplace health and safety and raise awareness among workers around critical health and safety issues, helping to prevent adult workers from suffering workplace accidents and illnesses that could preclude their full employment and increase the likelihood that their children would be called upon to earn income for the family. And as advocates with governments and other stakeholders, unions also can be an important voice in promoting laws, policies, and programs that impact child labor.

There is also a growing global consensus that the private sector has an obligation to “ensure that effective systems are in place to combat child labor in supply chains.”(1) The United Nations Guiding Principles on Business and Human Rights, endorsed by the Human Rights Council in 2011, has drawn attention and lent support to the principle that companies have a responsibility to respect human rights, including children’s rights.(19) This includes exercising due diligence to identify and address child labor in companies’ operations and supply chains.

For the last twenty years, with the support of the USDOL and many other donors, ILO-IPEC has also played a pivotal role in assisting governments and catalyzing civil society organizations to join the fight against child labor.

We hope the research and analysis in this year’s *Findings on the Worst forms of Child Labor* help government leaders identify good practices, address key gaps, and develop more effective strategies to combat the worst forms of child labor. We are also hopeful that the dialogue set to take place this October in Brazil will prove a catalyst for accelerated action globally. The immensity of the problem and the urgency of finding solutions require nothing less than a worldwide movement. Only through coordinated and concerted effort can we make the worst forms of child labor a relic of the past and respect for children’s rights a bedrock on which to build the future.

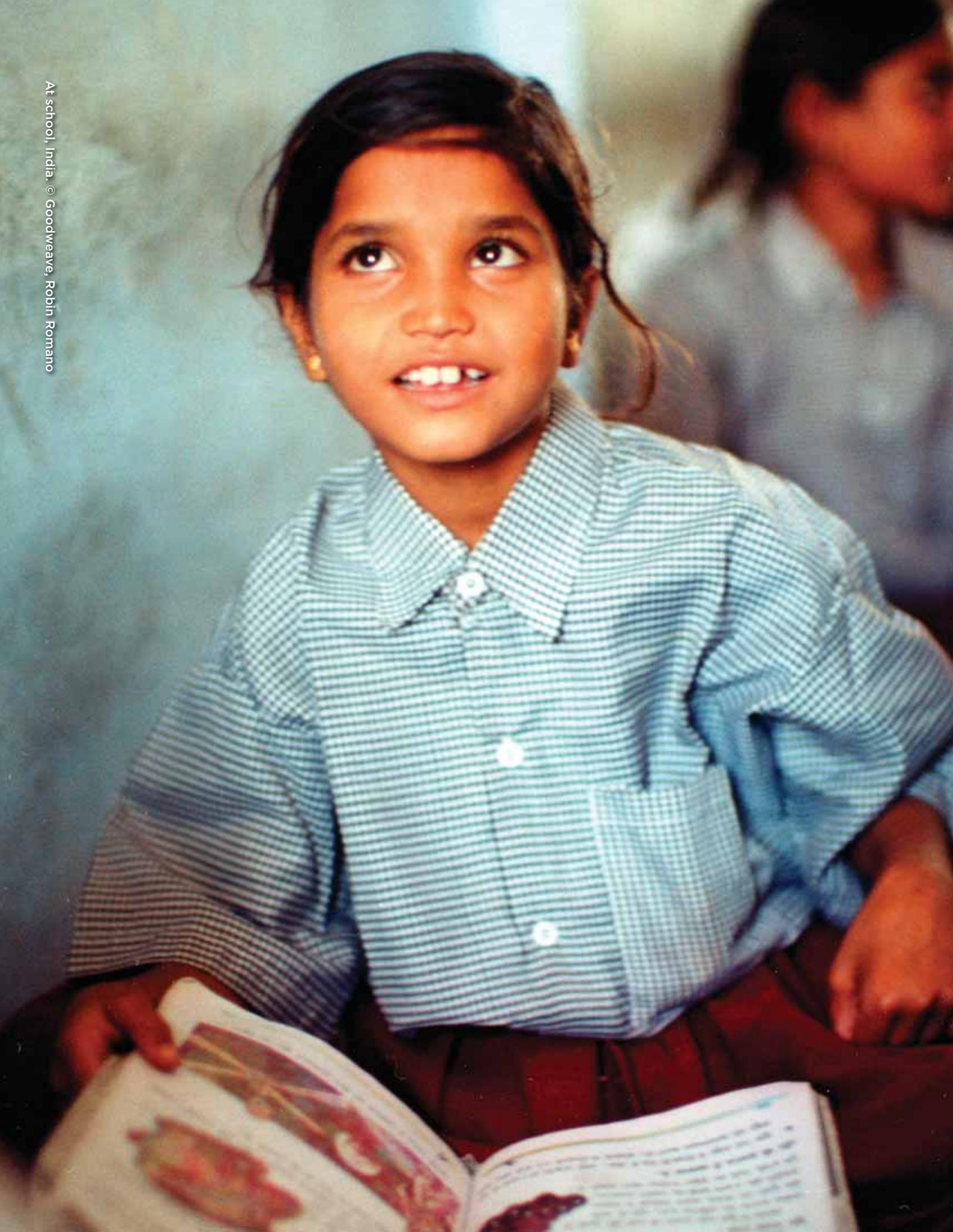
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At play, Nepal. © Goodweave, Robin Romano

At school, India. © Goodweave, Robin Romano



Part **3** 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. USDOL 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 USDOL'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 2011, there were 13 fatal occupational injuries among children ages 16-17, and 10 fatal occupational injuries among children below age 16 in the United States.⁽¹⁾

WHD is committed to ensuring that the FLSA is strictly enforced. Every on-site investigation carried out by WHD investigators includes looking 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 2012, WHD concluded 749 cases where child labor violations were cited. The most common violations were failure to comply with the hours standards for

14 and 15 year-olds in non-agricultural industries. These violations constituted over 42 percent of the child labor violation cases while failure to comply with HOs in non-agricultural industries for 16 and 17 year-olds accounted for over 40 percent of the child labor violation cases. In this same fiscal year, WHD assessed over \$2 million in civil money penalties for violations of the child labor provisions of the FLSA.

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. WHD uses many tools to try to protect children and 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 recently re-launched the YouthRules! Website, an online child labor information portal. The updated website has new features and content, including sections targeted to a teen audience. It features enhanced navigation, multimedia content, social media linkages, and a new "Young Worker Toolkit" of teen-friendly resources. The site has been reorganized to make useful information, like the hours teens can work and the jobs they can hold, easier to find. The site still maintains links to compliance assistance materials for employers, parents, and educators. It also has links to important worker resources, including information on filing legal complaints, federal and state child labor laws, federal and state labor offices, and links to other DOL and government-wide sites with information for children and young workers. 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 children and young workers about their rights and other resources on child and 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.⁽²⁾ In addition, the Department of Education's Migrant² 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.⁽³⁾

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² In the United States, the word "migrant" typically refers to moving between locations within the United States for agricultural, dairy, or fishing work (<http://www2.ed.gov/policy/elsec/leg/esea02/pg8.html>) rather than moving across international borders. Therefore, "migrant" children in the United States may be U.S.-born or foreign-born.

Part 4 Reference Materials

4.1 Children's Work and Education Statistics: Sources and Definitions

Approximately 90 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 start date of the research and writing of this report (2002). 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 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).⁽¹⁾ 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 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 is contributing to the collection of more comparable data on children's involvement in non-market activities.

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.

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. To be consistent with estimates of child work, the age group for which attendance statistics are calculated for children is generally 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 School and Work

The percentage of children who combine school and work is the share of all children within a specified age group that reporting both working and attending school. The UCW project data described above in the section “Working Children” are used to develop country-specific statistics on children combining school and work. 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 February 3, 2013, 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’ Glossary at <http://glossary.uis.unesco.org/glossary/en/home>.

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4.2 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. 1: 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/convdisp2.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/convdisp2.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, ILAB has funded more than 250 projects to combat child labor in over 90 countries and worked with more than 60 organizations. ILAB projects provide direct services to children and their families and help build national and local capacity to address child labor. ILAB supports the collection of reliable data, promotion of effective policies and legislation, enhanced monitoring and enforcement, and the development of national plans of action. ILAB also helps link child labor elimination efforts with other national efforts to promote basic education, social protection and poverty reduction. As a result of these

efforts, approximately 1.7 million children have been rescued from child labor through the provision of education and training services and livelihood support for their families.

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 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/Outcome_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/ipecc/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.

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

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 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.

Source: UNESCO, *The World Conference on Education for All*, Jomtien, Thailand (March 5-9, 1990), [conference proceedings]; available from http://www.unesco.org/education/efa/ed_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/efa/wef_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/efa/ed_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/ipecc/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 adjudicate 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>.

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/ipec/about/implementation/ipec.htm>. See also ILO, IPEC Action Against Child Labour: Highlights 2006, Geneva, February 2007, 10 and 29; available from http://www.ilo.org/iloroot/docstore/ipec/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/ipec/publ/download/factsheets/fs_ipecstrategy_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/ocft/iclhc.htm>.

ILO Recommendation 190: Worst Forms of Child Labor

ILO Recommendation 190 supplements the provisions of ILO C. 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, ILO R. 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 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

While the concept of the informal sector was introduced into international usage in the 1970s, it was only in 1993 at the 15th International Conference of Labor Statisticians that an internationally-recognized definition for data collection was established, delineating the informal sector as unincorporated, small and/or unregistered enterprises, and the employees of those enterprises. An enterprise is unincorporated if no complete set of accounts are available that would permit a financial separation of the activities of the

enterprise form that of its owner(s), and it produces marketable goods or services. The registration and size criteria are determined according to national circumstances and legislation, which provides a degree of flexibility in identifying the informal sector from country to country. However, all interpretations of this sector share the notion of enterprises that fall under the radar screen for enforcing legal standards and regulations, and whose workers often lack the benefits of regular, stable, and protected employment. 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 may not show up in labor force activity rates.

Source: ILO, *Women and Men in the Informal Economy: A Statistical Picture*, [online] 2002 available from: <http://www.ilo.org/dyn/infoecon/docs/441/F596332090/women%20and%20men%20stat%20picture.pdf>. ILO, *Measuring informality: a Statistical Manual on the informal sector and informal employment*, [online] 2012 available from: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_182300.pdf.

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).

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 (PRSP)

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.)

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/crc/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>.

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*."

Part

5

Country Profiles



In 2012, Afghanistan made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Afghanistan established the High Commission for Combating Crimes of Abduction and Human Trafficking/Smuggling and approved the National Action Plan on Trafficking in Persons. The Government also worked to reduce the numbers of children illegally entering the Afghan National Police (ANP) and Afghan Local Police (ALP) through the establishment of Child Centers in the western provinces of Afghanistan. While these centers have prevented some children from joining the ANP, 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 and the ALP. Children in Afghanistan continue to engage 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Distribution of the Worst Forms of Child Labor

Children in Afghanistan are engaged in the worst forms of child labor. Such worst forms include the recruitment and use of children for military purposes, forced labor in the production of bricks, and dangerous work in agriculture.(3-9) Children work in agriculture in Afghanistan, including in the cultivation of poppies for opium production.(9, 10) Children working in agriculture may use dangerous tools and transport heavy loads.(11, 12) There is limited evidence that children also raise livestock or shepherd animals. A study found that some children raising or herding livestock may be physically abused by animal owners, and girls may be sexually harassed when herding far from home.(13) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(14)

Children engage in exploitative work in home-based carpet weaving. They work long hours with their families, use dangerous tools and equipment, carry heavy loads, are exposed to dangerous chemicals, and inhale harmful wool dust.(5, 9, 15, 16)

Children work as auto mechanics and as blacksmiths in metal workshops. These occupations expose them to occupational injuries such as cuts and burns.(5, 17) Children reportedly work on construction sites.(18) Children mine coal, which may lead to respiratory illnesses or injuries from explosions.(19-21) There is limited evidence that children also work in gem mining operations.(9, 17)

Children also work as domestic servants.(9, 16) Employers may require them to work long hours and perform strenuous tasks without sufficient food or shelter. Additionally, they may be isolated in private homes and are susceptible to physical and sexual abuse.(9, 16, 22, 23)

There is limited evidence that children gather, transport, and sell firewood, sometimes far from home, making them vulnerable to animal attacks, falls, car accidents, sexual abuse, or abuse from landowners.(13) Children also travel long distances and carry heavy loads in the collection of water.(24)

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, 6, 16, 25-27)

Children are used in illicit activities related to narcotics, including drug smuggling across borders.(16, 17, 26, 28)

Afghanistan

Children are recruited and used for military purposes by non-state groups.(3, 4, 7-9, 29, 30) Reported instances of children serving in the ANSF, including the ANP and the ALP, declined during the reporting period. In most cases, it was reported that children altered their national identity cards to reflect an age of 18 or older, and at times with the knowledge of government officials.(3, 8, 9, 29, 30) Non-state armed groups such as the Haqqani Network, Hezb-i-Islami, Tora Bora Military Front, Jamat Sunat al-Dawa Salafia, and the Taliban recruit child soldiers; the Taliban and the Haqqani Network use children as suicide bombers.(3, 4, 26, 30-36) During 2012, the UN verified incidents involving the abduction of 66 boys and verified that the cases were attributed to the Taliban, some pro-government militias, and the ALP.(30) Armed groups, as well as other actors, 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, 4, 9, 16, 26, 30, 34)

Afghanistan is a source and destination country for trafficking in persons. Trafficking within Afghanistan is more prevalent than transnational trafficking.(16) Afghan children are trafficked internally for forced labor, including debt bondage in the brick industry, forced begging, commercial sexual exploitation, and domestic service. In addition, there is limited evidence that children are trafficked for forced labor in the carpet industry.(16) Also, anecdotal evidence suggests that some girls find themselves forced into commercial sexual exploitation by their husbands.(6, 37) Children are trafficked transnationally to Pakistan, Iran, and Saudi Arabia for commercial sexual exploitation, forced begging, and drug smuggling. Boys are also trafficked to Pakistan for paramilitary training and to Iran for forced labor in the agriculture and construction sectors.(6, 16) Girls are trafficked internationally to other countries, particularly to Pakistan, Iran, and India, for commercial sexual exploitation and forced domestic service.(6, 16) Girls from other countries are trafficked to Afghanistan for commercial sexual exploitation.(16, 31)

Afghanistan is plagued by insecurity and violence; this has led to grave abuses against children.(29) These include the killing and maiming of children in attacks on schools.(7, 38) These conditions make it more difficult for children to attend school on a regular basis. According to the Ministry of Education (2011-2012), while enrollment has risen since the fall of the Taliban, there are significant gender and geographic disparities.(39)

There are reports of children working on the streets, but specific information on hazards is unknown.(5, 9, 40, 41)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work and for hazardous employment at 18.(9, 42) 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, but the Code does not specify what tasks are considered as “light types of work” .(9, 42)

International Conventions and Selected Laws on Child Labor and Education

	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	15
	Free Public Education	Yes

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.(42) However, the Government of Afghanistan has not defined hazardous working conditions and occupations prohibited for children.(9, 41) The Labor Code also does not prescribe penalties for child labor violations.(41)

The Constitution prohibits forced labor.(43) The Decree of the President of the Islamic Republic of Afghanistan Concerning the Enforcement of the Law on Combating Abduction and Human Trafficking/Smuggling specifically prohibits trafficking in persons, both domestically and internationally.(44, 45) The law prescribes stronger penalties for trafficking of children than trafficking of adults.(44) Research does not show any laws to prohibit child commercial sexual exploitation, pornography, and use of children illicit activities.

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.(32, 46)

According to the Constitution, children and adults in Afghanistan are entitled to free education up to and including college.(9, 41) Children in Afghanistan are required to attend 6 years of primary school and 3 years of secondary school, approximately through age 15.(41)

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.(5, 47) 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 51 districts across 28 out of 34 provinces.(41, 48) In January 2012, the Government established the High Commission for Combating Crimes of Abduction and Human Trafficking/Smuggling.(16) The Ministry of Justice (MOJ) coordinates this Inter-Ministerial High Commission, which addresses trafficking in persons in general.(6, 16) The Ministry of Women's Affairs (MOWA) is responsible for combating the trafficking of girls through targeted policy and advocacy.(16)

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 UN 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.(18, 49) The Government also has an Inter-Ministerial Steering Committee on Children and Armed Conflict with representatives from MFA, MOJ, MOWA, the National Directorate of Security and the ministries of Defense, Interior, Health, Social Affairs, and Education.(18) In general, the UN-led Task Force is responsible for monitoring the outcomes of the Inter-Ministerial Task Force on Children and Armed Conflict.(18, 34, 49)

MOLSAMD is responsible for enforcing the Labor Code, including laws to combat child labor. It employs 20 labor inspectors to cover the country's 34 provinces.(41) The number of labor inspectors is not sufficient to enforce Afghan laws on child labor.(41) Labor inspectors work in an advisory capacity only, and business owners have the right to refuse an inspector's

visit.(41) Labor inspectors made 152 general inspections in Kabul and four other provinces. Research did not determine whether these included child labor or not.(41) Labor inspectors did not receive training on child labor during the reporting period. In addition, there do not appear to be any mechanisms to reach children involved in the worst forms of child labor in the informal sector.(41)

The Ministry of Interior (MOI) is charged with enforcing laws related to hazardous child labor, forced child labor, child trafficking, and child sexual exploitation.(17) During the reporting period, the U.S. Department of Homeland Security's Immigration and Customs Enforcement agency trained officials from the Afghan MOI and the ANP on how to conduct investigations and identify and arrest traffickers.(23) Specifically, the MOI has an anti-trafficking in persons/smuggling unit, which increased from 7 to 26 officers during the reporting period.(16) However, there was no budget for field-based investigations during the reporting period and officers assigned for field-based investigations were often sent to other locations to perform other duties.(16, 41) It is therefore unclear how the MOI investigates trafficking.(16, 41) MFA also becomes involved in international trafficking cases.(16)

During the reporting period, 11 cases of forced labor identified through inspections were referred to CPAN. While these cases were referred to CPAN, which monitors child labor violations, there was no further information on the details of ages of the victims.(41)

The MOI does not keep statistics regarding the number of violations involving the worst forms of child labor or child trafficking as well as the number of prosecutions and convictions.(16, 41) In addition, the Dari language does not distinguish between human trafficking and human smuggling, complicating enforcement and data collection efforts.(16)

During the reporting period, the Government supported an awareness campaign to combat child soldiering. The Ministry of Defense and the MOI distributed materials to personnel, explaining that the use of children under age 18 in the military forces was forbidden and advertised a hotline to report cases.(16)

Government Policies on the Worst Forms of Child Labor

The Government of Afghanistan has committed, through an Action Plan, to prevent the recruitment of minors into the ANA and the ANP, including the ALP and the National Directorate of Security.(34, 50) The Plan is implemented by the Government's Inter-Ministerial Steering Committee on

Afghanistan

Children and Armed Conflict and monitored by the UN's Task Force on Children and Armed Conflict and by UNICEF. The Action Plan also includes measures to prevent young boys from being victims of *baccha baazi* (boy play).⁽⁵¹⁾ During the reporting period, the Steering Committee met to discuss the Action Plan, and the Government of Afghanistan has submitted ongoing monitoring reports to the UN Task Force.⁽³⁰⁾ There is no further information on the implementation of the Action Plan.

In January 2013, the High Commission for Combating Crimes of Abduction and Human Trafficking/Smuggling approved the National Action Plan on Trafficking in Persons, which sets out a timeline for specific actions to be taken by members of the High Commission to address trafficking.⁽¹⁶⁾

The Ministry of Education's National Education Strategic Plan establishes goals to improve access to and the quality of education.⁽⁵²⁾ The question of whether this Plan has had an indirect 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, MOLSAMD implemented more than 30 programs to provide services to children at risk, some of which may be children vulnerable to child labor. MOLSAMD also implements awareness raising campaigns⁽⁴¹⁾ 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 the provision of vocational training, family reintegration, schooling, and

literacy training for the most vulnerable.^(53, 54) 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.⁽²⁷⁾

Few children in Afghanistan have formal birth registrations.^(5, 16) The lack of a birth registration makes it difficult to monitor and enforce laws such as the minimum age for employment and military recruitment. The Committee on Children Against Armed Conflict's Western Region Task Force created Child Centers in the western provinces of Afghanistan. Of these, the Badghis and Herat Child Centers prevented children from enlisting in the ANP and the Ghor Child Center prevented children from enlisting in the ANA.⁽³⁰⁾ Research found no evidence, however, that the Government has implemented or supported programs to remove or rehabilitate children already involved in armed conflict.

Government agencies sometimes refer child trafficking victims to NGO-run facilities or orphanages, or place them with government social service agencies.⁽¹⁶⁾ MOLSAMD has oversight of three shelters 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.⁽¹⁶⁾ In general, trafficking shelters provide assistance to boys under age 16. Research found no evidence of shelters providing services for boys 16 to 18.⁽⁶⁾ Also, as female victims are not disaggregated by age, it is difficult to determine if underage girl trafficking victims are being assisted with services.^(6, 16)

There are currently no programs for children engaged in the worst forms of child labor, particularly 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	Designate hazardous working conditions and occupations prohibited for children.	2009, 2010, 2011, 2012
	Specify what tasks are considered as "light types of work" for children ages 15 to 18.	2012
	Revise the Labor Code to specify penalties for child labor violations.	2010, 2011, 2012
	Clarify whether laws exist to prohibit child commercial sexual exploitation, pornography, and use of children in illicit activities.	2012
	Clearly define human trafficking in accordance with international conventions.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Increase the number of labor inspectors and provide them with training on child labor laws and regulations.	2011, 2012
	Enable labor inspectors to have access to businesses for enforcement of laws, including child labor laws.	2011, 2012
	Create mechanisms to protect children currently in the worst forms of child labor in the informal sector.	2012
	Provide a budget to the MOI to enforce laws concerning trafficking.	2012
	Collect data on the number of child labor violations, prosecutions, and convictions.	2009, 2010, 2011, 2012
Policies	Take measures to fully implement the Action Plan on Children and Armed Conflict.	2010, 2011, 2012
	Assess whether the National Education Strategic Plan has an impact on child labor.	2009, 2010, 2011, 2012
	Collect and make publicly available data on the age and gender of forced labor and trafficking victims.	2011, 2012
Social Programs	Implement rehabilitation and reintegration programs for children affected by armed conflict.	2009, 2010, 2011, 2012
	Clarify whether government and NGO-run shelters can provide services to girls.	2010, 2011, 2012
	Expand government and NGO-run shelters to provide services to older boys ages 16 to 18.	2010, 2011, 2012
	Create programs to address the worst forms of child labor in brick production and agriculture.	2009, 2011, 2012

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In 2012, Albania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Council of Ministers adopted an Action Plan for Children. The Government amended and improved the National Referral Mechanism to increase cooperation between government agencies and civil society on trafficking issues. The Government also released a national Child Labor Survey conducted by the National Institute of Statistics in 2010. Despite these efforts, the Government relies on poorly funded NGOs to provide the bulk of services to children engaged in the worst forms of child labor. Children continue to engage in the worst forms of child labor, particularly in forced begging.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	19.0 (108,161)
Attending School	5-14 yrs.	91.0
Combining Work and School	7-14 yrs.	20.5
Primary Completion Rate		88.8

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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, particularly in forced begging.(3-6) Adults exploit children, some reportedly as young as ages 4 and 5, forcing them to beg and requiring them to be on the streets and go door-to-door.(7-11) Reportedly, children in Albania who beg may work long hours, often late into the night. In addition, these children may be physically beaten and are at risk of sexual exploitation.(12) The Government has identified street work as a worst form of child labor.(13) Children work on the streets, including as drug runners.(7)

Although evidence is limited, there are reports that children in Albania work in the textile, garment, and footwear sectors. Some are reportedly employed directly in factories, in which they are exposed to heavy machinery and chemicals; however, the majority work long hours in home-based operations.(4, 6, 7, 14)



Children work in mines; where they are exposed to chemicals and carry heavy loads.(4, 7, 15) Children are also engaged in dangerous activities in agriculture. Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(16, 17) Children work in the construction sector and use dangerous equipment that exposes them to the risk of injuries. There is evidence that children suffer from exhaustion caused by long working hours in the construction and service sectors.(7, 18)

Albania is primarily a country of origin for children trafficked abroad to Greece, Macedonia, and Kosovo.(9, 19) In addition, children are trafficked within Albania to large cities, tourist sites, border points, and ports.(9) Children are primarily trafficked for illicit activities and forced labor, including forced begging. Some girls are trafficked for commercial sexual exploitation.(3, 6, 20-23)

Research indicates that ethnic minority children from the Roma and Egyptian communities make up the majority of street children and trafficking victims.(4, 9) Traditionally, these communities have suffered from pervasive marginalization and discrimination, which contribute to their acute poverty and difficulty in accessing social services.(9, 24)

Laws and Regulations on the Worst Forms of Child Labor

The Albanian Labor Code establishes the minimum age for work at 16.(6, 25) Children between the ages of 14 and 16

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may be employed part-time during school holidays, provided that the employment does not harm their health and development.(6, 25, 26) However, the law fails to define what constitutes permissible school holiday work, or the number of hours or conditions that would render employment acceptable.(26)

International Conventions and Selected Laws on Child Labor and Education

	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 may work, but are restricted from work performed at night or work deemed harmful to their health or growth, and may only be employed in what the Council of Ministers defines as “easy jobs.”(25) 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.(25, 27) The Labor Code sets the minimum age for hazardous work at 18 and lists jobs considered hazardous for younger children.(25) 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.(27)

The protections for children in the Labor Code do not apply to “family jobs carried out by family members” who share the same household, leaving unprotected those children performing

hazardous work who work with family members.(25) The Labor Code is also only applicable to contract employment, leaving the many working children not covered by a contract, including self-employed children, unprotected.(26)

The Labor Code prohibits compulsory labor by any person, except in special circumstances, such as military service.(25) The minimum age is 18 for voluntary military service and 19 for compulsory recruitment.(6, 28)

Albania’s Criminal Code criminalizes the trafficking of children and imposes a prison sentence for offenders. In addition, the Criminal 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, 6, 29, 30) The law provides reintegration assistance and stipends to victims of trafficking once they depart from shelters.(19) During the reporting period, the Government amended the code to include imprisonment and monetary penalties as punishment for “offering remuneration in exchange for personal profit from prostitution.”(23)

In 2012, the Government signed an Additional Cooperation Protocol with Kosovo to improve efforts to assist victims of trafficking, especially child victims.(23) In addition, the Ministry of Justice proposed changes to the Penal Code to protect victims of trafficking from being prosecuted as criminals, but the changes have not been approved by Parliament.(23)

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 due to a lack of civil registration or due to their families’ inability to forgo the lost income from the child leaving work.(7, 31)

Albania’s Law for Protection of Children (LPC) stipulates that children have the right to protection from all forms of violence and economic exploitation.(32-34)

Institutional Mechanisms for Coordination and Enforcement

The LPC institutes mechanisms for collaboration among central authorities, local authorities, and human rights civil society organizations.(32) 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.(6, 33, 35) At the municipal level, child protection units (CPUs) are tasked with the identification of children in danger and their subsequent referral to a safe environment.(18) During the reporting period, 100 new CPUs were created in municipal and community levels across Albania.(23) The National Council for the Protection of the Rights of Children (NCPRC) is the primary government body responsible for the coordination of the protection of children's rights, including children involved in child labor.(18)

The National Referral Mechanism (NRM) is a collaborative mechanism through which government and civil society organizations coordinate the identification, protection, referral, and rehabilitation of trafficking victims.(6, 35) In April 2012, the Government amended the NRM to increase cooperation between government agencies and civil society in identifying, assisting, and reintegrating trafficking victims.(23) However, the new NRM did not first meet until March 21, 2013, and some ministries did not send representatives. It remains to be seen if these new changes are indeed increasing cooperation.(36)

In June 2012, the Council of Ministers issued a series of orders, Decisions 264-267, to improve coordination mechanisms for child referral cases and build local capacity for intervention where children are at risk.(6)

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.(18) The Labor Inspectorate has 145 inspectors, which is an increase from 100 inspectors at the end of 2011. Inspectors are charged with identifying violations of labor laws, including child labor laws.(23) However, the quality of inspections is compromised by the lack of funds for adequate office space and transportation. In addition, according to the UN Committee on the Rights of the Children, lack of training limits the ability of inspectors to detect the worst forms of child labor.(6, 18) In 2012, according to the Government, the Labor Inspectorate cited 300 cases of child labor violations. However, the Government reported only three children were removed or assisted as a result of the inspections, and no penalties were applied in any of the cases.(6)

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.(22, 35) This office is required to publish a report on the state of human trafficking in Albania twice a year.(22) In 2012, the NCAT did not publish the report.(23) In 2012, the NCAT conducted trainings to strengthen local government officials' ability to identify and assist potential victims of trafficking. The NCAT updated its anti-trafficking database to improve its ability to track and analyze trends in trafficking.(23) In addition, the NCAT trained 245 school directors and teachers in mostly rural areas to increase their trafficking awareness. The NCAT continued to support a national campaign against the exploitation of children, including a series of anti-trafficking television ads.(23)

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 has nationwide jurisdiction over all trafficking cases.(22) During the reporting period, the Government supported two NGOs in the training of 145 judges, prosecutors, and police officers on anti-trafficking issues. Also in 2012, three criminal cases of trafficking minors were reportedly prosecuted.(23) Research was unable to determine the result of these proceedings.

Government Policies on the Worst Forms of Child Labor

During the reporting period, the Council of Ministers adopted an Action Plan for Children (2012-2015). The plan builds on recommendations from the Strategy Evaluation for Children (2005-2010) and the European Strategy for Children (2012-2015).(6, 37) Research was unable to determine if there is a relationship between the Action Plan and the Albanian Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 (ARCL). The ARCL outlines a plan to eliminate the worst forms of child labor in Albania by 2016.(32) 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.(38) The Government continued to implement the 2011-2013 National Anti-trafficking Strategy.(6, 19) Research was unable to uncover any information about the strategy.

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In 2013, the Government supported the release of a national Child Labor Survey that was conducted by the National Institute of Statistics in 2010. The report provides information on the scope of the child labor situation in Albania.(39)

The Government continued to implement the National Strategy for Development and Integration 2007 to 2013 (NSDI). The NSDI specifically addresses the worst forms of child labor.(6) The plan calls for enforcing compulsory education and creating vocational training opportunities for vulnerable children as a key strategy to prevent and reduce child labor.(6)

The National Strategy for Social Inclusion (2007-2013) seeks to reduce poverty among Albania's vulnerable groups, including children and Roma communities.(40) 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.(18, 40) However, limited progress was made toward achieving these goals, in part due to limited funds and resources at the local level.(24) The Government of Albania continued to implement the National Action Plan for the Decade of Roma Inclusion (2005-2015) in Albania, which strives to improve access to and the quality of social services for Roma communities.(41) 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*, continued to implement the LPC's child protection framework, which includes measures to protect vulnerable children and child victims of trafficking.(34) The Safety Net Program was implemented through CPUs at the local level.(34) 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.(34, 42)

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.(43) The program reportedly helped strengthen institutional capacities of employment centers and vocational training centers to increase access to the Roma and Egyptian communities; it also promoted primary education for Roma and Egyptian children who lack access to early learning.(43)

The Government supported the Zero Dropouts Program (2009-2013), which works to reduce school dropout rates among the Roma and Egyptian communities. The program's Second Chance Project works to reintegrate children who have dropped out of school.(44)

The Government continues to fund and operate a reception center that houses victims of trafficking identified in Albania.(19, 23) In 2011, 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.(45) Research did not find information regarding progress in implementing the plan.

In March 2011, a child allowance was introduced for families already benefiting from economic aid through Albania's Law on Social Assistance and Services. However, payments to eligible families are still deemed too low to have an impact on children.(45) Social services for children engaged in the worst forms of child labor are generally provided by 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.(18, 24, 46)

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, 2012
	Amend legislation to protect children working with their families from the worst forms of child labor.	2010, 2011, 2012
	Amend the Labor Code to include children who fall outside contract work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Provide inspectors with adequate training and the tools needed to carry out their tasks effectively.	2010, 2011, 2012
	Publish information on the results of criminal proceedings related to trafficking.	2010, 2011, 2012
Policies	Conduct research on children engaged in dangerous work on the street in order to inform policy and program design.	2012
	Implement the National Action Plan for Children.	2011, 2012
	Assess the impact that existing policies to promote social inclusion may have on addressing child labor.	2011, 2012
	Fully implement the National Strategy for Social Inclusion (2007-2013), including sufficient financial resources at the local level.	2012
Social Programs	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, 2012
	Increase payments to families eligible for assistance under the Social Assistance and Services Law.	2011, 2012

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In 2012, the Government of Algeria made no advancement in efforts to eliminate the worst forms of child labor. While it is unclear to what degree child trafficking is a concern in Algeria, the Government initiated its first prosecutions for human trafficking and expanded legally guaranteed benefits to support victims, which did not include any children. 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		94.4

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

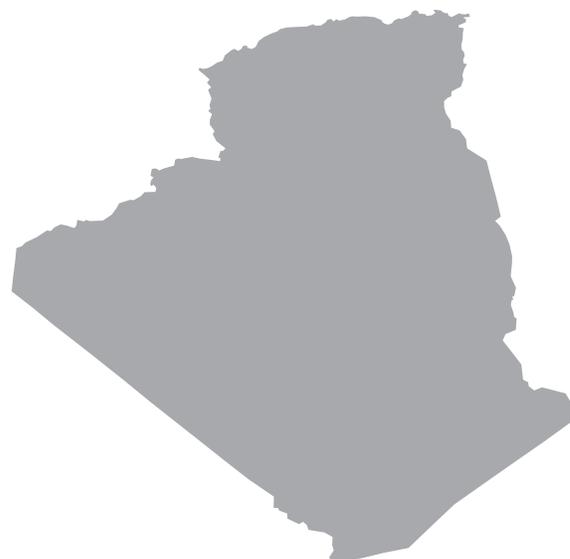
All other data: Understanding Children's Work Project's analysis, 2013.(2)

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 2013, 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, in which they may face health and safety risks from work with heavy, motorized equipment and harmful materials. (4-10) Algerian children also work in dangerous activities in agriculture.(10, 11) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(4)

Children also work as domestic servants.(10, 12) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be



isolated in private homes and are susceptible to physical and sexual abuse.(5) There have been reports of children being trafficked through or from Algeria to other countries; the extent of this problem is unknown.(13, 14)

There have been reports that children work on the streets, but information on hazards is unknown.(4-10)

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.(15, 16) 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.(17) 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.(16) However, the Labor Code fails to define the terms "minor" or "child," or establish hazardous occupations prohibited to all children. The Labor Code also only covers contract-based employment, and would not apply to informal work arrangements, which are more likely to involve children.(4, 18)

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.(7, 18)

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

Algeria

Convention 29 (Abolition of Forced Labor).(19) The Penal Code explicitly forbids forced or bonded child labor. 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.(20) During the reporting period, the Government strengthened victim protections under the law, to provide financial support and access to free telecommunications in addition to the previous guarantee of free legal assistance. Algeria's Penal Code bars the use or recruitment of minors under age 18 for prostitution, and child pornography is prohibited.(12, 20)

International Conventions and Selected Laws on Child Labor and Education

	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 minimum age for compulsory military recruitment is 19.(21) The minimum age for voluntary recruitment is 18; however, children age 17 with a *baccalauréat* (high school diploma) may be voluntarily recruited with parental consent.(22)

Education is compulsory to age 16.(12, 15)

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.(15, 23) 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 has 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.(24)

The Ministry of Labor and Social Welfare leads the Government's efforts to investigate child labor cases and enforce minimum age laws.(25) Labor inspectors are empowered to conduct regular inspections or special visits to investigate general labor conditions or a specific issue.(25) Most inspectors are concentrated in urban areas, although more hazardous child labor is found in rural areas.(20) 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.(4)

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.(10) The Ministry of Justice is charged with bringing trafficking cases through the criminal justice system. In November 2012, the Government brought its first prosecutions for trafficking, but no children were among the reported victims.(14)

Previously, the Government has indicated that enforcement statistics on child labor are kept, but has declined to make this information available.(4, 26) No independent information was found to confirm whether such statistics were publicly available during the reporting period.

Government Policies on the Worst Forms of Child Labor

Algeria's education policy guarantees free schooling 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 its worst forms.(10, 27, 28) As of June 2012, the Government had not met its timetable for reporting on the implementation of this plan, and the CRC has raised concerns about insufficient funding and technical capacity to carry it out.(26) The Agency for Family and Women's Affairs had a child protection strategy for 2009-2012. (10) No information was found as to whether a subsequent strategy has been developed or adopted. The question of whether these policies impact child labor does not appear to have been analyzed.

The Government has 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.(13) Research found no evidence that the Government of Algeria undertakes systematic data collection and analysis regarding the prevalence and nature of the worst forms of child labor.(7, 10) The Minister of Labor and Social Security has stated that “the Government has collected data showing the incidence of child labor in Algeria is very low.”(24) 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 previous programmatic efforts were undertaken with the assistance of UNICEF, but available information indicates that these programs ended in 2011.(29) The question of whether these programs had an impact on child labor does not appear to have been explored. In 2012, the Committee on the Rights of the Child called upon the Government to implement programs to assist street children.(7)

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 which would establish a list of hazardous occupations forbidden to all children, and ensure this law has an official definition of the term, “child.”	2009, 2010, 2011, 2012
	Establish the minimum age for hazardous work as 18 in the Labor Code.	2009, 2010, 2011, 2012
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, 2012
	Ensure that child labor laws are effectively enforced in all geographic areas and sectors.	2009, 2010, 2011, 2012
	Make publicly available enforcement statistics regarding the worst forms of child labor, including the number of labor inspectors responsible for investigating child labor violations.	2009, 2010, 2011, 2012
Policies	Systematically collect, analyze, and make available data on the prevalence and nature of the worst forms of child labor.	2009, 2010, 2011, 2012
	Actively monitor the progress of the National Action Plan and provide adequate funding to ensure objectives are being met according to the plan’s timetable for action.	2011, 2012
	Assess the impact of the 2009-2012 child protection strategy on child labor.	2012
	Develop child labor-focused policies that address all relevant worst forms of child labor.	2009, 2010, 2011, 2012
Social Programs	Assess the impact of recently ended programs on child labor and consider reviving those found to be effective.	2010, 2011, 2012
	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, 2012

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In 2012, Angola made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government passed a comprehensive law on the protection and development of children, which enumerates a list of rights conferred to children under age 18. The Government continued to administer some programs to combat child labor. 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 interinstitutional coordination. Children continue to engage in the worst forms of child labor, particularly in hazardous activities in agriculture.

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, 2013.(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, particularly in dangerous activities in agriculture. Although evidence is limited, children reportedly work in the production of bananas and pineapples, during which they apply pesticides and carry heavy loads.(3) Limited reporting suggests that some children work on tomato plantations.(4) Although evidence is limited, there are reports of forced child labor in the production of rice.(4-6). Children working in agriculture may also use dangerous tools and apply harmful pesticides.(7) Children also work in animal herding, which can subject them to injuries and expose them to disease.(3, 8) Although the extent of the problem is unknown, children reportedly work in high seas fishing, during which they are susceptible to risks such as drowning. These children may



also work long hours and perform physically demanding tasks.(4, 9-11) Some children in rural areas work in artisanal diamond mining.(4, 11, 12) Although evidence is limited, children reportedly produce charcoal, which makes them susceptible to burns and carrying heavy loads.(3)

In urban areas, children reportedly work in construction and welding.(9) Limited reporting suggests some children also work in brick-making factories.(4) Children in Huambo work in informal markets lifting loads, cooking, and selling goods such as meat and alcoholic beverages. Children working in informal markets risk exposure to extreme elements, physical injuries, and burns.(3, 13) Children working in the streets engage in commercial sexual exploitation, car washing, and the sale of goods.(4, 9, 11, 14) Children working in the streets can be exposed to the sun and heat, air pollution, heavy vehicular traffic, raw sewage, and criminal and gang activity.(3, 9)

Children in Luanda reportedly work as domestic servants.(4, 9) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(15, 16)

Children are forced to act as couriers in illegal cross-border trade between Angola and Namibia in order to avoid import fees.(12, 17) They are used in the sale and transport of illegal drugs and are victims of sexual exploitation.(4, 14, 18) Children are also reportedly recruited by criminal gangs to work as thieves.(4, 19)

Angola

Angola is a source and destination country for trafficking in children.(11, 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) 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) The Labor Code prohibits minors from performing hazardous work, and work that could harm their moral development, such as work in bars and discos, however the term minor is not defined.(21)

International Conventions and Selected Laws on Child Labor and Education

	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	No
	Free Public Education	Yes

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.(26, 27) Research did not uncover 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, mining, and street work.

In August 2012, the Angolan Government passed a “Law on the Protection and Integral Development of Children,” the purpose of which is to harmonize the legal instruments and designated institutions in order to ensure children’s rights in Angola.(4) The Act enumerates a list of rights conferred to children under 18 years of age and formalizes the establishment of a national hotline to support children’s rights, including protections against child labor.(4, 28) The law also specifically urges the state to pass laws prohibiting the trafficking of children and the use of children in pornography.(4)

The Constitution of Angola prohibits forced labor, trafficking, and slavery.(4, 23, 29) However, Angola does not specifically prohibit all forms of human trafficking, including trafficking for purposes of forced labor.(4, 17, 25) 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 16 in pornography.(30) In addition, the Constitution forbids the extradition of Angolan nationals, which may hamper regional efforts to prosecute Angolan nationals involved in international trafficking.(12, 30) The Government established a Tourism Code to combat commercial sexual exploitation.(31) However, penalties for the commercial sexual exploitation of children are not as stringent as penalties for other serious crimes.(17)

The Draft Penal Code sets the minimum age for voluntary recruitment into the armed forces at 18 for men and 20 for women and conscription age at 18.(32) Information was not available on whether there are laws regulating the use of children in illicit activities such as drug trafficking.

Law No. 13 of 2001 establishes free and compulsory primary education. The law also establishes that primary education is for 6 years, but does not set a specific start age.(22) The Government reported to the UNESCO Institute of Statistics that education is compulsory until age 12, though it is unclear how this age was determined as there is no such provision in the law, and research found no official policy statements on the topic.(1) 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.(23)

In addition, a lack of school infrastructure and teaching materials deters children from attending school. In some cases, adolescents share classrooms with small children.(19)

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.(11, 23) The CNAC is led by MINARS and includes the INAC and 17 other ministries and civil society organizations.(11, 23) 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.(31)

The Ministry of Public Administration, Employment, and Social Security (MAPESS) is responsible for the enforcement of child labor laws.(14, 23) MAPESS has the authority to fine businesses that 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.(4, 14, 23) 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.(4, 23, 33, 34) The INAC can also receive complaints related to child labor, though it is not clear whether these complaints are investigated by labor inspectors.(23) There is no information available on the number of labor inspectors, inspections performed, or fines levied for child labor infractions during the reporting period.(4)

In 2012, the national budget provided \$136 million to agencies responsible for protecting children and families, though no information is available about how much was dedicated to labor inspection activities.(4) The ILO Committee of Experts has expressed concerns about the remuneration gaps and working conditions among inspection staff.(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 outlines the main policies for protecting children's rights; its goals include 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.(31) The Government of Angola has a national policy to provide free birth registration for children under age 5 and free identification cards for children under age 11, which can promote children's enrollment in school and facilitates their access to social services.(31, 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.(31, 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 2008-2009 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 antipoverty 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, the Government in 2001 developed the National Education for All Plan, which aims to achieve universal primary education by 2015.(11) In the past, the CRC and UNICEF have pointed out that education funding is inadequate.(31, 41) During the reporting period, the Angolan Government approved a budget that will increase social spending to 34 percent of the total budget; 8.9 percent is projected to go toward education, up from 5 percent during the previous reporting period.(45) The Government also seeks to educate parents on the importance of education

Angola

and is increasing the number of schools and teachers in the country.(4) There is no publicly available information suggesting that the Government has researched the impact of education policies on the prevalence of child labor.

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.(46-48)

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

Prior to the reporting period, the Government implemented the 11 Commitments for Angolan Children by carrying out a public campaign to raise awareness of the commitments among local governments, civil society organizations, and religious and traditional leaders.(49, 50) The Government also worked with local governments to ensure that child-related issues were incorporated into local services.(49, 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.(31)

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, helping families keep children in school while families migrate with cattle herds, and job training programs for youth.(4, 23) The Government also provides free meals for school children.(4, 23) One such program in Benguela, supported by the U.S. Department of Agriculture, NGOs, and the Government of Angola, is reported to have

fed more than 220,000 school children. According to the Angolan Ministry of Education, there are similar programs in the diamond producing provinces of Lunda Norte and Lunda Sul.(4) Through the INAC, the Government partners with civil society organizations to assist victims of trafficking through child protection networks at the local level.(23) Research did not indicate if there are any Government programs to reach children engaged in dangerous activities in agriculture, street work, domestic service, informal mining, forced labor, or cross-border couriering.

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, which ran from December 2010 to December 2012, supported capacity building and enhanced dialogue among national stakeholders in preparation of the development of a national action plan. It also promoted cooperation among participating countries, complementing another South-South initiative funded by the Government of Brazil.(52) In addition, the Government of Angola participates in a project funded by the EU to combat child labor through education in 11 countries, including Angola.(53)

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 the program has reached more than 7,000 children and is slated to expand to benefit an additional 5,000 children.(54) UNICEF works in partnership with the Government to identify and assist undocumented children.(39) 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, 2011,2012
	Set a legal minimum age for hazardous work.	2010, 2011, 2012
	Ensure that the legal framework fully prohibits hazardous work for children.	2011, 2012
	Consider including dangerous work in fishing, mining, and street work as hazardous work prohibited to children.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	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, 2012
	Consider allowing the extradition of Angolan nationals involved in cases of international human trafficking of children.	2009, 2011, 2012
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, 2012
	Ensure that complaints related to child labor are investigated by relevant government agencies.	2010, 2011, 2012
	Strengthen the labor inspection system, including providing adequate remuneration to inspection staff.	2009, 2010, 2011, 2012
	Make information publicly available about the Courts for Minors' activities to enforce child protection legislation, including child labor and child prostitution.	2011, 2012
	Make process of selection of civil society members of the CNAC transparent.	2012
	Make information publicly available about law enforcement officials' training on child trafficking issues, and the number of investigations and prosecutions of child trafficking.	2011, 2012
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, 2012
	Conduct research on the worst forms of child labor.	2010, 2011, 2012
	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, 2012
	Assess the impact that existing policies, such as the National Education for All Plan, may have on addressing child labor.	2011, 2012
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, 2012
	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, 2012
	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, 2012

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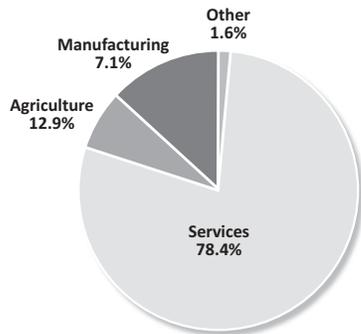
Argentina

In 2012, Argentina made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government passed legislation that would penalize employers who use child labor and began to conduct a child labor survey. In addition, the Government continued to implement its National Plan to Combat Child Labor (2011-2015) and to administer social programs for vulnerable and unemployed populations, aimed at improving the employability of caregivers and expanding education opportunities for children. However, gaps in legislation and enforcement remain. Children continue to engage in the worst forms of child labor, particularly in dangerous activities in agriculture and in urban informal sectors.

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		106.0

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2013.(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, including dangerous activities in the agriculture and in urban informal sectors. In rural areas, some children work on farms, harvesting blueberries, cotton, garlic, grapes, olives,



strawberries, tobacco, tomatoes, and yerba mate.(3) Children who work in agriculture may handle pesticides without proper protection.(4-10) Although evidence is limited, reports indicate that the worst forms of child labor involve the production of flowers, citrus fruits, onions, potatoes, raspberries, apples, carrots, and sugarcane.(6, 11, 12) Children who work in the production of sugarcane are exposed to pesticides, smoke inhalation, insect bites, and other dangers.(13, 14) In the agriculture sector, children may work long hours and perform arduous tasks.(13, 15, 16) They may also use dangerous tools, carry heavy loads, and apply harmful pesticides.(7) In urban areas, some children engage in domestic service. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(6, 17, 18) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter.(19) Children are engaged in the worst forms of child labor in the production of bricks. These children are at risk of bricks falling on their hands and feet, and they may work with heavy machinery in some cases.(20) Children also work in the informal sector as street vendors, watching over cars parked in public areas, cleaning car windows, recycling

trash, and begging.(6, 11, 18, 21) This street work exposes children to severe weather, traffic accidents, situations of abuse, and crime.(15, 17) Bolivian children have reportedly been victims of forced labor in the production of garments in Argentina.(22, 23)

Children are also found in commercial sexual exploitation.(24) Paraguayan children have reportedly been trafficked to Argentina for the purpose of sexual exploitation.(25-27) The Government of Argentina and other sources have found that child pornography is a problem.(15)

During the reporting period, the Government of Argentina began incorporating a national child labor survey into the Permanent Survey of Households for 2013. Once completed, this survey will represent the first official measurement of the prevalence of child labor nationwide since 2004.(28) However, the survey does not encompass rural areas.(29) In February 2013, the Government released results from the survey of the last trimester of 2012, and it indicated a marked decline in labor among children and adolescents since 2004. However, the results were preliminary and did not match those of an independent study conducted over the same period that showed a more modest decline.(29) Research did not recover any publicly available information on the methodology of the Government survey.

Laws and Regulations on the Worst Forms of Child Labor

Argentina's Law 26.390 establishes the legal minimum age for employment as 16.(30) During the reporting period, a law to incorporate child labor into the Penal Code and impose prison sentences on violators was passed and promulgated.(31, 32) Argentine 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.(30) However, 16- to 18-year-olds who work in manufacturing are authorized to work until 10 p.m., which exposes them to risks related to night work.(30) Furthermore, Argentina has not adopted a comprehensive list of hazardous work prohibited for children.(25)

Argentine Law 26.364 prohibits forced or compulsory labor.(33) Argentine law sets the minimum age for volunteering for the Argentine Armed Forces at 18, and there is no compulsory recruitment.(34) Law 26.364 prohibits trafficking in persons, both domestically and internationally, for the purpose of forced labor or sexual exploitation.(33) During the reporting period, the law was amended to include stiffer penalties for trafficking.(35)

International Conventions and Selected Laws on Child Labor and Education

	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 criminalizes facilitating, promoting, or benefitting economically from child prostitution.(36, 37) 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) Argentine Law 23.737 prohibits the use of children in illicit activities.(38) Education is compulsory and free until the end of secondary school, at approximately age 18.(39)

Institutional Mechanisms for Coordination and Enforcement

Argentina has 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 of child labor monitoring. CONAETI comprises representatives from the Ministry of Foreign Affairs, the Ministry of Social Development, the Ministry of the Economy, and the Ministry of Education, among others.(40, 41) Provincial governments operate Provincial Commissions for the Prevention and Eradication of Child Labor (COPRETI) in 23 of Argentina's 24 jurisdictions.(41-43) In addition, the Office for Rescue and Caring of Victims of Trafficking, within the Ministry of Justice and Human Rights, coordinates Government efforts to rescue and assist adult and child trafficking victims.(18, 44)

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The Ministry of Labor and provincial labor ministries are responsible for enforcing child labor laws.(39, 41) Child labor complaints can be registered through the CONAETI Web site.(41) There are 500 labor inspectors in Argentina.(45) In 2011, according to the Ministry of Labor, more than 96,000 labor inspections were performed. As of this writing, no comprehensive count of 2012 inspections was publicly available, although limited information was available on specific inspections carried out in 2012.(27, 46, 47) No information was available on the sectors in which inspections were carried out or the sanctions imposed as a result of inspections.

The Specialized Office for Investigation of Kidnapping and Trafficking in Persons' cases (UFASE) coordinates trafficking investigations nationally.(26, 41) A hotline is available for reporting human trafficking, and the city of Buenos Aires operates a hotline for reporting cases of forced labor and labor exploitation.(24)

In 2012, 169 minors were rescued as a result of 653 trafficking raids.(48) The Office of Rescue, which jointly coordinates raids with the Security Ministry, provides shelter and medical, psychological, and legal services to victims until they testify.(48)

Government Policies on the Worst Forms of Child Labor

CONAETI is implementing Argentina's National Plan to Combat Child Labor, 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.(49) 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.(50, 51)

Argentina continued its participation in the MERCOSUR 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, improving countries' legal frameworks, and exchanging best practices.(52, 53) During the reporting period, MERCOSUR member countries launched a coordinated communications campaign, MERCOSUR United Against Child Labor. The campaign focused on agriculture, domestic work, and sexual exploitation, specifically targeting communities along the border.(54) MERCOSUR member countries also met in 2012 to exchange good practices and developments in the region related to preventing commercial sexual exploitation and

trafficking.(55) Argentina is a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in the tourism sector. Other members include Bolivia, Brazil, Chile, Colombia, Ecuador, Peru, Suriname, Uruguay, and Venezuela.(56)

The Government of Argentina, along with the General Workers' Confederation and the Argentine Industry Association, has an MOU with the ILO to implement its Decent Work Initiative, which includes efforts to prevent and eradicate child labor.(57) As part of an ongoing awareness-raising project called Building a Future with Decent Work, in 2012 the Ministries of Labor and Education organized an all-day workshop during which 600 students in 15 secondary schools in the suburbs of Buenos Aires prepared and delivered presentations for government officials on the link between education and decent work.(58)

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, such as continuing to integrate 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 Program and the Ministry of Social Development continued to implement the Family for Social Inclusion Plan. These programs target vulnerable and unemployed populations in which the family or household has at least three children under the age of 18.(59, 60) Through cash transfers and employment training, the programs seek to improve the employability of the family or household caregiver.(59-61) Another social program, the Universal Child Allowance Program, provides a monthly cash transfer to unemployed parents and workers in the informal economy, contingent upon parents fulfillment of health and education requirements for their children. The Government of Argentina continued to administer the program in 2012.(62, 63) More than 3.3 million children benefit from the Universal Child Allowance Program.(63) However, the impact of this program and other government programs on child labor is unknown.

In 2012, CONAETI continued an awareness-raising campaign on the prevention and eradication of child labor, targeting the 93 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.(64) During the reporting period, CONAETI and the Network coordinated

and participated in a workshop to exchange best practices with counterpart networks in Chile and Ecuador.(65) Businesses that were represented include agricultural and agrochemical companies, service industry companies, supermarket chains, pharmaceutical companies, and soft drink companies.(64, 66) During the reporting period, the Network of Businesses against Child Labor's Future Program continued to operate Harvest Gardens, which provided 10 centers for nearly 2,000 children and adolescents in tobacco-producing zones of Salta and Jujuy.(9, 67, 68) The Future Program has offered educational and recreational activities to 10,000 children since 2002.(69)

The Ministries of Health and Labor have an agreement that addresses the issue of child labor in the health sector by training health care professionals to detect cases of child labor and

creating a database to monitor health care services provided to children and adolescents at risk.(70)

The Government also participated in projects funded by international donors. The Inter-American Development Bank is 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.(71) In addition, the Government continued to participate in a 4-year, \$3 million regional project to eradicate child labor in Latin America that was funded by the Government of Spain.(72, 73)

However, the Government of Argentina lacks social programs sufficient to address issues related to children working in the agriculture and in 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 prohibited to children.	2009, 2010, 2011, 2012
	Prohibit the possession of child pornography.	2009, 2010, 2011, 2012
	Expand the prohibition on night work to children ages 16 to 18 who work in manufacturing.	2011, 2012
Coordination and Enforcement	Make information publicly available on the sectors in which inspections are carried out and the sanctions imposed as a result.	2009, 2010, 2011, 2012
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, 2012
	Develop programs that target child labor in the urban informal sector.	2009, 2010, 2011, 2012
	Expand programs that target child labor in dangerous agricultural activities.	2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys.* February 5, 2013. 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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Armenia

In 2012, Armenia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a strategic program on the protection of the rights of children in Armenia for 2013-2016 with a specific child labor component, and a National Plan of Action Against Trafficking in Persons for years 2013-2015. The Government continued to support human trafficking awareness-raising efforts, and the police introduced a hotline for trafficking related calls. However, gaps remain in the establishment of a mechanism to coordinate child labor efforts across the Government. Likewise, the State Labor Inspectors lack training focused on the 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.	8.1 (30,494)
Attending School	5-14 yrs.	89.8
Combining Work and School	7-14 yrs.	9.9
Primary Completion Rate		83.3

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2010.(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) A 2008 UNICEF report and other sources note that in urban areas, children engage in work activities that include construction, porter services, and scavenging for recyclables. Children who perform these activities may be at risk of long-term harmful health consequences, including arm and leg injuries, and back and waist pain.(3, 4) In addition, children in Armenia are engaged in seasonal agricultural work.(3) Children working in agriculture may use dangerous tools and carry heavy loads.(5, 6) Reportedly, some children miss school in order to work, especially during the harvest season.(3)



Reportedly, some Armenian girls are trafficked both internally and transnationally for commercial sexual exploitation. There are also reports that boys are subjected to forced labor within the country, particularly in forced begging.(7, 8)

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.(9) Children younger than age 18 are prohibited from engaging in hazardous work.(9) A 2005 governmental decree defines a list of works that qualify as hazardous for children under 18.(10)

Armenia's Constitution prohibits forced labor.(11) The minimum age for compulsory and voluntary recruitment into the military is 18.(12)

The Criminal Code prohibits the trafficking and exploitation of all persons.(13) 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) Article 132.2 prohibits the trafficking or exploitation of children, specifically, and strengthens penalties to seven to 15 years in prison, depending on the aggravating circumstances.(13, 14) Article 165 prohibits involving a minor in criminal activities with expanded penalties. Article 166 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.(13, 14) Article 168 prohibiting the buying or selling of a child, has been replaced with an article that more 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.(13-15)

International Conventions and Selected Laws on Child Labor and Education

	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

The Armenian Constitution guarantees free schooling for all children.(11) Children in Armenia are required to attend school until age 15.(16) 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 or legally permitted to work. Inequities in education in Armenia remain as a result of physical disability, gender, geography, and family income, and compulsory education is not well enforced.(17-19) Some children reportedly experience physical and psychological abuse at school.(19)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a coordinating mechanism to combat the worst forms of child labor. Various agencies in Armenia are involved in child protection and an interagency National Committee for Child Protection is in place. The

Parliamentary Working Group on Child Rights continued to contribute to the strengthening of child rights institutions in Armenia.(20, 21) During the reporting period, the committee developed a draft joint decree for the Armenian Police, the Ministry of Labor and Social Affairs (MOLSA), and the Ministry of Health to establish a working group to identify effective strategies for addressing child begging to be included in the 2013 annual program for the National Commission on the Protection of Children’s Rights.(22) 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 interagency Working Group, chaired by the head of the International Organizations Department at the Foreign Ministry, assumes this coordination responsibility.(23) These two coordinating bodies met regularly in 2012.(24)

The Armenian State Labor Inspectorate (SLI), a unit of the MOLSA, is responsible for enforcing labor laws, including those concerning child labor. The SLI carries out inspections of registered legal entities.(22, 24) During the reporting period, the SLI employed 126 labor inspectors, a decrease from 140 in 2011, and had an allocated budget of approximately \$713,290. The inspectorate was also provided with 16 service cars and one laboratory car.(22) 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.(23, 25) 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.(17, 23, 24) According to the Government, the MOLSA provided SLI labor inspectors with annual labor inspection training, which included issues pertaining to child labor.(22) As a component of the National Plan of Action against Trafficking in Persons for years 2013-2015, SLI inspectors received specific training on child exploitation issues, particularly child trafficking.(22) Research did not uncover information on the extent to which child labor was addressed or whether the worst forms were included in the annual training.

The Juvenile Police, and its regional subdivision, investigate crimes committed by children and those in which children are involved.(26) During the reporting period, 550 police officers from various units, subdivisions, and regional branches were trained on child labor issues related to exploitation and forced labor as part of its curriculum on trafficking.(24)

Armenia

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.(24) During the reporting period, the Anti-Trafficking Unit had seven field officers and the Unit to address Human Trafficking, Drug Trafficking and Organized Crime had 10 investigators who worked on trafficking as needed.(24, 26) 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.(24, 26) The Government implements a National Referral Mechanism to assist victims of trafficking, including children.(18) Through this mechanism, children who are victims of exploitation and trafficking are reportedly referred to social service providers.(22) In addition, a border control information system is in place at the main international airport to help prevent trafficking.(18)

In 2012, law enforcement investigated 21 criminal cases involving minors. The charges included trafficking in persons, forced labor, prostitution, and pornography.(22) Of these criminal cases, four were sent to court, resulting in two convictions for forced child labor in trafficking and sexual exploitation, and the other two are in progress for similar charges. The convictions resulted in prison sentences of 11 years and 8 years, respectively.(22) In January 2013, a case was prosecuted, resulting in a conviction and penalty of 10 years' imprisonment for forced child beggary.(27)

Implementing the provisions of the Criminal Procedural Code on victim and witness protection continued to be difficult due to both the lack of funding and an appropriate victim-witness protection mechanism.(7, 27)

Government Policies on the Worst Forms of Child Labor

In December 2012, the Government adopted through Government Decree #1694-N, a new strategic program on the protection of the rights of children in Armenia for 2013-2016.(21, 22, 24) The child labor component of the program, "On approving the RA Strategic Program on the Protection of Children's Rights for 2013-2016 and the schedule of activities of the 2013-2016 Strategic Program on the Protection of Children's Rights for 2013-2016 and on recognizing as invalid the RA Government Decree of December 18, 2003 #1745-N,"

will focus activities in three areas: (1) data collection on working children, (2) awareness-raising on the rights of working children, and (3) implementation of an oversight mechanisms on children's work.(21) The program will replace the current National Plan of Action for the Protection of the Rights of the Child 2004-2015, which included the elimination of child labor as one of its themes.(17, 18, 24) In February 2013, Armenian labor inspectors, police officers, investigators, and prosecutors participated in a roundtable event on forced labor and human trafficking, including child labor cases. Participants discussed inconsistencies in labor legislation, collaboration, and coordination of activities in the field, and scenarios for identifying human trafficking cases for the purpose of labor exploitation.(21)

The Government of Armenia's National Action Plan for Combating Trafficking in Human Beings 2010-2012 addresses trafficking in children.(26) In February 2013, the Government adopted a National Plan of Action Against Trafficking in Persons for years 2013-2015.(21, 27) The 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 a comprehensive policy framework for protecting vulnerable children.(28) 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.(24) 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.(17) During the reporting period, the National Commission on the Protection of Children's Rights concluded that more recent country-specific data are needed on the worst forms of child labor in Armenia. As a result, the Minister of Labor and Social Affairs tasked the commission with identifying the requirements for conducting a broad survey on working children.(24)

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

The IOM, with the cooperation of the Ministry of Education and Science, supported a regional project "Secondary School Education to Contribute to the Prevention of Trafficking in Persons in Armenia, Azerbaijan, and Georgia."(27) The project aimed to introduce a module on counter-trafficking, including child exploitation, to the school curriculum.(29) As part of the project, a manual on human trafficking was developed and

used to train 25 university teachers and 16 students. A syllabus containing a section on human trafficking was approved for 8th and 9th grade Social Studies curricula.(27)

Public Service Announcements aired on popular television outlets throughout the reporting period for the purpose of raising awareness on the issue of trafficking for both labor and sexual exploitation. In addition, the police introduced a hotline for human trafficking–related calls.(27)

Armenia continued to participate in several donor-funded anti-poverty initiatives to help the most vulnerable populations.(24) The UN 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.(21, 30) 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 3-year project with a combined budget of \$2.5 million.(31) 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.(31) 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.(25) The nonprofits Hope and Help and United Methodist Committee on Relief run helplines for victims of trafficking.(15, 23) In 2005, the Government planned that, by 2015, it would create 25 daycare centers to offer children alternative activities to work.(4) In addition to the two daycare centers in Yerevan and Gyumri, four day-time centers for children with special needs were fully operational in Dilijan, Ijevan, Noyemberyan, and Berd, serving 25-200 children.(26) The MOLSA jointly coordinates activities in the four centers with the NGO Bridge of Hope, which provides specialized services for children with disabilities.(22, 32)

Research found no evidence of any programs specifically for assisting children engaged in agriculture or urban informal work in the country.(24)

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
Laws and Regulations	Increase the age to which education is compulsory to match the minimum age to work.	2012
	Fully enforce the compulsory education requirement.	2011, 2012
Coordination and Enforcement	Establish a mechanism to coordinate child labor efforts across the Government.	2009, 2010, 2011, 2012
	Increase the number of labor inspectors and train them on child labor issues.	2009, 2010, 2011, 2012
	Implement an adequate victim-witness protection mechanism for criminal proceedings.	2011, 2012
Policies	Implement activities under the program on the protection of the rights of children in Armenia for 2013-2016 as intended under Government Decree #1694-N.	2012
	Address the gender, geographic, and economic barriers that prohibit some children from accessing education.	2010, 2011, 2012

Armenia

Area	Suggested Actions	Year(s) Action Recommended
Policies	Collect data on children engaged in the worst forms of child labor in Armenia.	2009, 2010, 2011, 2012
	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, 2012
	Assess the impact of the Armenia Country Program's enhanced childcare 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, 2012
Social Programs	Create programs to address the needs of children in the worst forms of child labor specifically, such as children engaged in the agricultural and urban informal sectors.	2009, 2010, 2011, 2012
	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, 2012
	Assess the impact of the USAID's efforts to build capacity in the child protection system, and to improve social safety nets on the worst forms of child labor in the country.	2011, 2012
	Develop additional daycare centers to provide alternative activities for working children in all the regions of Armenia.	2011, 2012

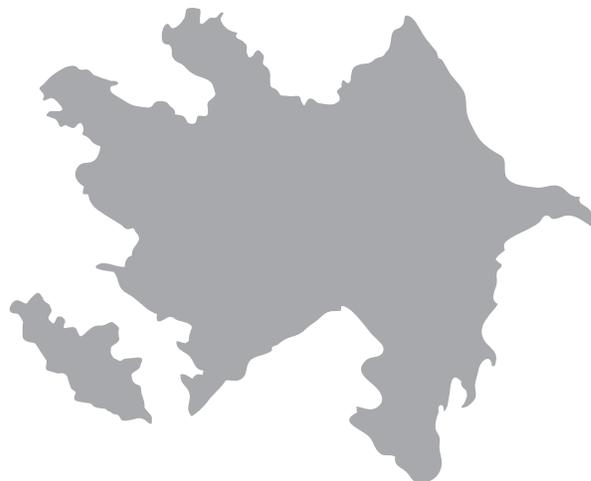
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Azerbaijan

In 2012, Azerbaijan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed a law prohibiting the production of child pornography and the President established through Decree No. 626 the development of a coordinating mechanism for activities conducted by all central authorities assigned to the protection of child rights. In addition, the Government continued to support the implementation of the National Action Plan on the Protection of Human Rights and the 2009-2013 National Action Plan for Combatting Human Trafficking, which included provisions to assist homeless and other children at the greatest risk for trafficking. However, research found limited evidence of government programs to address child labor in sectors where it does exist. Children in Azerbaijan continue to engage in the worst forms of child labor in hazardous work in the agriculture sector and in street work.



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Azerbaijan are found in the worst forms of child labor in hazardous work in the agriculture sector and in street work. (3-12) 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, the significance is unknown. (4, 5, 8, 10, 13-18) Children working in agriculture may work long hours, in extreme temperatures, and with dangerous tools and pesticides. They also may carry heavy loads. (4, 8, 13)

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, 9, 11, 14, 19-21) Street children work long hours and may be exposed to extreme temperatures, violence, drug use, humiliation, and abuse. They are also vulnerable to commercial sexual exploitation. (5, 9, 14, 20) Children working as domestic servants may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse. (22)

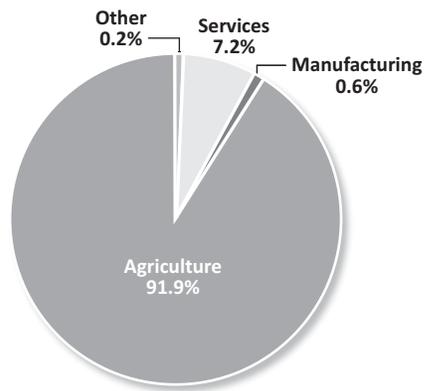
Azerbaijan is a source, transit, and destination country for children trafficked for forced labor and commercial sexual exploitation internationally. Children are also trafficked internally for commercial sexual exploitation and forced labor, including forced begging. (14, 20, 23-25)

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. (3, 14)

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.5 (70,034)
Attending School	6-14 yrs.	94.3
Combining Work and School	7-14 yrs.	4.9
Primary Completion Rate		92.8

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013. (1)

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

Laws and Regulations on the Worst Forms of Child Labor

Section 249 of the Labor Code prohibits the employment of children under age 15.(26) Sections 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.(26) 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.(26, 27) Azerbaijan has a hazardous work list of over 2,000 occupations, including agricultural activities, street work, and domestic service, approved by Decision 58 of the Cabinet of Ministers in 2000.(28, 29) 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.(26, 27)

International Conventions and Selected Laws on Child Labor and Education

	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.(26, 28)

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.(19) Article 28

also prohibits forced begging. In addition, article 307 of the Administrative Violations Code proscribes penalties for vagrancy or street begging, including in cases involving children.(30)

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.(31, 32) Article 106 of the Criminal Code prohibits slavery and provides stricter minimum penalties for cases of slavery or human trafficking when children are involved.(33)

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.(33)

Article 242 of the Criminal Code prohibits the creation of pornography with the intent to distribute or advertise.(33) Article 171 of the Criminal Code prohibits involving minors in prostitution or other "immoral actions," which may include the creation of child pornography.(33) In 2012, Parliament amended the Criminal Code to prohibit the production of child pornography.(30) The Amendment establishes a penalty of between \$9,600 and \$12,000 in fines or up to 5 years of imprisonment for one instance, and imposes additional penalties of up to 8 years for repeat or aggravated circumstances for crimes involving children under the age of 14.(11, 34)

Azerbaijan has a law specifically prohibiting trafficking in persons, which establishes prevention and protection mechanisms, including special measures for children under age 18.(35) In addition, article 173 of the Criminal Code establishes penalties for the sale or purchase of a child.(33)

Articles 5 and 19 of the Education Law of Azerbaijan state that general education is compulsory, free, and universal from age 6.(36) Although there are conflicting reports, education appears to be compulsory to age 17.(14, 29, 36, 37)

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.(29, 38-41)

Institutional Mechanisms for Coordination and Enforcement

In May 2012, the President issued Decree No. 626, which calls for the development of a coordinating mechanism for

Azerbaijan

activities conducted by all central authorities assigned to the protection of child rights.(42) The Ministry of Labor and Social Protection of Population (MLSPP); the Ministry of Internal Affairs; and the State Committee on Family, Women and Children's Affairs (SCFWCA) all work separately in their individual areas of expertise, namely, enforcing workplace standards, prosecuting illicit activities and trafficking, and protecting children's rights.(4, 6) As a result of the President's Decree, the MLSPP and SCFWCA signed a memorandum of understanding to coordinate child labor activities on monitoring and awareness raising, and began drafting a Joint Action Plan to be completed in 2013.(11) The SCFWCA was assigned to create and maintain an inter-agency case management database on child rights.(30)

The State Labor Inspectorate within the MLSPP is responsible for enforcing the country's child labor laws.(27) The Ministry reports that it employs 230 labor inspectors.(6) The Ministry does conduct unannounced inspections, but those inspections are not planned or tracked.(7) According to the Government, trainings were held for representatives of the MLSPP, the State Migration Service, the Border Service, NGOs, and 15 tourism agencies operating out of Baku to improve professionalism and better identify victims of human trafficking and forced labor.(42)

In 2012, the Labor Inspectorate conducted 8,341 inspections. The Government did not make the number of inspections involving child labor publicly available.(11)

The MLSPP reported that, in 2012, no violations were found in the agricultural sector, and one child labor violation was found in the service sector. In addition, one employer received a fine of \$1,200 for a child labor violation in 2012.(11) In 2011, the Ministry of Labor Inspectorate examined 6,457 enterprises, offices, and institutions.(43) 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.(39) In 2010, inspectors examined 3,201 enterprises, offices, and institutions and found 23 cases of child labor violations, but no penalties were imposed.(44) 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.(27) More information on violations reported is not publicly available.(7) The reasons for the lack of penalties are not known. As of 2009, over 81,000 businesses had been officially registered in Azerbaijan.(45, 46) 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.(16)

The National Referral Mechanism for Trafficking in Persons is the body that coordinates government efforts to address trafficking in persons, including trafficking of children. It coordinates over 15 government ministries and committees, and is led by a National Coordinator at the Deputy-Minister within the Ministry of Internal Affairs (MIA).(24, 35) The MIA is responsible for enforcing trafficking laws and investigating trafficking violations, and for the enforcement of criminal laws related to the use of children in illicit activities.(11) Furthermore, the MIA refers children who are victims of human trafficking to social services for assistance with school enrollment, registering for recreational activities, and obtaining proper documentation.(11) The MIA's responsibility to help trafficking victims obtain proper documentation is part of a larger government effort to assist children without birth registrations, a group that is particularly vulnerable to trafficking.(3, 11, 14, 20, 24, 35, 39, 47) During the reporting period, the MIA assisted 19 children obtain identification cards.(30)

Since April 2012, nine regional and international seminars were held to improve victim identification and victim sensitivity training among local law enforcement. Officers from the MIA's Anti-Trafficking Department (ATD) and 27 regional and city police stations participated.(24) In December 2012, investigators, prosecutors, and judges participated in a 3-day training led by the USDOJ on investigating and prosecuting human trafficking cases, which included sessions on victim identification and sensitivity.(24) The MIA reported one case of child labor trafficking between April 1, 2012, and February 13, 2013. The case led to the conviction of two individuals who received 9- to 10-year prison sentences.(24) Reportedly, the SCFWCA and some NGOs do not view the number of prosecutions of labor and human trafficking violations involving children as sufficient given the scope of the problem.(11) According to the National Coordinator of the ATD, 455 cases of forced begging were found in 2012, which led to the referral of 100 street children to NGOs for legal and social services assistance. In addition, 27 minors were referred to Child Police Desks in district police stations throughout central Baku, where they were provided legal assistance.(24)

Government Policies on the Worst Forms of Child Labor

Sections 1.2.5 and 2.17 of the National Action Plan on the Protection of Human Rights seek to ensure that the Criminal Code is compatible with international standards on preventing the sexual exploitation of children, and strengthening efforts to fulfill the ILO child labor conventions, respectively. The plan also addresses human trafficking and calls for rehabilitation centers for victims.(29, 48) In 2012, the Government established a task force composed of the Ministries of Labor, Internal Affairs, Education, the SCFWCA, and NGOs to create guidelines for implementing the plan. According to one NGO representative of the task force, members conducted monitoring visits to places in which child labor is known to occur, such as restaurants and bazaars, with the intention of drafting new child labor standards for both businesses and government agencies.(11) Because work on the guidelines began in 2012, such work does not appear to be completed yet.

During the reporting period, the SCFWCA and the MLSPP organized a round table titled “Child Labor: Implementation of legislation, addressing its social impact and consequences, prevention of involvement of young people to hazardous labor, building a safe future for young people” and as a result of the event signed a memorandum of understanding to coordinate their efforts related to public awareness raising and monitoring child labor. The two bodies are drafting a Joint Action Plan, which has yet to be finalized.(11, 42)

The Government has a national program to implement the 2009-2013 National Action Plan for Combatting Human Trafficking.(24) The program aims to improve the coordination of activities, the effectiveness of the prosecution of perpetrator, and the protection and rehabilitation of victims of trafficking by identifying the parties responsible for each objective of the 2009 National Action Plan.(49, 50) The 2009 National Action Plan targets the underlying social problems that contribute to trafficking.(47, 50)

The UN Development Assistance Framework (UNDAF) (2011-2015) includes efforts to improve identification, referral, and legal support services for victims of trafficking, as well as to build the capacity of judiciary and law enforcement personnel. However, unlike the previous UNDAF, it does not address other worst forms of child labor.(51, 52)

The Poverty Reduction Strategy (PRS), adopted in September 2008, includes efforts to improve social protection for the most vulnerable populations, including child laborers.(53) Though the PRS calls for researching, preparing, and implementing a

National Action Plan on child labor, the Government does not appear to have begun developing this plan. The strategy also calls for developing a National Action Plan on abandoned and street children.(53) 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.(53) The impact of these efforts on eliminating 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 social 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.(25, 54) For example, the Government supports 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.(24)

Information suggests the Ministry of Education, with the SCFWCA, are working together to develop a national database for local agencies to identify children who are not in school and track these children across districts and over time. However, this program has not yet been fully implemented.(11)

A 2010 World Bank survey has provided information on the reach of the Government’s social assistance programs.(55) 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 instances 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.(55) Social assistance spending is predominantly composed 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.(55)

Azerbaijan

In 2012, Azerbaijan participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Azerbaijan, the project aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor.(56)

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.(55) 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.(55) 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.(55, 57, 58)

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 who are legally permitted to work and working without written employment contracts.	2011, 2012
Coordination and Enforcement	Implement a system to track and monitor labor inspections, including unannounced inspections.	2011, 2012
	Report whether and how investigations are targeted at sectors with child labor.	2011, 2012
Policies	Develop a National Action Plan on Child Labor and implement the actions under the Poverty Reduction Strategy.	2012
Social Programs	Target programs specifically to children in the worst forms of child labor, such as agriculture, and their families.	2009, 2010, 2011, 2012
	Develop the national database that will enable local agencies to identify children who are not in school and track them across districts and over time.	2012
	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, 2012

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Bahrain

In 2012, Bahrain made a minimal advancement in efforts to eliminate the worst forms of child labor. In March 2012, Bahrain ratified ILO Convention 138 and passed a new labor law that increased the minimum age for work from 14 to 15. The current minimum age for hazardous work is 16, which is below the age of 18 recommended in international standards. Although there do not appear to be widespread incidents of the worst forms of child labor, gaps remain in the legal framework regarding hazardous work and domestic service. These gaps may place children at greater risk of entering exploitative work. Children continue to engage in the worst forms of child labor, particularly in domestic service.

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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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) Children are engaged in domestic service in Bahrain, some as a result of trafficking.(3, 4) Children employed as domestics may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(5) Children are also occasionally victims of commercial sexual exploitation, in some cases through trafficking.(4, 6, 7) There are reports of children working on the streets, but specific information on hazards is unknown.(8)



Laws and Regulations on the Worst Forms of Child Labor

The Labor Law sets the minimum age for work at age 15 and the minimum age for hazardous work at age 16.(9, 10) In March 2012, Bahrain ratified ILO Convention 138 concerning the minimum age for admission to employment.(7) 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.(10) 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.(8) In addition, all workers must be registered with the Social Insurance Organization, which does not accept registrations for children under age 18. This requirement is designed to encourage a minimum age for work of 18 in practice.(11)

International Conventions and Selected Laws on Child Labor and Education

	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	16
	Compulsory Education Age	15
	Free Public Education	Yes

Minors working in enterprises that employ only family members are exempt from the Labor Law.(10) The exemption on the minimum age for work for children working with their families may expose children working in family businesses to hazardous situations.

The Labor Law prohibits night work and places restrictions on how many hours of work a minor can perform.(10) Ministerial Order No. 6 outlines a list of 25 types of hazardous work that minors under age 16 are prohibited from performing.(12) The Government has considered changes to the Labor Law to increase the minimum age for hazardous work from age 16 to age 18.(12, 13) However, the current legal minimum age for hazardous work is under the age recommended in international standards.(12)

The Government has issued Ministerial Orders requiring employers to maintain employment contracts for any domestic workers.(14, 15) In July 2012, the Government passed a new private sector labor law that extends some

provisions, such as annual leave, to domestic workers. However, the new labor law does not extend other provisions to domestic workers, including an employee's right to leave his employer.(4, 16) This restriction may increase domestic servants' vulnerability to forced labor.

The Vagrancy Act of 2007 prohibits adults from inciting children to beg.(8) The Constitution prohibits compulsory labor except in very specific cases such as national emergencies.(17) The minimum age for voluntary military service is 18, and there is no conscription.(18) The 2008 Law to Combat Trafficking in Persons prohibits all forms of trafficking for the purposes of forced labor, slavery, prostitution, or any other form of commercial sexual exploitation.(19, 20) The Penal Code prohibits inciting a child to engage in "immorality," which has been interpreted to cover pornography.(21, 22) It also prohibits operating a brothel or using the services of a child prostitute.(21) The Penal 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 the prosecution of children for involvement in such activities.(21, 22)

The Constitution mandates free and compulsory basic education.(17) Education is compulsory to age 15 and free to grade 12.(8, 13) The Government may impose fines on parents or guardians in cases of truancy.(8, 23)

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 Ministry of Human Rights and Social Development (MOHRSD). The Committee serves to promote the educational, social, cultural, and psychological development of children.(8) The Government has established agencies to address trafficking. The Ministry of Foreign Affairs heads a committee to coordinate trafficking policies.(24)

Bahrain

However, research found no evidence of a government agency or other body tasked with coordinating government efforts to combat child labor specifically.

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 systems for referring cases to the judiciary when warranted.(7) MOL inspectors enforce child labor laws.(4) Some inspectors from the Labor Market Regulatory Authority also perform inspections, particularly concerning foreigners' work permits and working situations.(25) There are 24 MOL labor inspectors who investigate labor law violations, including violations of child labor laws.(4, 26) Labor inspectors have been trained on international child labor standards by the ILO.(7, 26) However, no information is available on inspections to enforce child labor laws during the reporting period.(7, 26)

The Ministry of the Interior is the lead agency responsible for enforcing criminal laws against the worst forms of child labor, including those against trafficking and the commercial sexual exploitation of children. The Ministry coordinates actions with the MOHRSD and the Public Prosecutor, as needed.(7) 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.(7) 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.(7, 26)

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.(26, 27) The Labor Market Regulatory Authority has conducted research on migrant workers in the country.(20) Some migrant workers are involved in domestic service, and domestic servants are particularly vulnerable to labor abuses due to gaps in the legal framework.(4) 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.(7)

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.(20, 22) The shelter provides legal, medical, and psychological services.(24) 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.(8) The MOHRSD operates a toll-free hotline to report suspected child labor cases.(7, 26) However, the hotline has primarily been used as a political tool for reporting suspected cases of participation by children in anti-Government demonstrations.(26)

The Government participates in a USDOS-funded program to combat trafficking that aims to build the capacity of government and other officials.(22, 28, 29) 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: (1) to increase the minimum age for hazardous work to align with international standards and (2) to abolish requirements that domestic workers have their employers' permission to change jobs.	2009, 2010, 2011, 2012
Laws and Regulations	Ensure there are protections against hazardous work for children in family businesses.	2012
	Ensure that children are not included under the Penal Code provision that requires any person who relies on prostitution or immorality for his or her livelihood to be punished with imprisonment.	2010, 2011, 2012
Coordination and Enforcement	Establish a mechanism to coordinate government efforts to combat child labor.	2009, 2011, 2012
	Make data on child labor law enforcement publicly available.	2009, 2011, 2012
Policies	Conduct research to determine the scope of children's involvement in the worst forms of child labor in Bahrain.	2010, 2011, 2012
	Develop a national plan of action to address the worst forms of child labor, including in domestic service and commercial sexual exploitation.	2009, 2010, 2011, 2012
Social Programs	Develop outreach programs to protect the rights of children involved in domestic service.	2010, 2011, 2012

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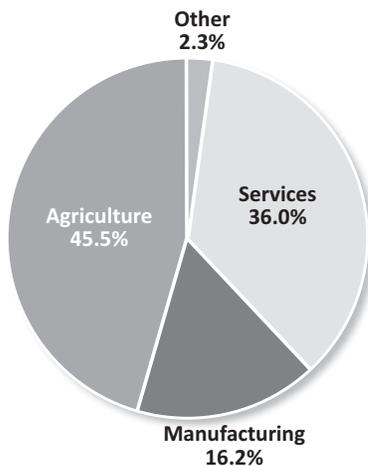
In 2012, Bangladesh made a moderate advancement in its efforts to eliminate the worst forms of child labor. The Government passed the Human Trafficking Deterrence and Suppression Act, which criminalizes trafficking. The Government also approved the Child Labor Elimination National Plan of Action (NPA). Over the reporting period the Government began a new initiative to eliminate child labor from urban slums and in rural areas. However, legal protections regarding child labor are limited, and the capacity to enforce child labor laws remains weak. Children in Bangladesh continue to engage in the worst forms of child labor, particularly in dangerous activities in agriculture and in 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, 2013.(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 in

domestic service.(3-6) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(7, 8) In Bangladesh, they frequently work long hours, are exposed to extreme temperatures, and suffer high rates of injury from sharp tools.(4, 9) Children work in poultry farming and in drying fish, which exposes them to harmful chemicals, dangerous machines, and long hours of work in the hot sun.(5, 6, 10-12)

Children, mostly girls, work as domestic servants in private households in Bangladesh where they work long hours and are subject to discrimination and harassment, in addition to emotional, physical, and sexual abuse.(5, 12-15)

Children are also involved in manufacturing, including in salt mining; recycling; dismantling and remanufacturing of metal structures; and the production of soap, matches, bricks, cigarettes, footwear, furniture, glass, jute, leather, and textiles.(5, 6, 12, 13, 16) While producing these goods, often in small workshops or homes, they face dangers that may include work with hazardous chemicals and sharp objects, cramped conditions with low lighting, long hours, poor hygiene conditions, operating heavy machinery, and carrying heavy loads.(6, 12)

Children collect and process shrimp, which has led to back injuries, repetitive strain, muscle inflammation, diarrhea, and infections.(5, 17) Children also work in the ship breaking sector, applying gas torches to cut iron into pieces and carrying dismantled ship parts into shipyards. Children lack the physical

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strength necessary for ship breaking and risk cuts, burns, and exposure to hazardous chemicals.(18, 19)

Children are also found working on the streets, garbage picking, vending, begging, and portering. These children are vulnerable to exploitation, such as selling or smuggling drugs.(5, 6, 12, 20)

Although information is limited, children reportedly work in hotels and restaurants, where they may face long working hours; in informal garment production, where they are exposed to loud noise, extreme temperatures, sharp tools, machinery, and dust; and fish drying, which they may perform under conditions of forced or indentured labor.(11, 12, 21-23) There is also limited evidence that children work in tea production, some for no compensation.(24)

Bangladeshi children are also exploited in the commercial sex industry; some children are trafficked internally and others across borders for sexual exploitation.(25) Children are also trafficked internally for domestic servitude and forced and bonded labor.(26) Boys and girls are exploited in illicit activities including smuggling and trading arms and drugs.(12, 27)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code establishes 14 as the minimum age for work and 18 as the minimum age for hazardous work, although it permits children ages 12 and 13 to perform light work with certain restrictions.(28) The Code also limits the hours children ages 14 to 18 can work.(5, 28) However, the Labor Code excludes many sectors of the economy in which children work, including small farms and domestic service.(28)

In 2012, the Government approved a list of hazardous work prohibited for children; however, the list is considered a draft until it receives formal approval by the Cabinet, and by the end of the reporting period, the Cabinet had not given this approval.(29, 30) The list contains 36 occupations such as ship breaking, leather manufacturing, construction, and work in automobile workshops.(5, 31)

The Labor Code also prohibits parents or guardians from making employment agreements on behalf their children, and the Penal Code prohibits forced labor.(5, 28) Those who violate the Penal Code are subject to a fine or imprisonment of up to 1 year, which may not serve to deter the crime.(12, 28)

In February 2012, the Parliament approved a national anti-trafficking law, the Human Trafficking Deterrence and

Suppression Act of 2012, which expands the definition of trafficking to include labor trafficking, includes protections for men and boys, and makes trafficking a capital offense with a maximum sentence of the death penalty.(29, 30) The Penal Code and the Suppression of Immoral Traffic Act of 1933 criminalize the prostitution of girls under age 18.(5, 32)

International Conventions and Selected Laws on Child Labor and Education

	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	No
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	10
	Free Public Education	Yes

In February 2013, the Cabinet approved the Children’s Act; however, as of the end of the reporting period, the Act still awaited Parliamentary approval.(33) Once enacted, the Act will change Bangladesh’s legal definition of a child as a person under the age of 14 to one under the age of 18, and will criminalize any kind of cruelty inflicted on children while they are working in both the formal and informal sectors. In addition, the Act will prescribe punishments for using or exploiting children in begging; in brothels; and in carrying drugs, arms, or other illegal commodities.(5)

Bangladesh has only voluntary military service. While there is no legislation establishing a minimum age for voluntary military recruitment, each branch has designated its own minimum age; the Air Force sets its enlistment age at 16 years, with a minimum age of 18 to serve in combat roles.(5, 34)

Although the law establishes that education is free and compulsory in Bangladesh, the costs of teacher fees, books, and uniforms are prohibitive for many families.(5, 12) The

2010 Education Policy raised the age of compulsory education from grades five to eight; however, until the law is amended to reflect the new compulsory education age, the policy is not enforceable.(5, 9, 35)

Institutional Mechanisms for Coordination and Enforcement

The Government of Bangladesh operates a Child Labor Unit (CLU) in the Ministry of Labor and Employment (MOLE) to coordinate and supervise programs to counter child labor.(12, 36) In collaboration with partner ministries and stakeholders, the CLU also monitors child labor elimination program activities and oversees the collection and storage of data in the Child Labor Monitoring Information System.(36, 37)

The Office of the Chief Inspector of the Department of Inspection for Factories and Establishments under the MOLE is responsible for enforcing labor laws, including child labor provisions. The MOLE employed 183 labor inspectors nationwide during the reporting period.(5, 30, 35) Working from one of 31 offices located across the country, each inspector conducts between five and 100 inspections monthly.(5) There are five inspection teams dedicated to monitoring labor violations in the shrimp sector, and specialized monitoring teams that regularly inspect ready-made garment factories.(5, 35, 36)

The Government did not report the number of investigations conducted, nor any violations or penalties imposed during the reporting period, but has indicated that it does not have sufficient inspectors to effectively identify all cases of child labor.(5, 30) Under the MOLE's Child Labor NPA, the National Child Labor Welfare Council is charged with monitoring child labor at the district and *upazilla* (sub-district) levels.(5, 30, 38)

In December 2012, the Government approved Child Protection Networks at the district and *upazilla* level. These networks are mandated to respond to a broad spectrum of violations against children, including child labor, and to monitor interventions and develop referral mechanisms.(5)

The MOHA is the lead agency designated to enforce the country's forced labor and anti-trafficking laws, including child trafficking.(23, 37) It operates an anti-trafficking police unit in Dhaka comprised of 12 police officers charged with investigating all forms of trafficking and provides anti-trafficking training to police officers and other public officials.(5) MOHA also chairs an inter-ministerial anti-

trafficking committee that oversees and monitors national and district level efforts to combat human trafficking.(5, 23, 26) The total number of inspections carried out is unknown. The Government reported 36 new cases of child trafficking over the reporting period involving 95 traffickers, 24 of whom were arrested by the police and handed over to the judicial system.(30) However, only two of these cases ended in convictions.(30)

Government Policies on the Worst Forms of Child Labor

The National Child Labor Elimination Policy (NCLEP) (2010) aims to eliminate the worst forms of child labor by 2015.(35, 39) The NCLEP serves as a guide to initiate sustainable interventions that will remove children from the worst forms of child labor and provide them viable alternatives to work.(30) The Child Labor NPA lays out the NCLEP's implementation strategy, including the mobilization of resources and coordination of efforts to eliminate the worst forms of child labor.(5, 30) The proposed budget for implementation of the Child Labor NPA is \$93 million over a 4-year period (2012-2016).(5, 30) The MOLE oversees Child Labor NPA committees at the national, district, and *upazilla* levels.(5)

Child labor is incorporated into a number of Government policies and planning documents, including the Sixth Five Year Plan (2011-2015), the National Plan of Action to Combat Human Trafficking (2012-2014), the National Labor Policy, the National Education Policy (2010), the National Plan of Action for Education for All (2003-2015), the National Skills Development Policy (2011), and the National Policy for Children (2011).(29, 30, 35, 37, 40)

During the reporting period, the MOLE began work on the Domestic Workers' Protection and Welfare Policy, designed to help protect the rights of child domestic workers.(30)

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

In 2012, Bangladesh participated in the USDOL-funded 4-year Global Action Program on Child Labor Issues, which is active in approximately 40 countries. In Bangladesh the project aims to improve the evidence base on child labor and forced labor through data collection and research.(41)

During the reporting period, the Ministry of Women and Children's Affairs and the Ministry of Social Welfare collaborated with UNICEF on a new initiative to eliminate

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child labor from urban slums and in rural areas.(5) The program’s child-focused social protection approach includes the provision of conditional cash transfers and empowerment training; outreach and referral; and social protection services for targeted beneficiaries. The program will reach 500,000 children and 30,000 adolescents between 2012 and 2016.(5, 30)

Also during the reporting period, the Government continued to implement Phase III of the Eradication of Hazardous Child Labor project (2011-2013), which targets 50,000 children between the ages of 10 and 14 for withdrawal from hazardous labor through non-formal education and skills development training.(35, 42) Phases I and II succeeded in withdrawing 50,000 children from child labor.(5)

The Ministry of Primary and Mass Education continued to implement the Basic Education for Hard-to-Reach Urban Working Children project. Between 2004 and 2012, the project provided an average of 3.4 years of non-formal education to 166,000 out-of-school children between the ages of 10 and 14 in urban areas.(30)

The Government continued to participate in a USAID-funded project that builds capacity of the police to identify and prosecute traffickers, expand public awareness on trafficking,

and provide services to trafficking victims. 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.(5, 30, 43)

During the reporting period, the Government continued to manage two anti-trafficking projects, namely the Community Based Working Child Protection Project and the Actions for Combating Trafficking-in-Persons. These programs aim to combat human trafficking, enhance preventive and protective measures, improve victim care, and strengthen the Government’s capacity to prosecute trafficking-related crimes.(30, 36, 44)

The Employment Generation Program for the Poorest, Bangladesh’s largest social safety net program, provides short-term employment for the rural poor.(45, 46) The Vulnerable Group Development Program is Bangladesh’s other large social safety net initiative. It provides vulnerable families with food assistance and training in alternative income-generating opportunities.(30, 47, 48) In 2012, the Government continued to pilot a study to assess the feasibility of creating a national population database that would improve access to the country’s social safety net programs.(49)

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	Amend the Labor Code to protect the large numbers of children working in small-scale agriculture, family enterprises, and domestic work.	2009, 2010, 2011, 2012
	Enact laws to ensure protections for child domestic workers.	2012
	Amend the law to reflect the policy that education is compulsory through grade eight.	2012
Coordination and Enforcement	Increase the number of labor inspectors to better enforce child labor laws and protect against exploitative child labor.	2009, 2010, 2011, 2012
	Publish statistics on the number of child labor inspections conducted and the prosecutions and convictions that ensued.	2012
Social Programs	Assess the impact that existing social safety net programs may have on reducing child labor.	2010, 2011, 2012

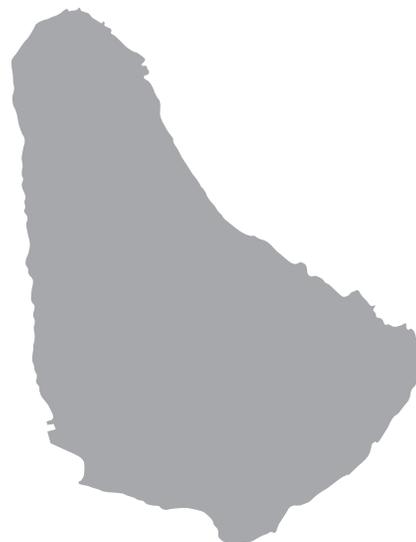
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In 2012, Barbados made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government established a National Task Force for the Prevention of Trafficking in Persons and began organizing a Trafficking Unit within the police force. However, remaining gaps in the legislative framework leave some children without adequate protection against all forms of exploitative work. For example, Barbados lacks a legally enforceable 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		111.3

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 in drug trafficking and as victims of commercial sexual exploitation.(3-6)

Laws and Regulations on the Worst Forms of Child Labor

The Employment (Miscellaneous Provisions) Act sets the minimum age for employment at 16. However, under the Recruiting of Workers Act, children between the ages of 14 and 16 can be engaged in light work with parental consent.(7-9) The Employment Act prohibits the engagement of children in night work and any occupation that is likely to harm their safety, health, or morals. Occupations that merit such prohibitions, besides industrial undertakings such as mining and quarrying, were not specified in the Act.(7, 9)

International Conventions and Selected Laws on Child Labor and Education

	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

A list of occupations constituting light work has not been established.(10) Similarly, while the Ministry of Labor (MOL) reports to have created a hazardous list of occupations and activities prohibited to all children under the age of 18, research uncovered no evidence of its official promulgation. The Government indicates that the list includes construction; work conducted underwater, underground, at dangerous heights, or in confined spaced spaces; agricultural work; and handling of heavy loads.(7, 11)

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The Transnational Organized Crime (Prevention and Control) Act of 2011 prohibits the trafficking of persons for the purposes of labor and sexual exploitation. Perpetrators are subject to life imprisonment if the trafficked victim is a child.(11-13) Under the Sexual Offences Act, it is prohibited to use or procure a child for prostitution or engagement in sexual relations.(14) The Protection of Children Act prohibits the use of children in pornographic activities, including indecent photographs and film. With the exception of indecent photographs, distribution of pornographic films that use children is not prohibited.(15)

The Constitution of Barbados prohibits forced and compulsory labor.(16, 17) The Offenses Against a Person Act penalizes slavery, including importing and exporting a person as a slave.(18)

The Defence Act sets the minimum age for voluntary enlistment at 18. Those who wish to enlist before age 18 can do so with parental consent if they are at least 17 years and 9 months old.(5, 19) The Drug Abuse (Prevention and Control) Act prohibits the use, procurement, or soliciting of children for any drug-related activities.(20)

Under the Education Act, schooling is free and compulsory for children between the ages of 5 and 16.(5, 21)

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) However, it has not been active for several years.(5, 22)

The MOL is responsible for enforcing child labor laws. There are 19 labor inspectors who investigate any violations, including child labor reports.(5) They did not receive any child labor training this reporting period. The budget for the MOL is also unknown.(5) There were no identified or reported cases of child labor this year. Accordingly, there were no violations cited.(5)

The Royal Barbados Police Force makes all criminal arrests for infractions involving the trafficking, use in illicit activities, and commercial sexual exploitation of children. There were no cases

reported, and consequently no investigations or prosecutions transpired during the reporting year.(5) This year, a National Task Force for the Prevention of Trafficking in Persons was created. It is a 13-member body with representatives from several government agencies, NGOs, and interest groups.(5) As a means to implement and carry out its mandate, it initiated an Anti-Trafficking Unit within the police force that will investigate cases of child trafficking as part of its broader directive.(5)

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 comprehensive policy framework to combat commercial sexual exploitation or the use of children in drug trafficking.(5) It has acknowledged that these are areas of concern and recognizes the need to conduct a national child labor survey to assess the magnitude of the problem.(6, 11, 23) However, it does not appear that the Government has undertaken such research.(5, 11)

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

The Ministry of Social Care, Constituency Empowerment, and Community Development began implementing the Identification, Stabilization, Enablement, and Empowerment (ISEE) Bridge Program. It was designed to reduce poverty by addressing seven aspects of family life, including employment and education.(24, 25) There are currently 30 families that are working closely with social workers to learn how to empower themselves and break the psychosocial barriers of poverty. It is unknown how many children will be served by the program and it is too soon to evaluate its impact.(5, 25, 26)

The Government has been working closely with UNICEF to carry out several educational initiatives.(6) It also continues to implement their school meal program for low-income children in an effort to encourage school attendance. These initiatives are targeted at impoverished children, those believed to be the most at risk for child labor.(5) Their effect on child labor and its worst forms has not been assessed.

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.	2009, 2010, 2011, 2012
	Officially incorporate into the legal framework and make publicly available the Ministry of Labor's list of occupations and activities considered hazardous.	2011, 2012
	Draft and adopt a list of occupations constituting light work.	2012
	Amend legislation to prohibit the distribution of child pornographic films.	2011, 2012
Coordination and Enforcement	Reactivate the Child Labor Committee to coordinate government efforts to combat the worst forms of child labor.	2011, 2012
	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, 2012
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, 2012
	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, 2012
Social Programs	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, 2012

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In 2012, Belize made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted a new Trafficking in Persons law, which increases the penalties for offenders to up to 12 years' imprisonment if the victim is a child. The Government also enacted the Commercial Sexual Exploitation of Children Act, which provides all children under the age of 18 with protections from such criminal offenses. The Government, in collaboration with UNICEF, released the results of the Multiple Indicator Cluster Survey (MICS), quantifying, among other social indicators, the prevalence of child labor within the country. It continues to implement the National Child Labor Policy and programs such as Building Opportunities for Our Social Transformation (BOOST) that focus on poverty alleviation and promote education. Despite these advancements, Belize has not formally adopted a list of hazardous occupations, and labor inspectors still lack the resources to enforce child labor laws adequately. Children in Belize continue to engage in the worst forms of child labor, including in dangerous activities within the agricultural sector 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		110.4

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 within the agricultural sector and commercial sexual exploitation.(3-7) Children work in agriculture after school, on weekends, and during vacations.(3, 8, 9) They harvest bananas, citrus, and sugar.(3, 4, 9) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6, 7)

Children in Belize are also victims of commercial sexual exploitation and forced prostitution.(3, 5, 10) Limited evidence suggests that some poor families, in an effort to cover schooling and basic living expenses, push their daughters to provide sexual favors in exchange for gifts and money.(5) Child sex tourism is also a problem in Belize. Children are trafficked into the country for sexual exploitation.(3, 5, 10-12)

The recent MICS conducted by UNICEF in collaboration with the Government found that children ages 5 to 11 work at higher rates than those ages 12 to 14.(13) The rates are 12.1 percent and 4.8 percent, respectively. Additionally, males were found to work at higher rates than females for both age groups.(13) Children who were involved in child labor are more likely to be found working in rural areas than in urban ones.(13) This data was not analyzed prior to the release of this report and is not included in the data table.

In urban areas, there are reports of children working on the streets, but specific information on hazards is unknown.(5)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act of Belize sets the minimum age for work at 14, although children ages 12 to 13 may engage in light work.(14) The Act also prohibits employment of children under the age

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of 15 on a maritime vessel. The Families and Children Act prohibits engagement in hazardous work for those under the age of 18.(15) Although the 2009 National Child Labor Policy identified a list of hazardous occupations that young workers should not be engaged in, the Government of Belize has yet to formally adopt this list into law.(9, 16, 17)

International Conventions and Selected Laws on Child Labor and Education

	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 Belizean Constitution prohibits forced labor.(18) Belizean law prohibits the voluntary or compulsory recruitment of children under age 18 into military service.(19)

This reporting period, the Government of Belize enacted a new Trafficking in Persons (Prohibition) Act, which prohibits the trafficking of all persons, including children, and replaces the Trafficking in Persons Act of 2003. The new Trafficking Act prescribes punishments from one to eight years imprisonment if the victim is an adult, up to 12 years if the victim is a child, and up to 25 years if the case involves sexual assault.(20, 21) The Government also passed a Commercial Sexual Exploitation of Children (Prohibitions) Act that protects all children under the age of 18 from such exploitation, including prostitution.(22). These Acts, along with the Criminal Code, criminalize all forms of child sexual exploitation, including child pornography.(20, 22, 23) However, the Commercial Sexual Exploitation of Children Act contains a clause that allows children ages 16 and 17 to engage in sexual activities in exchange for remuneration, gifts, goods, food, or other

benefits, leaving these children vulnerable to the worst forms of child labor.(22) Belizean legislation also does not provide a consistent definition of a “child.” The Labor Act defines a child as a person who is under the age of 14, while the Criminal Code includes varying ages, which has led to ambiguity when enforcing legislation.(14, 23, 24)

The Education Act of 2010 establishes free and compulsory education until the age of 15.(25) In practice, however, schools are allowed to charge fees and parents must pay for textbooks, uniforms, and meals. These expenses, coupled with the lack of transportation and few trained teachers, hinder access to education.(12, 25, 26) More than 50 percent of primary school educators do not have teaching qualifications.(26) To ensure that children of compulsory age stay in school, the Education and Training Act of 2010 authorizes school community liaison officers to visit homes and inquire about the attendance of children who are not consistently present.(4, 27) Truancy officers are also authorized to enforce the provisions within the Act and prosecute those in violation.(27)

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.(4, 9, 17) 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.(4, 9, 24, 28)

The MOL conducts labor inspections and enforces labor legislation. It currently operates on a budget of \$800,000 and has 25 labor inspectors in 10 offices throughout the country.(9) All labor inspectors received child labor training this reporting period.(9) The MOL mandates that labor officers’ conduct a minimum of four inspections per week and approximately 2,000 inspections a year. However, the actual rate of inspections is lower than the mandate.(4) This is primarily due to resource constraints, including a lack of vehicles and engagement in other required duties, such as investigating violations in work permits and unfair dismissals.(4, 9) No information is available on the actual number of inspections conducted, the cases that involved child labor, or the number of children found working illegally.(4)

The Department of Human Services (DHS) of the Ministry of Human Development and Social Transformation, the Belize Police Department, and other members of the Anti-Trafficking in Persons Committee enforce legislation on human trafficking, commercial sexual exploitation, and the use of children in illicit activities. The Sexual Offense and Family Violence units of the Police Department conduct investigations of these crimes.(4, 9) The Government has continued to implement the CARE Model, an operational protocol established to coordinate protection, care, and monitoring of sexually exploited and trafficked children. The protocol outlines the role of the DHS and the police in receiving allegations of the commercial sexual exploitation of children, making referrals to other agencies for services, and protecting the children from future exploitation.(4, 28)

During the reporting period, the Office of the Director of Public Prosecutions convicted two individuals on human trafficking charges. These separate cases involved the commercial sexual exploitation of two female child victims.(29-31)

Government Policies on the Worst Forms of Child Labor

The Government continues to implement the National Child Labor Policy of 2009. Developed with the principal objective of establishing a rights-based framework to eradicate child labor, its priority areas include strengthening current child labor laws, as well as creating new legislation to address existing gaps and provide academic assistance to former and current child laborers.(9, 17) It also aims to train labor officers on how to identify and provide care to child laborers, raise awareness and increase advocacy efforts, and strengthen government institutions and social services to address and monitor child labor.(9, 17) The NCLC, responsible for the implementation of the National Child Labor Policy, drafted child labor legislation in 2011. The legislation remains in the Solicitor General's Office, awaiting legal review, and the NCLC is currently drafting a strategic plan that is under review by committee members.(4, 9, 17)

The Government also continued to implement the National Plan of Action for Children and Adolescents (2004-2015). It prioritizes actions in the areas of education, health, and child protection.(9, 13, 32) Within this framework, addressing child labor, including the worst forms of child labor, is identified as a strategic objective. The plan calls for the revision of current child labor legislation, the development of protocols to improve interagency coordination, increasing institutional capacity

to enforce legislation, strengthening child labor prevention programs, and carrying out awareness-raising campaigns.(32)

In 2011, Belize developed a comprehensive strategy plan to promote economic growth and improve national well-being. Building upon the National Poverty Elimination Action Plan (2007-2011), the National Development Framework, Horizon 2030, recognizes education as a basic human right. It sets as a goal, among other national priorities, providing all children with access to quality education through secondary school.(33, 34) The Ministry of Education (MOE) established the Early Childhood Development Policy to promote the rights of children, from conception to age 8, and provide support to all primary caregivers.(35) The policy aims to develop innovative programs that target families of child laborers, particularly those engaged in the worst forms of child labor, and ensure those children stay in school.(35)

The MOE has also been working closely with the Caribbean Development Bank and several educational stakeholders to transform the education system. This collaboration has resulted in the MOE producing the Belizean Education Sector Strategy (2011-2016).(36) With an overarching goal of "improving the quality and accessibility of education," the Belizean Education Sector Strategy will focus on ensuring every child commences school ready to learn, increasing retention rates and years of actual attendance, and investing in comprehensive teacher training.(36) The impact of this strategy on the worst forms of child labor does not appear to have been studied.

During the reporting period, the Government of Belize worked closely with UNICEF to release a MICS. The study provides comprehensive information on a wide range of social indicators as they relate to the children and women in Belize, including the child labor rate.(13) The survey finds that of all children in Belize between the ages of 5 and 14, 10 percent are engaged in child labor. However, the survey did not specify the specific employment sector in which such engagement occurs, and the data was not available for formal analysis and thus it is excluded from the chart above.(13)

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

The Government of Belize has maintained its previous efforts of raising awareness on the worst forms of child labor, assisting victims of child commercial sexual exploitation as well as supporting local NGOs that focus their work in these areas.(4, 9, 11, 28, 37)

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In December 2011, the country began participating in a 4-year global project to combat child labor. Funded by USDOL, the project will support child labor survey activities.(38) The Government also participated in a 2-year, \$250,000 USDOS-funded initiative to address human trafficking in 2011 and 2012. Since implementation of the project, more than 5,000 Belizean officials and local civilians have been trained on how to identify cases of human trafficking, provide protection to the victims, and help prosecute the traffickers.(39, 40) One of the initiatives within the project was the July 2012 launch of an educational media outreach campaign to be carried out by the IOM in partnership with Belize's Anti-Trafficking Committee. The goal is to raise awareness about human trafficking within the country.(40) Research has not identified any other government program or initiative designed to address the other worst forms of child labor, such as agriculture.

During the reporting period, the Government continued to implement the Building Opportunities for Our Social Transformation (BOOST) program, funded in part by the World Bank, to help combat national poverty. The initiative provides monetary incentives for families who comply with program requirements.(9, 41) Families must ensure that their children, ages 5 to 17, maintain an annual attendance record of at least 85 percent, and all immunizations must be administered for children ages 5 and under.(4, 9, 41, 42) To date, the program has reached about 6 percent of all Belizean poor households, and 97.3 percent of the participants attend

school.(42) In 2012, the Government of Belize expanded the BOOST program to provide higher payouts to boys in an effort to lower the rate of male dropouts.(9) While the program has a high rate of school attendance among beneficiaries, it has not reached many Belizeans in need.

The Government's Primary School Completers Program continued to be implemented in the Southern region of Belize. Launched in 2009, this initiative is meant to increase school enrollment by providing families with cash subsidies contingent upon the children completing their primary education.(9, 43) Despite these efforts, more than 40 percent of the Belizean population continues to live below the poverty line, with more than 16 percent living in extreme poverty. In rural areas, where indigenous people largely reside, these rates reach even higher levels.(41, 44, 45)

In 2012, the Government allocated more than 25 percent of the national budget to education, continuing its previous efforts of expanding national access to secondary schooling, improving teacher training, and providing comprehensive early childhood education. It continues to implement the training program for teachers in rural areas and the certification program for primary education teachers.(4, 9, 36, 46, 47) The \$1.2 million project, financed by the Inter-American Development Bank to comprehensively improve the Belizean teaching force, is also still operational.(48) Research was unable to uncover the impact these programs have had on child labor.

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 the list of hazardous occupations prohibited for children.	2009, 2011, 2012
	Adopt draft legislation that provides a uniform definition of a child.	2011, 2012
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, 2012
	Ensure that labor inspectors have sufficient time and resources to conduct labor inspections.	2009, 2011, 2012
Policies	Increase access to education by eliminating all fees as well as providing transportation and school materials.	2011, 2012
	Conduct research to determine the sectoral prevalence of the worst forms of child labor in agriculture, street work, and commercial sexual exploitation.	2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Policies	Assess the impact that the Education Sector Strategy has had on the worst forms of child labor.	2012
Social Programs	Develop programs aimed at reducing the worst forms of child labor, including agriculture.	2009, 2010, 2011, 2012
	Expand current anti-poverty programs such as the BOOST program to meet the current need.	2011, 2012
	Assess the impact that current government programs aimed at increasing access to secondary education, improving teacher training, and providing comprehensive early childhood education have on the worst forms of child labor.	2012

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In 2012, Benin made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Benin adopted the National Action Plan for the Elimination of the Worst Forms of Child Labor. It established 29 local child protection committees and it implemented a national anti-trafficking, awareness-raising campaign. The Government also rescued and provided rehabilitation services to several hundred trafficked children. However, enforcement efforts are inadequately funded and staffed and sentences for those who subject children to the worst forms of child labor were reduced to misdemeanors. Furthermore, Benin's three national action plans pertaining to child labor, child trafficking, and child protection remain unfunded. Children continue to engage in the worst forms of child labor, especially in hazardous activities 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		75.3

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2006.(1, 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.(3-5) Children work on farms producing cotton; they may be underpaid, work long hours, and face physical abuse.(6-10) Although information is limited, there are reports that children are also found working in cashew farming.(3) Children are reportedly engaged in forced, indentured, or bonded labor in agriculture.(8, 9, 11)

Through the system of *vidomegon*, girls as young as age 7 work as domestic servants in exchange for housing.(11-18) If income is generated from these arrangements, it is often shared between the children's host and natural families.(11) While such arrangements between families are generally voluntary, some children in domestic service are engaged in forced or bonded



labor. Children in domestic service frequently work long hours, receive insufficient food, and are vulnerable to verbal, physical, and sexual abuse.(12-14, 18, 19) Children, including child domestic servants, also work in markets.(11, 13, 17, 20) Children working as domestic servants and working in markets may work up to 17 hours per day.(12, 14)

Although evidence is limited, there are reports that children are engaged in fishing, some under forced conditions.(11) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(21) Children also work in mines and quarries, quarrying granite. Although evidence is limited, there are reports that children also crush stone into gravel.(22-24) Children who work in quarries are subject to long working hours and physical injuries and illnesses from dynamite explosions, falling rocks, collapsing quarry walls, and dust inhalation.(20, 23, 25)

Children work in the transportation industry and as street vendors, selling goods, including gasoline.(5, 23) This work can be dangerous given children's proximity to moving vehicles. In the transportation industry, children collect fares and recruit passengers, hopping on and off of moving vehicles in the process.(23) Children selling gasoline pour gasoline from one bottle to another, and pour gasoline into vehicles without the use of protective gear.(23) Some children work in the construction sector, in which they are reportedly engaged in forced labor conditions.(4, 26)

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Children work as dressmakers, bakers, carpenters, and mechanics, where they face exposure to physical, chemical, biological, and physiological dangers. Children working in mechanics and carpentry use tools and equipment without the appropriate protective gear.(27) These children, often working as apprentices, work long hours in hazardous conditions.(27)

Children, including street children, are engaged in commercial sexual exploitation.(4, 11, 13, 24, 28) Evidence indicates that tourists engage in child sex-tourism in the Pendjari National Park region.(13, 29, 30)

Some boys, placed in the care of Koranic teachers for the purpose of education, are forced by their teachers to beg on the street, work in construction or in agricultural fields, or to sell goods in the market. These boys, called *talibé*, work up to 14 hours per day and are obliged to surrender the money they have earned to their teachers.(4, 25, 26, 31, 32) Often *talibé* are not provided with adequate food and housing.(26)

Although trafficking in Benin is primarily conducted internally, Benin is also a source, transit, and destination country for trafficked children.(12, 16, 28, 34, 35) Children are trafficked within Benin for the purpose of domestic servitude, commercial sexual exploitation, and forced labor on farms, in stone quarries, and in markets.(12, 30, 33, 34, 36) Children are trafficked from Benin to West and Central Africa for domestic work and to work in quarries and in agriculture, including in the production of cocoa. Although evidence is limited, there are reports that children are also trafficked from Benin to Central Africa to work in fishing.(7, 11-13, 16, 19, 34, 35, 37-39) Children are also trafficked from Benin to West Africa for commercial sexual exploitation.(13, 34, 37, 38, 40) Research on Beninese children trafficked abroad demonstrates that these children endure sexual and physical abuse, malnourishment, and in some cases, death.(13, 34, 41) Children from West Africa are trafficked to Benin for commercial sexual exploitation, domestic servitude, and forced labor in agriculture and quarries.(19, 25, 34, 38, 42)

Access to quality education is a critical component in preventing the economic exploitation of children.(4, 34, 43-45) In Benin, limited evidence suggests that schoolchildren 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.(24, 46, 47) School-based violence may discourage families from accessing education for their children.(47)

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.(37, 40, 46, 48, 49) The Government maintains a list of hazardous work activities prohibited for children under age 18.(40, 50) The hazardous list includes 22 trades—including mining and quarrying, domestic service, and agriculture—and defines 74 hazardous activities.(40, 50) The law also prohibits workers under age 16 from performing certain types of work, including transporting heavy loads, working in slaughterhouses, and operating certain types of machinery.(37)

International Conventions and Selected Laws on Child Labor and Education

	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

By law, primary school is compulsory and progressively free.(15, 24, 51) In Benin, some parents must pay tuition and the cost of books and uniforms if their schools have insufficient funds.(4, 11, 16, 52) The requirement of school fees may impede children's access to education.(53) Access to education is also impeded by a lack of birth registration.(11, 38) Forty percent of Beninese children under age 5 remain unregistered. If they are unable to prove citizenship, some children may be denied services such as education.(11, 38) In addition, Beninese children are only required to attend six years of primary school, typically through age 11 although no upper

age limit is set by law for enrolling a child in school.(46, 54) As the minimum age for children to work is 14, children ages 12 to 14 are particularly vulnerable to the worst forms of child labor as they may have completed primary school but are not legally permitted to work.

Child slavery, debt bondage, and forced labor are prohibited in Benin.(55) The law also expressly forbids the trafficking of children and provides penalties for those who are involved in the trafficking of children.(55) The law forbids the movement of children within Benin by prohibiting the separation of children from their parents without consent from local authorities.(55) Benin also has three enabling decrees to regulate the travel of minors within and across Benin's borders.(56) According to UNICEF and the ILO, the penalties for violating these laws are sufficiently stringent to serve as a deterrent.(5)

The use of children for illicit activities is expressly prohibited.(55) The Penal Code prohibits involvement with or the facilitation of child prostitution. Although the use of a child in pornography is prohibited, the sale or possession of child pornography is not prohibited in Benin.(11, 40, 55, 56) The use of children in armed conflicts is banned. The minimum age is 18 for military recruitment.(5, 57)

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 Child Code's second volume, which contains a bill on child protection and amendments pertaining to offenses involving minors, has been pending adoption by the National Assembly since 2009.(56, 58)

Institutional Mechanisms for Coordination and Enforcement

The National Executive Committee to Combat Child Labor (CDN), under the Ministry of Labor and Civil Service, coordinates child labor issues in Benin. The CDN, which met three times during the reporting period, includes delegates from multiple Beninese Ministries, UNICEF, the ILO, trade unions, and NGOs.(5) The Ministry of Family and National Solidarity (MFSN) implements the Government's overall policy to improve children's welfare and leads government efforts to ensure children's rights.(40, 56) The MFSN chairs the National Monitoring and Coordination Working Group for Child Protection (CNSCPE). The CNSCPE is a technical agency that serves as a child protection task force and comprises five technical committees, including committees for trafficking and exploitation.(5, 41, 56, 59-61) Each committee has an action

plan and proposes activities to the CNSCPE.(5) The CNSCPE meets on a quarterly basis and includes 40 members from sector-based ministries, NGO networks, international technical and financial partners, and bilateral partners.(5, 40, 56, 62)

The Ministry of Labor and Civil Service is responsible for enforcing labor laws in the formal sector.(5, 40) Labor inspectors are employed in 12 departments across Benin to ensure the application of labor laws, including those on child labor.(5, 40, 63) Inspectors can impose sanctions and order payment for labor violations, the proceeds of which can be given to victims as compensation.(64) In 2012, the Ministry of Labor and Civil Service employed 75 labor officers, 56 of whom were labor inspectors. During the reporting period, UNICEF and the Ministry of Labor and Civil Service trained 30 labor inspectors on methods to fight child labor. Information on child labor is also incorporated into regular labor inspector training.(5) The Government budgeted \$204,500 for the Ministry of Labor and Civil Services to combat child labor in its 2012 budget. This same amount has been budgeted for child labor since 2010.(5, 40, 56) The ILO Committee of Experts notes that Benin's labor inspectors conduct a steadily decreasing number of workplace inspections due to inadequate staff and material and financial resources.(65) UNICEF reports that child rights laws, including child labor laws, are often not enforced.(66) The Government of Benin does not maintain or publish statistics regarding the number of child labor violations found or the number of victims assisted.(5) In addition, the Government does not publish all data related to inspections, investigations, complaints, and prosecutions on the worst forms of child labor.(40)

The Ministry of Interior's Central Office for the Protection of Minors (OCPM), under the Criminal Police Department, is the lead agency responsible for the protection of minors, including for child trafficking, child labor, the use of children for illicit activities, and the commercial sexual exploitation of children.(5, 40, 56, 67) However, a lack of resources, including a lack of personnel, transportation, and office facilities, limits the OCPM's effective enforcement of child protection laws.(5, 40, 56, 62) In rural areas, the police and *gendarmerie* take on OCPM responsibilities. However, rural police and *gendarmes* do not have staff dedicated to child labor or protection issues.(5) In 2012, the Ministry of Labor and Civil Service, in cooperation with ILO-IPEC, provided training on tools to combat child labor for the *gendarmes*, police, local authorities, mining operators, judges responsible for children's cases, and agents of social promotion centers.(5) In addition, the Ministries of Labor and Civil Service, Family, Justice, and Women

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and the Child provided child protection awareness training and capacity building to agencies and officials responsible for enforcing child labor laws.(5) 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.(25, 40, 62)

In 2012, the OCPM rescued and provided shelter to 158 trafficking victims, 85 of whom were trafficked children on boats bound for Nigeria.(5) The Government handled 61 child trafficking cases and referred 13 suspected traffickers to court. However, evidence suggests that penalties were not consistently applied to perpetrators, and judges reduced child labor violations to misdemeanors rather than applying penalties called for by the law.(5) ILO-IPEC suggests that sentences were not sufficiently stringent to deter people from child trafficking.(5) The National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP) also rescued 384 children from child labor. The withdrawn children were taken to Zakpota. Upon their arrival, the children received rehabilitation, repatriation, and reintegration services.(68) Information regarding the arrest and prosecution of perpetrators in the cases of child trafficking handled by NAPTIP is unknown.

Government Policies on the Worst Forms of Child Labor

In 2012, the Government of Benin adopted the National Action Plan to Eliminate the Worst Forms of Child Labor in Benin (2012-2015).(4, 5, 69) The National Action Plan aims to eliminate the worst forms of child labor by conducting awareness-raising campaigns, increasing access to education and training, reducing socioeconomic vulnerabilities through livelihood strategies, harmonizing the judicial sector, increasing enforcement efforts, and strengthening protection and monitoring measures for victims of exploitive child labor.(4) However, the National Action Plan has yet to be funded.(5, 64)

The Government of Benin has a National Policy and Action Plan for Child Protection (2009-2013), which it implemented during the reporting year with support from UNICEF.(25, 40, 56) It also has a National Action Plan to Combat Child Trafficking and Labor (2008-2012). However, neither action plan has been fully funded.(40, 56, 64)

The National Growth and Poverty Reduction Strategy Paper (2011-2015) includes goals that impact child labor, such as free universal primary education, improved education quality and retention, the provision of social services, and vocational

training and microfinance for youth and women.(40, 60) The paper includes an implementation plan, and the Government has initiated many of the plan's steps.(37) 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.(59) 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.(70) 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.(34, 37, 70)

The Government has a National Policy and Strategy for Social Protection (2004-2013). The strategy includes measures for 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 building capacity for anti-child labor activists.(25, 40) 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.(14) The impact of the PRSP, education, social protection, and HIV/AIDS policies on child labor has yet to be addressed.(40)

Under the coordination of the joint Benin and Nigeria Committee to Combat Child Trafficking, the Governments of Nigeria and Benin continue to implement their joint action plan to reinforce border security measures and repatriate the victims of trafficking.(60, 62, 63, 68) The joint effort has rescued and rehabilitated a total of 5,915 trafficked children since 2007.(68) Child victims are not repatriated unless a safe reinsertion program—such as schooling, vocational training, or an apprenticeship—has been arranged in advance.(30, 40) In 2011, the Government of Benin signed an anti-trafficking accord with the Republic of the Congo. During the reporting period, the two governments hosted a 3-day workshop to draft and approve a joint action plan to counter trafficking in the two countries.(27)

In 2012, the labor ministers of the 15 ECOWAS countries, including Benin, adopted a regional action plan on child labor, especially in its worst forms. The objective of the plan is to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(71)

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

The Government of Benin implements and participates in projects that aid in the reduction of child labor. In 2012, the Government established 29 new Local Child Protection Committees to educate the population about trafficking, detect trafficking networks, and reintegrate victims of trafficking. This brings the total number of Local Child Protection Networks to 1,529 committees across 33 communities in Benin.(40, 72) The Office for Protection of Minors also continued to run a transit facility for trafficking victims that has the capacity to house 160 children.(40, 42) The Government of Benin continued to undertake periodic trafficking awareness campaigns and a nationwide child labor awareness campaign.(5, 27, 40, 73)

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 assist 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.(74-76) The 3-year 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.(75, 76) The project assists the Governments of Benin and of Nigeria to implement the 2005 MOU on trafficking. It also works with the joint Benin/Nigeria Committee to Implement the Annual Action Plan called for

under the MOU.(75, 76) During the year, the Government worked with ILO-IPEC to distribute school kits to children removed from child labor in the quarries.(5, 40)

In 2012, the Government participated in an 5-country, Irish-funded project that aims to strengthen social dialogue, with the aim of reducing child labor.(77, 78) It also participated in a 5-year, \$46 million World Bank-funded program to improve access to decentralized social services in 12 departments across Benin, and a World Food Program school feeding project that provides food to more than 364 participating schools.(79-81).

During the reporting period, the Government of Benin participated in four USAID-funded projects to improve the education system, including a 4-year, \$4.3 million project to prepare approximately 10,000 unlicensed teachers to pass the teacher certification exam and to become more competent teachers; a 6-year, \$6.9 million project to increase girls' access to education and to improve community participation in school management; a 4-year, \$6 million project to enhance the quality of education through primary school teacher development; and a 6-year, \$3.5 million project to promote alternative approaches to basic education that will provide out-of-school children with basic literacy, numeracy, and life skills.(82) The question of whether these education programs have an impact on the worst forms of child labor does not appear to have been addressed.

Although the Government of Benin has implemented programs to protect children from trafficking and participated in programs focused on child labor in quarrying and mining, research found no evidence that it has carried out programs to assist children engaged in domestic service, commercial sexual exploitation, or agriculture.

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, 2012
	Ensure all children have access to free primary education.	2010, 2011, 2012
	Adopt the second volume of the Child Code to bring into force additional protections for children.	2009, 2010, 2011, 2012
	Create and adopt laws to prohibit child pornography.	2010, 2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	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, 2012
	Reconsider budgetary priorities with a view toward providing more resources to enforcement investigation, including appropriate staffing, facilities, funding, and transportation assets.	2009, 2010, 2011, 2012
	Ensure offenders of laws relating to the worst forms of child labor are appropriately penalized according to the law.	2010, 2011, 2012
	Ensure rural <i>gendarme</i> and police officers, charged with the protection of minors, are adequately staffed with officers dedicated to the protection of children.	2012
Policies	Fully fund and implement the National Action Plan for the Elimination of the Worst Forms of Child Labor in Benin, the National Action Plan for Child Protection, and the National Action Plan to Combat Child Trafficking and Labor.	2010, 2011, 2012
	Take measures to ensure children have access to quality education and ensure children's safety in schools.	2010, 2011, 2012
	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, 2012
Social Programs	Institute programs to address the worst forms of child labor in domestic service, commercial sexual exploitation, and agriculture, and to monitor the progress of the programs.	2010, 2011, 2012
	Implement birth registration campaigns to increase children's access to education.	2010, 2011, 2012
	Assess the impact that education programs may have on addressing the worst forms of child labor in Benin.	2011, 2012

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In 2012, Bhutan made no advancement in efforts to eliminate the worst forms of child labor. The Government continued to support the South Asia Initiative to End Violence Against Children (SAIEVAC). Education is not compulsory, but the Government has made efforts to improve access to education, particularly in rural areas. However, there are no labor laws that protect children from working in domestic service. Children continue to engage in the worst forms of child labor, particularly in dangerous agricultural activities and in domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	3.8 (6,338)
Attending School	5-14 yrs.	84.7
Combining Work and School	10-14 yrs.	3.3
Primary Completion Rate		95.1

Sources:

Primary completion rate: Data from 2011, UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS 4 Survey, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Bhutan are engaged in the worst forms of child labor, particularly in dangerous activities in agriculture and domestic service.(3-7) Children working in agriculture may use dangerous tools and carry heavy loads.(7-9) Children who work in domestic service, typically girls, may be subjected to abuse and exploitation.(4, 10-12) Although information is limited, child domestic workers work long hours, are mistreated, and are poorly paid. Girls are reportedly trafficked into the country for domestic servitude.(13, 14) Furthermore, some children working as domestic servants live with their employers and are reportedly not allowed to return home.(10)

Although information is limited, reports indicate that some children are involved in construction and in mining or quarrying, sectors in which they are exposed to dangerous machinery, tools, dust, and loud noise.(3, 12)

Girls are also reported to be involved in commercial sexual exploitation, although evidence is limited.(3, 4) Reportedly, these young girls are subject to forced labor in karaoke bars known as



*drayang*s, particularly in Thimphu. Evidence suggests that some girls are trafficked from rural areas to sing in the bars, and it is here that they are subject to sexual harassment.(14)

There are limited reports of urban children working on the streets, but specific information on hazards is unknown.(3, 4)

Laws and Regulations on the Worst Forms of Child Labor

The 2007 Labor and Employment Act of Bhutan sets the minimum age for work at 18. However, children ages 13 to 17 can work in non-hazardous activities.(3, 15) This exception effectively lowers the legal working age to 13, which is under the international standard.

International Conventions and Selected Laws on Child Labor and Education

	C138, Minimum Age	N/A
	C182, Worst Forms of Child Labor	N/A
	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

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The Regulation on Acceptable Forms of Child Labor outlines the list of work prohibited for those younger than age 18.(16) Domestic service is not prohibited under the regulation.

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 of imprisonment.(17)

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.(15) The Penal Code prohibits commercial sexual exploitation and trafficking of children for prostitution, and lays out penalties for these offenses.(18)

The Child Care and Protection Act protects children in difficult circumstances, which includes those being or likely to be abused or exploited for immoral or illegal purposes.(19) The Child Care and Protection 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.(19) 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.(19) Information was unavailable on whether these centers were operational during the reporting period.(20)

There is no age to which education is compulsory.(12) 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. The Bhutanese Constitution establishes free education for every citizen for 11 years, and the Government is working with UNESCO and other ILO partners to improve access to educational facilities.(21-24) In 2012, the Secretary of Education reported that all population clusters in Bhutan were within walking distance of a school. However, some children are denied access to education because of the lack of birth registration; this problem is prevalent among Nepali-speaking Bhutanese children.(12, 25)

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.(26) The NCWC includes representatives from government agencies, law enforcement, the judiciary, civil society, media, and business.(27)

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 requires employers to comply with child labor laws throughout the country.(17) Labor inspectors are not permitted to inspect private homes and have reported that this makes it challenging to track child domestic workers.(28) According to the Government, the practice of hiring child domestic workers has been reduced given improvements in education. The Ministry of Labor and Human Resources' Labor Protection Division is responsible for public awareness and enforcement of labor laws.(29) Labor inspectors are based in Thimphu and in two regional offices. The ministry has four labor inspectors in Thimphu and two inspectors in each region of Bhutan; in 2011, it requested 37 more labor inspectors for the subsequent 4 years.(29) Information was unavailable on whether this request was approved.(20) The labor inspectors investigate general working conditions, including child labor violations.(17) There is no available 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.(26) The Police's Woman and Child Protection Unit (WCPU) has established women and child protection units to implement laws protecting women and children.(9) The WCPU also provides counseling services and refers victims to the NCWC and NGOs for assistance.(20, 27) Though these units reportedly provide legal assistance to victims, there is no information on the number of criminal worst forms of child labor investigations, prosecutions, or victims assisted.(20)

There is no single coordinating mechanism to address issues related to human trafficking. Several agencies are responsible for various aspects of coordination. In addition to the WCPU,

these agencies include the Ministry of Home and Cultural Affairs (Department of Immigration), Ministry of Labor and Employment, and the Ministry of Foreign Affairs, which engages in the prevention of cross-border trafficking in persons regionally. During the reporting period, one case of a minor female trafficking victim was identified, registered, and referred to the Bhutanese NGO Respect, Educate, Nurture and Empower Women (RENEW) shelter home to receive rehabilitation services. The Government provided no further details regarding this case.(14)

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.(30) It also aims to increase school enrollment by establishing and improving local primary schools.(30) The question of whether this policy has an impact on child labor does not appear to have been addressed.

In 2012, as part of the SAIEVAC, a regional initiative of South Asian countries, the Government of Bhutan supported the signing of an MOU between the SAIEVAC and the ILO. The purpose of the MOU is to (1) reinforce cooperation on current efforts on child rights and protection between the SAIEVAC and the ILO through improved information sharing, (2) support the implementation of the SAIEVAC's 5-year workplan, (3) promote protections in line with ILO C. 138 and ILO C. 182 in each country-specific context, and (4) support the implementation of commitments to promote child rights made by member states of the South Asian Association for Region Cooperation (SAARC).(31, 32)

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 specifically targets children on the street and provides counseling, group therapy, and assistance to help children enroll in school.(9, 33)

In 2011, the NCWC began a mapping and assessment of the child protection system in Bhutan. The purpose of this project

was to determine the laws, policies, regulations, and services needed across the education, social welfare, health, security, and justice sectors to safeguard child rights.(34) The mapping project was intended to provide a baseline against which the implementation of the Child Care and Protection Act can be measured. The project ran from November 2011 through April 2012.(34) No information was available on the status of this project during the reporting period.

A number of projects that address issues of poverty reduction and education are not specifically targeted to child laborers. In 2012, the NCWC continued work on a 3-year, \$2.5 million Japan-funded project to provide economic opportunities to women and girls. The project targets 960 youths to participate in apprenticeships and skills training for self-employment.(35, 36) The Government supports two NGO efforts to address barriers to education.(28) The Youth Development Fund (YDF) provides scholarships to students from families who live below the poverty line, and the Tarayana Foundation's Scholarship Program provides uniforms, shoes, and books to school children in need.(28)

The Government participates in an ongoing project to increase school enrollment in rural areas by providing food aid to households in exchange for sending children to school. The Australian-funded project began in 2001 and will contribute \$500,000 in 2012-2013.(37) 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.(22, 23, 38) The question of whether these programs have had 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.(12) As a result, and despite the efforts described above, some children are denied access to education.(25) Research uncovered no evidence of programs that address the need for birth registrations.

Despite these efforts, research found no evidence of programs to address specifically the worst forms of child labor in agriculture, domestic labor, construction, and mining and quarrying.

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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, 2012
	Enact laws to provide protections for children working in domestic service.	2009, 2010, 2011, 2012
	Make primary education compulsory to ensure children are attending school and are therefore less vulnerable to the worst forms of child labor.	2010, 2011, 2012
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, 2012
Policies	Assess the impact that the Tenth Five-Year Plan may have on child labor.	2009, 2010, 2011, 2012
Social Programs	Create social programs to target children who work in agriculture, domestic labor, construction, and mining and quarrying.	2009, 2010, 2011, 2012
	Assess the impact that existing programs may have on child labor.	2010, 2011, 2012
	Assist rural families to apply for birth registration as a precursor to school enrollment.	2010, 2011, 2012
	Take steps to improve access to education for populations that lack proper birth registration.	2012

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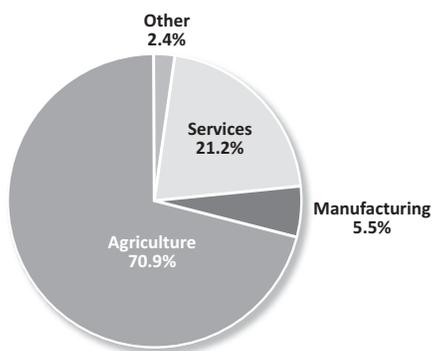
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In 2012, Bolivia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Comprehensive Law against Human Trafficking and Smuggling, which mandates several new programs and policies aimed at reducing the trafficking of minors for labor and commercial sexual exploitation. The Law increases penalties for traffickers, expands victim support services, and enhances efforts to prevent trafficking, especially in border areas. The Government of Bolivia increased funding for a conditional cash transfer program, the Juancito Pinto subsidy program, aimed at increasing school attendance. In addition, the Bolivian Government supported the efforts of international organizations and the private sector to combat child labor. Despite these gains, child labor inspections remain insufficient relative to the scope of the problem, and the Government does not make key information publicly available, such as statistics on child trafficking cases or penalties applied to employers for child labor violations. The Government's National Plan to Eradicate Child Labor expired in 2010 and has not been updated. Children continue to engage in the worst forms of child labor, including in hazardous activities in agriculture and mining.

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		95.0

Working Children by Sector, Ages 7-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ECH Survey, 2013.(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 hazardous activities in agriculture and mining. Indigenous children are particularly vulnerable to the worst forms of child labor.(3, 4) In agriculture, children are exposed to dangerous work in the production of corn. Although the size of the problem is unknown, children reportedly work producing cotton and peanuts.(3, 5-8) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(9, 10) Children work in hazardous activities producing 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.(3, 4, 11-22) Children's work in sugarcane and Brazil nut production commonly involves carrying heavy loads, working long hours, and using potentially dangerous tools such as machetes.(4, 12, 17) Children often work alongside their families to harvest these crops.(3, 12) Some of these workers become indebted to their employers and are forced to work until they have paid off their debt. Some workers may repay these debts quickly, but others cannot.(3, 20, 21, 23) Some indigenous Guaraní families live in debt bondage and work on ranches, including cattle ranches, in the Chaco region.(3, 4) Based on reports, this practice may have been reduced in recent years partially due to increased attention to the region and land tenure reform.(5, 6, 15, 19, 23, 24)

Children work in gold, silver, tin, and zinc mines; they work long hours, often in enclosed spaces, and are exposed to dangerous tools and chemicals.(4, 17, 22, 25-27) Children

also work as street vendors, shoe shiners, and transportation assistants. Street work exposes children to multiple dangers, including severe weather, criminal elements, and vehicle accidents.(17, 22, 28) Additionally, children work in construction, which may require working long hours, carrying heavy loads, and using dangerous tools and machinery.(17, 29) Children work long hours, are exposed to extreme weather, and carry heavy loads in the production of bricks.(3, 5-8, 30) Some Bolivian children from rural areas work as domestic servants in urban, third-party homes under circumstances that often amount to indentured servitude.(3, 17, 22, 23)

Commercial sexual exploitation of children is a problem in Bolivia, particularly in the Chapare region and in urban areas, including Cochabamba, La Paz, El Alto, and Santa Cruz.(31, 32)

Bolivian children are trafficked internally for the purposes of commercial sexual exploitation, domestic service, and mining.(33) Children are also trafficked from Bolivia to neighboring countries for forced labor and commercial sexual exploitation.(33) Bolivian families reportedly sell or rent their children to work in agriculture and mining in Peru.(34)

Laws and Regulations on the Worst Forms of Child Labor

The Child and Adolescent Code sets the minimum age for employment at 14, except for apprenticeships.(35, 36) Although the Labor Code and the Child and Adolescent Code regulate some aspects of apprenticeships to ensure child apprentices are able to attend school, the ILO has pointed out that the law does not set a minimum age for apprenticeships.(36, 37) Children under age 18 must have the permission of their parents or government authorities to work.(36) 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 Child and Adolescent 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.(35)

The Constitution requires children to complete secondary school, which ends at approximately age 17, and establishes free primary and secondary education.(19, 38) The 2010 Avelino Siñani-Elizardo Pérez Education Law guarantees equal educational opportunities for all, including children who are behind in school due to work.(39)

International Conventions and Selected Laws on Child Labor and Education

	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

Bolivia's Constitution prohibits forced or exploitative child labor, compulsory labor, and any kind of labor without fair compensation.(38) The minimum age for voluntary military service is 17. For males, the minimum age for compulsory military recruitment is 18.(40) The Bolivian Government has stated that no one under age 18 is permitted to engage in combat.(41) However, it is not clear whether the law prohibits minors under age 18 from engaging in combat.

The 2010 Law for the Legal Protection of Children and Adolescents penalizes the use of child labor, the use or procurement of minors for purposes of prostitution, and trafficking offenses related to children.(42) In July 2012, the Government approved the Comprehensive Law against Human Trafficking and Smuggling, which increases penalties for trafficking of minors and for producing, possessing, or distributing child pornography.(43) It also mandates that government agencies provide victim support services and expand efforts to prevent trafficking.(27, 43) The Comprehensive Law against Human Trafficking and Smuggling defines human trafficking to include all forms of forced labor exploitation, including forced servitude, forced begging, and forced employment in criminal activities.(27, 43) It also prohibits child pornography and trafficking of minors for the purpose of prostitution and exploitation in illegal activities.(44)

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Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor (MOL) is responsible for developing policies concerning child labor and leads the Inter-Institutional Commission to Progressively Eradicate Child Labor (CNEPTI), which coordinates the various agencies and other entities involved in child labor issues.(28) The CNEPTI includes the Ministry of Justice, local courts, the Ministry of Education, the Ministry of Health, and several NGOs, but coordination among members has been challenging and meetings have been infrequent.(28, 45) The MOL also has a mandate to coordinate and develop policies to eradicate any form of servitude. The MOL's Fundamental Rights Unit has the specific responsibility to protect indigenous people and eradicate forced labor.(46) The new Comprehensive Law against Human Trafficking and Smuggling mandates the creation of a National Council against Trafficking. The Council is chaired by the Minister of Justice and is composed of the ministers of the nine ministries charged with implementing the Law.(27) The Council has met monthly since the Law was passed in July 2012.(27) The Law also mandates the creation of departmental human trafficking councils. However, during the reporting period, Cochabamba was the only department to form such a council.(27, 47)

The MOL is responsible for enforcing child labor laws. In 2012, The MOL employed 78 inspectors nationwide, an increase from 55 inspectors in 2011.(19, 27, 42) According to the Government, funding for inspections increased in 2012, but the exact increase in funding level is not publicly available.(27) Five inspectors were specially trained and solely dedicated to conducting child labor inspections.(27, 41) In addition, the Government provided inspectors with training on hazardous child labor and forced labor during the reporting period.(27)

Inspectors conduct unprompted inspections in areas identified by the Government as having pervasive child labor. These areas include the sugarcane-producing regions of Santa Cruz and Tarija-Bermejo, as well as the Brazil nut-producing areas of Riberalta and the mining sectors of Potosí.(27, 46) However, in other sectors and regions, MOL staff only conduct inspections in response to complaints and do not proactively inspect workplaces.(28, 42, 48) In 2012, the MOL carried out 100 inspections involving child labor in Santa Cruz, Bermejo, Riberalta, Potosí, and in the informal sector in El Alto.(27) Though precise data were unavailable, the MOL estimates approximately 100 child laborers were found during these inspections.(27) Information on the services provided to these children and whether they were withdrawn from child labor is unavailable.(27)

The MOL has the authority to fine violators and to send cases to labor courts, which are responsible for enforcing penalties.(28) The MOL may also send cases to the municipal Defender of Children and Adolescents offices that protect children's rights and interests.(19, 28) Information is unavailable on penalties and fines issued or paid regarding child labor violations.(27)

The Government of Bolivia supports the Bolivian Foreign Trade Institute's (IBCE) Triple Seal initiative. The Triple Seal is a voluntary certification indicating that a company complies with Bolivian law and ILO conventions regarding child labor, forced labor, and worker discrimination in the production of its goods.(16, 27, 49) However, only one company operating in Bolivia, in the sugarcane sector, has begun the process to apply for the certification. As of the end of 2012, no company operating in Bolivia has obtained the Seal.(27)

The Government has a Steering Committee for Zero Child Labor in Sugarcane Production that was formed with support from the MOL and the participation of the regional government of Santa Cruz, Bolivian municipal governments, the IBCE, and various NGOs.(16)

Trafficking for sexual and labor exploitation is addressed by public prosecutors and by 14 specialized trafficking and smuggling units within the Bolivian National Police.(28, 41) However, many of the cases investigated by these units involve missing persons, limiting officers' ability to focus on trafficking cases. During the reporting period, La Paz police opened a missing persons unit, allowing the La Paz trafficking and smuggling unit to focus its work on human trafficking cases.(41) Each department capital city has prosecutors responsible for pursuing trafficking cases.(19, 27) In 2012, the Attorney General's office issued an administrative resolution instructing prosecutors to prioritize trafficking cases in which the victim is a minor.(47) The National Police maintains telephone hotlines for the public to report child trafficking or the commercial sexual exploitation of children.(28) When trafficked children are identified, the police refer victims to NGOs or the government social services agency, SEDEGES.(27) In 2012, cases involving a total of 319 trafficking victims were investigated, and public prosecutors opened 95 trafficking cases.(27, 41) The majority of the reported cases involved children, though the specific number of children involved in these cases is unknown. The Government reported convicting four sex trafficking offenders in cases involving three minors during the year.(41)

The 2012 Comprehensive Law against Human Trafficking and Smuggling requires the military to support anti-trafficking efforts by assisting police in detecting trafficking and child

labor in border-crossing areas.(27) To comply with this requirement, the military offered training on trafficking to its border units during the reporting period.(27, 47) In early 2013, the MOL began creating a national registry of employment agencies, with the goal of identifying agencies engaged in the illegal recruitment and trafficking of children.(27)

Government Policies on the Worst Forms of Child Labor

The Government of Bolivia's policy framework for addressing child labor, the National Plan for the Progressive Eradication of Child Labor (2000-2010), expired in 2010; a new plan was not established during the reporting period. The Plan identified mining, sugarcane harvesting, commercial sexual exploitation, and domestic service as priority areas in combating exploitative child labor.(50) The strategy, which is outlined in the UN Development Assistance Framework (2008-2012), supported efforts to eliminate the worst forms of child labor and to reduce poverty.(51)

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.(52, 53) However, secondary school attendance rates are low, and many children are behind in school due to work.(11, 52, 54)

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.(6, 23, 55) However, international experts on indigenous rights issues have reported that bureaucratic challenges have slowed the Plan's implementation. These experts say that a more decentralized plan with additional resources is needed to adequately assist the families that have been subjected to forced labor.(6, 15, 23) Nonetheless, under the Transitional Plan, the Bolivian Government pursued a birth registration campaign, which in 2012 provided identity documents to 3,139 Guaranís.(6) Other recent efforts, including the Government's biometric election registration system, have also enabled the Government to reach many previously hard-to-reach populations.(19, 56)

The Government of Bolivia and other MERCOSUR countries are carrying out the Southern Child 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.(57) 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.(57, 58)

Bolivia's Secretariat of Tourism is a member of the Joint Regional Group for the Americas.(59, 60) 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.(59)

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.(4) 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.(4)

The Juancito Pinto subsidy program, a Government conditional cash transfer program for all primary school students, has reportedly contributed to increased school attendance and reduced dropout rates.(27, 28) The program provides students with a yearly subsidy of approximately \$30 if the student maintains an attendance rate of at least 75 percent.(27) In 2012, the program's budget was \$59.3 million, an increase from the 2011 funding level of \$55 million.(19, 27) Almost 2 million students participate in the program.(19, 42) The question of whether this program has an impact on child labor does not appear to have been addressed.

The Government participates in a 4-year, USDOL-funded \$6 million project that works to reduce the worst forms of child labor by improving educational and livelihood opportunities for families in the departments of Chuquisaca, La Paz, and Santa Cruz.(8) 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, the Leveling Program, to be implemented nationally. The Leveling program assists children who are behind in school because they work.(8)

A Ministry of Education directive requires all public schools to offer an accelerated education "Leveling" program so that children who are behind in school have the opportunity to catch up.(61, 62) During the reporting period, the Ministry of Education continued to develop administrative mechanisms to

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implement the Leveling program.(63) However, the program remains underfunded and only some schools were able to implement it with funding from local governments.(63) 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.(63, 64)

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.(14, 65) 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.(14, 65) The project intersects with another 4-year regional project in which the Government of Bolivia participates; the other 4-year project is funded by the Government of Spain and is aimed at eradicating child labor in Latin America.(14)

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.(66) The municipal Defender of Children and Adolescents offices assist victims of trafficking, often in cooperation with NGOs.(19, 33)

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, urban work, mining, and commercial sexual exploitation.

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, 2012
	Clarify whether the minimum age for voluntary military recruitment meets international standards.	2009, 2010, 2011, 2012
Coordination and Enforcement	Develop concrete mechanisms to improve the coordination of the CNEPTI, including the frequency of meetings following the model established in 2012 by the National Council Against Trafficking.	2009, 2010, 2011, 2012
	Ensure that general labor inspectors conduct unprompted inspections in all sectors and geographical areas.	2011, 2012
	Collect and make publicly available statistics on child labor, including the number of investigations, number of children found in child labor as a result of inspections, prosecutions, sentences, and penalties applied.	2009, 2010, 2011, 2012
	Collect and make publicly available statistics on trafficking cases disaggregated by adults and minors.	2011, 2012
Policies	Establish and implement a new National Plan for the Progressive Eradication of Child Labor.	2010, 2011, 2012
	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, 2012

Area	Suggested Actions	Year(s) Action Recommended
Policies	Further develop national policies to support the 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, 2012
Social Programs	Assess the impact the Juancito Pinto subsidy program may have on child labor.	2010, 2011, 2012
	Allocate the needed resources for the 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, 2012
	Develop programs and devote resources to improve attendance in secondary schools.	2011, 2012
	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, urban work, mining, and commercial sexual exploitation.	2009, 2010, 2011, 2012

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In 2012, Bosnia and Herzegovina (BiH) made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse. It also signed a Memorandum of Understanding (MOU) for the construction of homes for Roma and allocated \$1.38 million for Roma assistance projects in 2013. In addition, the Federation of Bosnia and Herzegovina (FBiH) adopted an Action Plan for the period 2013–2016 to implement the Policy for Protection of Children Deprived of Parental Care and Families at Risk of Separation. The BiH State Parliament proposed legislation that would maintain jurisdiction over international trafficking at the State level. However, during the reporting period the entity and district laws did not cover domestic trafficking, leaving this aspect of trafficking unregulated. In addition, the Government has not appointed a National Coordinator that would oversee and monitor the projects under the Roma initiative. Children in BiH 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	5-14 yrs.	83.7
Combining Work and School	7-14 yrs.	10.6
Primary Completion Rate		75.6

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 BiH are engaged in the worst forms of child labor, primarily in forced begging and in commercial sexual exploitation.(3-5) Many Roma children are forced to beg by their parents/guardians.(6) Organized groups also exist that traffic mainly ethnic Roma children and force them to beg.(5) Many children exploited for forced begging are under age 14.(7)



Children, especially girls, are trafficked for commercial sexual exploitation.(8) Although the extent of the problem is unknown, there is evidence suggesting that the Roma custom of paid and arranged marriages between families results in the exploitation of Roma girls as domestic servants.(9) There are also reports that child pornography is produced in BiH, although research has not revealed the magnitude of the problem.(10)

Reports indicate that many Roma children do not attend school, which makes them vulnerable to the worst forms of child labor.(4, 6, 7, 11)

The authorities provide textbooks, meal allowances, and transportation to Roma children who are citizens of the State.(7) However, obstacles such as a lack of culturally sensitive school programs, verbal harassment, and language barriers still prevent Roma children and other minorities from attending and cause some children to drop out of school.(12) Poverty and living in rural areas are additional barriers to quality education for many children in BiH.(4)

There are reports of children working on the streets, but information regarding specific activities and hazards is unknown.(8)

Laws and Regulations on the Worst Forms of Child Labor

The State of BiH consists of two entities—FBiH and Republika Srpska (RS)—and a self-governing district, the Brčko District (BD).(13) While criminal laws at the State, entity, and district

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levels regulate issues related to the worst forms of child labor, the entities and district are responsible for regulating labor issues.(3, 14)

International Conventions and Selected Laws on Child Labor and Education

	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 Codes of the FBiH, the RS, and the BD set the minimum age for work at age 15.(15-18) The Government of FBiH is in the process of adopting a new labor law that penalizes the employment of a person younger than 15 years old with fines.(6) This provision already exists in the RS and BD labor codes.(6)

The labor codes of FBiH, RS, and BD prohibit minors ages 15 to 18 from working at night or performing work that endangers their health or development.(16-18) It is unclear how comprehensively children are protected from hazardous work in BiH. Reportedly, FBiH, RS, and BD law prohibit hard labor, working underground, underwater, and other activities that would risk the life, health, or psychological development of minors.(15) However, according to the ILO Committee of Experts, the Government reports that there is no regulation that determines specific types of hazardous work prohibited to minors in FiBH. The ILO Committee of Experts had not received copies of lists of hazardous work from either RS or BD as of its last reporting, so it is unclear if such lists exist.(4)

The BiH Constitution, prohibits forced and compulsory labor.(19) The Criminal Code of BiH dictates prison terms for actions that place or keep a minor in slavery.(20)

The Criminal Code of RS includes a provision under which any person who uses a child or juvenile to commit the illicit trafficking of narcotics will be punished by imprisonment for a term of between 3 and 15 years(4, 21). Criminal Codes of the State, FBiH, and BD prohibit the illicit trafficking of narcotics. However, the Criminal Codes of the State, FBiH and BD do not include provisions to prohibit the use, procuring, or offering of a minor of any age for this offense.(4)

The Criminal Codes of FBiH, RS, and BD prohibit the production, possession, and distribution of child pornography. The Criminal Codes of FBiH, RS, and BD prohibit incitement to prostitution and turning a person over to a third party for the purpose of prostitution.(20-22)

However, these criminal code provisions do not make clear that pimping or pandering is a crime regardless of whether the child has previously engaged in prostitution or “consents” to such exploitation.

The Criminal Code of BiH prohibits trafficking minors for the purpose of sexual and labor exploitation.(20, 23) Although the Criminal Code of RS includes a provision titled “Trafficking in Human Beings for the Purpose of Prostitution,” this provision is in reality only a prohibition on pimping and enticing into prostitution, as it does not include the element of transferring, recruiting, and harboring individuals. Therefore, the Criminal Code of RS does not currently prohibit trafficking.(21) The Criminal Codes of FBiH, and BD also do not currently prohibit trafficking.(21-23) In the absence of entity and district level trafficking laws, courts in local jurisdictions use the “enticement to prostitution” laws to address these cases.(5)

In 2011, State, entity, and district- level representatives compromised on changes to existing legislation for international trafficking to maintain jurisdiction at the State-level, while all other trafficking crimes will be covered under the amended entity and district legislation.(8)

This reporting period, the RS Parliament introduced amendments to harmonize its entity criminal code with the 2013 amendments to the State level Criminal Code provisions on trafficking. FBiH and BD pledged to introduce the necessary amendments before mid-year.(25) Until the amendments are adopted, the Deputy State Prosecutor has requested that entity and district law enforcement agencies refer all trafficking in persons cases to the State Prosecutor’s Office.(5)

The authorities’ frequent failure to identify trafficking victims results in prosecuting the victims for unlawful acts committed as a result of being trafficked. For example, the existing

laws at the entity level against “enticement to prostitution” allows entity law enforcement to treat minors ages 14 and older as “juvenile prostitutes” instead of victims of rape or trafficking in persons.(8, 24) The proposed amendment to the Criminal Code of BiH prohibits criminal proceedings against victims of trafficking for crimes committed as a result of the trafficking.(25)

The Government of BiH ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse in November 2012. The Convention was enacted on March 1, 2013.(26)

According to the BiH Defense Reform Law, there is no military conscription. Voluntary recruitment is not permitted for anyone under age 18.(15, 27)

Primary education is free and compulsory for 9 years, starting at approximately age 6. Secondary education is also free for 3 to 4 years.(4, 28, 29) However, many undocumented children, mostly Roma, are not granted access to education because only citizens are entitled to these benefits.(6, 7, 12)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the relevant levels of Government in BiH have established mechanisms to coordinate efforts to combat the worst forms of child labor.

Currently, various institutions at the entity level are responsible for enforcing labor laws, including those on child labor.(14, 15) 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) FBiH, RS, and BD have a total of 121 labor inspectors.(15) Officials in these Ministries have reported that these numbers are adequate and that they have sufficient resources to carry out inspections. Although child labor is not common in the formal sector in which labor inspections take place, labor inspectors undergo training for detection of child labor violations.(15) During the reporting period, labor inspectors confirmed that they did not find any cases of child labor.(15)

Forced begging crimes are pursued by the entity-level police and prosecutors, as well as the State-level prosecutors.(15) However, research found no evidence of an existing mechanism to investigate how children fall victim to involvement in forced begging and which agency is responsible for removing children from the street.(3, 14)

The Government of BiH has established a number of mechanisms to coordinate efforts to combat human trafficking. The Office of the State Coordinator for Anti-trafficking, within the BiH Ministry of Security (MOS), leads anti-trafficking efforts at the State level, including in a nationwide Inter-Ministerial Working Group to Combat Trafficking that includes a number of agencies.(15)

The Chief State Prosecutor chairs the Anti-Trafficking Strike Force, which is comprised of prosecutors, financial investigators, and police officers who focus on trafficking and illegal migration.(8, 30) This agency is charged with coordinating the collection of trafficking-related data from all enforcement agencies, whereas the responsibility of the Office of the State Coordinator is to maintain and verify these data.(3)

The Bosnia and Herzegovina State Prosecutor’s Office has exclusive jurisdiction over trafficking cases under State-level law.(8) In 2011, the entities’ and the district’s prosecutors referred 19 trafficking-related cases to the State-level prosecutor’s office, which did not pursue trafficking charges in any of the cases.(15) Research did not determine whether cases were referred from the entity to the State level during 2012.

In 2012, law enforcement agencies referred 18 trafficking victims under the age of 18 to the centers for social welfare.(8) Most were victims of trafficking for sexual exploitation and forced begging.(8) During the reporting period the State Government also reported 13 investigations of trafficking against 38 persons, 1 indictment for trafficking against 2 persons, and 1 conviction for trafficking that resulted in a prison sentence under Articles 186 and 187 of the BiH Criminal Code.(8) The Entities and District prosecutors initiated five investigations against 12 persons, indicted 4 persons, and sentenced 2 persons to prison under their own Criminal Codes provisions against pimping and pandering.(8) However, it is unclear how many of these cases involve children. Although evidence is limited, there is some information from NGOs that some foreign trafficking victims who were no longer needed in the prosecution process were deported by the Government without reintegration support.(8)

In 2012, the Government provided a specialized training on recognition, investigation, and prosecution of trafficking to State and entity level prosecutors and law enforcement agencies.(8)

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Government Policies on the Worst Forms of Child Labor

The Government of BiH is participating in an international initiative aimed at assisting Roma populations that could benefit Roma children living and working on the streets.(31) 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 decided to allocate funds from the State budget to address Roma's access to employment, housing, and health care.(3, 7, 11, 32)

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.(32) The improved conditions were attributed to efforts such as funding for the implementation of the Action Plan for Addressing Issues Faced by the Roma in the Fields of Employment, Housing, and Healthcare in 2009, completion of a Roma census aimed at addressing the needs of Roma population, and the adoption of the Roma Education Action Plan in 2010. However, the evaluation indicated that despite these efforts, the Action Plan was not adequately implemented or funded, decreasing its impact.(32) The evaluation did not assess the program's potential impact on children in the worst forms of child labor.

In this reporting period, the Government of BiH, in collaboration with UNICEF, published Guidelines for Improving the Welfare of Roma in Bosnia and Herzegovina. The document calls for improving the overall condition of the Roma population in areas such as housing, education, health care, social security, fostering cultural identity, and the core teachings of the Roma.(6)

The Ombudsman for Human Rights investigated the problem of children begging by attempting to collect data on child beggars from five locations across the country.(6) However, most social service centers, from whom the Ombudsman attempted to collect data, did not have statistical records due to insufficient financial and human capacity and the lack of jurisdiction on the issue of the rights of children who beg.(6)

During this reporting period, the Government adopted an Action Plan for the period 2013-2016 to implement the Policy for Protection of Children Deprived of Parental Care and Families at Risk of Separation in FBiH 2006-2016. This initiative aims to provide sufficient protection to children without parental care and children separated from their parents.(6) Such children may be at greater risk for involvement in the worst forms of child labor.

The trafficking of children for commercial sexual exploitation and forced labor is addressed in the Action Plan for Combating Trafficking in Human Beings in BiH for 2008-2012.(15) The goals include the following: 1) lowering the risk of trafficking among vulnerable groups, 2) improving the procedure for identifying trafficking victims, 3) ensuring timely and adequate assistance to victims and witnesses of human trafficking, and 4) strengthening enforcement of criminal laws against human trafficking and increasing the number of convictions and sentences. The Government continued to implement this plan during the reporting period.(15) In addition, the authorities hired the Criminal Policy Research Center of Sarajevo University to evaluate the plan.(8) Based on the evaluation results, the new National Action Plan for 2013-2015 has been drafted and is currently waiting for adoption by the Council of Ministers.(8) The Government allocated \$100,000 for the implementation of the Action Plan in 2013.(8)

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

During the reporting period, the Ministry of Human Rights and Refugees (MHRR) along with 23 NGOs, signed a MOU for the construction of homes for the Roma community. The project is worth \$1.3 million.(15) The MHRR also announced funding of an additional \$1.4 million for Roma-assistance projects in 2013.(15) However, the Government has not appointed a National Coordinator to implement the Roma Decade Initiative that would contribute to oversee and monitor the projects under the Roma initiative.(33) Although the Government has implemented programs to improve the housing situation in Roma population, research found no evidence that it has carried out programs to assist children engaged in begging.

The MHRR in cooperation with the UNHCR undertook a project to promote registration of Roma in civil registries that would ease Roma's access to social benefits.(33)

In 2012, there were four institutions, two reception centers, and one day care center to provide either long or short term care for children seeking protection.(6, 33) However, it is unknown whether the number of centers is adequate or whether it meets the needs of the municipalities in which the most begging occurs.

The Government continued to implement the third phase of the project Strengthening the Social Protection and Inclusion of Children in BiH. The project aims to improve the social protection system at all levels of government, strengthen

capacity of government agencies, provide for social protection and inclusion of children, and enhance coordination and communication between providers of social services and the responsible authorities at the local level.(6)

The MHRR also provided small grants of \$46,000 to seven NGOs to provide counseling, education assistance, job

training, and other assistance specifically designed for domestic trafficking victims.(8) Three of these seven NGOs provide shelters for domestic and foreign victims. The shelters assisted 21 trafficking victims, of which 18 were minors.(8, 14) In addition to providing funds for domestic victims, the Government allocated \$69,000 for the assistance of foreign trafficking victims.(8)

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	Ensure that comprehensive regulations exist prohibiting minors' involvement in hazardous activities .	2009, 2010, 2011, 2012
	Ensure that minors are protected from being used, procured, or offered for illicit trafficking of narcotic drugs at the State and entity levels.	2011, 2012
	Adopt proposed amendments to harmonize the State, entity, and district criminal laws to prohibit explicitly all forms of trafficking, including domestic trafficking.	2011, 2012
	Adopt proposed amendments to the State, entity, and district criminal laws to ensure that trafficking victims will not be prosecuted.	2011, 2012
	Clarify provisions in the criminal code to make clear that pimping and pandering are crimes regardless of whether the child has previously engaged in prostitution or "consents" to such exploitation.	2012
Coordination and Enforcement	Establish coordinating mechanisms at the state and entity levels to combat all worst forms of child labor.	2009, 2010, 2011, 2012
	Ensure adequate enforcement of protections, including anti-trafficking laws against forced begging.	2012
Policies	Assess the impact of policies addressing the social inclusion of the Roma population on the worst forms of child labor.	2010, 2011, 2012
	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, 2012
	Improve the statistical capacity of social service centers to collect quality data on children working in forced begging and child victims of sexual exploitation.	2012
Social Programs	Institute programs, including long-term facilities, to address children's involvement in begging and pickpocketing rings.	2009, 2010, 2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Increase efforts to assist Roma families in the registration process for the proper citizenship documentation that entitles their children to access to school.	2011, 2012
	Continue funding for social programs, especially those that targets the Roma population.	2011, 2012
	Appoint a National Coordinator to oversee, monitor, and evaluate the actions set up in Roma Decade framework.	2012

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Botswana

In 2012, Botswana made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor and Home Affairs (MOLHA) began implementing a sustainability plan in which labor inspectors work with local leaders and Village Development Committees to identify and refer cases of child labor to social workers. In addition, some communities have created Child Labor Committees to support these efforts. The Government also funded an NGO to remove children from the worst forms of child labor and has focused on training educators and social workers to explain the importance of education to parents, and to help them overcome issues preventing children from attending school. However, gaps in the legal framework remain, as the Labor Code does not define hazardous or light work, and 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		97.2

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Botswana are engaged in the worst forms of child labor, including in livestock herding and domestic work.(3-10) Children often work for little or no pay as herd boys on family cattle posts.(8-11) Boys manage herds of livestock in isolated areas for days without proper food and shelter.(5, 11) According to the MOLHA, more than 25,000 children under the age of 15 are working on farms and cattle



posts.(3) Children in Botswana also work in dangerous activities in agriculture.(3, 7) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(12, 13)

Children also work in domestic service. Parents from rural areas work alongside their children in domestic service or send their children to the city to live with wealthier families and to work as domestic servants.(3, 4, 8, 9) The MOLHA Minister reported that more than 1,500 children are working in domestic service.(3, 4, 8) These children may be denied access to education, subjected to confinement, and subjected to verbal, physical, and sexual abuse from their employers.(8) In addition, children in domestic work may be required to work long hours and perform strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(14, 15)

Botswana is a source and destination country for children trafficked for the purposes of forced labor and commercial sexual exploitation.(8, 10) Truck drivers are among the clientele of children who are subjected to commercial sexual exploitation in bars and along major highways in Botswana.(8, 10) Those most susceptible to trafficking in Botswana are unemployed men and women, those living in rural poverty, agricultural workers, and children.(16)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act establishes the minimum age for employment at 14.(17, 18) 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.(17) 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.(17) Gaps between the legislative framework and the National Action Plan for the Elimination of Child Labor (NAP) have been identified and new amendments for certain provisions in the Employment Act have been proposed.(3, 19) Regulations for a hazardous work list, developed with ILO consultants and NGO stakeholders, have been finalized and submitted to the Commissioner of Labor, who was to present them to the Cabinet. Further information was not available on the progress of these efforts.(19) As of the end of the reporting period, the law did not define hazardous or light work more specifically, nor did it establish a list of hazardous occupations prohibited to children.(3, 20) The law also lacks protections for children involved in domestic work.

International Conventions and Selected Laws on Child Labor and Education

	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	No

The Government of Botswana does not yet have a law specifically prohibiting trafficking in persons, although one is currently under consideration by the Cabinet.(8, 21, 22) 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.”(8, 23, 24) 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.(23) Child pornography is a criminal offense in Botswana.(10) The law specifically protects adopted children from being exploited for labor or coerced into prostitution.(10) The Employment Act prohibits forced labor.(17)

While the Children’s Act specifically prohibits the trafficking of children, it does not define child trafficking.(8, 25) It is unclear whether the collection of laws that cover trafficking fully protect children from all forms of trafficking. The Attorney General has worked with the UNODC and the Ministry of Defense, Justice, and Security (MDJS) to draft comprehensive anti-trafficking legislation to present to Parliament.(21) As of the end of the reporting period, the draft legislation is pending final review by the Cabinet before it goes to Parliament for debate and passage.(20, 22) In the absence of a comprehensive trafficking law, current laws do not specifically protect against sex and labor trafficking to Botswana, although they do prohibit most forms of trafficking.

Although there appears to be no laws making education compulsory, the Government considers education compulsory and there were government reports to the UNESCO Institute for Statistics that education is compulsory until age 16.(10, 22, 26, 27) Primary school education is free, and secondary school costs the equivalent of between \$38 and \$43.(22) In addition, the law provides that children from poor families are exempted from paying school fees and also receive free meals, toiletries, and school uniforms.(22, 26) The lack of a free secondary education and a compulsory education law may leave some children more vulnerable to 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.(28) Research did not uncover any laws that specifically prohibit the use of children in illicit activities, including drug trafficking.

Botswana

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 on Child Labor facilitates the oversight of child labor issues among all stakeholders.(3, 5, 10) The Department of Labor within the MOLHA coordinated with the Department of Social Services to raise awareness and advocate against exploitative child labor.(3, 8) In some villages, local authorities formed Child Labor Committees that were active in identifying child laborers. The committees included an area social worker, local school teachers, members of the Village Development Committees (VDC), labor inspection officers, and community leaders including the chief and the local priest.(9, 22)

The MOLHA has the overall responsibility for enforcing child labor laws and policies.(3, 10) The Commissioner of Labor within the MOLHA is tasked with investigating workplaces that are suspected of violating child labor laws and is authorized to end employment relationships involving children.(17, 29) The Labor Inspection Unit under the Commissioner of Labor'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, 30) It is unclear how many labor inspectors are employed by the MOLHA or the level of funding available for inspections; however, the MOLHA has stated that it does not have enough labor investigators to address child labor in rural areas. The child welfare divisions of the district and municipal councils are also responsible for enforcing child labor laws at the local levels.(3, 31)

In 2011, the most recent period data are available, the 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 by these inspections involved children.(3, 10, 11) 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 among those with a strong presence and networks at the community level.(19) In 2012, two NGOs—one of which is government funded—conducted a project with ILO support and removed a total of 277 children from agricultural labor, and 60 from commercial sexual exploitation.(9, 22)

The MDJS is the lead ministry responsible for trafficking matters, including monitoring suspected trafficking cases.(21) The Government continued a campaign to increase birth registrations to combat trafficking sustained by identity fraud. Despite significant efforts in past years—including increases in training—to address trafficking in Botswana, it is reported that deficiencies in the way police handle cases of violence against women and children (e.g., targeting women in prostitution but not procurers or accomplices, as well as a lack of centralized referral systems and sufficient sensitization and investigative skills) constrain the ability to identify, prosecute, and prevent trafficking.(20, 21, 31) In addition, the Penal Code and the Criminal Procedure and Evidence Act have not been used to prosecute or convict any trafficking offenders.(8)

Government Policies on the Worst Forms of Child Labor

The Government of Botswana's NAP includes action items such as addressing legislation and policy gaps, raising awareness, designing programs better targeted to address child labor, and providing training for relevant stakeholders and implementers.(29, 32) The MOLHA allocated money to the Department of Labor specifically for child labor issues in the national 2012-2013 budget.(19)

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 the OVC within other strategic policy plans, including Vision 2016, the 2010 National Development Plan (NDP 10), and the Second National Strategic Framework (NSF II).(33) It will also aim to 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.(33)

Implementation of the NAP is ongoing, and 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.(19, 34) 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.(19)

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.(35) 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.(35) 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.(36)

The 1996 Botswana National Youth Policy (NYP) and 2001 National Action Plan for Youth, which were most recently revised in 2010, address issues affecting youth, such as abuse of young people and the high number of young people who are not in school.(22, 37, 38) The NYP activities also include government-funded programs and nationwide seminars to encourage youth entrepreneurship and engagement in business activities.(26) The impact of the NYP on the worst forms of child labor has not been studied.

The Ministry of Education, the Department of Social Services, and the Botswana Police have been implementing action plans, which include efforts to address child labor.(34) 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.(34) The Government has contracted local NGOs to begin drafting referral procedures for orphans and vulnerable children and victims of gender-based violence, two groups that may be more susceptible to forced labor.(22)

The Ministry of Labor, with input from social partners, has a sustainability plan in which child labor is becoming part of the daily operations of labor inspectors, who work closely with the VDCs. These committees consist mostly of local volunteers and local leaders who identify and refer cases of child labor to social workers.(19) Another significant part of this plan is that schools will be charged with monitoring school attendance to promote retention.(19)

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 combatting the worst forms of child labor in the southern African countries of Botswana, Namibia, and

South Africa.(32, 34) 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.(32, 34)

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.(34)

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 subregion.(34) The DWCP for the subregion is part of a broader action plan to eliminate the worst forms of child labor in Africa by 2016.(32, 34) The program focuses on employment creation, social protection, tripartism, social dialogue, and workers' rights. Through addressing socioeconomic issues, the DWCP also helps address HIV/AIDS and child labor issues.(34) The Government is operationalizing the DWCP that was adopted in 2011.(19)

The Government is operating 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 began releasing data on a comprehensive census conducted in 2011.(11, 20) An ILO-funded project aimed to help child laborers return to school and to keep at-risk children in school. However, the ILO funding ended for this project in early 2012.(3)

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 NGOs, conducted awareness raising on exploitative child labor.(3, 8) Although the Government has programs to address child labor, little research is available on their impact, especially in addressing child domestic work and livestock herding.

Botswana

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 <ul style="list-style-type: none"> Specifically define light work and identify the types of hazardous work prohibited for children. Extend protection to all children working in the worst forms of child labor in domestic service. Protect against sex and labor trafficking by passing the currently pending anti-trafficking legislation. Prohibit the use of children in illicit activities. Clarify whether laws fully protect children from trafficking and take measures to strengthen these laws if they do not. 	2009, 2010, 2011, 2012 2010, 2011, 2012 2011, 2012 2011, 2012 2011, 2012
	Ensure free education for all children and make education compulsory until at least the minimum age of employment.	2010, 2011, 2012
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, 2012
	Make information publicly available on the number of labor inspectors employed, funding levels, number of investigations, and prosecutions, and ensure adequate resources are available to address child labor throughout the whole country.	2012
	Ensure enforcement of anti-trafficking laws.	2011, 2012
Policies	Assess the impact of the NYP on the worst forms of child labor.	2011, 2012
Social Programs	Develop programs to address child domestic work and cattle herding, and assess the impact of existing programs that target child labor.	2012

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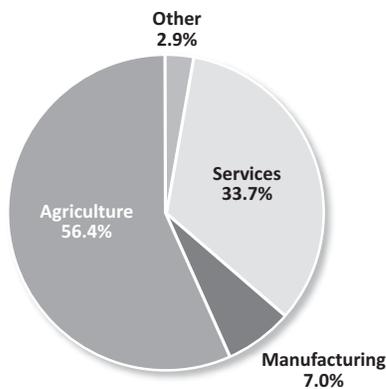
Brazil

In 2012, Brazil made a significant advancement in efforts to eliminate the worst forms of child labor. To eradicate extreme poverty, the Government increased the budget for its flagship social protection program, Bolsa Familia, from \$8 billion in 2011 to 9.8 billion, and launched the Caring Brazil program to lift 16.2 million Bolsa Familia beneficiaries with children ages under 15 out of extreme poverty. The Government also conducted 7,325 child labor inspections (compared with 7,029 inspections in 2011) and rescued 7,123 children from child labor. As part of the implementation of the Second Plan to Combat Human Trafficking, the Government expanded from 10 to 16 the number of inter-agency coordination centers that refer victims of human trafficking to social services, and seven states developed anti-trafficking plans. However, local governments lack adequate resources to implement fully the national programs to combat child labor and human trafficking. Children continue to engage 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.	3.5 (1,116,499)
Attending School	5-14 yrs.	97.2
Combining Work and School	7-14 yrs.	4.0
Primary Completion Rate		Unavailable

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from PNAD Survey, 2011.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Brazil are engaged in the worst forms of child labor, including in hazardous activities in agriculture and street work.(3, 4) Some children are engaged in the production of cashews, cotton, manioc, pineapple, rice, sisal, and tobacco.(5-20) Although the extent of the problem is unknown, there are reports that children are also found working in the production of apples, *babassu* (palm used to produce oil), beans, citrus, coffee, cocoa, mate tea, sugarcane, tomatoes, and strawberries.(5, 10-14, 20-33) These children work long hours, use dangerous tools, and are exposed to the elements, pesticides, and physical injuries.(21, 22, 34, 35) 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 use sharp knives.(7, 36, 37)

Some children produce charcoal, ceramics, and bricks. Although evidence is limited, there are reports that children are also found mining gemstones and breaking rocks into gravel. These children may carry heavy loads, risk physical injuries, and are exposed to the elements.(35, 38-42) Reportedly, children work long hours in mollusk harvesting; they collect mollusks before sunrise, and clean and peel mollusks during the day. These children may be exposed to physical injuries such as cuts and scrapes.(16)

A 2010 study found more than 23,000 street children, predominantly males, working in 75 cities in Brazil. They perform hazardous work in construction, automobile washing and repair, and garbage scavenging; they also work in the production of garments and footwear. Although information

is limited, there are reports that they are also found working in the production of leather.(14, 35, 43, 44) The study found that these 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.(35, 43) According to the Ministry of Health children who work in the footwear sector in the State of São Paulo suffer more occupational injuries than do children working in other sectors.(45)

Reportedly, children are engaged in artistic and sporting activities such as modeling, choreography, and soccer, in violation of child labor laws. These activities may expose them to long hours, the elements, and injuries.(46-48) Some children who perform in artistic events may work up to 8 hours without breaks, while children under the age of 14 who have been recruited by professional teams may live apart from their families and not attend school.(46-48) In 2012, a 14-year-old boy died while in tryouts for a professional soccer team.(47)

Many children in Brazil work as domestic servants. According to a 2013 report, more than 258,000 children, ages 10 to 17, work in domestic service in third-party homes.(49, 50) Child domestic workers may be required to work long hours, performing strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(51, 52) 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.(53-56) Children are reportedly engaged in pornography. Children are trafficked internally and internationally for the purposes of commercial sexual exploitation and forced labor.(19, 57) In the cities of São Paulo and Rio de Janeiro, children are sometimes recruited into criminal gangs to work in the drug trade.(58, 59) In March 2013, seven Paraguayan adolescents ages 15 to 17 were found working under forced labor conditions in the production of manioc.(60)

A 2009 UNICEF study reported that rural areas in the Northeast face challenges in providing access to education. School infrastructure is precarious; some schools do not have running water, electricity, or toilets.(61) Transportation is not always available because of aging buses, long distances, and bad road conditions. Some children do not have birth certificates, which hinders their access to education.(61) A 2010 World Bank study found that only approximately 60.0 percent of youth enrolled in secondary education complete their schooling.(62)

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, with an exemption for apprenticeships at age 14.(63, 64) Judges have the authority to grant work authorizations for adolescents under age 16 to perform work, as long as it is not harmful to their development and it is vital for their family's survival.(64, 65) 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.(66) These categories include agriculture, livestock raising, fishing, mining, car repair, manufacturing, construction, transport, domestic work, and health services. Hazardous activities include garbage scavenging, fertilizer production, and street work.(66)

International Conventions and Selected Laws on Child Labor and Education

	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

In 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.(67) To address this situation, the National Council of the Public Ministry made a recommendation requesting that judges who issued the authorizations submit copies to the Public Ministry for review, and ask that the judges reconsider the previously issued work authorizations. Judges who revoke the authorizations can request that the Federal Labor Prosecutor place the affected

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children in apprenticeship programs.(68) In 2012, the Ministry of Labor and Employment (MTE) reported that work authorizations granted by judges for children under age 16 had decreased 58.0 percent between 2010 and 2011; in 2011, 3,134 work authorizations were issued, compared with 7,421 in 2010.(69) 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.(69, 70)

The Penal Code criminalizes commercial sexual exploitation, forced labor, and trafficking in persons for the purpose of sexual exploitation internationally and domestically. The Penal Code's definition of forced labor—a broader definition than that of the ILO Conventions—includes unacceptable or degrading working conditions as a form of forced labor.(71, 72) However, the Penal Code's definition of trafficking in persons does not cover trafficking for the purposes of labor.(71, 72) In June 2012, the Brazilian Senate established a committee led by legal experts to propose changes to the Penal Code to harmonize human trafficking legislation with international standards.(73) Resolution 93 of 2010 grants permanent visa status to foreign victims of human trafficking or labor exploitation, including commercial sexual exploitation, forced labor, and indentured labor.(74) However, in February and March 2013, the Government deported 37 Paraguayan workers, including seven adolescents, who were victims of forced labor.(60, 75, 76) In addition, in January 2013, the São Paulo State Government approved legislation to combat forced and exploitative labor in supply chains—it will revoke for 10 years the business license of any business that directly or indirectly employs workers under forced labor conditions.(77)

The Statute of the Child and Adolescent prohibits child pornography.(78) 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.(66, 79)

The minimum age for recruitment and enlistment in the armed forces is 18.(80) The Constitution establishes free and compulsory education until the age of 17.(63)

Institutional Mechanisms for Coordination and Enforcement

The National Council for the Rights of Children and Adolescents is the national body that coordinates and monitors policies to protect children's rights.(81) 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 MTE and includes 17 government agencies along with representatives from trade unions, business associations, and civil society organizations.(82, 83) 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 Office of the President's Secretariat of Human Rights (SDH).(84) The National Commission to Combat Human Trafficking coordinates the implementation of the Second National Plan to Combat Human Trafficking, and is chaired by the Ministry of Justice.(27) In 2012, the State of Rio de Janeiro established a committee to combat trafficking in persons that includes 29 state government agencies. Rio de Janeiro is the seventh state, along with Bahia, Ceará, Goiás, Mato Grosso, Pernambuco, and São Paulo to create such a committee.(27, 85)

The MTE conducts labor inspections, enforces child labor laws, and monitors child labor. Its 3,061 labor inspectors work in all 26 states and are responsible for enforcing child labor laws.(86) In 2012, it inspected 269,025 worksites, carried out 7,392 child labor inspections, and removed 7,123 children from child labor, compared with 7,029 inspections and 10,362 children identified in 2011.(14) Of the 7,123 children found engaged in child labor during the reporting period, 5,541 were engaged in the worst forms of child labor.(14) In 2012, the MTE also imposed fines of more than \$678 million for all labor violations.(86, 87) The MTE regularly trains inspectors on child labor issues. All labor inspections are planned by regional offices, based on the MTE's goals, analyses of labor market data, and available human and financial resources.(14, 86, 88) In 2012, the Government of Brazil allocated \$290,754 to child labor inspections.(89)

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.(90) Labor inspectors are required to report cases of child commercial sexual exploitation, domestic work, or other prohibited activities to local guardianship councils—five-member local entities that protect children's rights—which are required to work with the Federal Labor Prosecutor's Office (MPT) and the police to conduct investigations.(78, 90) In January 2012, the MTE established a specialized mobile unit to monitor labor conditions in construction sites. Between April and September, the unit conducted three simultaneous

operations in all of the stadiums where the World Cup will take place.(91, 92)

The MPT prosecutes child labor violations. It works through the 24 prosecutors from its National Committee to Combat Child Labor, an in-house body that directs the MPT's efforts to combat child labor.(93) The MPT monitors the implementation of child labor policies and the required allocation of 5.0 percent of municipal budgets to initiatives to protect children's rights, and carries out awareness-raising campaigns.(93, 94) In 2012, the MPT raised awareness of child labor in the States of Ceará and Paraíba. The MPT also notified all soccer teams in Brazil that they would have 90 days to ensure that no children under age 14 play on their teams; those teams that have recruited children ages 14 through 17 would have to sign a special contract, pay the minimum wage, and ensure that the children attend school.(48, 95, 96)

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 2012, the units conducted 120 operations, inspected 226 worksites, and rescued 2,354 workers from forced labor conditions.(86, 97) It is unknown how many of these workers were children under the age of 18.

The MTE has established guidelines to expand labor inspectors' portfolios to include cases of forced labor, requires that labor inspectors work with the Ministry of Justice (MOJ) and other government agencies when they find foreigners who have been trafficked and work under forced labor conditions, and established that the MTE's Secretary of Labor Inspections will coordinate all forced labor inspections.(98) Under Brazil's laws on forced labor, there are currently 654 ongoing prosecutions and 56 recent convictions; in 2012, five individuals were sentenced to fines and prison terms between 5 years and 13.5 years in the States of Pernambuco and Pará for employing persons in degrading working conditions.(14) It is unclear how many of these convictions involved child forced labor.

To enforce laws against the trafficking and commercial sexual exploitation of children, the SDH coordinates a human rights violation hotline, Dial 100, which directs complaints to appropriate institutions for follow-up; its budget was \$732,000 in 2012. During the reporting period, Dial 100 received 120,344 complaints related to violations of children's rights, although it is unclear how many of these involved the worst forms of child labor.(89, 99, 100) Safernet Brazil, a partnership between the Government and an NGO, receives online complaints about human rights violations, including child

pornography and human trafficking; in 2012, it received more than 1,969 online complaints related to child pornography and 233 related to human trafficking.(101, 102) In 2012, Safernet Brazil launched an online helpline to provide counseling support and a one-stop site with complete information about cybercrimes in Brazil and other countries.(103)

During the reporting period, the MTE reported that 13 children were removed from commercial sexual exploitation.(14) Brazilian prosecutors pursued 33 human trafficking prosecutions and the Federal Public Ministry convicted 13 individuals with sentences ranging from 3 to 8 years.(27) No information is available about how many of these cases were related to child trafficking. The Government does not make a distinction between adult trafficking and child trafficking cases in its public reporting.

In 2012, the MOJ, in partnership with the Brazilian Secretariat on Public Security, FP, and IOM, developed an online training on human trafficking for police officers. In December 2012, it trained 40 police officers from the State of Pará.(73) However, according to a 2012 report released by the Brazilian Senate, local governments lack adequate resources to combat human trafficking and assist human trafficking victims.(27, 104)

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.(105, 106) 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.(107, 108) In March 2013, the Government officially released the Second Plan to Combat Trafficking in Persons to guide its efforts to combat this practice.(27)

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 Human Rights Program, the National Decent Work Plan (2011-2015), the More Education Program, the Brazil without Misery Program, and the National Policy and Decennial Plan for the Human Rights of Children.(109-114)

During the reporting period, the Government of Brazil released the results of the 2011 National Household Survey

Brazil

(PNAD), which identifies children who are engaged in child labor. (86, 115) The survey found 1.1 million children ages 5 to 14 working in Brazil, a reduction of 19.0 percent compared with the 2009 PNAD survey results, which found 1.38 million child laborers. (4, 115) However, the survey 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 on child labor in indigenous communities.

In 2012, the Brazilian Congress approved the 4-year Development Plan (PPA) (2012-2015), which seeks to achieve sustainable development that reaches all regions and promotes social equality through access to quality education, technological innovation, and environmental sustainability. The PPA aims to lift 16 million people out of extreme poverty, build 2 million houses for low-income families, and build 6,000 daycare centers and preschools. (116) To strengthen efforts to eradicate extreme poverty under the Brazil without Misery Program, the Government launched the Caring Brazil program, a cash transfer initiative, aimed at families in extreme poverty that benefit from the *Bolsa Familia* program, but whose monthly income per capita is less than \$137. Caring Brazil will target families with children ages 0 to 15 and will benefit 16.4 million people. (114, 117) After more than 2 years of discussions, the Brazilian Chamber of Deputies approved the National Educational Plan (2011-2020), which will require that 10.0 percent of Brazil's GDP be allocated to education. The Plan has 20 goals, including increased access to daycare, universal basic education, an end to illiteracy, and the conversion of 50.0 percent of public schools into full-time schools, extending to 7 or more the number of school hours per day. (118-120)

In 2012, the Government formally agreed to host the Third Global Conference on Child Labor that will take place in October 2013, and in November 2012, an interagency committee met for the first time to initiate activities. (121, 122) The Government determined that the main objectives of the conference will be: (1) to assess the advances made after the adoption of ILO Convention 182 in 2000, (2) to propose steps to speed up progress in combating the worst forms of child labor, and (3) to promote the exchange of good practices to address child labor. (121)

In 2012, the Government established a training program to support local governments in implementing the National Single System of Social Assistance, which coordinates anti-poverty efforts. The program will train more than 270,000 government officials in 2013. (123, 124)

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 degree of vulnerability. (106, 125) During the reporting period, PETI was implemented in more than 3,500 municipalities, and more than 820,000 children benefited from the Program. PETI tracks project beneficiaries through a national monitoring system. (106, 126)

To combat poverty, the Government of Brazil has established *Bolsa Familia*, a separate conditional cash-transfer program that supplements family income and targets rural and urban areas where child labor is prevalent. One of the conditions for family participation in the program is that children under age 18 must attend school regularly; more than 13 million families participate. (127-129) As part of the implementation of the Brazil Without Misery initiative, in 2012, the Government increased the budget allocation for *Bolsa Familia* to \$9.8 billion from \$8 billion in 2011, an increase of approximately 24.0 percent. (114, 130) A 2012 study found that *Bolsa Familia* has increased enrollment and grade promotion, and reduced dropout rates in grades five through eight among poor children who are vulnerable to leaving school and engaging in child labor. (131) An impact evaluation of *Bolsa Familia* carried out between 2009 and 2012 found that children whose families participated in the program exhibit school attendance rates 4.1 percentage points higher than children who were not part of *Bolsa Familia*. (132)

The Ministry of Social Development and Fight Against Hunger (MDS) coordinates the implementation of PETI and *Bolsa Familia*, and monitors family and child beneficiaries through the Single Registry Social Programs. (133) In 2012, the MDS and the Ministry of Education joined efforts to improve *Bolsa Familia* beneficiaries' access to education through the More Education program, which offers educational services such as afterschool activities, provides remedial activities to reduce dropouts and grade repetition, and prevents child labor. (113, 134) The goal of this partnership is to expand the More Education Program to at least half of the schools whose students are *Bolsa Familia* beneficiaries. (135, 136)

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. (105, 137) Some PETI and

Bolsa Familia beneficiaries are not fully complying with program requirements, and reports claim that some children do not attend school, while others combine school and work.(138-140) According to a 2010 report, only 26.0 percent of street children benefit from *Bolsa Familia*.(44) Because of decentralization of PETI and *Bolsa Familia*, local communities are responsible for their implementation; however, they do not have the resources needed to implement and monitor the programs fully. In some cases, the operational costs of these programs exceed the funding provided by the Federal Government or local governments lack the institutional capacity to implement them.(141-144)

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, and human trafficking and forced labor, and it assisted victims of such practices.(14, 27, 145) It also expanded from 10 to 16 the number of interagency coordination centers that refer victims of human trafficking to social services. The 2009 PNAD determined that more than 3,200 municipalities in Brazil carry out actions to combat child labor.(146) However, the Government does not have in place an effective 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.

The Government of Brazil participated in a 4-year, \$4.9 million project that supported the State of Bahia in its aim to become the first state free of child labor. This initiative was carried out in 18 municipalities and provided educational services to more than 14,000 children, including Afro-descendants.(147) In 2012, the project provided technical assistance to the Institute of Geography and Statistics to improve analysis of child labor data from the PNAD based on new age groups: 5 to 9; 10 to 13; 14 to 15; and 16 to 17 that will support the design of specific policies for children under 18.(148)

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 to rescue 6,600 children from exploitative work and provide social services to 1,200 families.(149) In Brazil, it will benefit 1,050 children and 420 families.(149) As part of this initiative, the project partners with the Government of the State of Mato Grosso and with the private sector to provide apprenticeships to adolescents older than 14 years.(144, 150)

In 2012, the Government began to participate in a \$5.36 million project to combat forced labor, including forced child labor, in Brazil and Peru, and to share Brazil's good practices with the Government of Peru and Peruvian stakeholders.(151) Brazil also received funding and technical support from other international donors and organizations to combat child labor, forced labor, commercial sexual exploitation of children, and human trafficking.(73, 152)

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.(153, 154) It also supported the implementation of the Decent Work Agenda, including the exchange of best practices to combat child labor in Africa and Latin America.(155, 156) Brazil continued to participate 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 countries' legal frameworks, and by exchanging best practices.(157) During the reporting period, MERCOSUR member countries launched a coordinated communications campaign: MERCOSUR United Against Child Labor. The campaign focused on agriculture, domestic work, and sexual exploitation, specifically targeting communities along the border.(158, 159) MERCOSUR member countries also met in 2012 to exchange good practices and developments in the region related to preventing commercial sexual exploitation and trafficking.(160)

Brazil is a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism.(161, 162)

Brazil

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"> 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, 2012
	Ensure that law enforcement officials implement legislation that grants permanent visa status to foreign victims of human trafficking or labor exploitation.	2012
	Expand the Penal Code's definition of human trafficking to cover trafficking for labor exploitation as a criminal offense.	2011, 2012
Coordination and Enforcement	Make information publicly available on cases of child trafficking and forced labor, including the number of rescued children, investigations, prosecutions, and convictions.	2012
	Provide adequate resources to local governments to combat human trafficking and assist victims of such crime.	2012
Policies	Develop a monitoring system to track the implementation of child labor policies.	2009, 2010, 2011, 2012
	Carry out more in-depth 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, 2012
Social Programs	Support local governments to implement fully the PETI and <i>Bolsa Familia</i> programs with resources for effective monitoring, identifying technical assistance needed by communities, raising awareness, and establishing best practices to address child labor and poverty.	2009, 2010, 2011, 2012
	Ensure that family beneficiaries of PETI and <i>Bolsa Familia</i> comply with program requirements to keep children in schools and out of work.	2009, 2010, 2011, 2012
	Expand access of street children to <i>Bolsa Familia</i> .	2012

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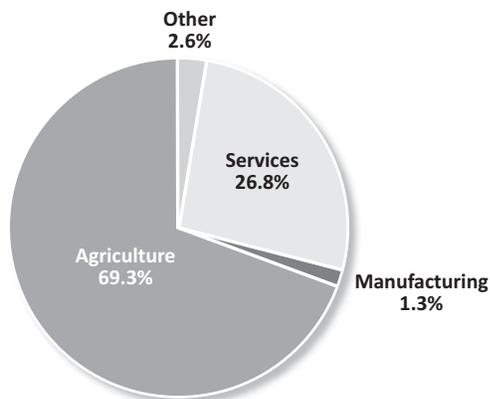
Burkina Faso

In 2012, Burkina Faso made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a National Action Plan to Combat the Worst Forms of Child Labor, collaborated with INTERPOL to rescue 387 victims of child trafficking, and increased its number of labor inspectors. However, limited resources for the systematic enforcement of child labor laws hamper Government efforts to protect children from the worst forms of child labor. Children continue to engage 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 2010, published by UNESCO Institute for Statistics, 2013.(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 in agriculture and mining.(3-5) Children herd goats, cattle, and sheep, risking exposure to snakebites and severe weather.(6, 7) They



also sow, weed, and harvest crops, including cotton.(8-11) Some of these children are engaged in forced labor.(3, 6, 12) Children involved in agriculture work long hours and are exposed to chemicals, such as pesticides used on cotton farms.(3, 6, 9, 11, 13, 14) According to a UCW-SIMPOC study, the vast majority of working children in Burkina Faso are found doing work that includes a dangerous component.(2)

Children work in granite quarries and gold mines.(3-5, 10, 11, 15-24) Reportedly, in quarries children break rocks and carry heavy loads, working 12-hour days, sometimes in extreme heat.(24) In artisanal gold mines, children descend into mine shafts 40 meters underground, risking injury from falling and from shards and falling rocks. They also break rocks, carry heavy loads, and wash minerals, sometimes using explosives and harmful chemicals such as mercury and cyanide.(4, 19, 22, 23, 25-32) 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, using amphetamines to maintain energy.(23, 25, 29, 33) Many of these children receive only food and a place to sleep as payment.(28, 29) They may suffer from occupational illnesses including respiratory conditions, muscular ailments, vision problems, or death. In addition, these children are sometimes physically or sexually abused.(10, 22, 26, 29, 32, 34-38) Over the reporting period, Burkina Faso experienced a boom in gold mining. The result was an increase in children working in gold mines.(5, 18)

Thousands of children, particularly girls, work long hours as domestic servants, risking physical abuse and sexual exploitation.(3, 5, 23, 39-41) Children are also engaged in commercial sexual exploitation and illicit drug trafficking.(4, 11, 12, 27)

Some boys, placed in the care of Koranic teachers for the purposes of education, are forced by their teachers to beg in the streets and surrender the money they have earned. They are at risk of physical abuse and injury from vehicles.(9, 11, 23, 42-46) Koranic students may also be required to labor up to 17 hours per day, performing hazardous work in cotton fields, in which they may be exposed to pesticides.(14, 42, 43, 45)

A growing number of street children, many working as beggars, are found in the two largest cities of Ouagadougou and Bobo-Dioulasso.(9, 11, 12, 42, 46, 47) Children working on the streets may face multiple dangers, including maltreatment and sexual abuse.(11, 48)

Burkina Faso is a destination, transit point, and source for children trafficked for forced labor and commercial sexual exploitation.(9, 11, 44) Children trafficked for forced labor work in domestic service, mines, quarries, and agriculture, including in the cultivation of cotton.(11, 44, 49) Boys are trafficked to Côte d'Ivoire to work in the cocoa sector and to Mali to work in rice fields.(50-52) Nigerian girls are trafficked into forced commercial sexual exploitation in Burkina Faso.(12, 44)

Quality education is a critical component in preventing the economic exploitation of children.(53, 54) In Burkina Faso, access to education is hindered by a lack of educational infrastructure, particularly in rural areas.(7, 55) In addition, students are subject to physical and sexual abuse from their teachers, discouraging some children from attending school.(6, 11) In the 2011-2012 school year, children left school in large numbers to participate in the artisanal gold mining rush. More than 3,000 students in the central north left school, and 900 students missed their exams for work in gold mining.(56-58) These conditions contributed to the closure of schools across rural Burkina Faso.(56, 57) Due to the crisis in Mali, Burkina Faso experienced an influx of refugees during the reporting period, hosting 49,975 refugees as of May 2013.(59-61) Due to a lack of resources, many Malian refugee children do not have access to education.(62, 63)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age of work at 16. However, it provides an exception for light work, allowing children ages 12 and above to engage in domestic or seasonal work such as farming.(9, 64) This exception increases the likelihood of children ages 12 to 15 working under hazardous

conditions in agriculture and domestic service. Labor inspectors are specifically authorized to inspect any location where they have reason to believe that employees are working.(7, 65)

The Apprenticeship Act sets the minimum age for apprenticeships at 16.(66) 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.(4, 67) Additionally, this decree limits the workday for children to 8 hours and bans any activity that is detrimental to the health of the child.(67)

International Conventions and Selected Laws on Child Labor and Education

	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

Education is compulsory until age 16. Although the law mandates free education through primary school, in practice, schools often ask for contributions, and students are frequently charged other fees.(6, 55, 68-70) In addition, only one in three Burkinabé children has a registered birth certificate. 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.(7, 11, 55, 70, 71)

The Trafficking in Persons Law sets penalties for the trafficking of children and for other worst forms of child labor, including forcing a child to beg.(49, 72) The Labor Code prohibits the

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use of children for illicit activities as well as the recruitment, solicitation, and offering of children for prostitution or pornography.(5) The minimum age for voluntary recruitment into the military is 18, and there is no compulsory recruitment.(5, 73)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor and Social Security's Directorate to Combat Child Labor and its Worst Forms (DLTE) coordinates and leads interagency efforts to combat forced and hazardous child labor. The DLTE 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 to Combat Child Labor (SSC).(4, 5, 74) The Ministries of Justice, Social Action, Security, Basic Education, Mines, Human Rights, and Health all are involved in the SSC.(4) However, competing priorities and a lack of human and financial resources have limited the effectiveness of coordination across these agencies.(4, 5) Under the lead of the Ministry of Social Action, the Ministries of Labor and Social Security, Health, Justice, Foreign Affairs, Human Rights, Decentralization, and Basic Education coordinate anti-trafficking enforcement efforts.(4, 51, 52)

The Ministries of Labor and Social Security, Justice, and Social Action share responsibilities for the enforcement of hazardous or forced child labor laws.(5, 51) In 2012, the Ministry of Labor and Social Security increased the number of labor inspectors from 170 to 281.(5) However, research indicates that inspectors lack the funds, staffing, training, facilities, transportation, and fuel needed to effectively carry out inspections.(4, 9, 11, 75) Additionally, the ILO Committee of Experts finds that the labor inspectorate is not well adapted to conduct inspections in the agricultural sector, in which many children work in hazardous and sometimes forced conditions.(76, 77) No funds were specifically dedicated to the enforcement of child labor laws.(5) The number of child labor violations found, fines issued, and fines collected in 2012 is unavailable.(5) Despite these constraints, according to the Embassy of Burkina Faso to the United States, joint inspections by labor inspectors and enforcement and security forces are conducted in gold mining sites in Burkina Faso's 13 regions. Some inspections are also conducted in cotton fields.(74) When violations are found, inspection officers issue formal warnings, specifying required changes and deadlines.(74, 78) If the requirements are not met within the specified time frame, inspectors are authorized to impose penalties on the

employer.(78) To date, no penalties have been issued to employers. This is largely due to the fact that many children work on their own accord, for example, in artisanal gold mines, and not under an employer.(74, 75, 78)

The Ministry of Social Action and the Ministry of Security's Morals Brigade of the National Police share responsibility for enforcing criminal laws related to the worst forms of child labor. This includes investigations into the commercial sexual exploitation of children, trafficking, child labor, and drug-related crimes.(4, 5, 51) No statistics are available on the numbers of violations, convictions, or sentences related to these crimes.(4, 5) In 2012, the Ministry of Social Action, together with the Ministry of Territorial Administration, trained 111 law enforcement officers on issues related to child protection and the worst forms of child labor.(5) The Ministry of Social Action also trained 200 volunteers in four different regions to identify and respond to child abuse, including exploitive child labor.(5) Police squads in each provincial capital were trained on how to directly intervene in cases of child exploitation.(5) The Ministry of Social Action also maintains a hotline to prevent sexual exploitation and provide support to victims.(5, 79) Observations of the UN Committee on the Rights of the Child indicate that the police do not have adequate funding and staffing to carry out their mandate. In addition, the police have not made a systematic effort to identify trafficking victims.(5, 11)

In November 2012, more than 100 officials from the *gendarmerie*, which is a military force charged with civilian policing; the national police; and customs, welfare, water, and forestry services took part in a 3-day training provided by INTERPOL and police, education, and health specialists from Burkina Faso. This training resulted in Burkina Faso's fifth INTERPOL-led operation targeting forced child labor. The operation rescued 387 children working under extreme conditions in gold mines and cotton fields.(10) Rescued children were returned to their families or taken into care by social services, and 73 individuals were arrested for trafficking and labor offenses.(10) Fifty-seven of those arrested were released after investigations determined they were not directly involved in trafficking networks.(5)

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.(80) This plan includes initiatives to prevent and protect children

from the worst forms of child labor through awareness raising, data collection, rehabilitation services, increased access to education, and better enforcement of laws.(80) The plan calls for the involvement of 11 ministries, particularly the Ministry of Social Action and the Ministry of Employment.(80)

In 2012, the First Lady of Burkina Faso signed a joint declaration with the First Lady of Côte d'Ivoire to finalize an agreement against cross-border trafficking. The Government also adopted its new Strategy for Accelerated Growth and Sustainable Development (SCADD), which officially replaced Burkina Faso's PRSP.(5, 81, 82) The SCADD (2011-2015) specifically mentions the Government's challenge to eliminate child labor and includes strategies to reduce poverty and ensure primary education for all.(5, 82)

In 2012, the labor ministers of the ECOWAS countries, including Burkina Faso, adopted a regional action plan on child labor, especially in its worst forms. The objective of the plan is to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(83)

Burkina Faso has a number of other National Action Plans that include policies to reduce the worst forms of child labor. The 4-year National Action Plan against trafficking in persons (2008-2012) calls for awareness-raising and the improvement of interagency coordination to reduce trafficking, among other initiatives.(29, 44) The 4-year National Action Plan (2008-2012) for the survival, protection, and development of children includes the initiatives to protect children from the worst forms of child labor. However, the plan was not implemented during the 4-year plan period.(11, 29)

The Government of Burkina Faso also has a national employment policy and action plan (2008-2012), with provisions linking the 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.(84) Child labor concerns have also been incorporated into the Decent Work Country Program (2007-2015).(51, 85, 86) 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 presents challenges.(4, 85)

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

In 2012, the Government of Burkina Faso implemented and participated in several initiatives to combat the worst forms

of child labor. The Government continued its national school feeding program, providing \$50 million for the program in 2012.(5) The program, launched in 2010, provides students one meal a day during the 3-month "hungry season." The U.S. Department of Agriculture, USAID, and WFP also contributed to the Government's school feeding program.(5) In early 2012, in response to the food crisis, the Government distributed food to affected households and set price limits on staple food items.(5)

In 2012, the Government of Burkina Faso began to participate in a 4-year, \$5 million project funded by the USDOL. The project targets 10,000 children engaged in or at risk of entering exploitive child labor in the production of cotton and in gold mining.(87, 88) The project will increase access to education, social protection, and training programs. It will also provide 1,000 households of child beneficiaries with livelihood services.(87, 88) The Government of Burkina Faso participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Burkina Faso, the project aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor or forced labor.(89) Burkina Faso also participated in regional projects to combat the worst forms of child labor, including two USDOL-funded, 4-year regional projects to assist ECOWAS to develop systems to help its member countries reduce the worst forms of child labor. The ECOWAS I project was funded at \$7.95 million in 2009, and the ECOWAS II project was funded at \$5 million in 2010.(90-92)

The Government participated in the third phase of an 8-year German development bank, *Kreditanstalt für Wiederaufbau*, a funded project to combat child trafficking. The project conducts awareness-raising campaigns and improves access to education, social services, and protection.(93) It also builds institutional and judicial capacity to combat child trafficking.(93) Burkina Faso continued to participate in a multi-donor-funded project to eliminate the worst forms of child labor in quarries and mines. The project, which began in 2009, is funded by the Government of Taiwan, UNICEF, and private foundations.(94) The project has set up nursery schools and provided access to primary and vocational school for children involved in quarrying and mining.(23, 94)

Burkina Faso continued to participate in a 3-year, \$28 million Millennium Challenge Corporation-funded project that targeted primary education for girls. The project

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built classrooms and other education-related structures and ran awareness-raising programs on the importance of education.(95-97) Burkina Faso continued to take part in the WFP Country Program (2011-2015) that promotes primary education and food security.(98) It also participated in a UNICEF-funded program to provide schooling to 5,000 child refugees in efforts to prevent the exploitation of refugee children.(99)

The Government of Burkina Faso has implemented or participated in social programs to address the worst forms of child labor in the production of cotton and in mining and quarrying, improving access to education and social services. However, research found no evidence that it has carried out programs to address the worst forms of child labor found in livestock raising, domestic service, forced begging, or 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	Ensure children ages 12 to 15 are protected from hazardous conditions in domestic service and agriculture.	2010, 2011, 2012
Coordination and Enforcement	Improve coordination across the relevant agencies working to reduce the worst forms of child labor.	2011, 2012
	Increase labor inspector and enforcement officer resources to enable the enforcement of laws relating to the worst forms of child labor.	2009, 2010, 2011, 2012
	Publicize detailed information on the numbers of prosecutions, convictions, and sentences for the worst forms of child labor.	2009, 2010, 2011, 2012
	Establish and implement a systematic method for identifying victims of trafficking and other worst forms of child labor.	2010, 2011, 2012
Policies	Streamline coordination of policies related to the worst forms of child labor and implement National Action Plans.	2009, 2010, 2011, 2012
Social Programs	Take measures to increase access to free, quality education that is safe for children by <ul style="list-style-type: none"> • Implementing programs to address violence in schools; • Expanding birth registration campaigns; • Building new schools and maintaining existing schools; and • Reducing or eliminating school-related fees. 	2010, 2011, 2012
	Institute programs to address the worst forms of child labor in livestock raising, domestic service, forced begging, and street work.	2009, 2010, 2011, 2012

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In 2012, Burundi made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Palermo Protocol and continued to implement its National Plan of Action for the Elimination of the Worst Forms of Child Labor during the assessment period. Additionally, the Government drafted a new Poverty Reduction Scheme with civil society, NGOs, and the international donor community that came into effect during the reporting period. However, the minimum age for compulsory education remains 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. 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	7-14 yrs.	27.2 (633,126)
Attending School	7-14 yrs.	60.9
Combining Work and School	7-14 yrs.	26.0
Primary Completion Rate		62.1

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2010-2011.(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; limited evidence suggests that children may be involved in the cultivation of bananas, cassava, maize, and beans.(3-8) Children in agriculture may use potentially dangerous machinery and tools, carry heavy loads, and apply harmful pesticides.(9, 10) Although the extent of the problem is unknown, children also herd cattle and goats, which may make them vulnerable to injuries such as being bitten, butted, gored, or trampled by animals.(11, 12)



In urban areas, children are employed as domestic servants.(3, 7, 11) 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.(11) Children in domestic service may also be vulnerable to long working hours, performing strenuous tasks without sufficient food or shelter, and to physical and sexual exploitation by their employers.(13, 14)

There is limited evidence that children work in artisanal mining, which the Government includes in its list of occupations prohibited for children due to its hazardous nature.(10, 15-17)

The commercial sexual exploitation of children (CSEC) exists in Burundi.(8, 16) While little evidence exists of large-scale child prostitution, girls are sometimes pushed into CSEC by older women who initially offer free room and board but then force the children into CSEC to pay for their expenses.(16) Poverty may also cause girls to enter CSEC for money for basic needs.(18) Male tourists also are reported to sexually exploit girls.(16)

There are reports that Burundian children are trafficked internally for work in domestic service and exploitation in the sex trade.(19, 20) Burundian girls are also trafficked for commercial sexual exploitation to other countries.(16, 19, 20) Burundian children are exploited in forced labor in Tanzania. Children are also reportedly lured under false promises or coerced into forced labor in domestic service or agriculture.(16, 20)

Burundi

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 16.(10) Ministerial Order 630/1 sets the minimum age for hazardous work at 18; employers who violate this may be punished under the Penal Code.(19, 21) Ministerial Order 630/1 also establishes 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)

International Conventions and Selected Laws on Child Labor and Education

	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	12
	Free Public Education	Yes

Burundi's Constitution prohibits forced labor.(9) The Penal Code forbids trafficking, agreeing to traffic, or profiting from trafficking of children under age 18. During the reporting period, the Government ratified the Palermo Protocol.(20) The Government has taken additional steps to enforce the Palermo Protocol by including sanctions for offenses against children in the Penal Code.(19) The Penal Code does not, however, contain explicit penalties for forced labor.(19)

The Penal Code criminalizes recruiting and using children under age 18 for child pornography or prostitution or for profiting from such practices. It is also illegal to use children in other illicit activities.(21)

The Constitution prohibits forced labor.(9) 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.(9, 22, 23) The ILO Committee of Experts has expressed concern over the potential use of children ages 16 and 17 in armed conflict and has urged the Government to raise the age to 18.(24)

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.(7) The Committee meets once every two months or when an urgent need arises, and the Committee's technical team meets once a month. The Government, UNICEF, and ILO-IPEC all provide funding for the Committee.(20)

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.(25)

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.(8) During the reporting period, the Ministry employed 15 inspectors to enforce all labor laws.(7) This is an inadequate number, given Burundi has 17 provinces and a population of more than 8 million.(29) Additionally, inspectors had limited funds and fuel for vehicles.(7, 26) Inspectors only initiate investigations in response to complaints, although a formal system has not been established to file such complaints.(7, 8) In 2012, 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.(7)

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.(7) There are 243 officers in the Brigade: 86 in Bujumbura, one in each of the 17 provinces, and one in each of the 140 communes.(20) The National Police investigated two cases of child labor in 2012, but there were no convictions.(7)

Government Policies on the Worst Forms of Child Labor

The Government continued to implement the National Plan of Action for the Elimination of the Worst Forms of Child Labor.⁽⁷⁾ The Government drafted a new Poverty Reduction Strategic Plan with civil society, NGOs, and the international donor community that came into effect during the reporting period; it focuses on reducing poverty, increasing economic growth and development, and strengthening government institutions, including schools. However, the elimination of child labor is not explicitly included.^(7, 15, 19, 20) 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 also developed a National Policy of Child Protection and a National Strategy for Children Living on the Street with the support of UNICEF, but neither policy has been approved or implemented.⁽²⁷⁾

During the reporting period, the Government conducted two studies: one was to determine what sectors and geographical

regions use child labor, and the other was a rapid assessment of sexual and commercial exploitation of children.⁽⁷⁾

Education in Burundi is free and compulsory until grade six or approximately age 12.^(7, 8) 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.

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.^(29, 30)

The Government's Municipal Council for Youth and Children (CMEJ) aims to provide a network of services for street children, former child soldiers, and child trafficking victims. The CMEJ was established in 2009 and began drafting an action plan in 2010.⁽²⁸⁾ However, it is not yet operational.⁽²⁰⁾

Research did not identify any other programs to combat the worst forms of child labor.⁽⁷⁾

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
Laws and Regulations	Amend the Penal Code to contain explicit penalties for forced labor and to make the military use of children under age 18 a crime.	2012
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, 2012
	Expand the Centers of Family Development to cover all regions of the country.	2011, 2012
Policies	Assess the impact of the Poverty Reduction Scheme on child labor. Establish a policy framework that protects children, including by <ul style="list-style-type: none"> • Implementing the current draft plan of action for eliminating child labor by 2025. • Making the CMEJ operational. • Raising the age for free and compulsory education to 16, the minimum age for work. 	2010, 2011, 2012 2011, 2012 2010, 2011, 2012
Social Programs	Implement programs to address all of the worst forms of child labor in the country.	2009, 2010, 2011, 2012

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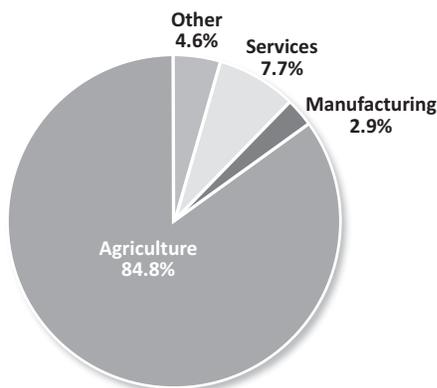
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In 2012, Cambodia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a child labor monitoring system and trained government officials, including those from the national, provincial, and commune levels, on the system's implementation and management. In addition, the Government trained over 2,500 tour guides and law enforcement officials on preventing child sexual exploitation, child protection, trafficking, and children's rights. Finally, the Government began participating in a new \$10 million project to combat child labor in agriculture, fishing, and domestic service. 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 hazardous 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 hazardous activities in agriculture, while some fall victim to trafficking for commercial sexual exploitation and forced labor.(3-6) Children work in agriculture, often in tobacco and cassava cultivation.(3, 6-9) Children are also reported to work on rubber plantations.(5, 9) In Cambodia, children working in agriculture may work long hours in hot weather conditions, use potentially dangerous equipment without proper training and supervision, apply dangerous chemicals, and suffer from snake, insect, and scorpion bites.(6, 10, 11) Children in rural areas are more likely to work than children in urban areas due to the prevalence of rural poverty and lack of educational opportunities.(5, 12)

Additionally, children work in a number of hazardous occupations including working as porters and brick makers.(5, 9, 13, 14) In brickmaking, children haul heavy loads, crush and grind clay, and operate heavy machinery.(13, 14) Although information is limited, there are reports that children work in hazardous conditions mining coal and gems.(15) In the seafood industry, children work in hazardous fishing, including deep-sea and night fishing. Limited evidence suggests that children also engage in peeling shrimp and shucking crabs. These children may work long hours, perform physically demanding tasks, and are vulnerable to other risks such as drowning.(9, 16-19) Children also work in other hazardous activities, such as salt production, which requires them to carry heavy loads, work long hours in hot weather conditions, and suffer from cuts on their feet from the salt crystals.(3, 5, 14, 20) Children, some as young as six years old, work in domestic service in

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hazardous conditions.(9, 21-23) Child domestic laborers may be required to work long hours and perform strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(5, 14, 24, 25)

Children engage in hazardous street work as beggars and scavengers.(19, 26) Children on the streets in Cambodia are at times summarily rounded up and illegally confined, often under abusive conditions.(21, 23)

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.(27) Cambodian children are trafficked to Thailand and Vietnam for begging, selling candy and flowers on the street, and shining shoes.(27) Children are trafficked to Malaysia for domestic service.(14, 27, 28) Fraudulent recruiting agencies that send girls to Malaysia forge identity documents to make young workers appear older and house recruits in prison-like “training facilities.”(14, 28, 29) Girls are trafficked internally and from Vietnam for prostitution, some in situations of debt bondage.(14, 27, 29) Limited reports also indicate that some girls are sold into debt bondage to other families for domestic labor.(27) Cambodia is also a destination country for child sex tourism.(27, 29, 30) Girls who previously worked as child domestic laborers have been found to be particularly vulnerable to trafficking for prostitution.(27)

Significant barriers to accessing the education system still exist.(5) In remote areas, children have to travel long distances to reach school, and transportation is limited. This sometimes deters parents from sending girls to school due to safety concerns.(5) The lack of bilingual instruction for children of ethnic minorities is a further obstacle to school access. Some children cannot gain access to education due to being displaced from their homes during land disputes and government land concessions for large agro-industry development and infrastructure projects.(31, 32) 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.(21)

Laws and Regulations on the Worst Forms of Child Labor

The Cambodian Labor Law sets the minimum age for employment at 15.(5, 33) 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.(34, 35) The law specifies the maximum number of hours children in this

age range may work in light 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.(34)

International Conventions and Selected Laws on Child Labor and Education

	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 Cambodian Labor Law also prohibits children younger than age 18 from hazardous work, which is defined further by a 2004 declaration on the Prohibition of Hazardous Child Labor.(5, 33, 36) 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.(36) In addition to the hazardous list, regulations issued by the Ministry of Labor and Vocational Training (MOLVT) define unsafe working conditions in agriculture, including separate regulations for cassava and tobacco production, and freshwater fishing that are prohibited for children.(3, 37-40)

The law lacks full protections for children involved in domestic service.(5, 41, 42) 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.(36) This minimum age of 12 for domestic work is below the minimum age for all other occupations in Cambodia.

While the legal framework provides some protection against the worst forms of child labor, the Cambodian Labor Law does not prohibit hazardous work in family businesses.(26)

Forced or compulsory labor is outlawed in section 5 of the Cambodian Labor Law.(5) The Cambodian Labor Law specifically prohibits forced labor in domestic service and agricultural work.(43) The Constitution prohibits prostitution and the buying and selling of human beings.(44) 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.(45, 46) The Penal Code explicitly prohibits child trafficking, child pornography, child prostitution and the use of children in other illicit activities.(19) Judges can determine whether perpetrators will be imprisoned or fined, and they can determine the amount of the fine. If fines are levied without a prison sentence, the punishment may not be a sufficient deterrent for wealthy perpetrators.(3, 9) The minimum age for voluntary and compulsory conscription into military service is 18.(3, 47)

Education is free, but not compulsory, through grade nine.(48) Although there are conflicting reports, typically children attend school until about age 14.(1, 23) 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. Although education is free, teacher salaries are low, and instructors often charge extra fees to students for exams, snacks, and even class time.(48-50)

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.(51) 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.(51) 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.(51)

An inter-ministerial committee is responsible for determining the number of people living and working on the street, including children, and providing for their needs. The Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY) provides direct support for street children.(52)

The National Committee on Suppression of Human Trafficking, Smuggling, and Labor and Sexual Exploitation of Women and Children focuses on coordinating policymaking efforts in those areas. The committee includes 18 representatives from all government ministries.(22, 27) In September, the Chair of the Committee established a Migration Working Group with 32 members, including representatives from the Cambodian Government and civil society.(53, 54) The Migration Working Group is responsible for coordinating multi-sectoral participation to address migration issues, gather and monitor data on migration, facilitate information exchange, and provide recommendations on the formulation of agreements with relevant countries. The activities of this working group may assist the Government in its efforts to eliminate child trafficking and address the issues of unsafe child migration through fraudulent labor recruiters.(54)

The MOLVT and the provincial labor departments are responsible for enforcing the child-related provisions of the Cambodian Labor Law.(3) While the Department of Inspection oversees the training and activities of labor inspectors, the Department of Child Labor conducts separate child labor inspections. There is no evident coordination mechanism between the two departments.(55) The MOLVT has 12 inspectors dedicated to child labor in Phnom Penh, and 27 child labor inspection officials at municipal and provincial levels.(3, 9) While the MOLVT has specific regulations regarding acceptable work for children in agriculture, fishing, and tobacco and cassava cultivation, Government officials report that they have not yet been able to enforce these regulations.(9) 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.(55) Inspectors have no budget for transportation, fuel, and other necessities to carry out inspections.(3, 26) The MOLVT conducts routine inspections of some industries, primarily in the formal sector; however, most inspections are complaint driven rather than initiated by the MOLVT.(5, 56)

The Government does not officially release data on the number of child labor inspections or the number of children assisted.(57) 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.(55)

In June, the MOLVT adopted Cambodia's Child Labor Monitoring System. Subsequently, 83 MOLVT representatives, labor inspectors, representatives from other ministries, and provincial and commune officials were trained on the system's implementation and management.(53)

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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.(26) There are approximately 210 trained anti-human trafficking police officers at the national level.(3, 9) The MOSAVY accompanies the police on investigations during which child victims may be found, and subsequently refers child victims to NGO services.(3, 9) In 2012, 1,368 police officers participated in anti-trafficking training.(9) Human trafficking complaints can be filed through nine anti-trafficking hotlines.(26)

From January through December 2012, police arrested 29 people accused of involvement in human trafficking and child prostitution. During the same time period, police rescued 189 victims of trafficking in Cambodia, although not all were children.(58) In 2012, there were 50 prosecutions for trafficking, of which there were three acquittals and 44 convictions. However, there is no information available on whether these cases involved child trafficking. (58)

Research reveals that the borders between Cambodia and Thailand are porous, leaving children in the border regions vulnerable to trafficking.(59)

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, 26, 60)

The NPA-WFCL 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.(51) The plan targets children engaged in the types of work identified in the country's list of hazardous work prohibited for children, 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.(51) During the reporting period, the Government drafted the NPA-WFCL II (2013-2017); however, it has not yet been finalized and adopted by the MOLVT.(9, 53)

In February 2012, the Ministry of Agriculture, Forestry and Fisheries, in collaboration with ILO-IPEC, the Food and Agriculture Organization, and other international

organizations, adopted an action plan to combat child labor in the fisheries sector.(53) The action plan will incorporate child labor into the Ministry's policies and legal frameworks for fisheries and aquaculture. It will also include an assessment of work hazards for children in fisheries and aquaculture and ensure that education and livelihood opportunities are adequately provided to children and their families who work in fisheries.(53)

The Education Strategic Plan (2009-2013) was designed to improve access to quality education for vulnerable children, including child laborers, and to support the decentralization of education service delivery by building the capacity of local educational institutions to receive and administer funds effectively.(61) The Government evaluated the plan in 2011. Various ministries had made progress in areas including awareness raising on the importance of education; the provision of school meals; improved school infrastructure; increased focus on inclusive education for students from poor families, orphans, and ethnic minorities; bilingual education; and advocacy for community participation.(62) This plan uses vocational training as a development strategy for marginalized youth, including child laborers.(61) In addition, the 2007 Child-Friendly School Policy includes the objectives of universal enrollment, education effectiveness, child protection, gender responsiveness, community participation, and support from education institutions.(63-65) Over half of primary schools and a third of lower secondary schools in Cambodia have already been designated child friendly.(66) Although the policy indicates that the Government, other donors, local communities, and development partners will provide the funding for activities under this policy, it is unclear how much money has been allocated to the policy's implementation thus far.(65)

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 incorporate the country's national child labor reduction targets.(41, 67) Child laborers and their families are also beneficiaries under the National Social Protection Strategy (NSPS).(68) The NSPS aims to protect the poorest and most disadvantaged populations, mitigate risk by providing coping strategies, and promote poverty reduction by building human capital and expanding opportunities including access to health, nutrition, and education services.(68) The National Youth Policy aims to afford meaningful opportunities to young people ages 15 to 30 and focuses on providing them with the skills they need to enhance their economic participation. The Government has yet to finalize an action plan for implementing this new policy.(69)

The ILO Decent Work Country Program, endorsed by the MOSAVY, highlights child labor issues and outlines a framework for enhancing policies, laws, and enforcement mechanisms to protect children.(70) In addition, the MOSAVY's First Occupational Safety and Health Master Plan (2009-2013) includes eliminating hazardous child labor as one of its six priorities.(71)

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.(72) The policy specifically lists children among those identified as victims of trafficking in Cambodia.(53) The Ministry of the Interior's Safety Village Commune/Sangkat Policy Guide mandates that local governments take action to end the trafficking of women and children to ensure safe communes.(73)

The 2011-2013 National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation (NPA-STSL) includes activities aimed at harmonizing the NPA-WFCL and the NPA-STSL. These activities include developing monitoring procedures for domestic servants with an emphasis on child domestic workers and training trainers at the sub-national level to prevent child trafficking and child labor.(53, 74)

In March 2012, the Ministry of Economics and Finance, 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.(53)

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

During the reporting period, the Government participated in the final year of a 4-year, \$4.3 million USDOL-funded project to develop national capacity to end the worst forms of child labor, which ran through 2012.(75) The sectors targeted included child trafficking and child labor in fishing, brickmaking, salt mining, and portering. The project withdrew 5,860 children and prevented 5,884 children in 15 provinces from the worst forms of child labor.(53) During 2012, the project provided technical assistance on the drafting of the NPA-WFCL II and built the capacity of 40 Commune Councils to address child labor through local governance.(53) In addition, the MOLVT worked with the project to draft legislation that would allow inspectors to monitor homes that

employ child domestic workers; however, this has not yet been finalized.(9)

In December, USDOL funded a 4-year, \$10 million project to combat child labor in agriculture, fishing, and domestic service. The project targets 28,000 child laborers and children at-risk to receive education services and 14,000 households to receive livelihood services.(76) The project addresses a complex set of factors causing child labor including poverty, lack of education access, cultural acceptance of child labor, debt, migration, and lack of regulation in the informal sector.(76)

During the reporting period, the Government conducted a number of trainings and workshops, including courses for 343 tour guides on preventing child sexual exploitation, workshops for 651 national law enforcement officials on combating trafficking and child protection, and training for 1,599 provincial law enforcement officials on child protection, trafficking, and children's rights.(27) The Government also implemented campaigns to raise awareness on child labor and trafficking, including the production of a video that was broadcast on national television and shared with provincial education offices for further dissemination.(27)

During the reporting period, the National Orphans and Vulnerable Children Task Force—led by the MOSAVY—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.(53)

The Government participates in a 4-year, \$3.7 million regional project to combat child sex tourism funded by the Australian Agency for International Development. The project is implemented in Cambodia, Laos, Thailand, and Vietnam.(77, 78) The project seeks to ensure that the relevant legislative framework of each participating country meets international standards; police, prosecutors, and judges understand the law; and mechanisms are established to promote cooperation within and across borders.(78)

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. They also build the capacity of local police and strengthen protection networks between human rights organizations, government ministries, and local stakeholders.(79)

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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.(80) From 2008 through 2012, the World Bank financed a \$57.4 million project to expand preschool and primary education services and enhance institutional capacity for education service delivery.(81) The Ministry of Education, Youth, and Sports implemented a bilingual education program

for ethnic minority children in preschools and primary schools in three provinces. The program targets 2,359 students from grades one through three in 27 schools.(32, 52)

The Government also participates in a 5-year, Australian-funded program to improve food security and nutrition, which includes providing breakfast and take-home rations to primary school children, food assistance to pregnant and lactating women, and offseason income-generation activities for the poor. In 2012, the program was funded at \$2.5 million.(82) 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, 2012
	Raise the minimum age for work in domestic service to at least 15, in compliance with the minimum age for work and with international standards.	2009, 2010, 2011, 2012
	Enact laws to protect children from dangerous work in family businesses.	2009, 2010, 2011, 2012
Coordination and Enforcement	Take steps to train employers and investigators on the new regulations regarding child labor in agriculture, tobacco, and cassava cultivation, and fishing so that these regulations can be adequately enforced.	2012
	Develop and implement standardized guidelines for conducting child labor inspections.	2011, 2012
	Conduct targeted inspections of industries in which hazardous child labor is known to occur.	2009, 2010, 2011, 2012
	Provide adequate resources for the enforcement of child labor laws.	2010, 2011, 2012
	Uniformly administer existing penalties for businesses violating child labor laws and ensure that punishments are a sufficient deterrent.	2009, 2011, 2012
	Collect and publish data on the number of child labor inspections conducted, the employers prosecuted, and the children assisted as well as the number of prosecutions, convictions, and penalties in cases of human trafficking and child prostitution.	2010, 2011, 2012
	Take steps to protect children from cross-border trafficking.	2010, 2011, 2012
Social Programs	Assess the impact that existing poverty alleviation and education programs may have on the worst forms of child labor.	2010, 2011, 2012

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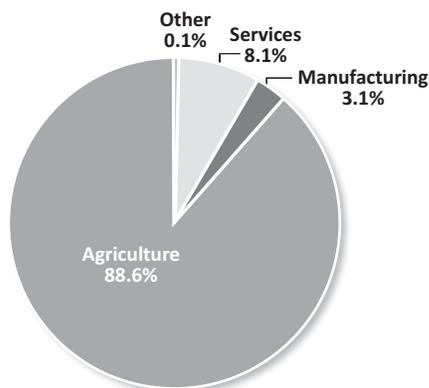
In 2012, Cameroon made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified the *Optional Protocol on the Involvement of Children in Armed Conflict*, and the Ministry of Social Affairs updated the procedure manual for the adoption of children to reduce the risk of adopted children being trafficked. However, the Government has yet to approve its *National Plan of Action to Combat Child Labor and Trafficking in Children*. Additionally, gaps remain in the legislative framework, leaving children without protection against the worst forms of child labor. Furthermore, social programs are limited and do not address all sectors in which children work. Children continue to engage in the worst forms of child labor, including dangerous activities in agriculture.

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		78.3



Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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, particularly in dangerous forms of agriculture. Many

are involved in the production of cocoa.(3-6) Although the extent of the problem is unknown, children also reportedly work in the production of bananas, coffee, palm oil, rubber, and tea.(3, 7) Many children working in agriculture handle pesticides and sharp tools, till soil, and transport heavy loads.(3, 5, 8) Reports also suggest that children raise livestock, such as cattle, although evidence did not indicate how widespread the problem is.(3, 6, 9) Children working with livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(10)

Children, primarily girls, work as domestic servants.(11-13) Child domestics may work long hours and are isolated in private homes, which makes them susceptible to physical and sexual abuse.(14) Although the extent of the problem is unknown, there are reports that children also work in artisanal gold mines and gravel quarries, working long hours to fill and transport wheelbarrows of sand or gravel, and breaking stones. Children breaking stones may be injured by their tools or stone chips.(7, 12, 15-19)

In the urban informal sector, children carry heavy luggage and sell goods such as cigarettes and water on the

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streets.(7, 12, 20-24) Children working on the streets are vulnerable to violence, exploitation, drugs, and other crimes.(13, 22) Street children who live in cities such as Yaoundé and Douala transport drugs, which puts them at risk of being recruited into gangs.(23, 25) Some children drive commercial motorcycles, usually without the proper license, and often cause traffic accidents.(20-23)

Some children in Cameroon are forced to beg. Especially in the three Northern regions, it is a tradition to send boys to Koranic teachers to receive education.(17, 18, 24, 26) While some boys receive lessons, others are forced by their teachers to beg or perform other work and to surrender the money that they earn.(17, 18, 26, 27)

Children are vulnerable to commercial sexual exploitation. Some children are exploited in commercial sex tourism in coastal towns such as Kribi and may be used in the production of pornography.(13, 23, 28, 29) The extent of the problem is unknown.

Cameroon is a source, transit, and destination country for the trafficking of children.(27) Most trafficking occurs internally and is prevalent in the Northwest region.(20, 30) Children are trafficked for commercial sexual exploitation and forced labor in domestic service, in restaurants and bars, and on tea plantations.(27, 29, 31-33) Children are also trafficked to work on cocoa farms and on the streets.(29, 31, 32) 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, and for children trafficked to Europe.(33-35)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 14. 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.(24) Law No. 017 sets the minimum age for hazardous work at 18. It 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.(36) However, work underwater and at dangerous heights is often performed by children who fish or harvest bananas and is not deemed by law to be hazardous for children.(24, 36)

The law does not protect 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.(6, 24, 36) In addition, the Government lacks a mechanism for protecting children engaged in child labor in unregistered enterprises.(18, 31)

International Conventions and Selected Laws on Child Labor and Education

	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	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.(19, 37) 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. Presidential Decree No. 2001/041 establishes the right to a free education. In practice, additional school fees and the costs of books and uniforms are prohibitive for many families.(18, 19, 38, 39) The Ministry of Education offers disadvantaged primary students fee waivers; however, they are sometimes inadequate to cover the costs or are late, which means that parents must still pay some out-of-pocket fees.(3, 40) An article in the Cameroon Tribune reports that parent-teacher associations are the main source of funding for schools. The article alleges that many of these associations are corrupt and that the fees paid by parents do not go toward improving infrastructure or resources for the students.(41) Access to education is also hindered by the remote locations of schools and the 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, including schooling.(18, 22)

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.(44, 45) Law No. 15 also prohibits child trafficking.(44) The Penal Code prohibits forced labor, slavery, prostitution, the corruption of youth, and kidnapping.(8, 44, 46, 47) Law No. 2010/12, related to cybersecurity and cybercrime in Cameroon, prohibits electronic forms of child pornography; the Penal Code prohibits obscene publications.(37, 44, 47) The Government has not criminalized the use of children for illicit activities, which is a documented worst form of child labor in Cameroon.(25, 48)

Military service is not compulsory, and the minimum age for voluntary recruitment is 18. Children younger than age 18 can participate in military service with parental consent.(49, 50) During the reporting period, the Government ratified the Optional Protocol on the Involvement of Children in Armed Conflict.(3)

The law Project Relating to the Fight Against Trafficking in Persons and Slavery criminalizes human trafficking, slavery, and debt bondage.(3, 51) This law extends culpability to accomplices and corporate entities and provides prison terms and fines for violators. In cases of debt bondage, penalties are doubled when the perpetrator is the guardian of the victim.(51)

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 efforts to combat child labor in Cameroon.(52, 53) This Committee was established under a USDOL-funded project with the ILO-IPEC and is composed of the Ministries of Labor and Social Security, Social Affairs, Justice, External Relations, Women's Empowerment and the Family, Territorial Administration and Decentralization, and Tourism; the Secretariat of State for Defense; the General Delegation for National Security; and the Ministry of Finance Customs Services for both seaports and airports.(52) However, the Consultative Committee to Implement the ILO-IPEC/WACAP project has not met for several years.(45)

The Government's Inter-Ministerial Committee coordinates government efforts to combat trafficking in persons, including training stakeholders, proposing legislation, and ratifying

international instruments.(3) In July 2012, the Committee trained 30 officials and members of civil society on topics related to trafficking in persons. The training was designed to build capacity for investigating and prosecuting trafficking cases, to increase understanding of international laws and standards on trafficking in persons, and to finalize draft amendments to the 2011 trafficking in persons law.(3) The Working Group on Special Issues, part of the National Commission on Human Rights and Freedoms, held a workshop on trafficking in persons in August 2012, with participants from government, civil society, and the media.(54)

The Ministry of Labor and Social Security (MOLSS) leads efforts to enforce child labor laws. Child labor complaints may be initiated by the victim, a third party, or officials from the MOLSS, and may be reported to a local MOLSS representative or law enforcement officer.(3) Once a complaint is filed, an investigation is conducted by the MOLSS. Minor offenses are usually settled at the ministerial level; serious offenses are handled by the prosecutor's office.(3) 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.(3)

During the reporting period, the Ministry employed 84 labor inspectors nationwide.(3) Ministry officials acknowledge that this number is insufficient, given the scope and prevalence of child labor in Cameroon. Additionally, each labor inspectorate receives, on average, less than \$2,000 for its total annual budget; this often leaves inspectors without the necessary resources, including vehicles and gasoline, to carry out their duties.(3) The ILO Committee of Experts has noted in the past that inspectors may be too busy resolving labor disputes to carry out their other duties, including inspections.(55)

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.(56, 57) 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.(3, 53) The police, *gendarmes* (a paramilitary body charged with serving as an armed police force for the maintenance of public order, especially in rural areas), and border officials help combat the worst forms of child labor nationwide.(3, 8)

Cameroon

The Government's Joint Mobile Brigade works to prevent and combat the phenomenon of street children. The Brigade includes representatives of the Ministries of Justice, Public Health, Youth and Civic Education, Women's Empowerment and the Family, the Secretariat of State for Defense in charge of the National Gendarmerie; the General Delegation for National Security; and the Ministry of Territorial Administration and Decentralization.(3)

The Government did not have comprehensive statistics on the number of child labor violations for 2012. However, one regional appeals court reported trying five cases of child trafficking and exploitation.(3) Two cases were settled out of court, and the remaining three are pending as of the writing of this report. Additionally, the Ministry of Labor and Social Security identified 285 new cases of street children, returning 207 to their families and placing another 25 in specialized institutions.(3)

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, including agriculture, domestic service, and mining.(45, 58, 59) 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.(60) However, it does not include timelines.(8, 60)

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.(3, 61, 62) However, the PRSP does not have budgets or detailed action plans related to the worst forms of child labor.(62) The Government does not appear to have addressed whether these policies have an impact on child labor. The Government also appoints Child Parliamentarians to provide recommendations on issues related to children, including child labor.(63)

During the reporting period, the Ministry of Social Affairs updated the procedure manual for the adoption of children to reduce the risk of adopted children being trafficked.(3)

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

Cameroon continued to participate 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 to 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.(64, 65) Cameroon, in partnership with Plan International, also participated in 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, 66)

The Government operates a school feeding program that focuses on improving the educational attainment level of girls in target geographic zones, primarily in Northern regions, which have the country's highest rates of child labor participation. However, the program has reached only 5.3 percent of students in those target zones.(40, 67)

The Ministry of Social Affairs provides limited direct cash transfers to street children on an ad hoc basis.(40)

During the reporting period, Cameroon continued a nationwide awareness-raising campaign on the exploitation of children, and a program to combat child sex tourism. The campaign directly affected 5,000 children, parents, teachers, and peer educators in four regions of Cameroon (Northwest, Southwest, West, and Littoral).(8, 45) The Government, in collaboration with the UNICEF, also continued 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.(3, 68)

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, 45) In addition, Cameroon continued to implement its 2008-2012 cooperative agreement to protect and provide services to child trafficking victims.(8, 45, 69)

The Government began a project to educate children on their

own rights.(3) The Government also continued to provide some nonfinancial support to an NGO-run project focusing on domestic workers.(45)

Despite the initiatives described here, Cameroon's social programs do not address all the sectors in which children work, such as agriculture and domestic service.(8, 67)

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, 2012
	Prohibit children under age 18 from engaging in dangerous activities, such as working underwater and at dangerous heights, and enact legislation to prohibit the use, procurement, or offering of children for illicit activities.	2009, 2010, 2011, 2012
	Develop a mechanism for protecting children in unregistered enterprises, including in agriculture.	2011, 2012
	Raise the age for compulsory education to 14, to match the established minimum age for work.	2009, 2010, 2011, 2012
	Ensure that additional school fees and the costs of books and uniforms do not hinder children from accessing education.	2011, 2012
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, 2012
	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 Security.	2009, 2010, 2011, 2012
	Gather and make publicly available information about child labor investigations and enforcement.	2009, 2010, 2011, 2012
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, 2012
	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, 2012
	Include in the PRSP both budgets and detailed action plans related to the worst forms of child labor.	2011, 2012
	Include a detailed timeline in the strategy to implement the Trafficking in Persons Action Plan.	2010, 2011, 2012
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.	2009, 2010, 2011, 2012
	Ensure the registration of all children at birth.	2011, 2012

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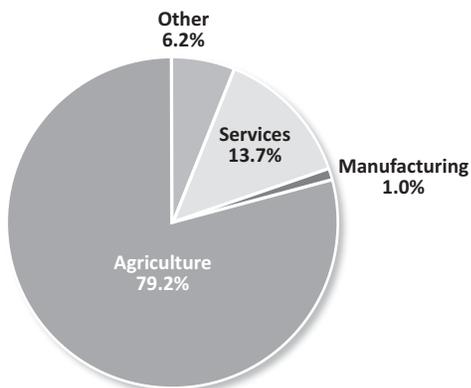
Cape Verde

In 2012, Cape Verde made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government established a national committee to coordinate efforts to eliminate child labor; created a specialized unit for the prevention and elimination of child labor within the Ministry of Youth, Employment, and Human Resource Development; and adopted a Regional Action Plan to Combat Child Labor. Cape Verde also adopted a Poverty Reduction and Growth Plan that targets the elimination of child labor through development and education initiatives. In late 2012, Cape Verde's National Statistical Institute collaborated with the ILO to carry out a national child labor survey. Additionally, the Government continued to participate in a number of national and regional projects to combat child labor and enhance services to victims. Despite these efforts, Cape Verde continues to face legislative gaps, including a low compulsory education age and no protections against commercial sexual exploitation of older youth. Children in Cape Verde 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	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		95.0

Working Children by Sector, Ages 10-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 commercial sexual exploitation.(3, 4) Children in Cape Verde also work in domestic service.(3, 5-8) Children employed as domestics may be required to work long hours, performing strenuous tasks without sufficient food or shelter. They may be isolated in private homes and are susceptible to physical and sexual abuse.(9, 10)

In rural areas, children work in dangerous activities in agriculture and animal husbandry. Although the scope of the problem is limited, children also engage in fishing.(3-5, 8, 11, 12) Limited evidence suggests that children work cutting sugar-cane.(3) Children cutting sugarcane typically use sharp tools, including knives and machetes. Children working in other areas of agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(12, 13) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(14) In fishing, children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(15, 16)

Children also work as trash pickers in dumps and transport garbage and human waste.(3-5, 8) Some children are known to work as assistants on construction sites and in mechanics and carpentry workshops.(3, 5)

The commercial sexual exploitation of children is a problem in Cape Verde, including in the form of sex tourism.(3, 7, 8, 17)

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, which may make children vulnerable to physical and sexual abuse.(3, 18)

Some Cape Verdean children also work peddling and transporting drugs—including marijuana—for adults.(3, 7, 8, 19) Children from Cape Verde are at risk of being trafficked to Brazil and Portugal, and may be forced to transport drugs.(7)

Children typically engage in street work in Cape Verde's urban centers, but specific information on hazards is unknown.(3-5, 8, 19) The majority of children working on the streets begin to do so when they are under age 15.(20)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 15, but allows children to work for artistic and musical purposes at 14. Such work must not compromise their school attendance, health, or development, and their employer must receive approval from the Ministry of Labor.(21) The Labor Code prohibits hazardous work for children under age 18.(21) Section two of the Labor Code, however, specifies that the law 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.(20)

Cape Verde has not yet finalized or adopted a hazardous list.(4, 20, 21) However, during the reporting period, the Government developed an agreement with the Government of Brazil to receive technical assistance to develop a list of hazardous occupations prohibited for children under age 18.(22)

The Labor Code also prohibits forced or compulsory labor.(21) The compulsory recruitment age for the armed forces begins at 18; however, children may voluntarily join at 17 with parental consent.(23, 24) Children age 17 can also be conscripted into the military during times of conflict.(25, 26) 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.(6, 27) The Penal Code criminalizes advancing, supporting, or facilitating minors under 14 for prostitution domestically and minors under 16 for prostitution abroad.

The Penal Code also bans the use of minors under 14 for pornographic purposes.(28) However, the Penal Code does not extend these protections to all children under 18, leaving children ages 14 to 17 vulnerable to exploitation in commercial sexual exploitation.

International Conventions and Selected Laws on Child Labor and Education

	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

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.(4, 20)

By law, children are required to attend school until age 11.(8, 24) This standard makes children ages 11 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

In February 2013, the Government established a National Committee to Combat and Eradicate Child Labor in Cape Verde (CDNPETI).(4, 22, 29, 30) CDNPETI is headed by the Cape Verde Institute for the Child and Adolescent (ICCA), under the Ministry of Youth, Employment, and Human Resource Development; it includes members from various governmental and nongovernmental bodies. For example, the committee has representatives from the Ministries of Finance and Education, the National Police, the Judiciary Police, the Labor Inspectorate, and civil society groups. The Committee

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will meet four times per year to oversee implementation, monitoring, and evaluation of its core objectives. CDNPETI's key task will include coordinating the execution of the National Plan of Action for the Elimination of Child Labor (NPAECL), ensuring that national laws comply with international conventions on child labor, and producing yearly reports on child labor issues for the National Assembly.(4, 30)

In June 2012, ICCA established a specialized National Unit for the Prevention and Elimination of Child Labor (NUPECL).(4, 22, 30) NUPECL coordinates and monitors the implementation of all national programs and activities to prevent and eradicate child labor. NUPECL will participate in CDNPETI meetings to coordinate collective efforts to address child labor. The Unit also provides direct services to those impacted by child labor.(4)

The General Inspector for Labor (IGT) is the principal agency responsible for enforcing child labor laws.(4, 29) In 2012, IGT employed 15 labor inspectors and performed approximately 2,050 labor inspections across sectors, an increase of about 600, over 2011.(4, 29) No cases of child labor were found during the reporting period.(4, 29) The labor inspectorate works closely with the police, Office of the Attorney General, and ICCA on enforcement issues related to child labor.(4, 20)

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.(31) According to the most recently available information, the PJ employs approximately 150 officers, and the PN employs about 1,500 officers.(24) However, research has not revealed whether any investigations of criminal violations related to the worst forms of child labor were conducted during the reporting period, and data on prosecutions were not available.(29)

Government Policies on the Worst Forms of Child Labor

The NPAECL prioritizes the eradication of the worst forms of child labor.(32) 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.(32) The Government is currently working to update the NPAECL.(30)

In December 2012, labor ministers from the 15 ECOWAS countries, including Cape Verde, adopted a regional action plan for the elimination of child labor. The objective of the plan is to eliminate the worst forms of child labor in West Africa by 2015.(33, 34)

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 mechanisms to monitor school dropouts, promoting non-formal and vocational training, and increasing financial assistance for low-income families to increase their access to education.(20)

In January 2012, ICCA released a Strategic Plan for the implementation of the National Policy for Children and Adolescents.(35, 36) 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.(36) The question of whether the Strategic Plan has an impact on child labor does not appear to have been addressed.

During the reporting period, the Government established a Poverty Reduction and Growth Plan (2012-2016) that targets the elimination of child labor through strategies to reduce poverty, foster economic development, and bolster education.(4, 29) 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.(5) 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 tuition-free, universal primary education for children ages 6 to 12. In addition, it provides free secondary education for children whose families earn less than \$1,778 annually.(8)

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

The Government continued efforts to raise awareness about child labor and enhance services to victims. During the reporting period, the Government provided trainings on child labor to government officials, including labor inspectors and local government staff.(4, 8, 22, 29) The Government also consulted with local businesses on the topic and ran a

nationwide awareness-raising campaign that targeted families and education professionals.(4, 8, 22, 29) ICCA operates several emergency and reception centers for children, 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, 20, 29) In 2012, the Government contracted four clinical psychologists to attend to victims of the worst forms of child labor in the country's centers.(29) ICCA's new child labor unit, NUPECL, provides psychological support to children and families who are victims of child labor. It also collects data, conducts research, and publicizes information related to child labor.(30)

The Government continued to run initiatives that specifically target street children. ICCA operated reception centers that connect street children with educational and training opportunities.(20) It also helps these children access necessary social, psychological, and medical services.(20) ICCA also implements *Nós Kaza-Criança fora da rua, dentro da escola*, a program to serve children vulnerable to sexual and labor abuse, including by reintegrating those who have been living and working on the streets into their families and schools.(7, 20, 29)

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.(37) 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.(33) In late 2012, the National Statistical Institute

collaborated with the ILO under this project to conduct a national child labor survey, the results of which are expected to be released in 2013.(4, 22, 29, 30)

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.(38) 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.(38) Additionally, the project will provide technical assistance and guidance for countries to develop or refine national action plans on child labor.(38)

The second project is a 3-year, \$7.9 million project 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.(39) The third project is a \$5 million, 3-year program meant to expand and extend the work of the above ECOWAS project.(40)

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.(20, 29) 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, 2012
	Adopt a list of hazardous occupations prohibited to children.	2009, 2010, 2011, 2012
	Raise the minimum age for compulsory recruitment in armed conflict to age 18.	2011, 2012
	Amend the Penal Code to protect all children younger than age 18 from commercial sexual exploitation.	2009, 2010, 2011, 2012
	Raise the age of compulsory education to be equal to or higher than the minimum age for employment.	2009, 2010, 2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Ensure investigations of crimes related to the worst forms of child labor are being conducted and make data on investigations and prosecutions publicly available.	2011, 2012
Policies	Assess the impact that the Strategic Plan for the implementation of the National Policy for Children and Adolescents may have on child labor.	2011, 2012
	Ensure that relevant policies target all children in forced labor.	2010, 2011, 2012
Social Programs	Assess the impact that existing education programs may have on child labor.	2011, 2012
	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, 2012

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Central African Republic

In 2012, the Central African Republic made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Optional Protocol to the CRC on the Sale of Children, Child Prostitution, and Child Pornography in October 2012. Although the Government had previously signed an agreement to demobilize child soldiers, armed groups on all sides of the conflict increased the use of child soldiers. Needed legal protections against child labor were not adopted. In addition, although the Government had an agreement with UNICEF to implement a general action plan to protect children, research found no evidence that policies and programs to combat child labor were implemented. Children continue to be engaged in the worst forms of child labor, including being used as child soldiers and in dangerous work 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		43.0

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 groups.(3-7) Children are also commonly engaged in dangerous work in agriculture.(8, 9) 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, 10, 11) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(12, 13) Although information is limited, there are reports that children are also engaged in dangerous work in fishing.(8, 9) Although the extent of the problem is unknown, children engaged in fishing may work long hours, perform physically demanding tasks, and face dangers such a drowning.(12, 14)



Children work under dangerous conditions in diamond mines. In addition, although the extent of the problem is unknown, there are reports that children are also found working in gold mines.(11, 15-18) Children working in mines transport and wash gravel, dig pits, use sieves, and carry heavy loads.(11, 15-18) Reportedly, the hard physical labor associated with these activities may result in exhaustion or injury, including hernias. In addition, collapsed pit walls may result in injury or death.(17) Furthermore, the potential economic gain from mining encourages children to work instead of going to school.(17)

Many children also work long hours as domestic servants.(19, 20) Children employed as domestics may be required to work long hours, performing strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(21, 22) *Ba'aka* children are forced into both agricultural labor and domestic service.(6, 19)

Children are involved in commercial sexual exploitation.(10, 20, 23) Some children have also been forced to work as porters, including carrying stolen goods for criminal groups.(6, 15)

During the reporting period, because of protracted conflict, spillover violence from neighboring countries and rebel groups, the Government had little control in the countryside, particularly after rebel groups threatened the capital in December 2012, forcing the Government to agree to talks to form a coalition government.(3, 6, 24-28)

According to the UN, in December 2012 the Government called on youth to arm themselves and protect the city by creating neighborhood security groups. There are also reports that CAR's armed forces used children in Bangui.(29-31) In March 2013, Seleka rebels, a coalition of several rebel groups, took control the capital, ousted the sitting President, and formed a new Government.(32, 33) Reportedly, the Seleka rebels deployed child soldiers during the fighting to capture

Bangui.(32, 34) The UN reports that the ongoing conflict has resulted in an increase of boys and girls being forced into armed groups to serve as child soldiers, carry supplies, and be sexually exploited.(35, 36)

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, 37-40) The LRA forces children to work as soldiers, sex slaves and porters.(6, 40) During the reporting period, there were multiple reports of children being abducted by the LRA, including in March 2012 when the UN reports at least six children were abducted.(29, 31) Children also are recruited and used by other indigenous rebel groups such as the Convention of Patriots for Justice and Peace (CPJP) and the Union of Democratic Forces for Unity (UFDR).(3-6, 12, 25, 37, 41) In 2012, the CPJP and UFDR recruited children and used them as guards at roadblocks, messengers, and cooks. In addition, on October 16, 2012, the UN reports that 40 to 50 armed children were seen with CPJP elements.(29, 31)

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 one-third of the members of these groups are children who serve as combatants, lookouts and porters.(3, 4, 12) UNICEF reports that even before the recent increase in child soldier recruitment, an estimated 2,500 children were associated with multiple armed groups, including community self-defense groups.(35, 42) During the first half of 2012, the UN reports that self-defense groups in the LRA-affected communities of Rafai, Zemio, and Obo used children to patrol villages.(29)

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.(20, 39, 41) Children are trafficked from CAR to West and Central Africa for similar purposes.(41)

There are reports of children working on the streets, but specific information on hazards is unknown.(6, 19, 23)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 14. Children who are at least age 12 may engage in light work in some forms of agriculture or domestic service.(43, 44) Children younger than age 18 are prohibited from working

between 10 p.m. and 5 a.m. and from working in mines.(44-46) However, the Labor Code, including the above mentioned age, hours, and mining prohibitions, does not apply to children who are self-employed.(18)

International Conventions and Selected Laws on Child Labor and Education

	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

The Labor Code also prohibits the procurement or offering of a child for prostitution and the production of pornography.(47) The Penal Code includes a prohibition against assisting in or profiting from prostitution and human trafficking.(20, 48) However, neither code prohibits the possession and distribution of child pornography.(20, 47)

Education is compulsory until age 15.(15) 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.(10)

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.(47) The minimum age for compulsory or voluntary recruitment into the Government Armed Forces in CAR is 18.(4, 49)

The Government ratified the Optional Protocol to the CRC on the Sale of Children, Child Prostitution, and Child Pornography in October 2012.(50)

Central African Republic

Institutional Mechanisms for Coordination and Enforcement

The National Council for the Protection of Children is charged with coordinating policies and strategies to protect children, including from sexual exploitation and child soldiering.(12, 20, 48) 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.(20) However, as noted by the ILO Committee of Experts, there has not been a labor administrator to coordinate efforts since 1999.(44, 51) There is also no system in place for the Ministry to track child labor complaints.(20, 44, 51)

Information was not available on the number of labor inspectors employed by the Ministry of Labor in the Labor Inspectorate Unit, whether labor inspectors received any training on child labor, or whether inspectors have the necessary resources to conduct their inspections. However, in previous years, training for labor inspectors did not include any specific information on child labor and the inspectors lacked resources necessary to carry out inspections, including funds for transportation, and in some cases, chairs, desks, doors, and lights for their offices, some of which are inaccessible due to flooding when it rains.(20, 44, 51, 52) Given the state of insecurity in CAR during the reporting period, it seems unlikely these gaps were addressed. The Ministry conducted a study in 2008 with support from UNICEF that concluded that inspections are not conducted in a manner that effectively prevents child labor.(20)

The Ministry of Justice (MOJ), 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. Information was not available on the MOJ's efforts to protect children, the number of arrests and prosecutions involving children victims, or whether punishments were consistent with those prescribed by law.(44) However, in previous years, the MOJ did not provide its officers with any training in these areas and they lacked sufficient office facilities and transportation to carry out investigations.(44) The Government did 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.(20, 41) Again, given the state of insecurity in CAR during the reporting period, it seems unlikely these gaps were addressed during 2012.

A senior inspector from the *Gendarmes*, a military force charged with civilian policing, has been tasked by the Deputy Minister of Defense to investigate reports of child soldiers in self-defense militias.(53) However, there is no information on whether enforcement actions have been taken that relate to child soldiers.

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. The Government also has a separate Action Plan designed to combat trafficking in persons, including child trafficking.(53) However, the CEACR has urged the Government to adopt a comprehensive policy to combat all worst forms of child labor.(18)

CAR is a signatory to the N'Djamena Declaration, which represents a commitment among the signatory countries to eliminate the use of child soldiers in their territories.(39) CAR has also signed a General Action Plan with UNICEF for the protection of children.(47, 48, 54) As a member of the African Union, CAR is party to the Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children, which was designed to provide AU members with support from IOM, ECOWAS, and UNODC to streamline efforts against trafficking by outlining concrete actions that states should take to fight human trafficking.(55) Research did not identify any steps that the Government has taken to address child soldiering.

The Government has a National Action Plan for Education and a National Poverty Reduction Strategy.(47, 56, 57) The National Action Plan for Education calls for informal schools in rural areas in order to permit children ages 8 to 15 who have never been to school before to access education.(56) There appears to be no research addressing the impact of this policy on child labor. Nonetheless, there is a severe lack of schools and teachers especially in rural areas, which prevents some children from accessing education.(15, 47, 58) Furthermore, in January 2013 the UN reported that at least 166,000 students were being denied access to schools due to the ongoing conflict.(36, 42)

Social Programs to Eliminate the Worst Forms of Child Labor

Research found no evidence of programs to address the multitude of children engaged in the worst forms of child labor, or to prevent children from entering such work.

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"> • Cover self-employed children. • Prohibit possession and distribution of child pornography. 	2009, 2010, 2011, 2012
	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, 2012
Coordination and Enforcement	Establish a body to coordinate government efforts to combat all worst forms of child labor, or expand the purview of the National Council for the Protection of Children in this regard.	2011, 2012
	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, 2012
	Create an inspection system that monitors and tracks reported cases of the worst forms of child labor.	2010, 2011, 2012
	Complete an investigation of militias' and local defense groups' use of child soldiers, publish the results, and, based on this information, take vigorous steps to end this practice and rehabilitate victims.	2010, 2011, 2012
	Create a system to identify child victims of trafficking and provide them with adequate shelter and protection.	2010, 2011, 2012
Policies	Assess the impact that existing policies may have on addressing child labor.	2009, 2010, 2011, 2012
Social Programs	Implement programs that provide services to withdraw and protect children from the worst forms of child labor, particularly in child soldiering and agriculture.	2009, 2010, 2011, 2012

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Chad

In 2012, Chad made a minimal advancement in efforts to eliminate the worst forms of child labor. Government inspectors and UNICEF officials conducted joint inspections and removed 27 children from military training units and 26 more children from an armed rebel group which surrendered. In addition, the Government prosecuted nine cases of forced child labor and investigated seven other cases, resulting in the conviction of five people for child theft. However, many gaps remain in the legal framework and children remain vulnerable to exploitation. Children working in domestic service and other informal workplaces are not covered by the Labor Law, recruiting children for armed service has not been criminalized, and there is no compulsory education age. Children continue to be engaged in the worst forms of child labor, including in cattle herding and dangerous activities in agriculture.

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		38.2

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 in cattle herding and dangerous activities in agriculture.(3-5) Numerous children work as herders.(3, 6-8) These children work long hours and may suffer injuries such as being bitten, butted, gored, or trampled by animals.(9, 10) Many children are engaged in dangerous activities in agriculture. Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5, 11-13) Children also work as domestic servants, and some may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(3, 14-16)



Although the security environment has improved and the Government stopped recruiting children as soldiers into the national army in 2010, there have been cases of children found in military training units.(5, 17-21) Within Chad, some children are trafficked for sexual exploitation and forced labor in domestic service, herding, begging, and agriculture.(20) Chadian children are also trafficked to the Central African Republic, Nigeria, and Cameroon for forced labor in cattle herding.(22) Children from Chad are trafficked to Saudi Arabia for forced labor as beggars and street vendors.(23) Some of these children may be sold or bartered by their families.(20) Some boys, sent to Koranic teachers to receive an education, are forced to beg and surrender the money they have earned or risk being beaten.(20, 24)

During the first half of 2012, Chad suffered a food crisis that extended across the region. During the second half of the year, Chad experienced severe flooding, which displaced hundreds of thousands of people and strained the limited resources of the Government.(22)

In several towns and especially in the capital, N'Djamena, there are reports of children working on the streets, but specific information on hazards is unknown. Children working on the

streets are at risk of recruitment for other worst forms of child labor such as herding or domestic service.(6)

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.(25-27) The Labor Code also permits exceptions to be established through decrees issued by the Ministry of Labor (MOL), the Ministry of Public Security, and the Ministry of Public Health.(21, 25, 27) The Labor Code prohibits forced labor.(20) Chad has a list of hazardous activities specifically prohibited for children under age 18, such as working in a slaughterhouse or mine. However, the hazardous list has not been updated since 1969.(26, 28) In addition, such protections apply only to work in formal enterprises and do not protect children working in informal activities such as domestic service.(26, 29) The law also does not prohibit children's use of dangerous tools in agriculture.(3)

International Conventions and Selected Laws on Child Labor and Education

	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, but does not set forth a specific age at which schooling must begin.(27, 30) The lack of a clear age for children to enroll in school puts them at risk of the worst forms of child labor prior to fulfilling their compulsory education requirement.(27, 30) Chadian law also establishes

the right to free education.(30) However, Chad faces many challenges in providing access to education, including shortages of functioning schools and teachers, as well as teacher absenteeism.(24, 31)

The minimum age for compulsory military recruitment is 20. The minimum age for voluntary military recruitment without parental consent is 18.(32, 33) However, children under 18 are permitted legally to volunteer for military service with a guardian's consent. Although the UN Action Plan calls for a law criminalizing all use of child soldiers, to date no such law has been enacted.(34, 35) During the reporting period, the Government issued and disseminated instructions to prohibit child soldier recruitment.(3) However, 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, exploiting minors for prostitution is illegal.(20, 21, 28) However, under this law only those who "aid, assist knowingly, or protect the prostitution of others" are considered offenders. Those who solicit 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.(4, 21) Chad lacks a law protecting children from being used, offered, or procured for illicit activities.(4)

There is no specific law on human trafficking in Chad. However, a draft revision to the Penal Code is under review by the Government that would prohibit child trafficking and provide protection for victims.(20) During the reporting period, the National Committee for Child Protection helped to draft a new Child Protection Code. The Code has been approved by the Council of Ministers and as of the writing of this report is pending ratification at the National Assembly.(3) UNICEF has provided technical assistance for key provisions in the new Child Protection Code. The aim of the new code is to ensure that Chad's laws fully meet the obligations of the Palermo Protocol and other international instruments.(22)

The Government of Chad is party to two resolutions or plans regarding child soldiers: the N'Djamena Declaration, a regional agreement binding its signatories to eliminate the use of child soldiers in their territories, and the Government of Chad-UN Action Plan on Children Associated with Armed Forces and Groups in Chad, which provides concrete steps for eliminating the use of child soldiers in Chad.(19, 35-37)

Chad

Institutional Mechanisms for Coordination and Enforcement

The National Committee for Child Protection coordinates government efforts to combat the worst forms of child labor. The Committee is led by a representative of the MOL and has members from the Ministry of Justice (MOJ), the Ministry of Human Rights (MHR), the Ministry of Social Action, the judicial police, and local NGOs.(3) Mechanisms to guide the Committee's coordination efforts exist, including for activities such as referring children found during inspections to social services and returning them to their families. The Committee is responsible for carrying out the National Action Plan for Protecting Chadian Children (PRONAFET).(3)

The National Committee to Fight Against Trafficking, which consists of several Government agencies partnered with international agencies, implements the national action plan on trafficking but has limited resources.(18, 22) 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.(22)

The MOL employs 102 inspectors, controllers, and supervisory controllers to conduct labor inspections and to implement and enforce child labor laws.(3, 38) The Government and local NGOs believe this number is insufficient and more inspectors need to be trained. Local NGOs also report that inspectors do not have adequate resources, including vehicles and gas, to conduct inspections.(3) 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.

The MOJ is responsible for investigating and enforcing all laws.(18) During the reporting period, Government inspectors and UNICEF officials conducted joint inspections and removed 27 children from military training units. The children were taken to a social center, provided education or training, then reunited with their families.(5, 22) Reportedly, the children were all volunteers who had lied about their age. Many children lack birth certificates or other documentation for proof of age.(22) In addition, joint-inspectors removed 26 children from an ex-rebel group led by Baba Ladde which surrendered.(5, 17)

No official 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.(18) However, reports indicate that nine cases of forced child labor were prosecuted during the reporting period.(21) One case resulted in a 2-year prison sentence for the defendant, a senior army officer, and another case resulted in a suspended 1-year sentence. Catholic Relief Services also reports that officials in Tandjilé and Mandoul regions investigated seven cases involving the alleged sale of boys for forced labor in cattle herding during the reporting period.(3) Three defendants were convicted of child theft; two of them were imprisoned and one received a suspended sentence and a fine.(3)

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 enforce laws against the worst forms of child labor.(6, 39)

Government Policies on the Worst Forms of Child Labor

The Government continued to support PRONAFET, which establishes responsibilities for several ministries that cooperate at various levels of government to prevent and address child labor, including the worst forms of child labor.(3)

The Government never adopted the UNICEF supported Integrated Action Plan to Fight the Worst Forms of Labor, Exploitation, and Trafficking (2008-2010). However, reportedly, Government officials continue to work towards the goals of the action plan.(22)

During the reporting period, the Government of Chad worked with the UN and international donors to draft a new National Development Plan (PND) for 2013-2015.(3) The PND was approved by the Cabinet and is awaiting legislative approval as of the writing of this report. Among the PND goals are increasing primary and secondary education and youth employment programs.(21)

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, and street children, as well as increasing school attendance by girls.(4, 40, 41) However, the question of whether these development policies 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

During the reporting period, Chad worked with partner organizations, including the UN, to provide assistance to children removed from the military.(17, 21) In addition, the Government supports several NGO administered programs

in Chad to assist victims of trafficking and exploitation. The Government also supported a program to conduct outreach campaigns to prevent the worst form of child labor.(21) However, 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.(4, 42)

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, 2012
	Adopt the draft Child Protection Code and legislation pertaining to domestic workers.	2009, 2010, 2011, 2012
	Adopt the draft Penal Code provisions to protect children from trafficking and sexual exploitation.	2009, 2010, 2011, 2012
	Enact a law to prohibit the use, procurement, or offering of children for illicit or pornographic purposes.	2011, 2012
	Review and update the list of hazardous occupations, ensuring that it covers all sectors and activities in which children are at risk of injury, and impose appropriate penalties for violations.	2009, 2010, 2011, 2012
	Amend the education law to establish a clear age for compulsory education that ensures children are in school until they have attained at least 14 years, the minimum age for employment.	2009, 2010, 2011, 2012
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, 2012
	Ensure there is an adequate number of labor inspectors and resources to enforce child labor laws.	2012
	Provide law enforcement officials and judges with adequate resources to enforce laws against the worst forms of child labor.	2009, 2010, 2011, 2012
	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, 2012
Policies	Adopt a National Action Plan to effectively target all worst forms of child labor in Chad.	2009, 2010, 2011, 2012
	Assess the impact that existing development policies may have on addressing child labor.	2012

Chad

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Develop programs to prevent the recruitment of children into armed forces and demobilize any remaining children engaged in child soldiering.	2009, 2010, 2011, 2012
	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, 2012

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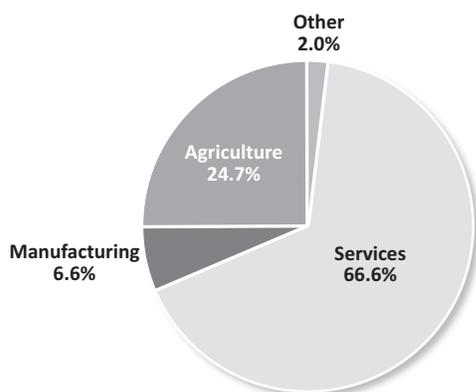
Chile

In 2012, Chile made a significant advancement in efforts to eliminate the worst forms of child labor. The Government passed legislation instituting new restrictions on sex offenders, including those involved in commercial sexual exploitation of children; adopted new legislation establishing an additional benefit program for low-income families conditioned upon their children attending school; and established a program to address exploitation of children for illegal activities and child delinquency. The Government also collaborated with the ILO to collect accurate data on child labor by completing 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. Children continue to engage in the worst forms of child labor, particularly in commercial sexual exploitation and 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		98.8

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(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.(3-5) The commercial sexual exploitation of children takes place in cities, including Santiago and Valparaiso, in open public areas, and in other venues, such as bars and dance clubs.(3, 6, 7)

In urban areas, children work in construction and domestic service.(4, 5) Children working in domestic service may be required to work long hours performing strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(8, 9)

There are documented cases of children in rural areas working in hazardous activities in agriculture, including exposure to toxic chemicals in fields being fumigated.(10, 11) Hazardous agricultural work may also include using dangerous tools and carrying heavy loads.(10-14)

Children are used to transport drugs in the border area with Peru and Bolivia.(15-17) Children are trafficked internally and, to a lesser extent, from Chile to other Latin American countries for the purpose of commercial sexual exploitation. Girls from other Latin American countries are trafficked to Chile for prostitution and domestic service.(18)

There are reports of children working in the streets, work but specific information on hazards is unknown.(4, 5)

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.(19) 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.(20) The Labor Code also prohibits persons under the age of 18 from working at night in commercial and industrial establishments.(21)

International Conventions and Selected Laws on Child Labor and Education

	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.(19, 22)

The Penal Code prohibits domestic and international trafficking in persons for the purposes of labor and sexual exploitation.(23-25) The Penal Code also prohibits all activities related to the prostitution of children and child pornography, including its production, distribution, and possession.(26) Prohibitions against child pornography include digital pornography of minors; viewing such material, as well as producing and distributing it, is considered an offense.(27, 28) In June 2012, Chile adopted Law 20.594, which prohibits sex offenders, including those convicted of crimes involving commercial sexual exploitation of children, from holding positions in education or any other jobs in which they would have regular contact with minors.(5)

The minimum age for voluntary and compulsory military service in Chile is 18. Children may register at age 17 for voluntary service, and in some exceptional cases at age 16, but may only enter into service at age 18.(29, 30) According to the Armed Forces' Recruitment and Mobilization Law, during times of war the President may call upon persons of any age to be employed in "services that the nation requires." The UN Committee on the Rights of the Child has suggested that Chile clarify that this provision applies only to persons 18 years of age and older.(30, 31)

Chilean Law provides for specific penalties for adults who involve children under the age of 14 in the production or trafficking of illicit drugs.(27, 32-34) Education is compulsory through the completion of secondary school, generally at age 18.(35)

Institutional Mechanisms for Coordination and Enforcement

The Government of Chile operates a National Advisory Committee to Eradicate Child Labor as well as a Technical Workgroup on the Worst Forms of Child Labor. The National Advisory Committee is headed by the Ministry of Labor and is charged with implementing a national plan against child labor.(4) Participating ministries include the National Children's Service (SENAME), the Ministry of Education, the Ministry of Justice, the Ministry of Agriculture, the National Statistics Institute and the National Tourism Service (SERNATUR), the National Investigations Police, and the National Uniformed Police, among others.(4) During the reporting period, members of the Advisory Committee met regularly and worked on developing a new plan of action against child labor.(5) Committees against child labor operate in many of Chile's regions as well.(5)

Chile

The Technical Workgroup is headed by SENAME, and participating members include a subset of the ministries on the National Advisory Committee, including the Ministry of Labor, the Ministry of Education, SERNATUR, National Investigations Police, and the National Uniformed Police. The aim of the Workgroup is to evaluate and promote programs that prevent and protect children from the worst forms of child labor.(27) It met seven times during 2012.(5)

The Technical Workgroup oversees the national case registry of the worst forms of child labor.(5, 16) 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.(7, 36, 37) The registry enables SENAME to track incidents of the worst forms of child labor and to enhance programs designed to assist child laborers.(7, 36, 37) In 2012, the registry received reports of 870 cases of children and adolescents involved in the worst forms of child labor, an increase from 444 in 2011.(17, 27) According to SENAME, the increase is due to a substantial improvement in data collection rather than an increase in the incidence of the worst forms of child labor. The majority of cases involved the use of children in illicit activities, including drug trafficking, followed by children's involvement in work under hazardous conditions and commercial sexual exploitation.(16, 17) During the reporting period, SENAME continued to incorporate information from other Government agencies, particularly city-level offices, into the case registry system.(16) It also worked to merge the registry and its institutional database, SENAINFO, which will enable the agency to provide integrated data on worst forms of child labor victims.(16)

Additionally, the Government 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.(38)

The Ministry of Labor is charged with enforcing child labor laws and employs approximately 521 labor inspectors (an increase from 452 in 2011) who inspect for all types of labor violations, including child labor.(5) Guidance on addressing child labor is included in the Ministry's inspections guidelines.(5) In 2012, the Ministry of Labor carried out 1,505 inspection visits and imposed sanctions for child labor violations in 193 cases, an increase from 155 child labor sanctions in 2011.(5, 39) The highest percentage of inspections was carried out in the commercial and agricultural sectors,

while the majority of child labor violations cited were in the agriculture sector and the hotel and restaurant sector.(5) The majority of the cases were for violations of work contract requirements for the employment of children ages 15 to 18, although about 10 percent of cases involved employing children under 15 in prohibited work, and approximately 7 percent of cases involved employing children 15 to 18 in hazardous work. These percentages are based on all child labor infractions and are not broken down by sector.(5) When children are found in the worst forms of child labor they are removed and provided services based on their situation. SENAME coordinates the provision of services for all children; SENAME actually provides services to some children and coordinates provision of services with Rights Protection Offices in other cases.(5) These Rights Protection Offices are located in municipalities throughout the country, and also monitor for cases of worst forms of child labor and raise awareness about them.(5)

The Ministry of Labor worked with the Ministry of Justice to carry out a special program of inspections in bars, clubs, and cafés during 2012. This effort, carried out in collaboration with the Civil and Uniformed Police, resulted in 753 inspection visits.(5)

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.(40) 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.(6)

From January through September 2012, 186 cases of commercial sexual exploitation, including child prostitution, pornography, and trafficking for sexual exploitation, were prosecuted in the Chilean judicial system.(5) There were 50 criminal convictions for the commercial sexual exploitation of minors during this same period.(5)

In one case that began in 2011, 3 individuals were indicted for, among other violations, trafficking 2 minors from Paraguay for work in conditions of forced labor.(5)

Government Policies on the Worst Forms of Child Labor

The National Advisory Committee worked on preparing a new National Plan during the period as the last National Plan expired at the end of 2010.(4, 5) A unit within the Ministry of Labor leads this effort.(5) The Government has indicated it intends to finalize the plan after processing the results of its 2012 national child labor survey.(5, 41, 42)

During 2012, the Ministry of Justice, SENAME, and other Government agencies and NGO partners adopted the Second Framework for Action Against the Commercial Sexual Exploitation of Children.(5, 16) The Framework calls for the prevention of such crimes against children and coordination among Government agencies and NGO service providers.(5, 43)

The Ministry of Education and the Ministry of Labor signed an agreement to implement joint actions against child labor in the metropolitan region of Santiago, including through the creation of mechanisms to detect child labor within the school system.(23)

The Ministry of Labor, SENAME, and the Ministry of Social Development are working with the ILO to integrate the issue of child labor into Chile's social protection system. A study on the pilot model for the program, "Local Care for Child Workers and Their Families," was developed and tested as part of this initiative. In 2012, the results reported to the participating Government agencies for consideration and followup.(17, 44)

The Ministry of Labor has an agreement with the Confederation of Production and Commerce (CPC), one of the country's largest business associations, and the Chilean Safety Association (ACHS) to collaborate in the fight against child labor. The CPC distributes guides to employers on eliminating child labor through public-private partnerships, and the ACHS has developed a manual to promote safety for adolescent workers and has distributed this information widely.(17, 40) 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, which was conducted in 2003.(41)

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.(45, 46) 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.(47) During the reporting period, MERCOSUR member countries launched a coordinated communications campaign, MERCOSUR United Against Child Labor. The campaign focused on agriculture, domestic work, and sexual exploitation, specifically targeting communities along the border.(48) MERCOSUR member countries also met in 2012 to exchange good practices and developments in the region related to preventing commercial sexual exploitation and trafficking.(49)

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.(50) In December 2012, SERNATUR and other partners began a new tourism certification program, which is intended to combat commercial sexual exploitation of children.(16)

Social Programs to Prevent or Eliminate 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 over 90 programs. Some programs include residential centers for children and families while others consist of services for children.(5, 27) In 2011, these programs helped a total of 7,730 children.(27) SENAME allocated \$15.3 million in 2012 for these child labor interventions.(17) In addition, in 2012 SENAME budgeted more than \$2.8 million for programs providing psychosocial and education services to child victims of commercial sexual exploitation.(16, 17) SENAME assisted 1,209 child victims of commercial sexual exploitation in 2012, an increase from 1,168 assisted children in 2011.(5, 16, 27, 38)

Chile

In 2012, SENAME worked with the Ministry of Interior to begin piloting the New Life program in eight cities with the aim of addressing delinquency among children 14 and younger. Such children include those who have been used by adults to carry out illegal activities.(5, 16) SENAME and a number of regional child labor committees worked with partners throughout the year to carry out various awareness raising and training activities against the worst forms of child labor.(5)

In 13 regions, the Ministry of Education operates educational reinsertion programs for vulnerable children, including child laborers.(46) During the reporting period, the Ministry and the Technical Workgroup began implementing a special process to place child victims of the worst forms of child labor in school.(16) The National Women's Service runs an extended school day program that, among other goals, aims to keep children off the streets while their parents are at work.(5) 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.(51) The question of whether the extended school day and bilingual education programs have an impact on the worst forms of child labor does not appear to have been assessed. The Government has indicated, however, that it will consider carrying out assessments on some of these programs.(5)

As part of Chile's social protection system, 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.(27, 52) 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.(27)

In May 2012, Law No. 20.595 established a new component of Chile's social protection system, the Ethical Family Income program. The program will provide cash transfers to families in extreme poverty.(5) The transfers are conditioned upon certain factors, including school attendance.(5) Other programs provide scholarships and social services to children from low income families and families who qualify for benefits under the social protection system or who are otherwise at high risk of leaving school to enter work, such as adolescent parents and children of incarcerated parents.(5, 27)

In addition, the Government participated in two regional projects to eradicate child labor in Latin America, funded by the Government of Spain, which ended in 2012. It continues to participate in another 3-year regional Spanish-funded project to eradicate child labor in Latin America.(53) The Government also participates in a separate regional project funded by Spain that aims to promote education and monitoring on child labor, and a global project funded by Ireland that aims to promote social dialogue on child labor.(53)

The Government of Chile has a range of services and programs to assist the most vulnerable children. The programs have nationwide 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	Conduct research on whether children are engaged in dangerous work on the street in order to inform policy and program design.	2012
	Ensure a new national plan against child labor is drafted and enacted.	2011, 2012
Social Programs	Assess the impact that the National Women's Service extended school day program and the Ministry of Education's reinsertion and bilingual education programs may have on child labor.	2010, 2011, 2012

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2. UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys.* February 5, 2013. 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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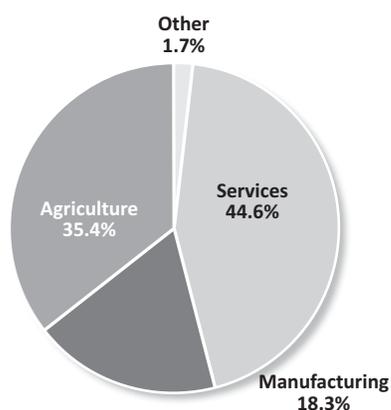
In 2012, Colombia made a significant advancement in efforts to eliminate the worst forms of child labor. The Government amended the Labor Code to increase fines for labor violations substantially, including child labor violations, and conducted 1,638 inspections to verify labor conditions for adolescent workers. The Government also converted the conditional cash-transfer program, Families in Action, into a national policy to combat poverty with a guaranteed budget allocation regardless of changes in the political administration. It established priority sectors in which to combat child labor under its national policy against child labor, including child labor in mining as well as sugar and coffee production. However, lack of inter-agency coordination and adequate resources hinder efforts to more effectively combat child labor and human trafficking. Children continue to be forcibly recruited by non-state armed groups and continue to engage in other 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.	8.6 (752,526)
Attending School	5-14 yrs.	92.6
Combining Work and School	7-14 yrs.	9.0
Primary Completion Rate		111.7

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENNA Survey, 2011.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Colombia are engaged in the worst forms of child labor, many in hazardous activities in agriculture and street work.(3-7) In agriculture, some children are involved in the production of coffee and sugarcane. Although the extent of the problem is unknown, there are reports that children are also found working in cotton and rice production.(4, 8-10) Children are engaged in the production of illegal crops such as coca (an illegal stimulant). Evidence suggests that children as young as age 7 are engaged in the production of coca; in some cases, children are forced by non-state armed groups to work in its production and processing.(4, 11-13) Although evidence is limited, there are reports that children are involved in poppy and marijuana production.(4, 12) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(14, 15)

Children work and live on the streets. In Cali, more than 60,000 children work on the streets and 1,000 live on the streets; in Medellín, during the last 3 years, more than 11,000 children were forced to live on the streets due to domestic violence, poverty, unemployment, and displacement.(5, 16) Children who work on the streets are engaged in begging, commercial sexual exploitation, garbage scavenging, and street vending. Children involved in begging and commercial

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sexual exploitation are vulnerable to labor exploitation, human trafficking, and drug consumption.(5-7, 12, 16-18) Child garbage scavengers are exposed to dangerous waste and toxic substances such as lead and sulfuric acid.(18)

Children are also engaged in artisanal mining, which exposes them to toxic gases, long hours, explosives, and dangerous chemicals such as nitric acid. They mine emeralds, gold, clay, and coal; they work breaking rocks, digging with picks or their bare hands, removing water from mines, and lifting heavy loads.(19-22) Limited evidence suggests that indigenous *Wayúu* children work alongside their families in the production of gypsum (a white or colorless mineral), salt, and talc, and that indigenous *Kametsa* and *Inga* adolescents are engaged in logging.(4)

Domestic service is another common form of child labor in Colombia. Rural and indigenous families often send their children to urban households to become domestic workers.(4, 12, 23) These children may work long hours performing household chores; they are vulnerable to physical and sexual abuse at the hands of their employers, and they are often denied salaries and time off.(4, 15) There is evidence to suggest that some children are forced by adults and non-state armed groups to perform domestic work.(12)

Children are also engaged in commercial sexual exploitation, including child pornography.(16, 24-26) In the province of Sucre, indigenous *Zenous* children are sometimes the victims of sex tourism. In Bogotá, underage boys and girls are solicited for sexual purposes.(4, 26) In Cúcuta, criminal groups use the Internet and cell phones to engage children in commercial sexual exploitation.(12, 26) Children are also trafficked domestically and internationally for the purpose of commercial sexual exploitation.(12, 26-29) Reportedly, children from Ecuador are trafficked into Colombia for the purpose of labor exploitation.(12, 30, 31) Children are used by adults for illegal activities such as the transport and sale of illicit drugs. Indigenous *Wayúu*, *Kankuamo*, and *Wiwa* children have been involved in the illegal sale of gasoline from Venezuela.(4, 28, 29)

Children continue to be forcibly recruited by illegal armed groups.(31-34) Reports estimate that 11,000 to 14,000 children, including indigenous children, act as combatants in various non-state armed groups.(35, 36) According to a 2012 study, boys and girls are recruited in rural and urban areas. They perform intelligence and logistical activities; store and transport weapons, explosives, and chemical precursors to process narcotics; and participate in operations.(33) Girls are subject to sexual exploitation as a way to gather information

or pay favors. Although the Government of Colombia and the Armed Revolutionary Forces of Colombia (FARC) began peace negotiations in 2012, the FARC continues to recruit children into its ranks.(37, 38) Child recruitment has not been included in the peace negotiations agenda.(39, 40) Children from Ecuador and Panama are also recruited by Colombian non-state armed groups.(34, 41, 42)

Children's access to education is complicated by the armed conflict, displacement, long distances, and sometimes-impassable routes between their homes and schools.(43-46)

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.(47) The Code for Children and Adolescents also sets the minimum age for hazardous work at 18.(47) The Labor Code prohibits children younger than age 18 from work in underground mining and industrial painting.(48) To regulate the Code for Children and Adolescents regarding hazardous work, 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, and defense; they also include informal-sector activities such as street vending, domestic service, and garbage scavenging and recycling.(17) During the reporting period, the Government of Colombia increased the fines for labor violations, including those involving child labor, from up to 100 times minimum monthly wage to up to 500 times the minimum monthly wage. The Government also passed legislation to ratify ILO Convention 189 concerning decent work for domestic workers.(48-50)

The Code for Children and Adolescents authorizes family ombudspersons (municipal government officials 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 children's right to education. Penalties include fines of up to 100 times the minimum monthly wage as well as imprisonment.(47)

International Conventions and Selected Laws on Child Labor and Education

	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 slavery, servitude, and human trafficking; the Penal Code establishes sanctions for violations of these prohibitions.(51) The Penal Code penalizes child trafficking and commercial sexual exploitation of children (including prostitution, pornography, and sex tourism) with incarceration and fines.(52) It also punishes the use and recruitment of children for begging and illicit activities.(52) Laws 1336 of 2009 and 679 of 2001 penalize tourism agencies and hotel owners that facilitate child sex tourism with fines and cancellation of their right to operate; These laws also require that tourism agencies, airlines, and hotels adopt a code of conduct to prevent commercial sexual exploitation of children.(53, 54)

The Penal Code punishes crimes involving the use of minors in cultivating, manufacturing, and trafficking illegal drugs, as well as the use of minors in terrorist activities.(52) Law 975 of 2005 establishes that non-state armed groups must place all underage recruits under the care of the Colombian Institute for Family Well-being (ICBF) in order to participate in the Government's demobilization process.(55) The Code for Children and Adolescents, the Intelligence Law, 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.(47, 52, 56-58)

Colombia's law establishes compulsory education until the age of 18 and free education through high school.(59, 60) Under Law 548 of 1999, the National Armed Forces are banned from recruiting minors younger than age 18.(61, 62)

Colombian legislation relevant to the worst forms of child labor undergoes frequent changes. However, it is not clear whether those changes are effectively disseminated to the general public or specific relevant groups, including enforcement officials, employers, and civil society organizations.(63)

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) and includes 13 government agencies and representatives from trade unions, business associations, and civil society organizations.(64) 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 business associations, trade unions, and civil society organizations.(53, 65) The Interagency Committee to Combat Trafficking of Persons leads efforts to combat human trafficking. It is chaired by the Ministry of Interior (MOI) and includes 14 government agencies such as the MOL, the Ministry of Justice, the ICBF, and the Attorney General's Office (AGO).(66, 67) To strengthen interagency coordination, the MOL also participates in working groups to combat child labor in mining, in indigenous communities, and child begging.(68, 69). In 2012, the Government of Colombia expanded the scope of the Interagency Committee for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups to include sexual violence against children perpetrated by non-state armed groups. This committee continues to be coordinated by the Colombian Vice President and includes 21 government agencies.(70)

Despite these efforts, it is not clear how effectively these interagency mechanisms coordinate activities and exchange information. Local authorities and international organizations have cited such lack of coordination as one of the main obstacles to addressing child labor and human trafficking.(5, 29)

Child labor laws are enforced by the MOL, the MOI, the National Police (CNP), the ICBF, the AGO, the Offices of the Inspector General (IGO), the General Comptroller, and the National and Municipal Ombudsmen (ONO).(71) The CNP,

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AGO, IGO, and ONO have established children and youth units to enforce child labor legislation.(47, 71)

The MOL has 545 labor inspectors. In 2012, they conducted 10,006 general labor inspections and 1,638 additional inspections to verify labor conditions for adolescent workers.(71-74) The MOL further conducted 17,346 labor investigations, including 76 for violations of child labor laws. As a result of these 76 investigations, the MOL imposed five sanctions that totaled more than \$14,000.(71, 74) However, there is no information publicly available about the number of working children who were found as a result of the inspections or whether the fines have been collected.

The MOL operates a child labor monitoring system that, as of February 2013, had identified more than 43,000 children engaged in child labor and 92,000 children at risk of working. The purpose of the monitoring system is to refer identified cases to the ICBF, which has a mandate to provide social services to these children to remove or prevent them from entering into child labor.(75) However, there is no information on whether the children identified by the MOL were referred to or received social services. The ICBF also receives complaints regarding child labor; between January and July 2012, it received 780 complaints.(76) However, it is unclear whether the ICBF forwarded the child labor complaints to the MOL and whether the ICBF took any follow-up actions to investigate these complaints.

To combat child labor in mining, the ICBF requires that its regional offices work with the MOL and other government agencies to coordinate responses. The regional offices are required to collaborate with labor inspectors in periodic inspections of mines and quarries, provide social services to children who are found working, and notify the relevant authorities of child labor infractions.(77) However, it is unclear whether these requirements are actually implemented in practice.

During the reporting period, the Government approved Law 1610 of 2013, which clarified the main responsibilities of the labor inspectorate system. These include ensuring that labor laws are obeyed, that sanctions are imposed, that conciliation and mediation are used to solve labor conflicts, and that gaps in enforcement are overcome.(50) The Government also established a national inspection system led by the MOL to coordinate labor law enforcement activities with all relevant government agencies that carry out on-site inspections.(78) The MOL trained inspectors in a number of areas, including on labor inspection procedures, child labor, and occupational health hazards.(77) Despite these important efforts, the

Government of Colombia acknowledges that labor inspectors lack the resources to effectively carry out all their duties.(71)

In April 2011, the United States and Colombia jointly agreed to the Colombian Action Plan Related to Labor Rights—an agreement to address serious and immediate labor concerns in Colombia.(79) In 2012, the USDOL funded a 4-year, \$4.82 million project to help Colombia strengthen the institutional capacity of the MOL to enforce labor laws, improve protective measures for trade union leaders, and promote social dialogue. Through these efforts to strengthen worker rights and improve working condition, the project should also lead to improvements in livelihoods for families and children at risk of child labor, particularly in sectors such as sugar production and mining.(79, 80)

The MOI leads efforts to combat trafficking, including operating a hotline. Between January and November 2012, the hotline received 9,477 calls.(12, 71) The ICBF also has a hotline to report cases of child commercial sexual exploitation and trafficking (separate from its child labor hotline). In 2012, it received reports of 260 cases of child commercial exploitation, including 36 cases of child pornography and 39 cases of child trafficking.(81) The ICBF, in partnership with civil society organizations, also launched an Internet hotline to combat child commercial sexual exploitation and pornography. As of August 1, 2012, it had received more than 200 complaints.(82) In addition to operating the trafficking hotline, the MOI tracks trafficking cases, coordinates investigations, and facilitates access to social services for victims.(12, 71) It is unclear whether these complaints were forwarded to or investigated by the relevant authorities.

The AGO and the CNP also investigate cases of commercial sexual exploitation and human trafficking.(29) During the reporting period, the Government conducted 14 operations involving these crimes, identified 38 victims of trafficking, and assisted 36 of them. It also opened 126 cases, captured 18 people suspected of human trafficking, and initiated 18 prosecutions.(29) The AGO convicted 10 individuals on human trafficking charges.(29) No information is available about how many of these cases involved children. The Government has acknowledged that it lacks adequate resources to effectively conduct investigations and prosecutions of human trafficking cases.(29)

In February 2013, the MOL and UNODC signed an agreement to combat human trafficking for the purpose of labor exploitation. Under this agreement, UNODC will carry out research to determine the prevalence and risk factors of this crime and develop tools for labor inspectors to identify,

address, and refer cases of human trafficking to the appropriate criminal authorities.(83) The Government of Colombia also partnered with UNODC to train officials from the AGO, the ICBF, the ONO, and the IGO as well as local law enforcement officials on how to respond to human trafficking. In addition, UNODC trained 721 officials from the MOI on human trafficking.(29) In 2012, the Ministry of Health and Social Protection established a protocol to provide health services to victims of sexual violence, including child victims of commercial sexual exploitation and trafficking.(84)

The ONO operates an early warning system to prevent the recruitment of children by illegal non-state armed groups, and the AGO investigates and prosecutes cases of child recruitment.(36) According to the Colombian government, the AGO has investigated approximately 2,000 cases of child recruitment during the reporting period. The Justice and Peace Court sentenced one paramilitary leader to 7 years in prison for recruitment of children, among a number of other crimes.(85) In 2012, there were no reported cases of the use of children as informants by members of the National Armed Forces.(86) The Armed Forces continued to operate 566 centers to submit human rights-related complaints throughout the country, which are monitored and evaluated by the Armed Forces' IGO.(58)

During the reporting period, the AGO developed a set of criteria to prioritize cases and use its resources more effectively; if the crime involves the recruitment of children by non-state armed groups, the case will be given top priority.(87) The Armed Forces also began setting up a database system to track human rights-related complaints; this system will be linked to the relevant criminal and judicial authorities.(58) The Government, in partnership with UNICEF, trained more than 800 members of the police and armed forces on international humanitarian law and on the protection of the rights of children in armed conflict. In addition, the National Police's mobile training teams replicated this training, and 11,000 police officers participated.(88) The Ministry of Defense trained 3,000 members of the Armed Forces on children's rights.(89)

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 policy framework for addressing the worst forms of child labor in Colombia. In 2012, the MOL helped 270 municipalities—an increase from 262 municipalities in 2011—improve their capacity to implement the National Strategy and announced that it

will target nine priority sectors in which to combat child labor.(64, 90) These sectors include coffee, tobacco, sugarcane, mining, street work, garbage scavenging, the illegal sale of gasoline, and the recruitment of children by non-state armed groups.(90) Despite these efforts, a 2012 report by the IGO on the implementation of the National Strategy in 2011 indicates that some of the country's provinces and main cities have neither fully implemented it nor allocated funding for child labor initiatives.(91)

Law 985 of 2005 and the National Strategy to Combat Trafficking in Persons (2007-2012) guide 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 guides actions to prevent the recruitment and use of children by non-state armed groups.(28, 66, 92)

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.(93-95)

In 2012, the Government released the results of the 2011 child labor survey. The survey includes current estimates of the number of working children in Colombia, including by sector of work.(96) However, the survey does not include in-depth information about child labor-related health, occupational safety, or other risks, nor does it attempt to gather data on hard-to-reach populations, such as children involved in commercial sexual exploitation or illicit activities. The Ministry of Education released the results of the national school desertion survey, which identifies child labor as one of primary causes of school desertion in the Caribbean and Pacific regions of Colombia.(97, 98) In November 2012, the MOL, along with local child labor committees, ILO-IPEC, and the Association of Sugarcane Growers, conducted a child labor baseline survey in five sugarcane-growing municipalities, which identified more than 400 children working in the collection of post-harvest residual sugarcane. The survey also identified more than 4,000 additional children engaged in other activities such as agriculture and construction, and 4,216 children at risk of entering into child labor.(99)

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

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Trafficking in Persons. It carried out awareness-raising campaigns to combat child labor, child commercial sexual exploitation, sex tourism, and human trafficking, and it assisted victims of such practices.(29, 71, 100) The Government funded a \$1.6 million ILO project to promote social dialogue and good practices in combating child labor developed by government agencies, employers, unions, and civil society organizations in Colombia and other Latin American countries.(101, 102)

In 2012, the Government conducted national campaigns to prevent the recruitment of children by non-state armed groups. It continued to partner with UNICEF on a campaign to prevent the recruitment of children by these groups; the campaign has reached more than 47,000 children.(71, 88, 89) The ICBF removed 483 children who were recruited by non-state armed groups during 2012.(71) The program also launched the Healthy Generations program, previously known as Juvenile Clubs, to promote children's rights and ensure they are protected. This program provides cultural and recreational activities to children ages 6 to 17 who are identified as vulnerable to child labor and recruitment by non-state armed groups.(103) In 2012, the program benefited more than 122,000 children in 669 municipalities.(103-105) The ICBF also partnered with Telefónica Foundation to carry out an awareness-raising campaign using smartphones to report cases of child labor to relevant authorities and began to implement an initiative aimed at children and adolescents in urban areas. The latter initiative includes actions to prevent child labor, including child commercial sexual exploitation and the recruitment of children in non-state groups.(106, 107)

To reduce poverty, the Government of Colombia supports Families in Action, a conditional cash-transfer program that benefits 2.6 million families.(103, 108, 109) In 2012, the Government converted the Families in Action Program into a national policy with a guaranteed budget allocation regardless of changes in political administration. The Families in Action Program seeks to end and prevent poverty as well as build human capital through conditional cash transfers.(110) This program will be implemented throughout the country and target vulnerable families with children, including displaced and indigenous families. Families will be required to ensure that their children attend school, do not work, and are not subject to malnutrition, physical and sexual abuse, or fail to receive cash subsidies.(110) The Families in Action program

also began to develop specific strategies to prevent child labor in mining and fight teen pregnancy, support poor families with disabled members, and improve child nutrition.(111) 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.(112)

The Government also implements the United Network program to promote coordinated actions to reduce inequality and end extreme poverty, including through access to social services such as education, health, and job training. It benefits 1.4 million families in 1,037 municipalities.(103, 113) In 2012, the Government launched the Youth in Action program, which will complement the Families in Action and the United Network programs and will be aimed at vulnerable urban youth ages 16 to 24.(114) Youth in Action will enroll 120,000 young people and provide technical job training opportunities and a conditional cash transfer to program participants.(115)

To improve access to education, the Government implements initiatives to keep children in school, such as a national awareness-raising campaign to increase enrollment and a program that provides meals to children attending school. During the reporting period, the Government continued to provide meals to more than 4 million school children across the country.(116, 117) In 2012, the Government began to provide free public education from kindergarten through high school, increased public school capacity by 41,000, and enrolled 68,000 children from rural areas.(118) Under the Fund to Assist Children and After-School programs, more than 450,000 children participated in after-school programs, including children vulnerable to child labor.(119)

Colombia 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, improving country legal frameworks, and exchanging best practices.(120-122)

Colombia is also a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns.(123, 124)

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	Better disseminate information on child labor, including by <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, 2012
	Develop mechanisms to enhance coordination among interagency committees, including by improving coordination between the ICBF and MOL to enforce child labor laws and provide services to children engaged in or at risk of entering into child labor.	2012
	Include the cessation of the recruitment of children by the FARC as part of the formal peace negotiations.	2012
	Strengthen monitoring and enforcement of child labor–related laws, including by <ul style="list-style-type: none"> • Making information publicly available about child labor law enforcement efforts such as the number of complaints forwarded and investigated, the number of violations identified, the number of children rescued from child labor, including human trafficking, and the number and amount of fines imposed and collected for child labor violations. • Ensuring that children identified by the MOL's child labor monitoring system are withdrawn from child labor and receive appropriate social services. • Ensuring that labor inspectors have adequate equipment and resources to perform inspections in priority areas with reported high incidences of child labor. • Providing adequate resources to law enforcement officials to conduct investigations and secure convictions for cases of human trafficking and other illicit exploitation of children. 	2009, 2010, 2011, 2012
Policies	Strengthen 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 the worst forms of child labor, with a focus on identified priority areas. • Encouraging, including through financial and technical assistance incentives, municipalities and provinces to carry out activities related to the worst forms of child labor, with a focus on identified priority areas. 	2010, 2011, 2012
Social Programs	Carry out initiatives to combat child labor in agriculture with a focus on identified priority sectors such as coffee, tobacco, and sugarcane.	2012

Area	Suggested Actions	Year(s) Action Recommended
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, 2012
	Conduct studies on the worst forms of child labor such as work in agriculture, 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, 2012

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In 2012, Comoros made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a new Labor Code that raises the minimum age for work to 15 and addresses the worst forms of labor and trafficking in persons. The Government also promulgated a list of hazardous occupations prohibited for children. The Government continued to implement its National Action Plan to Combat Child Labor (2010-2015). However, a gap between the minimum age for work and the age for compulsory education leaves children ages 13 to 15 particularly vulnerable to the worst forms of child labor. Children continue to engage 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, 2013.(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) Although the extent of the problem is unknown, children reportedly cultivate cloves, vanilla, and *ylang ylang* (a flower). Children also engage in hazardous work in animal husbandry and, although evidence is limited, fishing.(4-7) Children's work in these sectors may involve using potentially dangerous machinery and tools, carrying heavy loads, and applying harmful pesticides.(8) Fishing may involve dangers such as the risk of injury and drowning.(9)

In urban areas, some children engage in hazardous 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) In Comoros and other countries, it is a traditional practice to send children to Koranic teachers to receive Arabic reading instruction at the private homes of the instructors, which may also include a vocational or apprenticeship component.(15) Since the instructors are not paid for their services at these home-based, informal institutions, children do household chores. Girls usually clean the home while boys work in the garden of the instructor.(15-18)

Laws and Regulations on the Worst Forms of Child Labor

The Government adopted a new Labor Code during the reporting period.(19, 20) The Labor Code establishes the minimum age for work and apprenticeship at 15, but this does not apply to self-employed children or children performing light work in domestic service or agriculture as long as the work does not interfere with their education, or physical or moral development.(7, 19, 21, 22) Children in apprenticeships must be paid and the duration of the apprenticeship should not exceed three years.(21)

Comoros

International Conventions and Selected Laws on Child Labor and Education

	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	18
	Compulsory Education Age	12
	Free Public Education	Yes

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, 23, 24) A labor inspector can require a medical examination of a child to confirm that the work does not exceed his or her strength.(19, 23) The Labor Code prohibits the use of children for illicit activities, including drug trafficking.(19)

The law prohibits child prostitution, child pornography, and the sexual exploitation of children.(4, 19) 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.(19, 25) The Labor Code prohibits trafficking in persons.(19, 20) The minimum age for voluntary military recruitment is 18.(26)

During the reporting period, the Council of Ministers adopted a list of the worst forms of child labor, drafted in consultation with ILO. The list includes domestic work, tourism, agro-forestry, fishing, and livestock.(20) Children under the age of 18 are prohibited from engaging in all labor deemed dangerous with specific limits placed on the loads that children aged 15 to 18 can carry in non-dangerous jobs. Children under the age of 16 cannot work in most construction jobs; with mechanical machinery, sewing machines, or steam-powered equipment; or in cafés, theaters, or other public places.(27, 28)

Institutional Mechanisms for Coordination and Enforcement

The Government has established Regional Committees on each island to serve as surveillance and identification mechanisms for cases of violence against children and child labor, and to educate communities on child labor.(17, 20)

The Ministry of Labor is responsible for enforcing child labor laws, but currently has no labor inspectors.(3, 20) The Police Commissioner and the Deputy Commandants of the Anjouan and Moheli Gendarme Brigades have established anti-child labor units in their respective forces.(22, 29) 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 EAPCCO, a regional effort to improve its law enforcement capacity to combat human trafficking.(30) 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, 20)

Child labor concerns have been mainstreamed into the United Nations Development Assistance Framework (2008-2012).(31)

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, 22, 32) This 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 private schooling are prohibitive for many families. In areas where public schools are not easily accessible, these costs may bar children's access to education, especially for girls, as families are less likely to pay for them to attend school than they are for boys.(22, 32)

The National Plan on Education for all in 2015 includes the goal of universal primary education.(22) A Ministry of Education official reported that over 200 new public primary schools have been opened.(33)

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.(34)

In 2012, Comoros participate in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project. In Comoros, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor.(35)

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, 2012
	Establish minimum age for children performing light work in domestic service and agriculture.	2012
Coordination and Enforcement	Employ labor inspectors and provide them with training on the worst forms of child labor.	2009, 2010, 2011, 2012
	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, 2012
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, 2012
Social Programs	Implement social programs to address the worst forms of child labor in agriculture and domestic service.	2009, 2010, 2011, 2012

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In 2012, the Democratic Republic of the Congo made no advancement in its efforts to reduce the worst forms of child labor. While the Government signed the UN-backed action plan to end the recruitment and use of child soldiers within its armed forces and security services, some elements of the Congolese National Army and armed rebel groups continued to abduct and forcibly recruit children for use in armed conflict, labor, and sexual exploitation. Children continue to engage in the worst forms of child labor in dangerous agricultural activities and mining, and forced labor in the mining of gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore).



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	16.9 (3,327,806)
Attending School	5-14 yrs.	67.1
Combining Work and School	7-14 yrs.	16.2
Primary Completion Rate		58.7

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS 4 Survey, 2010.(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.(3-8) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(9, 10)

Children mine diamonds, copper, and heterogenite (cobalt ore). Children are also forced to mine gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore).(8, 11-23) Although information is limited, there are reports that children work in quarries, breaking stones into gravel.(3, 8, 24) In mining areas, children clean, sift, sort, transport heavy loads, and dig underground.(8, 25-28) Children working in mines face heightened risks of disease, lack adequate shelter, and are subject to fatal accidents from the collapse of mineshafts and explosions.(12, 20, 29)

In 2012, some members of the Congolese National Army (FARDC) and armed groups, including rebel groups, continued to abduct, recruit, and use children in their units.(8, 30-34) Children associated with armed groups

may be forced to serve as combatants, bodyguards for army commanders, porters, spies, miners, domestic servants, and sex slaves.(3, 8, 11, 17, 35-39)

The Lord's Resistance Army abducted children from the Democratic Republic of the Congo for service in Sudan, South Sudan, and the Central African Republic.(38) Children were also recruited and forcibly abducted for service in the Democratic Republic of the Congo from Rwanda by the M23 rebel group and from Uganda by the Allied Democratic Forces/National Army for the Liberation of Uganda.(31, 33, 34, 38, 40-44)

Children also work as domestic servants.(3, 4, 17) Such children may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. They may also be isolated in private homes, making them susceptible to physical and sexual abuse.(45, 46) Children working on the streets engage in prostitution and distribute drugs.(47-49) In 2011, the last date for which information is available, UNICEF estimated that there were 30,000 children living on the streets, primarily in Kinshasa.(50) In mining areas, markets, and brothels, children are compelled to engage in prostitution.(5, 17, 38, 51) There are also reports that children of indigenous persons may be born into slavery and forced to work in timber or agriculture.(3, 38, 52, 53) In addition, children are reportedly transported to Angola to be placed into the sex trade and used for forced labor in diamond mines.(38)

Access to education in the eastern Democratic Republic of the Congo is hindered by armed conflict. Children are forcibly

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recruited from schools to serve as child soldiers and some are victims of sexual violence on school grounds.(50, 54-56) Many schools have also closed or been destroyed due to armed conflict. In 2012, UNICEF reported that 600 schools were damaged or looted in conflict areas.(8, 31, 57) In addition, schools are also physically occupied by armed forces and used as barracks and operations bases, which places children in the vicinity at risk of the worst forms of child labor.(8, 34, 58)

Access to education is further constrained by the lack of birth registration. Only 29 percent of children in rural areas are registered at birth and 24 percent in urban areas.(59-62) Unable to prove citizenship, nonregistered children may have difficulty accessing services such as education and are more vulnerable to being recruited into armed conflict. Children also engage in various kinds of work, including in artisanal mining and on their teachers' farms, to pay school fees and compensate underpaid teachers.(17, 22) The cost of books and uniforms also deters enrollment.(63, 64)

Approximately 2.2 million people, half of whom are under 18 years, are internally displaced in eastern DRC as of June 2012. Internally displaced children may have difficulty accessing education, which puts them at increased risk of engaging in child labor.(65)

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.(66, 67) The Labor Code prohibits forced labor and the worst forms of child labor and defines penalties for employing children in hazardous work.(66) However, the Labor Code only applies to children working for an employer. This leaves many self-employed children unprotected and vulnerable to labor abuses.(66, 68)

Ministerial Order No. 68/13 of 1968 prohibits the use of children in the extraction of minerals and debris from mines, quarries, and earthworks.(69) Ministerial Order No. 12 of 2008 contains a list of hazardous activities prohibited for children under age 18; it includes transporting heavy loads and working below ground, under water, at dangerous heights, and in illicit activities.(67, 69) It also permits light work such as herding small animals and selling of nonheavy goods, but it does not prescribe the conditions of employment or the number of hours in which light work may be undertaken.(70) Law No. 06/018 of 2006 criminalizes the trafficking and sexual exploitation of children.(12, 71) The Child Protection Code

(Law 09/001) prohibits child slavery, child trafficking, child prostitution, and child pornography; it also forbids accusing children of witchcraft.(53, 72)

International Conventions and Selected Laws on Child Labor and Education

	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

Several laws prohibit the use of children in armed conflict. The Labor Code defines the forced recruitment of children for use in armed conflict as a worst form of child labor.(66) The 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.(73-75) The Child Protection Code (Law 09/001) also prohibits the recruitment and use of children in armed groups and defines government responsibility for demobilizing and reintegrating child soldiers.(72, 76)

The Constitution establishes the right to free education.(73) However, school fees are still required in Kinshasa and Lubumbashi and it is unclear if President Kabila's 2009 declaration that primary school fees would no longer be required outside of Kinshasa and Lubumbashi is being implemented. It is also unclear why the effort to drop school fees would only apply outside those provinces.(8, 17) 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 increasingly enter the work force and may engage in the worst forms of child labor.(8, 54, 68, 77) In addition, the ILO Committee of Experts notes that enacted laws in the

Democratic Republic of the Congo are usually not followed by the issuance of implementing decrees, and the Government does not promote awareness of its laws. As a result, many enacted laws are not implemented.(50)

Institutional Mechanisms for Coordination and Enforcement

The National Committee to Combat the Worst Forms of Child Labor (NCCL) is charged 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.(12, 17, 78) 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 2012.(17, 78, 79) The NCCL's approved work plan was financed by the Government in 2012. However, it is unclear whether the amount of funding is sufficient.(78)

The Executive Committee 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.(80) 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.(47)

The Government has also authorized the establishment of a Provincial Worst Forms of Child Labor Committee in Kasai Oriental province. Provisional committees also exist in Kolwezi and Mongbwalu.(13, 78, 81) The Government has not provided the committees with financial support.(13, 78) From 2010 to 2012, these committees have enrolled 2,866 children in school.(21)

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. However, the code of conduct was not implemented in 2012 and child labor in the mining sector continued to be a problem.(78, 82) In Katanga Province, local authorities and miners' associations post signs indicating that children are prohibited from entering the mines.(22) 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 (MOL) is the primary agency responsible for investigating the worst forms of child labor.(17) In 2012, the Government increased the number of labor inspectors from 150 to 200 across the country, which includes 20 labor controllers in the Katanga mining region.(7) According to the Government, the number of labor inspectors is not sufficient given the size of the country.(7) Labor inspectors often do not have adequate staff, facilities, and means of transportation to conduct inspections.(7, 17, 83) Labor inspectors did not receive training on the worst forms of child labor in 2012.(7) The MOL 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.(17) The MOL conducted unannounced labor investigations in mining areas in 2012. However, records on the number or type of investigations are not publically available.(7) The Inspector General at MOL reported that there were no child labor violations in 2012.(7) The ILO Committee of Experts notes that the Government does not facilitate cooperation between the inspection services and the justice system, resulting in the lack of information on whether penalties were applied to labor violations.(84)

The Ministry of Social Affairs, Humanitarian Action, and National Solidarity (MINAS) is charged with investigating child trafficking cases. Research found no information on the number of child trafficking inspections or convictions.(7, 78) 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.(17, 78) In 2012, the Ministry of Justice was allocated a budget of less than 2 percent of the national budget, an increase of 1 percent from 2011.(38, 78, 85) In addition, investigators in the Ministry of Gender, Family, and Children and the Ministry of Justice were not provided with training on the worst forms of child labor during the reporting period.(78)

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's rights activities. In 2012, the DISPE employed 57 people at the national level and eight at the provincial level.(47, 78) Reports indicate that the MINAS staff have limited professional experience and high turnover.(47)

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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 some senior FARDC officers have obstructed UN efforts to oversee the release of child soldiers.(38, 81, 86) Although the Government made efforts to release child soldiers from its armed units in 2012, it is unclear whether this effort has helped reduce the use of child soldiers.(7) In addition, during the reporting period, the Government did not prosecute any military officers for conscripting or using children for armed conflict.(17, 30, 38, 78)

Government Policies on the Worst Forms of Child Labor

The National Action Plan to Combat the Worst Forms of Child Labor aims to eliminate the worst forms of child labor in the Democratic Republic of the Congo by 2020.(17, 30) 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.(17, 78) 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.(17, 78)

In 2012, the Government of the Democratic Republic of the Congo signed the UN-backed action plan to end the recruitment and use of child soldiers within its armed forces and security services. The action plan has four components, which include the identification of children serving in the armed forces, reintegration services for these children, the establishment of accountability measures for perpetrators, and the creation of a partnership framework for the UN and the Government.(7, 8, 34, 87, 88) The Government also established a working group to help with the implementation of the action plan and launched an awareness campaign for FARDC personnel.(8, 89)

In 2012, the Government of the Democratic Republic of the Congo continued to implement its DDR for former combatants, including children.(7, 90, 91) 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. In addition, the UN Committee on the Rights of the Child

(CRC) noted that the DDR's efforts to collect data on children involved in armed conflict remains incomplete and inaccurate and relies entirely on donor funding.(31, 39)

The MINAS implements the National Action Plan for Orphans and Vulnerable Children (2010-2014), which aims to provide orphans and vulnerable children with improved access to education and psychosocial, medical, and nutrition support.(47, 92-94) The Government's Poverty Reduction Strategy Paper and Five Pillars Program also 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.(17, 78, 95)

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

In 2012, the Government, with support from USAID, the World Bank, Sweden and Japan, continued the 2-year DDR Program, which aims to reintegrate 1,556 children associated with armed groups in North and South Kivu.(17) In 2012, UNICEF implemented two projects that include activities to reintegrate child soldiers in the Democratic Republic of the Congo.(96, 97) This project assisted 797 children, including 29 girls, through the provision of medical care, educational opportunities, and family reunification.(7) During the reporting period, over 600 FARDC military magistrates and commanders participated in training by the Defense Institute for International Legal Studies on child soldiers issues. As a result, the FARDC prevented 240 children from entering into its ranks through better screening of new recruits.(78) However, in 2012, 32 cases of child soldiers were attributed to the FARDC. Likewise, child soldiers remained within the ranks of the M23 rebel group and the Allied Democratic Forces/National Army for the Liberation of Uganda during the year.(8, 88)

The UN CRC notes that over half of child soldiers returning from armed conflict do not have access to reintegration services and that when such programs exist, they do not respond to the medical, psychological, and economic needs of former child soldiers.(39) In addition, the UN CRC and the ILO Committee of Experts note that the Government's DDR does not provide sufficient resources to support reintegration services.(83, 98) Reports also indicate that girls do not enter the DDR because of a fear of stigmatization and a lack of awareness about their rights and options.(40, 99, 100) The UN and other organizations have called on the Government to make the DDR more accessible and effective for girls.(39, 100, 101)

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In 2012, the Democratic Republic of the Congo participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project which is active in approximately 40 countries. In the Democratic Republic of the Congo, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor.(102, 103) The Government also sustained its participation in a 2-year project funded by USDOS and implemented by the Heartland Alliance for Human Needs and Human Rights at \$692,988 to collect information on forced labor and support the identification and remediation of labor law violations in the mining sector. This

project also supports livelihood opportunities for exploited workers, which may include child laborers.(104)

In 2012, the Government participated in a 5-year, \$10 million project funded by the World Bank to prevent and provide support services for street children.(47) The Katanga Provincial Ministry of Interior also continued to support and manage a center for street children in Lubumbashi.(78) Despite this effort, children continued to live and work on the streets. The ILO Committee of Experts and the UN CRC noted the need for the Government to strengthen its efforts to provide street children with food, shelter, and health care.(48, 50, 98)

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, 2012
	Amend Ministerial No. 12 to prescribe the conditions and hours of light work.	2012
	Prohibit school fees and implement the constitutional provision that establishes free education.	2009, 2010, 2011, 2012
	Ensure that Act No. 86/005 on compulsory education is implemented in practice.	2009, 2010, 2011, 2012
Coordination and Enforcement	Cease the forcible recruitment and use of children by elements of the FARDC.	2009, 2010, 2011, 2012
	Establish committees to combat the worst forms of child labor in all provinces and ensure that they are provided with funding.	2009, 2010, 2011, 2012
	Implement the code of conduct that prohibits the employment of children in mines.	2012
	Systematically collect, monitor, and make available information on complaints, labor inspections, child labor violations, and whether penalties were applied, and the number of investigators in the Ministry of Justice and the Ministry of Gender, Family, and Children.	2009, 2010, 2011, 2012
	Ensure that personnel within the Ministry of Justice, Ministry of Gender, Family, and Children, MOL, and MINAS, are provided with sufficient funding to carry out their mandates and training on the worst forms of child labor.	2011, 2012
	Prosecute individuals responsible for the abduction and recruitment of children.	2009, 2010, 2011, 2012
Policies	Ensure the continued implementation of the action plan to end the recruitment and use of child soldiers within its armed forces by releasing all children associated with the FARDC and other armed groups.	2009, 2010, 2011, 2012
	Provide funds for the implementation of local and national plans to combat the worst forms of child labor.	2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Policies	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, Poverty Reduction Strategy Paper, and Five Pillars Program.	2009, 2010, 2011, 2012
	Provide resources to support the DDR's efforts to collect data on children involved in armed conflict.	2012
Social Programs	Integrate gender concerns into programs to demobilize and reintegrate children associated with armed groups.	2009, 2010, 2011, 2012
	Raise awareness on laws to increase the likelihood of them being applied and enforced.	2012
	Expand programs to provide post-rescue housing and address the medical, psychological, and economic needs of former child soldiers.	2009, 2010, 2011, 2012
	Expand programs to protect children from work in the mining sector.	2012
	Improve access to education by registering all children at birth, developing programs that assist internally displaced children, and ensuring that schools are safe and child friendly.	2012
	Conduct research on children engaged in street work, including specific activities and associated hazards, in order to inform policy and program design.	2012

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In 2012, the Republic of the Congo made a minimal advancement in efforts to eliminate the worst forms of child labor. The Republic of the Congo ratified the Palermo Protocol. In addition, the Republic of the Congo continued to fund activities against child trafficking and a school feeding program. However, significant gaps remain in the coordination and enforcement of child labor laws, and there continues to be a lack of social programs to prevent children from 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.

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, 2013.(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, including in dangerous activities in agriculture and domestic service.(3) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(4, 5) Although the extent of the problem is unknown, children in rural areas burn trees for charcoal, raise livestock, and fish.(3) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(6, 7) Children engaged in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(8, 9)

Children in the Republic of the Congo work in domestic service. Children from rural areas reportedly work as domestic servants for urban families with the expectation that they will be provided proper education.(3) Children in domestic service work long hours, performing hard labor in exchange for room and board.(3) Such children are also vulnerable to physical and sexual abuse from their employers.(4, 10)



In the Republic of the Congo, children may also be engaged in stone breaking, which requires 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.(11) Limited evidence suggests that children also work as bakers in both urban and rural areas. These children work long hours, usually at night, earning \$3 per day.(3)

Child trafficking for forced labor and commercial sexual exploitation remains a problem in the Republic of the Congo. Many children are trafficked to the Republic of the Congo, mainly from the West African countries of Benin, Cameroon, and Mali, as well as the Democratic Republic of the Congo. These children are found working in fishing, shops, street vending, or domestic service.(12-16) Girls are trafficked internally from rural areas to the cities of Brazzaville and Pointe-Noire. Many of these children experience commercial sexual exploitation.(14, 17, 18)

There are reports of children working on the streets, but information regarding specific activities and hazards is unknown.(3)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code (Loi No. 45-75) sets the minimum age for employment and apprenticeships at 16 and the minimum age for hazardous work at 18.(19) The Ministry of Education can issue waivers allowing the employment of a child under age 16 after consultation with a labor inspector and an examination of the type of work.(19) A list of hazardous work for children

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dates back to Order 2224 of 1953.(20) 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 has yet to submit a revised list identifying hazardous forms of work prohibited for minors under ILO Conventions 182 and 138 to the ILO Committee of Experts.(21, 22)

International Conventions and Selected Laws on Child Labor and Education

	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

Although 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.(23, 24) These expenses lead to children dropping out of school.

The Republic of the Congo legislation “Promotion and Protection of Indigenous Populations” gives indigenous Congolese children legal access to education and health services.(25) Traditionally, indigenous children have had trouble accessing social services because their parents did not register their births.(26)

The Labor Code prohibits compulsory labor except in cases of military service, natural disasters, and certain civic duties.(19) 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; it establishes additional penalties if

the act is committed with a child under age 15.(27) 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.(27)

The Child Protection Code prohibits child trafficking, prostitution, rape, and other unspecified illegal activities.(28) The Child Protection Code also specifies a range of penalties believed to be severe enough to serve as deterrent.(3, 28) 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.(28, 29)

During the reporting year, the Government of the Republic of the Congo ratified the Palermo Protocol.(30)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a coordinating mechanism to combat the worst forms of child labor. The Ministry of Labor (MOL) is responsible for enforcing the child labor laws and monitoring officially registered businesses.(3) The 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 formal establishments; however, most children work in rural areas and in small, informal establishments.(3) Investigations of alleged child labor violations typically take 3 to 7 months to complete. The MOL did not provide any information as to whether inspections were carried out, nor did it report any violations of child labor laws during the reporting period.(3)

The Ministries of Labor, Social Affairs, and Justice and the National Police are responsible for enforcing criminal laws against child labor, forced labor, human trafficking, commercial sexual exploitation, and the use of children in illicit activities.(3) During the reporting period, UNODC began implementing a 3-year, \$500,000 project to improve the Republic of the Congo’s anti-trafficking capacities. The project includes training for police and magistrates on prosecuting all forms of trafficking and forced child labor.(3) The Ministry of Social Affairs budgeted \$255,000 for 2011-2013 to finance inspections, vehicles, and supplies as part of the action plan to combat child trafficking.(3) During the reporting period, the Ministry of Social Affairs directed that criminal charges be brought against 10 child traffickers and filed civil suit against 8 traffickers that were still pending at the close of the reporting

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period.(3) Aside from child trafficking, no statistics have been identified with respect to investigations, prosecutions, or convictions of such crimes.(3, 14, 31)

Law enforcement officers coordinate with the Ministry of Social Affairs to provide assistance when victims of child trafficking are identified.(3) During the reporting year, the Ministry of Social Affairs helped identify 50 child trafficking victims. Sixteen of the victims were repatriated to their countries of origin, 16 were locally reintegrated, and 18 were placed with foster families.(3)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government of the Republic of the Congo began implementing an action plan on child trafficking.(3) The Government, IMF, and UNDP developed core strategies to set national priorities for poverty reduction and attainment of the Millennium Development Goals in the Republic of the Congo.(3, 31-33) 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.(33) 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 and agriculture.

A key effort by the Government is utilizing school feeding programs to reduce the number of children dropping out of school due to poverty. While the country has been a participant in the U.S. Government's McGovern-Dole International Food for Education and Child Nutrition Program it is now transitioning to a government-supported school feeding program with the assistance of an American NGO. In 2012, the Government pledged \$9 million of its own money to the McGovern-Dole program for 2012-2014.(3, 31)

The Government implemented a small number of programs to combat child trafficking. The Government's estimated budget for its 2012 activities to counter child trafficking was roughly in line with the 2011 budget of \$100,000. The Government provided small financial contributions to the foster families with whom child trafficking victims temporarily resided. UNICEF, UNODC, and a local NGO, ALTO, report that this budget is not sufficient to address the scope of child labor or trafficking in the Republic of the Congo.(3)

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	Update and publish the list of hazardous work prohibited for children as presented to the ILO in 1953.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Ensure labor inspectors adequately monitor rural areas and small businesses for child labor.	2010, 2011, 2012
	Ensure that child labor violations are penalized in accordance with the law.	2011, 2012
	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, 2012

Area	Suggested Actions	Year(s) Action Recommended
Policies	Assess the impact of the UNDAF 2009-2013 Country Plan of Action on reducing the worst forms of child labor.	2009, 2010, 2011, 2012
Social Programs	Expand social protection programs for the prevention and elimination of exploitive child labor, especially for children working in agriculture, domestic service, and prostitution.	2009, 2010, 2011, 2012
	Increase budgetary resources to address the scope of child labor and trafficking elimination programs	2012

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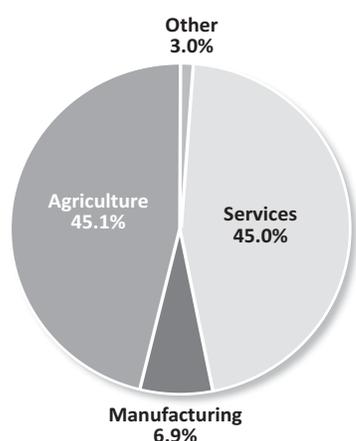
In 2012, Costa Rica made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government enacted Law 9095, which is legislation against trafficking and creates a National Coalition against the Smuggling of Migrants and Trafficking in Persons (CONATT). The Government also released the results of the child labor module of the National Household Survey, which provides important information on child labor. In addition, the Social Welfare Institute maintained the Let's Get Ahead program, surpassing its target for number of beneficiaries receiving cash transfers conditioned upon families keeping their children in school and out of exploitative work. Although previous government efforts and social programs to address child labor continue to be carried out, gaps remain in the ability of such programs to reach and provide assistance to all child laborers. Children in Costa Rica engage in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	2.2 (16,160)
Attending School	5-14 yrs.	95.4
Combining Work and School	7-14 yrs.	2.0
Primary Completion Rate		99.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENAHO Survey, 2011.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Costa Rica are engaged in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.(3-5) In 2012, the National Statistics Office (INEC) released the results of its national survey, which measured the prevalence of child labor.(3) Results from the study indicate that 8.2 percent of children between the ages of 5 to 9 are engaged in some form of economic activity.(3) Approximately 25.9 percent of the children in the 10 to 14 age group and 65.9 percent for the 15 to 17 age group reported working. The survey also indicates that child labor predominately occurs in rural areas, but that more females work in urban areas in relation to males.(3) Limited evidence suggests that child labor is used in the production of bananas, melons, oranges, sugarcane, and tomatoes.(6) There are also reports of indigenous migrant children, primarily from Panama, working in coffee harvesting in Costa Rica.(6-10) Children working in agriculture may use dangerous tools, apply harmful pesticides, and carry heavy loads.(11, 12)

Research shows that 25.3 percent of working children, ages 5 to 17, are engaged in some form of commercial employment, and 5.1 percent are found working in construction.(3)

Approximately 10 percent of working children, ages 5 to 17, are employed as domestic workers, and girls are more likely to be engaged in this sector than boys.(3, 13, 14) Some children are trafficked within the country for sexual exploitation and forced labor as domestic servants.(5, 15, 16) These children may be required to work long hours, performing strenuous tasks without sufficient food or shelter. They may be isolated

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in private homes and are susceptible to physical and sexual abuse.(17, 18) Although information is limited, there are reports that some children are also found working in the fishing sector.(4, 14) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(5, 6)

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. Although several legislative frameworks have been put in place to protect them, children are exploited in sex tourism. Although information is limited, there are reports that children are also exploited in child pornography.(5, 14, 19, 20) Child sex tourism is particularly a problem in the provinces of Guanacaste, Limón, Puntarenas, San José, as well as in border towns and port areas.(5)

In the same national survey described above, it is noted that about 88.8 percent of all Costa Rican children, ages 5 to 17, attend educational institutions and do not work. Approximately 2.7 percent of all children attend school and are involved in some form of work, while only 1.9 percent exclusively work and do not attend school.(3) The remaining 6.5 percent of children do not attend school or engage in any form of economic activity.(3)

There are reports of children working on the streets, but specific information on hazards is unknown.(3, 4, 21)

Laws and Regulations on the Worst Forms of Child Labor

The Childhood and Adolescence Code, as well as the Labor Code, contain provisions on child labor. While the Childhood and Adolescence Code sets the minimum age for employment at 15, the Labor Code establishes the minimum age at 12.(4, 22, 23) The Government of Costa Rica has indicated that the Childhood and Adolescence Code takes precedence over the Labor Code as they relate to children's issues and that 15 is the minimum age enforced by labor authorities.(16, 24) Nonetheless, the ILO has recommended that the minimum age provisions in the Labor Code be made consistent with those of the Childhood and Adolescence Code.(24)

The Labor Code prohibits children younger than age 18 from working in certain occupations that are hazardous to their physical, mental, or moral health. Generally, these are occupations that entail working at night, in a mine, in a quarry, as well as places deemed dangerous for children to

dwelt in, such as a bar.(22) The Childhood and Adolescence Code identifies additional hazardous occupations prohibited to children, including working with machines, toxic substances, and excessively loud noises.(23) Law No. 8922, Prohibiting Dangerous Work and Unhealthy Work for Adolescent Workers, provides a comprehensive list of hazardous occupations, employment sectors, and activities that children should not be engaged in.(25) Law No. 8922, as well as 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.(23, 25, 26)

International Conventions and Selected Laws on Child Labor and Education

	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

In December 2012, the Government of Costa Rica enacted Law No. 9095, which is legislation against trafficking and creates a National Coalition against the Smuggling of Migrants and Trafficking in Persons (CONATT). It provides a comprehensive framework for combating trafficking, including labor trafficking and forced begging.(27, 28) Law No. 9095 also increases the penalties under the Penal Code for trafficking of minors and created a new clause under the Penal Code to penalize labor exploitation. In addition, the law increases penalties under the Criminal Code for the propagation of sex tourism.(27, 28) Although adult prostitution is legal, 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, as well as all forms of trafficking, stipulating an increase in penalties for those who are found trafficking children versus adults.(29)

Executive Order No. 36659 regulates the treatment of minors in accordance with the General Immigration Law No. 8764 of 2009.(30) This regulatory framework is also utilized to combat trafficking in persons, as it provides authorities with tools to protect and assist foreign minors. Executive Order No. 36659 establishes procedures to be followed by immigration officials when a minor is found traveling alone or is identified as being in a vulnerable situation.(30) 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.(30) Law No. 8204 on narcotics, psychotropic substances, drugs of non-authorized use, money laundering, and related activities establishes a penalty of 8 to 20 years in prison when a minor is recruited to conduct illicit activities.(31)

Costa Rican law prohibits all forms of forced or compulsory labor.(15, 29, 30, 32) The Constitution prohibits slave labor.(32)

Costa Rica does not have armed forces; therefore, there is no military conscription.(33)

Education is free and compulsory for all children between the ages of 6 to 15.(4, 23) However, there is a lower rate of attendance for children between the ages of 5 to 17 who reside in rural areas.(3) For those who work and attend school in rural areas, the attendance rate is 55.1 percent, 9.6 percent less when compared to the 64.7 percent attendance rate of children residing in urban areas. Similarly, for children who only attend school and are not involved in any form of economic activity, the rate is 91.1 percent in rural areas, whereas it is slightly higher (3.7 percent more) for children residing in urban areas.(3)

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.(4, 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 employs 10 child labor specialists, provides technical assistance to government ministries, and designs social programs to

combat child labor.(4, 34, 35) OATIA receives training every year on child labor, trafficking, and child commercial sexual exploitation. There are not enough specialists to effectively carry out all of OATIA's responsibilities.(4) The Immigration Office leads the National Anti-trafficking Coalition. 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.(4, 36) PANI has the authority to oversee child labor cases or other cases involving minors.(4)

The MTSS is responsible for investigating child labor violations, including hazardous and forced child labor, as well as enforcing general child labor laws. The Ministry's Inspection Office (DNI) budget was approximately \$6,853,091 in 2012.(4) It employed 98 inspectors who investigated all labor violations, including those involving child labor, and conducted 9,732 inspections. In 2012, DNI identified and assisted 125 minors for unfair dismissal or violations of labor rights—an increase from the 83 assisted in the previous year.(4, 36) The DNI issued five warnings to employers and forwarded the remaining cases to the Judicial Branch, which then dismissed six cases. The outcome of the remaining cases is unknown, and comprehensive statistics on child labor cases are currently not available.(4)

Child labor complaints can be filed through the MTSS's web site. OATIA must then investigate and resolve hazardous child labor cases within 10 days of the complaint.(6, 21) In 2012, OATIA reported 114 cases of hazardous child labor—55 involved children who were younger than 15, and 59 involved children older than 15. OATIA reported that all 114 children were removed from their hazardous line of work.(4)

The Prosecutor's Office is responsible for enforcing criminal laws protecting children, including laws prohibiting forced child labor, trafficking, commercial sexual exploitation, and use of children in illicit activities. The Judicial Investigative Police (OIJ) conducts the actual investigations.(4, 36) There are two units within the Prosecutor's Office that focus on commercial sexual exploitation and trafficking in persons: the Sex Crimes and Domestic Violence Unit and the Organized Crime Unit (FACDO).(4) The Sex Crimes and Domestic Violence Unit of the Prosecutor's Office investigates and prosecutes crimes involving the commercial sexual exploitation of children in the San José area, while local prosecutors handle cases in other parts of the country.(21) The Organized Crime Unit investigates and prosecutes trafficking in minors for labor exploitation nationwide.(35) In 2012, prosecutors and OIJ investigators received training on techniques of investigation

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and prosecution in trafficking cases, but not on other worst forms of child labor.(4)

In 2012, the Prosecutor's Sex Crime Unit reported that there were 80 cases opened related to the commercial sexual exploitation of children. Of those, there were five convictions.(4, 28) The Organized Crime Unit identified 22 trafficking victims in 2012, of which five were minors. There were two cases awaiting prosecution, one acquittal, 14 dismissals, and two convictions.(4, 28) Authorities also reported helping 60 child victims of labor exploitation, although it is unclear if they were trafficked.(5) The status of the case discussed last year, involving 17 child victims of commercial sexual exploitation, is currently unknown.(4, 28, 36)

Government Policies on the Worst Forms of Child Labor

The Government is currently implementing the Roadmap Towards the Elimination of Child Labor in Costa Rica (2011-2014), which was developed by OATIA in coordination with ILO-IPEC. The Roadmap sets out two specific targets for government and civil society organizations and provides comprehensive goals to meet those targets.(37, 38) The Roadmap's first target is the eradication of the worst forms of child labor by 2015, and the second is to eradicate child labor completely by 2020.(4) The Government of Costa Rica aims to accomplish these goals by eliminating poverty, improving the education system, strengthening health and legal frameworks, and conducting campaigns to raise awareness on the child labor situation.(37-39) Government efforts to eliminate the commercial sexual exploitation of children are currently part of the Roadmap and fall under the target of eliminating the worst forms of child labor by 2015.(37, 38)

An Inter-institutional Protocol requires the Ministry of Labor, the Ministry of Education, Social Welfare Institute, the National Training Institute, as well as their regional and local agencies, to coordinate with the private sector in order to provide services to child laborers and at risk-children.(40) As part of this partnership, civil society organizations collaborated with the tourist industry to train companies on how to identify and report the commercial sexual exploitation of children.(5)

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.(41) The National Plan for Development incorporated child labor issues into its education strategy and within its poverty reduction strategies.(42, 43)

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

PANI provides care and protection to minors in need of assistance. Depending on the specific situation, PANI coordinates interagency delivery of social services such as the provision of temporary shelter, legal advice, and victim counseling.(4) During the first 6 months of the reporting period, PANI provided such services to 69 victims of commercial sexual exploitation.(4) PANI also runs a permanent campaign via Facebook, providing children information on their rights, how to report issues, and how to get assistance.(4)

The Government of Costa Rica continued to implement the Let's Get Ahead (Avancemos) program, a conditional cash transfer program that encourages low-income families to keep their children in school and out of exploitative work.(4, 44) The Let's Get Ahead program is implemented by the Social Welfare Institute in the local provinces and aims to have a minimum of 165,000 beneficiaries per year. In 2012, there were 178,768 beneficiaries.(4, 44)

The Ministry of Labor's OATIA and the Ministry of Education's National Scholarship Fund (FONABE) continued implementing a scholarship program for working minors. The goal of the program is to encourage students to return to school.(4, 45) In 2012, 363 children were identified by OATIA as needing such services and recommended to the FONABE program.(4) OATIA also carries out several projects that are intended to eliminate child labor by improving the living and working conditions of indigenous and migrant groups employed in the agricultural sector, as well as providing educational services to working and at-risk children and adolescents.(6, 16, 21) In addition, the Government of Costa Rica collaborates with the Government of Panama to ensure that indigenous migrant children from Panama, who work harvesting coffee, receive comprehensive health services.(46)

The Ministry of Labor continues to fund and implement EMPLEATE, a public-private sector initiative matching youth with employment opportunities. The program targets at-risk youth and vulnerable young adults between the ages of 17 to 24.(47, 48) Initiatives by the Ministry of Education to assist working adolescents, the Open Classroom and the New Opportunities for Youth Program, continue to be operational.(49, 50)

Programs have been implemented to address child labor, trafficking, and the commercial sexual exploitation of children. However, current programs are insufficient to reach all those who are engaged in the worst forms of child labor, including in the agricultural sector and child sex tourism.

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, 2012
Coordination and Enforcement	Make information on the sanctions/penalties imposed in cases involving child labor publicly available.	2009, 2010, 2011, 2012
	Expand training on the worst forms of child labor for prosecutors from the Attorney General's office and OIJ's Crimes against Persons, Smuggling and Trafficking Unit.	2011, 2012
Social Programs	Expand programs to reach more child laborers in agriculture and children engaged in sex tourism.	2009, 2010, 2011, 2012
	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, 2012

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In 2012, Côte d'Ivoire made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a National Action Plan targeting child trafficking, exploitation and labor; adopted an updated list of hazardous activities prohibited to children; hired 8,000 new teachers; launched a national awareness campaign targeting the worst forms of child labor; and began participating in a project to support the collection of nationally-representative survey data on child labor in cocoa growing areas of Cote d'Ivoire and Ghana. However, Côte d'Ivoire still lacks a compulsory education law and gaps remain in the enforcement of laws. Furthermore, there are no programs to assist children found in the worst forms of child labor in other types of agriculture besides cocoa, or in mining, domestic service, and commercial sexual exploitation. 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, 2013.(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, particularly in the production of cocoa.(3-10) Children also labor in the production of grains, vegetables, and coffee, and reportedly work in the production of bananas, cotton, palm, papayas, pineapple, rice, and rubber.(10-14) Children working in agriculture in Côte d'Ivoire use dangerous tools such as machetes, carry heavy loads, and apply harmful pesticides.(6, 8, 12, 15, 16) In the cocoa sector alone, of the 819,921 children identified as working in the cocoa sector, 50.6 percent, or an estimated 414,778 children ages 5 to 17 reported injuries from dangerous activities according to a report by Tulane University

that assessed data collected during the 2008-2009 harvest season.(6, 7) A government report released in 2010 estimates that more than 30,000 children in Côte d'Ivoire are found in conditions of forced labor in rural areas.(17-19)

Ivorian girls as young as age 9 work as domestic servants, often for 12 to 14 hours per day. Some of these girls are subject to mistreatment, including beatings and sexual abuse.(12, 20-23) Some children in Cote d'Ivoire are also engaged in commercial sexual exploitation.(9, 12, 24) Others perform dangerous work in mining, particularly in gold and diamond mining, although evidence of this is limited.(9, 10, 14, 23, 25)

In return for education and food, some boys, known as *talibé*, are forced by their Koranic teachers to beg on the streets. These boys may work up to 10 hours per day.(26) Prior to the 2010-2011 civil unrest thousands of children worked on the street in urban centers, especially in Abidjan. Following the 2010-2011 civil unrest, the prevalence of street children increased due to the separation of children from their families.(10, 27, 28) Street children are forced to sleep on the street, where some children sell their bodies to survive.(9, 21, 23, 24, 28-30)

Trafficking of children within Côte d'Ivoire's borders is a problem. Boys are trafficked for agricultural labor (including on cocoa plantations) and to work in the service sector.(11, 13, 31, 32) Girls in particular are trafficked to work as domestic servants.(12, 33) Girls are also trafficked into commercial sexual exploitation after being promised work in bars and restaurants. Many of these girls are ages 15 and 16, but some are as young as age 10.(25, 34-36)

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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.(8, 13, 32, 37) Boys from Ghana and Guinea are trafficked for labor in the mining sector, and from Benin for work in construction. Girls from Ghana, Togo, Benin, and Nigeria are trafficked to Côte d'Ivoire for domestic labor, street vending, and commercial sexual exploitation.(13, 25, 38)

In the western region, instability from the 2010-2011 election continues to affect and displace populations, while access to basic services remains limited.(39-43) Some displaced children in western Cote d'Ivoire have become separated from their families, exposing them to extreme vulnerability and abuse.(44) During the reporting period, there were incidents of schools and hospitals occupied by government forces, and checkpoints were set up near primary schools, further exposing children to the risk of armed attack. Additionally, the UN's Secretary General for Children and Armed Conflict noted in its annual report released on May 13, 2013, that four children between 14 and 16 years of age were present at army checkpoints in the towns of Mahapleu, Tai, and Duekuoe during 2012.(45) Limited evidence also indicates that children within Liberia's border region were recruited by armed rebel groups for cross-border raids into Cote d'Ivoire.(46) Despite continued problems, the situation continued to improve throughout the reporting period, as the number of displaced adults and children fell from 240,000 in January 2012 to 40,000 in January 2013. Public services continued to rebuild as the Government returned to the central northwest region of Cote d'Ivoire and began to revive the health and education sectors of the region.(39, 47, 48)

Access to quality education is a critical component in preventing the economic exploitation of children.(49) Violence in western Cote d'Ivoire affects children's access to education since many displaced children have lost the birth certificates and school booklets required for school admission and teachers have also been displaced. A recent report indicates that some parents in the western region are hesitant to send their children, particularly girls, to school for fear of exposing them to sexual abuse.(44) Closed roads and absent teachers have kept schools closed, and up to 150 schools destroyed or occupied during the conflict have yet to be repaired.(16, 50) Evidence also suggests that children in Cote d'Ivoire are physically and sexually abused at schools. Teachers reportedly demanded sexual favors from some students in exchange for grades or money.(10, 51-55) School-based violence discourages families from accessing

education for their children.(55) In addition to the lack of physical and psychological safety in schools, the country lacks the teaching staff and school buildings necessary to provide education for all children.(8, 56)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age of employment at 14.(57) Children under age 18 are restricted from certain types of work in the agricultural, mining, transportation, commerce, and artisanal sectors.(4, 58, 59) 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.(4, 58-60) In January 2012, Côte d'Ivoire updated its 2005 Hazardous Labor List to prohibit additional activities by children, including carrying heavy loads.(58) While Ivorian law explicitly applies to the informal sector, it does not extend to the self-employed, which may result in some children who work on the streets, in mining, and other sectors not covered by laws.(60, 61)

International Conventions and Selected Laws on Child Labor and Education

	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

Education is not made compulsory by law.(4, 61, 62) Although education is officially free, in practice, some parents are still required to pay fees for teachers' salaries and books.(5, 24, 63) For some schools, birth certificates are also a requirement for continued enrollment. Since many children do not have birth certificates, they are prevented from attending school.(10, 63) 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 the worst forms of child labor.(4, 16) Reports indicate that children's school attendance has worsened during the 2010-2012 timeframe as the recent political crisis has decreased the ability of the majority of the nation's families to cover miscellaneous school fees, and many children lost their birth certificates or are now unable to obtain birth certificates due to the crisis.(16, 50, 63)

The minimum age for both voluntary and compulsory recruitment into the military is 18.(64) The Ivorian Constitution prohibits forced labor and slavery.(65) 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.(60) It calls for life imprisonment when trafficking or the worst forms of child labor results in the death of a child and introduces large fines and 10 to 20 years' imprisonment for the trafficking of a child. This law also prohibits all forms of prostitution, the use of children for illicit purposes, and the involvement of children in armed conflict.(60) Although the Trafficking and Worst Forms of Child Labor law was approved in 2010, the implementing decree for this law has yet to be adopted.(66)

Institutional Mechanisms for Coordination and Enforcement

The Joint Ministerial Committee on the Fight against Trafficking, Exploitation, and Child Labor (CIM) serves as a coordination mechanism for combating the worst forms of child labor in Côte d'Ivoire. The CIM is chaired by the Minister of Employment, Social Affairs, and Professional Training, and it includes representatives from 13 ministries, including the Ministries of Justice; Interior; Education; Agriculture; and Family and Women.(21, 67, 68) The National Monitoring Committee for Actions to Fight against Trafficking, Exploitation and Child Labor (CNS), headed by the First Lady of Côte d'Ivoire, oversees the Joint Ministerial Committee. The Joint Ministerial Committee and the National Monitoring Committee both conducted their first meetings on February 7, 2012, and continue to meet on a monthly basis.(67, 69, 70) The National Steering

Committee to Coordinate Actions to Eliminate the Worst Forms of Child Labor and the Cocoa Child Labor Task Force, under the Ministry of Labor, also play a role in national-level coordination against child labor.(23) Evidence indicates that the coordinating structures lack sufficient resources. In addition, although the structures maintain coordinated working groups, a number of NGOs continue to lack clarity regarding the roles and responsibilities of the CIM and the CNS, undermining effective coordination on the ground.(23, 71, 72)

The Ministry of Employment, Social Affairs, and Professional Training is responsible for enforcing labor laws.(9) The ministry employs 206 labor inspectors across 15 regional offices, 5 departmental offices, and eight units in Abidjan.(9) Twenty-five of the inspectors are focused on child labor.(21) Labor inspectors are trained to inspect all sectors and may conduct surprise inspections of any establishment.(57, 73) In order to ensure that work does not exceed the physical capacity of children, labor inspectors may require medical examinations.(57) The combined budget for the regional, departmental, and capitol offices, and the Ministry of Labor's Direction to Combat Child Labor in 2012 was \$588,566.(9) Statistics relating to the number of labor inspections conducted, violations cited, or fines collected for 2012 are currently unavailable.(9) A lack of sufficient staffing and funding, including for vehicles and fuel, hinders labor inspections. For example, only three inspection offices have vehicles, and no labor inspections are carried out in the agricultural sector.(9, 23, 73-75) The labor inspectorate also does not have a list of establishments subject to inspections.(75) The lack of inspections across all sectors in which 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.

The Ministry of Justice and the Ministry of Interior through the national police are responsible for enforcing criminal laws against child trafficking, commercial sexual exploitation, forced child labor, and the use of children in illicit activities.(9) In 2012, the Ministry of Justice organized training on child labor and how perpetrators can be prosecuted. The training was attended by child court judges, prosecutors, and social workers.(9) The Ministry of Interior's national police maintain an anti-trafficking unit, overseen by a police chief, that investigates cases of child trafficking.(9, 21) In 2012, the anti-trafficking unit was staffed with five police officers and two social workers. Five additional officers were hired in January 2013.(9) In 2012, the anti-trafficking unit investigated seven separate cases and arrested 11 individuals for child

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trafficking. Perpetrators from six of these cases were referred to the justice system for prosecution.(9) Three individuals in two separate cases were released on bail and three individuals were found not guilty. The fate of the children in these specific cases is unknown. Research indicates, however, that in 2012, 119 children were referred to NGOs for care, some of which were victims of trafficking.(9) Despite the hiring of additional officers and the provision of child labor training by the ministries involved, evidence indicates that the police are understaffed and lack resources and training.(9, 23) For example, the anti-trafficking unit has only two computers and one vehicle, which is unable to travel outside of Abidjan.(9) The ILO Committee of Experts and the UNHCR observe that there is weak enforcement of the laws, particularly those governing the worst forms of child labor and trafficking.(25)

In addition to the anti-trafficking unit, monitoring brigades, established as part of the CNS, also are responsible for trafficking investigations. These brigades, composed of security forces, are tasked with dismantling trafficking networks and rescuing exploited or trafficked children.(21) Since 2011, Côte d'Ivoire has also been in the process of organizing child protection committees.(6) These committees, intended to be implemented at the community level, will utilize a national Child Labor Monitoring System (CLMS), which will enable communities to monitor, report on, and coordinate services for children in exploitative situations.(6, 21, 76-78) The CLMS remained under design in 2012. However, by July 2012, the Government had finalized data-based indicators for the monitoring system, created training documents, conducted trainings to support implementation of the system, and formed child labor monitoring committees at the departmental, prefectural, and village levels.(6, 21, 76-78)

Government Policies on the Worst Forms of Child Labor

On March 28, 2012, Côte d'Ivoire launched the National Action Plan Against Trafficking, Exploitation and Child labor (2012-2014).(79, 80) The plan's goals are to prevent children from involvement in trafficking and other worst forms of child labor, pursue the prosecution and punishment of offenders, and implement child labor monitoring and evaluation mechanisms.(78, 79) Although the change of several cabinet ministers delayed the launch of certain elements in the plan, many initiatives were funded and implemented during the reporting period, including the national awareness-raising campaigns and child labor trainings for magistrates.(9)

Some ministries maintain sector policies for combating the worst forms of child labor in particular sectors. The Ministry

of Agriculture maintains a program called Combating the Worst Forms of Child Labor in Agriculture, which conducts awareness-raising campaigns and supports research on child labor in agriculture.(81) Likewise, the Ministry of Family, Women and Social Affairs has implemented 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.(82)

Child labor concerns have been integrated into the PRSP (2009-2012). Since the program began, the PRSP has conducted child labor awareness-raising campaigns and trained judicial and enforcement officers on child trafficking. In addition, the program has trained teachers on the negative impact of school violence, implemented school feeding programs, incorporated 22 Koranic schools into the national education system, increased access to birth registration to 400,000 children, mapped Cote d'Ivoire's child protection system, and provided direct assistance—including food and psycho-social assistance—to 15,000 orphans.(83, 84) Child labor concerns have also been integrated in a number of other national development agendas and policy documents, including the UN Development Assistance Framework (2009-2013), the Decent Work Program (2008-2013), and the Medium Term Plan of Actions for Education.(85-88)

In 2012, the First Lady of Cote d'Ivoire, Dominique Ouattara, signed a joint declaration with the First Lady of Burkina Faso to finalize an agreement against cross-border trafficking.(89, 90) Côte d'Ivoire also continued 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.(91, 92) Under this 2010 Declaration, Côte d'Ivoire 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, 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.(78, 91, 92)

In 2012, the labor ministers of the 15 ECOWAS countries, including Cote d'Ivoire, adopted a regional action plan on child labor, especially the worst forms. The objective of the plan is to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(93)

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

In 2012, the Government of Cote d'Ivoire continued to provide funds and build its framework to combat child labor. In May 2012, the Minister of Agriculture launched the Council of Coffee and Cocoa Platform Public-Private Partnership, a framework for consultation and ongoing dialogue with those involved in the industry value chain. The framework aims to improve the sustainable development and the socioeconomic welfare of coffee and cocoa producers and their communities through improved productivity, and efforts to combat child labor.(66)

In September 2012, the National Supervisory Committee against Child Labor and the First Lady of Côte d'Ivoire launched a large-scale national awareness campaign against child labor. It also organized a workshop to build the capacity of representatives from all prefects to address child labor.(66, 78) The CIM, ILO, and UNICEF provided child labor training to 95 regional and local prefects.(90) The CIM, National Monitoring Committee, and the ILO trained 40 ministerial communication officials, as well as members of the CIM and their affiliates on child trafficking and the worst forms of child labor.(90)

In 2012, the Ministry of National Education allocated approximately \$10 million to equip 125 secondary schools and open 3,300 primary classes. Eight new secondary schools will be built or repaired and some 2.5 million school kits and free enrollment in primary public schools will be provided. In addition, 5,000 regular teachers and 3,000 contractual teachers have been hired to fill deficits.(66)

The Ministry of Family, Women and Social Children maintains a center in Abidjan to receive vulnerable children.(9, 21) In 2012, the center removed, cared for, and repatriated four victims of child trafficking from Benin and Burkina Faso. It also placed two children trafficked from Mali into foster care.(90)

The Government also participates in a 5-year UNICEF country program, which provides assistance to orphans and vulnerable children and support to the formal and non-formal education systems in Cote d'Ivoire.(27, 94)

Since July 2009, the Government has been implementing the "Self-Help Village" initiative to combat child labor in the cocoa sector. Activities include building schools and health centers, introducing income generating activities, and implementing a child labor monitoring system.(9, 24, 78, 95, 96) Each village service package is valued at \$60,000. In 2012, the Government provided medical services to 5,000 children and educational

benefits to 1,000 children and 500 adults.(9) During the reporting period, the Government transitioned ownership of the community centers, schools, and health facilities to eight of the 10 participating villages.(90)

The Government of Côte d'Ivoire participated in an 8-year, \$14.5 million USAID-funded project to strengthen cocoa-growing communities by expanding opportunities for youth through education. The program focused on youth leadership, basic education, and innovation.(97, 98)

Throughout 2012, the Government of Côte d'Ivoire continued to participate 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 to support efforts to develop an updated National Action Plan. This project will provide education services to 3,100 children in agriculture and 1,350 children in domestic service to prevent or withdraw children from the worst forms of child labor.(33) In 2012, the project also conducted multiple child labor-related capacity-building workshops for journalists and key government employees at the local and national levels.(66) The Government of Cote d'Ivoire likewise continued to participate in a \$5 million regional project, funded by USDOL in 2010, which provided livelihood services to the families of children rescued from the worst forms of child labor. In Côte d'Ivoire, the project aims to provide education services to more than 1,000 children working in agriculture services and to improve the livelihood opportunities of at least 1,000 families.(33, 95, 99) In 2012, in addition to providing 1,376 children with direct education services, the project conducted an awareness-raising campaign targeting the worst forms of child labor, including in the production of cocoa.(100) It also provided child labor training to magistrates, journalists, and regional directors of national education.

In 2012, USDOL funded a \$1.5 million study, to be conducted by the Payson Center at Tulane University, to support the collection of nationally representative survey data on child labor in cocoa-growing areas of Cote d'Ivoire and Ghana.(78) As called for in the 2010 Declaration, the study will develop a baseline estimate of the number of children working in the worst forms of child labor in cocoa-growing areas and help assess the prevalence of the worst forms of child labor in cocoa-growing areas.(78)

Under the 2010 Declaration, USDOL 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. In Côte d'Ivoire,

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the project aims to rescue more than 2,500 children and provide livelihood assistance to at least 1,000 families.(5, 91) In 2012, the project developed training manuals for child labor inspectors, conducted training on the worst forms of child labor for Ivorian labor inspectors, and provided training to employers and worker organizations on the design, implementation, monitoring, and evaluation of interventions to reduce child labor in cocoa production.(101) As part of its commitment under the 2010 Declaration, the International Chocolate and Cocoa Industry committed \$2.25 million for a 4-year regional project that is assisting the Governments of Ghana and Cote d'Ivoire to expand their CLMS and build the capacity of relevant stakeholders in cocoa-producing areas.(91, 92)

In coordination with the Government and its new National Action Plan, and in support of the 2010 Declaration, Mars, Nestle, Barry Callebaut, and Mondelez International provided additional funds for projects in Côte d'Ivoire's cocoa-producing

areas. The projects aim to reduce the prevalence of child labor, including by improving children's access to education and the livelihoods of their households.(78, 92, 102) The funding provided under the 2010 Declaration by the cocoa industry is as follows: Mars, \$2.7 million; Nestle, \$1.5 million; Barry Callebaut, \$300,000; Mondelez International, \$1.54 million; and Global Issues Group, \$2.25 million.(78)

Although the Government of Côte d'Ivoire maintains programs and coordinates with industry, international organizations, NGOs, and other governments to help children on cocoa farms, such programs still do not reach the approximately 3,600 cocoa-growing communities reportedly in need of services.(6, 103) The Government also lacks sufficient programs, both in number and scope, to address the needs of children engaged in other types of agriculture, mining, and domestic service; former child soldiers, and children found in 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, 2012
	Ensure that prohibitions against the worst forms of child labor extend to self-employed children.	2011, 2012
Coordination and Enforcement	Allocate sufficient resources to ensure the inspection and enforcement of child labor laws occur, particularly in sectors where the worst forms of child labor are most prevalent.	2009, 2010, 2011, 2012
	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, 2012
	Expand the CLMS.	2011, 2012
	Ensure procedures are followed in order to protect children from being recruited into armed conflict.	2011, 2012
	Improve coordination between and clarify the roles and responsibilities of the CIM and CNS.	2012
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, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Pilot and expand efforts to address the worst forms of child labor in commercial sexual exploitation, domestic service, and mining.	2010, 2011, 2012
	Ensure that children used by armed forces receive appropriate remediation programming.	2011, 2012
	Implement a national campaign to ensure children's safety in schools, and work with schools to abolish fees, especially those related to paying teachers' salaries.	2011, 2012
	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 and other agricultural areas successful project interventions to address exploitative child labor. 	2009, 2010, 2011, 2012

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Djibouti

In 2012, Djibouti made no advancement in efforts to eliminate the worst forms of child labor. With donor support, Djibouti continues to combat trafficking through limited programs, trainings, and the operation of a migration center. The Government lacks laws to protect children from exploitation in hazardous work and has not established a coordinating mechanism to address child labor. It also lacks programs to help children engaged in dangerous work. Children in Djibouti 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.	12.3 (23,693)
Attending School	5-14 yrs.	67.4
Combining Work and School	7-14 yrs.	10.2
Primary Completion Rate		45.8

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 Djibouti are engaged in the worst forms of child labor, including in domestic service.(3, 4) Children's work in this sector 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 performing strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(6, 7)

Limited evidence suggests that rural children in Djibouti care for and herd livestock.(3) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(9, 10)

Children are also involved in commercial sexual exploitation.(3, 4, 11) A small number of refugees, Ethiopian and Somali migrants, and girls from poor Djiboutian families are trafficked into commercial sexual exploitation in Djibouti City and along trucking routes on the Ethiopia-Djibouti



corridor.(3, 11) Reportedly, younger children are sometimes exploited into commercial sex by older children.(11) Girls may also be trafficked for domestic service.(3, 11)

There are reports of children working on the streets, but specific information on hazards is unknown.(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, 12) The Labor 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.(12) The Labor Code also prohibits children under age 18 from working in certain sectors, including domestic service, hotels, and bars.(3, 12) 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, 12) Djiboutian law proscribes the procurement of minors for prostitution or pornography and the use of minors in the transportation and sale of drugs.(3) Research uncovered no evidence that the law prohibits the distribution and purchase of child pornography. Law 210, regarding the Fight Against Human Trafficking, prohibits all internal and transnational trafficking of persons under age 18.(3, 13)

International Conventions and Selected Laws on Child Labor and Education

	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.(14, 15)

The Djiboutian Education System Act of 2000 establishes compulsory basic education for children between ages 6 and 16.(16, 17)

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.(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.(12) Labor inspectors can fine 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 some inspectors received labor inspection training, further training and professional development is still needed. According to government reports, no child labor inspections were conducted in 2012.(3)

The Ministry of Justice and the Police Vice Squad are responsible for investigating criminal offenses related to child labor, including forced labor and commercial sexual exploitation. The Police Vice Squad also works with the Ministry of Health to refer victims of child commercial sexual exploitation to service providers.(18) Lack of sufficient training and resources may hinder the police from identifying victims and investigating cases.(3) Research uncovered 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, known as the National Initiative for Social Development (INDS) for 2008-2012, 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.(19, 20) Further, it mandates the provision of legal and social safety nets for street children.(19) The most recent progress report states that the scope of the street children problem is yet unknown and that no protection strategy exists for this group. It notes, however, that some children are being provided assistance by welfare associations.(20) Within the INDS, a policy for orphans and vulnerable children was also developed. No evidence was available about its implementation.(20)

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, 19) 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

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, 21) In addition, the IOM funded anti-trafficking in persons related trainings to border policy, customs and airport officials, and the Coast Guard.(22) A Migration Response Center, funded by the Government of Japan, operates in northern Djibouti.(23, 24) It aims to raise

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awareness about the risks of irregular migration—including human trafficking—and develop programs that will aid victims of trafficking and unaccompanied minors. The Center provides referral services and direct humanitarian assistance.(23, 24) Research uncovered no evidence of programs to specifically assist children engaged in the other worst forms of child labor such as domestic labor, commercial sexual exploitation, 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 the majority of child workers live.(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, 2012
	Ensure the law provides penalties for the distribution and purchase of child pornography.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Provide additional training and professional development to labor inspectors.	2011, 2012
	Conduct inspections to enforce child labor laws.	2011, 2012
	Publicly report on inspections, prosecutions, and convictions related to the worst forms of child labor.	2010, 2011, 2012
Policies	Effectively implement the free public education policy.	2010, 2011, 2012
Social Programs	Institute programs to assist children in domestic labor, commercial sexual exploitation, and illicit activities.	2009, 2010, 2011, 2012
	Assess the impact that the Urban Poverty Reduction Project and UNICEF programs may have on child labor.	2010, 2011, 2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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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Dominica

In 2012, 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 in school, critical gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. The minimum age for hazardous work falls below international standards, and the country lacks a comprehensive list of hazardous work prohibited to children, which leaves 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	7-14 yrs.	Unavailable
Attending School	7-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		94.3

Sources:

Primary completion rate: Data from 2011 published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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. During the school year, the Education Act prohibits employing any child under age 16.(4-6) 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.(7) In addition, the minimum age for hazardous work is 14, which does not comply with international standards, leaving children age 14 and above vulnerable to the worst forms of child labor.(7-10) Dominica does not have a list of work considered hazardous; 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, 9, 11) The different minimum ages for work may create confusion over what protections apply to working children and make the law difficult to enforce.

International Conventions and Selected Laws on Child Labor and Education

	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	12/14/16
	Minimum Age for Hazardous Work	14
	Compulsory Education Age	16
	Free Public Education	Yes

The law prohibits forced labor.(8) 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.(3, 12-14) However, there are no laws or regulations explicitly prohibiting trafficking in persons or child pornography.(3, 15)

Dominica has no military force, and the minimum age for voluntary recruitment to the police force is 18.(16)

The Education Act establishes compulsory and free education to age 16.(3, 6)

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) Inspectors did not receive any training on child labor issues and because there were no reported cases of child labor violations during the reporting period, no child labor investigations were conducted.(3)

Government Policies on the Worst Forms of Child Labor

As there is no evidence that a problem exists, there are no policies to address the worst forms of child labor directly. However, the Government's third medium-term Growth and Social Protection Strategy has an overall goal of poverty reduction.(3, 10)

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

Likewise, there 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 sponsors an Education Trust Fund to provide financial assistance to students in secondary school who would not otherwise be able to complete their education.(3, 17) The School Textbook 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.(3, 18, 19)

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	Harmonize all laws governing the minimum age to work to raise the statutory minimum age for employment to at least 15.	2009, 2010, 2011, 2012
	Raise the minimum age for hazardous work to comply with international standards.	2009, 2010, 2011, 2012
	Adopt a list of hazardous work.	2011, 2012
	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, 2012

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2. UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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.
3. U.S. Embassy- Bridgetown. *reporting, February 19, 2013*.
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In 2012, the Dominican Republic made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite some initiatives to address child labor, the Dominican Republic received this assessment because its birth certificate requirement limits educational opportunities for children, which increases their vulnerability to labor exploitation. In 2012, the Government expanded some of its social programs, including a pilot program that extends school hours to a full day, and the Vice President signed a letter of agreement with the ILO to provide technical assistance in support of the goals of the Roadmap Towards the Elimination of Child Labor in the Dominican Republic, which includes removing 100,000 children from exploitative work over the next 4 years. In addition, the Government approved allocating 4 percent of its gross domestic product (GDP) for primary and secondary education, which was an increase from 2.4 percent in 2011. However, the potential benefit from those steps may be undermined by the 2010 Constitution's citizenship provisions and Supreme Court decisions which deny Dominican citizenship and birth certificates to many children born in the Dominican Republic to parents who do not have resident status, effectively rendering them stateless. Since a birth certificate is required to receive a high school diploma, these provisions may discourage children from enrolling in or completing school and thereby 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 activities in agriculture and in commercial sexual exploitation.



Statistics on Working Children and Education

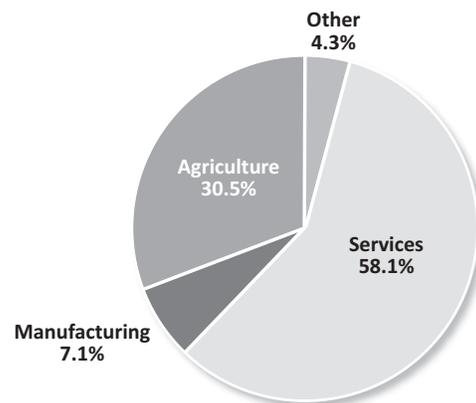
Children	Age	Percent
Working	5-14 yrs.	12.0 (235,848)
Attending School	5-14 yrs.	95.8
Combining Work and School	10-14 yrs.	13.4
Primary Completion Rate		91.9

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

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

Working Children by Sector, Ages 5-14



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

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the Dominican Republic are engaged in the worst forms of child labor in dangerous activities in agriculture and in commercial sexual exploitation.(3-6) 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.(4, 5, 7-13) Although evidence is limited, children work in dangerous activities in the production of garlic and potatoes.(4, 8, 11, 14)

Children in urban areas work in the streets -- vending, shining shoes, and washing car windows. They are vulnerable to many dangers, including severe weather and vehicle accidents,

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and are at risk for involvement in drug trafficking and other crime.(5, 6, 12, 15) Children work in dangerous conditions for long hours in landfills.(16) They also work in construction, which may entail carrying heavy loads and using dangerous tools.(7, 12, 17-19) The child labor module of the 2009-2010 National Household Survey found that children work in dangerous activities in the food service industry and in the production of baked goods (bread, cakes, and pastries).(18) Although evidence is limited, children are also subjected to dangerous conditions while mining for larimar, a blue rock often used for jewelry.(8, 11)

Children also work as domestic servants in third-party homes.(4, 6, 20) Children are sometimes sent to live with extended or wealthier families in the hope of attending school. However, these families sometimes exploit the children as domestic workers.(4, 21, 22) Some child domestic workers are trapped in forced labor or servitude, required to work long hours, and may be exposed to physical or sexual abuse.(4, 7, 17, 21, 23)

Haitian migration to the Dominican Republic is a longstanding phenomenon; although estimates vary, approximately 668,000 to 1.2 million Haitians and Dominicans of Haitian descent live in the Dominican Republic.(4, 19, 21, 24, 25) 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 services, and other basic services.(4, 8, 13, 26, 27) According to the CEACR, children work in sugarcane plantations alongside their parents, performing work that may involve collecting cut cane or clearing land; these children risk injury from carrying heavy loads, using dangerous tools, and being cut by the plants.(10, 11, 13, 26, 28, 29)

The commercial sexual exploitation of children occurs in tourist locations and major urban areas.(4, 21, 23, 30-33) The Dominican Republic is a source and destination country for trafficking of children, including for the purpose of commercial sexual exploitation.(30) Children are also trafficked internally for sex tourism and domestic service.(21, 33) The porous border between Haiti and the Dominican Republic has enabled children, accompanied or not, to be trafficked into the Dominican Republic without coming to the attention of authorities.(21, 34, 35) Some Haitian children who are trafficked to the Dominican Republic work in agriculture or are engaged in forced begging.(21, 36-38)

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.(39, 40)

International Conventions and Selected Laws on Child Labor and Education

	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	18
	Free Public Education	Yes

The Resolution on Hazardous Work for Persons under Age 18 prohibits minors younger than age 18 from hazardous 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.(12) The Resolution makes exceptions for children older than age 16 in apprenticeships and job training as long as the adolescent's health and safety is protected and the work is supervised by a competent adult.(12)

Under the Labor Code, special authorization is needed for minors to work in itinerant (travelling) sales.(39) Minors ages 14 to 16 are prohibited from working as messengers and delivering merchandise.(39) Children younger than age 16 cannot work at night or for more than 6 consecutive hours.(39)

The 2010 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.(41) The Law Against

Trafficking in Persons and Migrant Smuggling prohibits all forms of human trafficking.(42, 43) 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.(40, 43) The Technology Crime Law criminalizes the production, distribution, or possession of child pornography.(44) The Law on Drugs and Controlled Substances specifically prohibits the employment of minors in illicit drug trafficking.(45)

The 2010 Constitution declares the eradication of child labor as a national priority.(41) The Constitution guarantees free public education and sets the compulsory school age at 18.(6, 41, 46) However, in practice, associated school costs, such as transportation and books, and a lack of a birth certificate required to receive a high school diploma may discourage some children from attending or completing school.(27, 33, 47-49) Without the opportunity to receive a high school diploma or, as a result, pursue higher education, individuals without birth certificates have limited access to formal sector jobs at the legal working age, which increases their vulnerability of early entry into the worst forms of child labor.(4, 6, 21, 25, 27, 33, 49-51) Additionally, in practice, some primary or secondary schools deny access to children who cannot present birth certificates, putting stateless children in a precarious situation.(4, 10, 14) An estimated 13 percent of all children younger than age 15 have no birth documents.(4, 33) The lack of documentation also impedes age verification of working adolescents.(4, 14, 25)

Children of non-resident parents are particularly vulnerable.(4, 49, 53) The 2010 Constitution stipulates that children born in the Dominican Republic can receive Dominican citizenship if one of their parents is a Dominican citizen.(41) The Constitution adopted the 2004 Migration Law's definition of "in transit," meaning that anyone in the Dominican Republic without resident status would not qualify as a Dominican citizen, thus excluding from citizenship all those born on Dominican soil whose parents are without resident status.(41, 49, 52) This constitutional provision effectively rendered many Dominican-born children stateless because their Haitian parents and/or grandparents who lived and worked in the Dominican Republic for decades are now considered "in transit" and not legal residents.(4, 27, 48, 52, 53) Furthermore, 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 birth certificates to children of "foreign parents" who lack resident status.(54-56) However, obtaining

birth certificates from other countries is also not always a viable option for many children born in the Dominican Republic, particularly if their parents are no longer citizens of another country or have lost ties with their country of origin as a result of their long-established presence in the Dominican Republic.(4)

Military service is not compulsory during times of peace under the Armed Forces Law; the voluntary age for military conscription is 16. In addition, minors must have completed their education prior to enlisting and are prohibited from participating in armed conflict.(16, 57)

Institutional Mechanisms for Coordination and Enforcement

The 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.(6, 15, 17) The NSC convenes regularly and has established 36 local and municipal committees around the country to develop strategies to combat child labor.(15, 17, 58, 59) The ILO Committee of Experts has indicated that insufficient resources limit the effectiveness of the committees.(6, 14, 60) In coordination with the National Council for Children and Adolescents (CONANI), the 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 entry into the labor market.(53, 61) The 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 Hotel and Restaurant Association, in addition to representatives of UNICEF and the ILO as advisors.(16, 58, 61)

The SET employs 192 labor inspectors, all of whom receive training to detect child labor.(16, 58, 61) The Government of the Dominican Republic reported that more than 68,000 labor inspections (or an average of 354 inspections for each SET labor inspector) were conducted in 2012 to verify compliance with labor laws, including child labor laws.(16, 58, 62) More than three-quarters of the inspections conducted were routine, preventive visits to areas vulnerable to child labor; about a quarter of all inspections were conducted at the request of employers and/or employees.(6, 58) In 2012, over 3,000 routine inspections were conducted in the agricultural sector, specifically targeting rice, tomato, and banana producing areas.(58) However, although the 2008 General Inspection

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Protocol and 2011 Inspection Protocol for Agriculture instruct inspectors to assess child labor violations by reviewing workers' identity documents, employers' records, observations and interviews, the lack of identity documents impedes inspectors and employers from verifying the ages of workers and guaranteeing that children under 18 are not participating in dangerous or unhealthy work.(14, 25, 63, 64) Further, it is unknown how the high number of inspections conducted by each SET inspector may impact the quality of such inspections. Additionally, the Ministry of Labor has indicated that improvements are needed in how inspectors conduct interviews, ask follow up questions, and use inspection data to strengthen the inspection system.(14)

In 2012, 61 labor inspections revealed child labor violations, resulting in the removal of children from work sites, evaluations of the children, and some referrals to CONANI shelters.(6, 16, 58) During the first half of 2012, the SET's inspections removed 17 minors from tomato plantations, 67 from rice fields, and two from construction sites; all the violators received sanctions.(16, 58) An additional 74 children were removed from rice fields in January 2013, resulting in the identification of 43 infractions against the landowners and the imposition of fines in all cases.(58, 65) In the first quarter of 2012, 77 children were removed from dangerous work in landfills and markets, resulting in sanctions against relevant employers.(16) Although some information on sectors and geographic areas in which inspections are conducted is available, specific information on sanctions imposed for violations and on whether the sanctions were ultimately collected was not available.(6, 58, 60, 61) During the reporting period, the SET worked to develop a new child labor monitoring and data system to address weaknesses in its current data collection systems, including tracking violations and fines issued.(6, 14)

The SET and the Secretariat of State for Education have an action plan that requires labor inspectors to report children not attending school.(28) In addition, the Ministry of Agriculture is required to report to labor authorities any information regarding children's employment in the agricultural sector.(16)

The Attorney General's Office trains its investigators on child labor issues and is responsible for prosecuting crimes involving children.(43) The National Judiciary has 33 district attorneys who are tasked with cases involving the worst forms of child labor.(66) However, complete and specific information on convictions and prosecutions related to the worst forms of

child labor is not systematically published.(8, 67) In 2012, the Government initiated prosecutions for four criminal cases involving the worst forms of child labor.(58) Three cases resulted in four prison sentences and one case remained pending as of February 2013.(58)

The National Police receive training to address child labor and commercial sexual exploitation and to refer child victims to the CONANI or shelters.(16, 43) During the reporting period, the Tourism Police identified two cases of trafficking of minors.(58)

The Government of the Dominican Republic reports that forced labor in the production of goods currently does not exist in the country and that, therefore, the Government takes no measures to prevent or combat it.(43) 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.(30, 43) The Government assisted international investigations leading to the prosecution and sentencing of two foreigners found guilty of the commercial sexual exploitation of a minor.(58) The Government has a zero-tolerance policy for public officials who are complicit in trafficking or migrant smuggling activities. In 2012, the Government did not report any prosecutions or convictions of trafficking by complicit officials.(43, 61, 68, 69) 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.(21, 30, 43)

CONANI and Haiti's Social Well-Being and Research Institute (IBERS) are working to improve coordination for the protection of Haitian and Dominican children, including at three transit points along the border.(16, 58) A 2011 raid conducted by the Dominican Directorate of Migration discovered 44 Haitian children who had been trafficked to the Dominican Republic to beg or work on the streets, leading to the 2012 conviction of two child traffickers who received 15-year prison sentences.(33, 37, 58, 70, 71)

During 2012, CONANI provided temporary shelter and care for 965 vulnerable children, unaccompanied minors, and child trafficking victims in need of protection, including 26 who were victims of commercial sexual exploitation.(16, 58, 71) Nonetheless, civil society organizations are the principal service providers assisting trafficking victims.(21)

Government Policies on the Worst Forms of Child Labor

CONANI is the primary entity responsible for creating policies to protect children from labor exploitation.(72) 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, 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.(61, 67) Each plan or program includes strategic measures for reducing poverty.(73) A 2010 ILO evaluation suggested that additional personnel are needed to implement these national strategies, but there is no evidence that such personnel have been hired.(74)

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 lays out a plan to eliminate the worst forms of child labor in the country by 2015 and all other types of child labor by 2020.(6, 63, 75) In 2008, ILO-IPEC estimated that the Dominican Republic was not reducing child labor quickly enough to meet these goals.(7, 76) In September 2012, the Vice President signed a letter of agreement with the ILO for the ILO to provide technical assistance in support of the Roadmap's goals and to remove 100,000 children from exploitative work over the next 4 years.(63, 77)

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 children who are behind in school because of work.(43, 78) A short school day prompts some parents to take their children to work rather than leave them unattended.(79) Deficiencies in the national education system have also been identified as contributing to children's engagement in the worst forms of child labor.(33, 80-83) UNESCO has reported 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.(81, 83, 84)

During 2012, the Ministry of Education expanded a pilot program from 21 to 96 schools that extends school hours to

a full day (8 a.m. to 4 p.m.). However, the program's impact on reducing the worst forms of child labor has not been assessed.(14, 16) In 2012, the Government approved allocating 4.0 percent of its GDP for primary and secondary education, which was an increase from 2.4 percent in 2011. Plans for the increased budget include constructing 29,000 additional classrooms, extending school hours, providing breakfast, improving teacher training, and raising the quality of education.(6, 14, 85-87)

Both the National Strategy for Development (2010-2030) and the National Anti-Poverty Plan include child labor provisions.(6, 16, 61) The National Plan on Gender Equality (2006-2016) promotes child care for working mothers.(61)

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 their children to school.(14, 16, 61) In January 2012, this provision was implemented when labor inspectors found child labor violations in the tomato sector and the relevant producers were sanctioned for failing to comply with the loan agreements.(16)

In August 2012, the Government of Panama hosted the Meeting of Labor Ministers of Central America, Belize, and the Dominican Republic to highlight good practices and lessons learned to combat child labor.(33, 58, 88, 89) At the end of this meeting, the Ministers signed the Panama Declaration, committing themselves to specific actions by country to eradicate the worst forms child labor.(38, 58, 90) The SET highlighted the local and municipal committees to address child labor as a good practice and its intent to continue expanding these programs.(59, 90)

The Dominican Republic also is a member of the Regional Conference of Migration, which implements an Action Plan with a special focus on child migrants, who are especially vulnerable to labor exploitation.(91, 92)

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

In August 2012, the Government of the Dominican Republic announced a new initiative, Progressing with Solidarity, which combines the existing Solidarity Program and the existing Making Progress Program to promote the well-being of families living in extreme poverty through an integrated approach.(58, 61, 87, 93, 94) Progressing with Solidarity aims to increase the number of students who attend school and to reduce child labor by requiring that child beneficiaries

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attend school regularly and that parents protect their children from the worst forms of child labor. It assists the families of poor children ages four to 21 through the provision of funds for school supplies and food.(43, 58, 61, 84, 95, 96) The Solidarity Program/Progressing with Solidarity assisted more than 200,000 families during the 2012-2013 school year.(58) A study commissioned by the IDB indicates that the Solidarity Program increased school enrollment and attendance among beneficiaries.(58, 94) However, the Solidarity Program/Progressing with Solidarity requires participants to present identification documents in order to access program benefits, which would limit the participation of those individuals lacking such documentation, many of whom are the most vulnerable to child labor.(14)

In 2012, the JCE and the Ministry of Education launched a project to assist families in the process of obtaining birth certificates for 12,000 undocumented students and ensuring their continued enrollment in school.(58) Despite continued expansion of government social programs in 2012, the lack of legal identification remains an obstacle for the large population without identity documents.(6)

CONANI and the Ministry of Economy led 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.(16, 58, 94)

In recognition of the 2012 World Day Against Child Labor, the SET organized a national campaign with 500 child participants to bring attention to the need for quality education and protection against labor exploitation.(58)

The Government supports efforts that implement Spaces for Growth (EpC) and Homework Rooms, which are both educational models that prevent children from working by keeping them after school in a creative learning environment.(6, 14, 43, 58, 97) During the reporting period, the USAID-funded At-Risk Youth Initiative was launched to protect youth from crime and promote access to education, including participation in EpCs and other social services.(98)

The Government has committed to expanding the EpC model but has not yet allocated the resources needed to scale-up and sustain the program.(43, 74, 99)

The Government of the Dominican Republic also participates in a 4-year, \$8.4 million regional project funded by the Government of Spain to eradicate child labor in Latin America.(94, 100, 101)

During 2012, the Government of the Dominican Republic participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues project, which is active in approximately 40 countries. In the Dominican Republic, the project aims to build the capacity of the national Government to enforce its labor laws, develop strategic policies to address the elimination of child labor and forced labor, and improve the evidence base on child labor and forced labor through data collection and research.(102)

The SET participates in the Youth Development and the Youth and Employment Projects supported by the World Bank.(53, 58, 79) These projects work to improve the employability of disadvantaged, at-risk youth through training and internship opportunities that promote entrepreneurial and job-related skills.(53, 79) In 2012, 901 youth completed an entrepreneurship course that enabled over 40.0 percent of the participants to obtain a job or start a business.(58) During the reporting period, the First Lady's Office expanded the development of community centers to increase access to information technology and technical courses for youth and other community members.(58) The impact of these projects on the worst forms of child labor does not appear to have been systematically assessed.

Despite the efforts described above, 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 harmful work in agricultural areas.(21)

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	Modify the legal framework to allow all children without birth certificates to obtain high school diplomas, thereby improving their opportunities in the job market.	2011, 2012
Coordination and Enforcement	Publish statistics on penalties imposed and collected, prosecutions, and convictions for child labor violations.	2009, 2010, 2011, 2012
	Disaggregate statistics on trafficking in persons and smuggling and disaggregate for cases involving children.	2012
	Strengthen enforcement of labor provisions that establish 14 as the minimum age for legal employment, limit the workday to six hours for children under 16, and ban dangerous and unhealthy work for children under 18 by <ul style="list-style-type: none"> • Establishing a system to verify the age of young workers in order to protect children without birth certificates or other legal documentation from exploitation. • Determining whether the inspection ratio for each SET inspector is appropriate to ensure the quality and scope of inspections. • Following the Ministry of Labor's 2008 General Inspection Protocol and 2011 Inspection Protocol for Agriculture in conducting child labor inspections and provide related training for labor inspectors on methods and best practices for identifying child labor. 	2012
Policies	Allocate additional personnel to support national plans and strategies to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Implement existing plans to use the increased 2012 budget for education to add classroom space, increase the amount of time that students are in school, improve teacher training, and raise the quality of education.	2010, 2011, 2012
	Assess the effectiveness of the Ministry of Education's extended hours pilot program on reducing the worst forms of child labor and scale-up, as appropriate.	2011, 2012
	Address deficiencies in the education system, increase school enrollment and meet Education for All goals, and take additional steps to reverse the decline in the percentage of students completing primary education.	2011, 2012
	Take measures to protect all children without birth certificates from exploitation, and in particular, enable access to education.	2009, 2010, 2011, 2012
Social Programs	Further expand social protection programs and increase their access by more impoverished families that rely on child labor.	2010, 2011, 2012
	Eliminate the requirement that individuals present Dominican identification documents to participate in social programs intended to combat child labor, including the Progressing with Solidarity program.	2012

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Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Allocate resources to scale-up and sustain programs to eliminate child labor, such as the EpC and Homework Rooms, in more sectors and additional regions, including in agricultural areas and in tourist regions where commercial sexual exploitation is prevalent.	2009, 2010, 2011, 2012
	Assess the impact of the Youth Development and the Youth and Employment Projects on the worst forms of child labor.	2012
	Increase awareness-raising and other strategies to reduce child trafficking and the demand for child sex tourism.	2009, 2010, 2011, 2012

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Dominican Republic

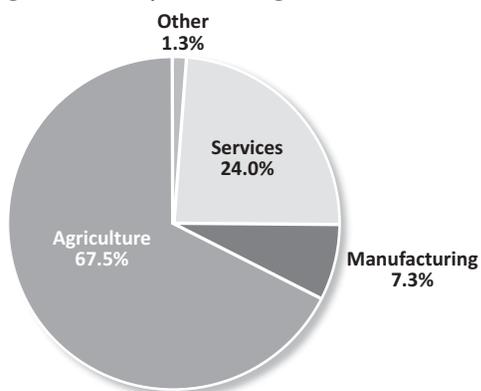
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In 2012, Ecuador made a significant advancement in efforts to eliminate the worst forms of child labor. The Government launched the 2012-2013 Agenda for the Equality of Children and Adolescents in Ecuador, which sets out strategies to eradicate child labor and overcome poverty and increased the years of free and compulsory education through 10th grade. The Government continued efforts to combat child labor in priority sectors, which included immediate provision of remediation services when children were found working. This resulted in the elimination of child labor in municipal slaughterhouses during the reporting period. Additionally, the Ministry of Labor Relations created a public-private partnership initiative with 14 businesses to eliminate child labor in their supply chain. However, Ecuador still faces resource constraints to ensure that labor inspectors are able to conduct inspections and enforce child labor laws. Children in Ecuador, particularly indigenous children and Afro-descendants, continue to engage in the worst forms of child labor, including in dangerous forms of street work and hazardous agricultural work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	2.7 (75,689)
Attending School	5-14 yrs.	96.9
Combining Work and School	7-14 yrs.	2.4
Primary Completion Rate		104.6

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENEMDU Survey, 2011.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Ecuador, particularly indigenous children and Afro-descendants, are engaged in the worst forms of child labor, including hazardous forms of agriculture and dangerous street work.(3-7) Children perform hazardous work in the production of bananas and flowers on informal, small-scale plantations and farms.(3, 7-13) Children who work in agriculture in Ecuador often use dangerous machinery, tools, and pesticides. They may also carry heavy loads and work long hours.(3, 7, 14, 15) Limited evidence suggests that children in Ecuador are also found working in hazardous activities in fishing and raising livestock.(3, 13, 16, 17) Children in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(18, 19) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(3, 20, 21)

Children in Ecuador also work as domestic servants.(3, 22, 23) They may often work long hours, are isolated, and are vulnerable to physical abuse, sexual harassment, and forced labor.(3, 7, 23-25)

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.(7, 11, 16, 26) Indigenous children often start working outside their communities with parental consent at age 12 and are subjected to exploitative labor, including in construction.(3, 17, 27, 28)

There are reports of children working on the streets shining shoes, and selling newspapers and candy, often putting them within a few feet of vehicular traffic.(3, 7, 12, 16, 23, 29) Children in Ecuador are also subject to forced begging.(30-32)

Children are engaged in commercial sexual exploitation and are victims of trafficking.(23, 33-37) Some are trafficked from rural areas to urban centers for commercial sexual exploitation and forced labor in other sectors.(34, 37-39)

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Children from Ecuador are trafficked to other countries in Latin America for exploitation in domestic service, street vending, and begging.(33, 37-40) Girls from Colombia and Peru are trafficked to Ecuador to engage in street vending and commercial sexual exploitation.(37, 38, 41, 42)

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.(37, 43-45) There are also limited reports of the worst forms of child labor in the production of pornography, palm oil, and timber in Ecuador.(3, 7, 12, 26, 37)

Laws and Regulations on the Worst Forms of Child Labor

The Childhood and Adolescence Code sets the minimum age for work at 15.(12, 46, 47) It also sets the minimum age for hazardous work at 18.(12, 47-49) Resolution No. 016 of 2008 prohibits children under age 18 from work in 93 economic activities, including livestock raising, fishing, extraction of salt, work in the textile industry, logging, quarrying, domestic service, and various agricultural activities such as applying fertilizer or clearing land.(48) The Childhood and Adolescence Code establishes sanctions for violations of child labor laws, including monetary fines and the closing of establishments.(47) The Labor Code authorizes labor inspectors to conduct inspections at workplaces including factories, workshops, workers’ homes and any other establishments when they consider it appropriate, or when employers or workers request an inspection.(49) 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.(26) During the reporting period, the Decentralized Autonomous Government of Canton Santa Ana de Cotacachi passed a municipal ordinance on child labor.(50)

The Constitution prohibits forced labor, human trafficking, and all forms of exploitation, including the use of children for illicit activities.(12, 46) Provincial and municipal governments have established anti-trafficking ordinances and action plans.(51, 52) The Penal Code punishes commercial sexual exploitation of children, pornography, and trafficking. It prescribes increased penalties if the victim is a minor.(53)

The Childhood and Adolescence Code prohibits the recruitment and direct participation of children and adolescents in armed conflict, and the Criminal Code establishes penalties of 9 to12 years’ imprisonment for crimes that include the recruitment of minors for armed conflict.(47)

There is no compulsory military service in Ecuador, and the age for voluntary military service is 18.(12, 26, 46)

International Conventions and Selected Laws on Child Labor and Education

	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

During the reporting period, the Government of Ecuador increased the years of free and compulsory education through tenth grade, which includes children ages 15 and 16.(12, 26, 46) The Organic Intercultural Education Law requires children to spend more time in class, which is likely to correlate with less time spent working.(54)

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 under the Program to Eradicate Child Labor (PETI).(8, 26) It is led by the MRL and includes the Ministry of Social Development (MCDS), the Ministry of Economic and Social Inclusion’s National Institute of Children and Families (MIES-INFA), the National Council for Children and Adolescents (CNNA), the Ministry of Education (MoE), the National Police’s Specialized Department for Children and Adolescents (DINAPEN), and by provincial and municipal governments.(8, 12, 26, 55, 56) Each institution has specific roles and responsibilities in the Committee. The MRL is responsible for setting policies on child labor, conducting inspections and administering sanctions against companies found using child labor. The CNNA is responsible for

monitoring of child labor policy at the national and local levels. The MoE's role is to immediately provide educational services for victims of child labor.(56) The MIES-INFA provides additional remediation services to child laborers and their families. The MCDS coordinates the actions of all the institutions involved.(56) Local autonomous governments also take part in the coordinating mechanism. Mayors are accountable for ensuring that children are not found working, or they face a fine.(56, 57)

As of 2011, the Government of Ecuador eliminated child labor in landfills and in 2012 repeated its success in municipal slaughterhouses. Any cases of children found working in either sector were immediately remediated, which included removing children from work and providing them with social services.(5, 12, 57, 58) During the reporting period, 171 municipal slaughterhouses were inspected and underwent continuous monitoring for child labor. Fifty-seven children were rescued and provided with access to education, recreation and health services.(16, 57, 58) As a result, the Government pledged to continue working toward eliminating child labor throughout the country.(12, 23, 54, 55, 59-63) The Government identified four priority areas from which to eliminate child labor in the coming years: flower farms, construction, bus terminals, and markets.(9, 12, 16, 64) Furthermore, the Interagency Committee on Child Labor systematically documented the elimination of child labor in priority sectors and developed guidelines so that the strategy could be replicated in other activities in which children work.(9, 54, 57, 59, 62)

The MRL monitors child labor, conducts labor inspections at work sites, and enforces child labor laws. In 2012, the MRL employed 280 people in the inspection unit nationwide, an increase from 250 in 2011, and had a total budget of \$500,000 for labor inspections.(12) During the reporting period, labor inspectors conducted approximately 23,773 inspections for all types of labor violations and found 73 cases of child labor.(12) As a result, the MRL removed 223 children and issued 24 fines.(12) The MRL also has a system to collect fines.(9) Of the 24 fines issued in 2012, 3 had been collected as of January 2013.(12) The MRL trained all labor inspectors on inspection topics, including child labor.(9, 12) Additionally, an online training module on child labor is available to inspectors.(12) Nonetheless, the ILO Committee of Experts has stated that the labor inspectorate needs more material resources to adequately enforce labor laws.(12, 65)

The Attorney General's Office (AGO), the Ministry of Justice (MoJ), and DINAPEN enforce criminal laws against child labor, commercial sexual exploitation,

and trafficking.(8, 12, 26) DINAPEN has 600 police officers who carry out operations to combat child sexual exploitation, sex tourism, trafficking and other crimes against children.(9, 12, 13) In 2012, DINAPEN investigated 86 cases involving the worse forms of child labor. During the reporting period, 16 people were arrested for child sexual exploitation; additionally there were 3 child pornography cases.(12) DINAPEN and the MRL removed 300 children from labor exploitation, child pornography, sexual exploitation, child trafficking, begging, and organ trafficking.(9, 12) The Office of the Public Prosecutor reported eight convictions for child sex trafficking, two for child forced labor, and four for sexual exploitation and child pornography during the reporting period.(12, 29) The Government of Ecuador has a protocol to provide immediate access to social protection programs to working children and adolescents found during inspections.(61)

The Anti Trafficking Unit of the National Police had 27 agents based in Quito and another 24 agents pending placement in a new office in Guayaquil, an increase from 14 in 2011.(29) These agents are responsible for investigating trafficking cases, rescuing victims, and arresting traffickers.(9, 12) During the reporting period, 19 children were rescued from forced labor.(23)

Government Policies on the Worst Forms of Child Labor

The 2005-2013 National Plan for the Progressive Elimination of Child Labor is the main policy instrument to combat child labor. It seeks to mainstream child labor into social programs and to coordinate efforts among government, private sector, and civil society actors.(66) The National Plan to Combat Human Trafficking, Sexual and Labor Exploitation, and other Forms of Exploitation guides efforts to prevent, investigate, protect, sanction, and restore the rights of victims of human trafficking, commercial sexual exploitation, and other forms of abuse.(67)

During the reporting period, the MIES developed the 2012-2013 Agenda for the Equality of Children and Adolescents in Ecuador, which outlines strategies to assist children and help their families overcome poverty, remove children from work, and prevent children from entering the workforce.(12, 68) This Agenda also outlines specific goals for the Government of Ecuador to eradicate the worst forms of child labor, such as having a dedicated child labor inspector in each province.(68)

The Government of Ecuador has addressed child labor in several of its broader national policies. For example, it has incorporated child labor into its 2009-2013

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National Plan for Good Living and the 10-year National Plan for the Comprehensive Protection of Children and Adolescents.(12, 69, 70) The National Plan for Good Living seeks to improve living conditions and to promote social inclusion and decent work.(69) The 10-year National Plan of Action for the Comprehensive Protection of Children and Adolescents seeks to protect the rights of children and adolescents in 29 focus areas, including child labor.(70) The Social Agenda for Children and Adolescents ensures that the rights of children are protected and that they do not perform hazardous labor.(71)

The Government of Ecuador and other MERCOSUR countries continue to carry out the Southern Child 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; 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.(72-74) During the reporting period the presidents of MERCOSUR participated in the First Regional Conference on the Prevention and Elimination of Child Labor in Argentina. During that meeting they adopted the Second Declaration of the Prevention and Elimination of Child Labor.(75) The Second Declaration describes strategies such as the need to enhance dialogue between government actors and the creation of public-private partnerships.(75, 76)

The Government of Ecuador leads the Joint Regional Group for the Americas.(77, 78) The Joint Regional Group, whose other members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(77)

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

During the reporting period, the Government of Ecuador launched a public-private partnership initiative called Business Network for a Child Labor Free Ecuador.(58, 79) The goal of the initiative is to gain commitment from the participating industries to promote the prevention and elimination of child labor in their supply chains. By December 2012, 14 businesses had joined the initiative.(58, 79)

The Government's program Ecuador Without Child Labor seeks to increase efforts to eradicate child labor by improving data collection, strengthening labor inspections, and carrying out awareness-raising activities.(80, 81) The MRL has an agreement with 150 municipalities to combat child labor.

It also supports a program to improve the labor rights of domestic workers.(82) Various government agencies work with the private sector and other actors to address child labor in brickmaking, fishing, street work, and markets.(61) Additionally, 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.(54, 61)

The Government continues to implement a national program to combat child begging, which includes awareness-raising campaigns in communities that receive and send child beggars.(9, 30, 82, 83) Although the Government of Ecuador did not eliminate child labor in begging, reports indicate that there has been a significant reduction in child begging over the last 3 years.(12) Additionally, child labor in the flower industry has reportedly been decreasing, particularly in large-scale export farms that account for approximately 60 percent of Ecuador's flower exports.(13)

As part of the implementation of the National Plan to Combat Human Trafficking and Exploitation, the Government and 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 children at 86 INFA centers across the country.(9, 12, 26, 61) Additionally, the Government of Ecuador works with four NGOs to provide services to child victims of trafficking. These services include shelter, food, job training, legal assistance and physical and psychological medical care.(29)

In addition, the Government of Ecuador implements a set of social protection programs to combat poverty and social exclusion. It administers the Grants for Human Development, a conditional cash transfer program that supplements household income. It also targets vulnerable families and conditions payments on keeping children under age 15 in school and taking them for medical checkups.(11, 12, 64, 84, 85) The Government of Ecuador expanded funding for the program to increase its payout from \$35 to \$50 per month per family. The payments assisted 1.2 million families in 2012.(12) Research found that this program has helped reduce child labor. Working children whose families receive the Grants for Human Development are more likely to stay in school rather than work, particularly children ages 11 to 15.(85-87) In addition, the Government carries out the School Meals Program, which provides free meals to 1.6 million school children across the country.(9, 88) The question of whether this Program has an impact on child labor does not appear to have been addressed.

The Government has partnered with Telefónica Foundation and other NGOs to combat child labor by raising awareness among local communities and by providing educational opportunities to children, particularly indigenous children, who work or are at risk of working.(9, 12, 89)

The Government continues to receive technical support from international organizations to combat trafficking in persons.(90, 91)

In 2012, Ecuador participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project which is active in approximately 40 countries.(92) In Ecuador, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor. The project also aims to strengthen legal protection and social service delivery for child domestic workers.(92)

The Government of Ecuador also 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 children and Afro-descendants.(93) 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. It also supports capacity building of government and civil society organizations, raises awareness, and conducts research.(93) In 2012, the Government organized an International Conference for Sharing Experiences in the Elimination of Hazardous Child Labor, with the participation of delegations from Bolivia, Brazil, and Peru and support from the ILO, UNICEF and other national stakeholders.(5)

Additionally, the Government participates in two USDOL-funded regional projects initiated in 2012 to combat child labor among vulnerable groups and to promote lesson sharing between Panama, Ecuador and other countries. A \$3.5 million project strengthens policy and enforcement of child labor laws and occupational safety, and a \$6.5 million project combats the worst forms of child labor among the most vulnerable populations, including Afro-descendants, migrants, and indigenous children, by providing them with educational and livelihood services.(94, 95) In Ecuador, both projects are piloting efforts to address the link between child labor and disabilities.(94, 95)

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
Coordination and Enforcement	Engage in transborder collaboration with Colombia to address the recruitment of minors for the worst forms of child labor.	2010, 2011, 2012
	Allocate sufficient material resources to ensure that labor inspectors are able to conduct inspections and enforce child labor laws.	2009, 2010, 2011, 2012
Social Programs	Support local governments in monitoring child labor in new priority sectors following the protocol established in landfills and slaughterhouses.	2010, 2011, 2012
	Apply the successful strategy used to eliminate child labor in landfills and slaughterhouses to other new activities in which children work.	2011, 2012
	Assess the impact that the School Meals Program may have on reducing child labor.	2011, 2012
	Expand child labor programs that particularly target agriculture and street work.	2009, 2010, 2011, 2012

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In 2012, Egypt made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government released results of the 2010 national survey on child labor, prosecuted the first cases of child trafficking under the 2010 Combating Human Trafficking law, established a referral mechanism for trafficking victims, and provided trainings on child labor and trafficking to officials. However, the Government has not addressed the gaps in its legal and enforcement framework to protect children, especially children working in hazardous agriculture and domestic service. Children continue to be engaged in the worst forms of child labor, including 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, 2013.(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 hazardous agriculture and domestic service.(3, 4) The majority of working children are in the agriculture sector, some in hazardous activities.(3, 5, 6) Such children may work seasonally or year-round, often working with various crops throughout the year.(3, 5) In particular, seasonal child labor is found in cotton fields, where children remove pests and harvest the crops.(5, 7-9) There is limited evidence that children also work harvesting onions and radishes.(7) Some children working in agriculture are reported to work long hours in extreme temperatures. These children may not receive their wages and may be threatened or physically abused by their employers.(5, 7, 8, 10-12) Children's work in agriculture sometimes involves using dangerous machinery and tools, spraying hazardous pesticides or inhaling gas fumes or dust. Their work in agriculture often involves bending down over for long periods of time or carrying heavy loads.(3, 5, 8, 10, 11, 13) Children also work tending livestock,



and may suffer injuries such as being bitten, butted, gored, or trampled by animals.(5, 14, 15)

Children are exploited in domestic service, some in conditions of forced labor.(12, 16-18) Although reliable data are 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; restrictions on movement, nonpayment of wages, dangerous activities; and physical, psychological, and sexual exploitation by their employers.(16-23)

Although information is limited, there are reports that children are also found working in dangerous occupations such as fishing; they may work long hours, perform physically demanding tasks, and face dangers such as drowning.(24, 25) In addition, limited evidence indicates that children work in limestone quarrying, which exposes them the risk of serious injury or death from rock-cutting machines and respiratory ailments from limestone dust.(4, 9) Some evidence suggests that children perform hazardous work in brick production and construction.(3, 4, 6, 9, 18, 26-28)

Limited reports indicate an increase in the number of children working on the streets since the 2011 revolution.(6) Street children are at particular risk of forced begging, commercial sexual exploitation, and trafficking for sexual exploitation.(4, 6, 12, 29-32) They survive by peddling on the streets, begging, shoe-shining, collecting garbage, and carrying goods for a fee, but information regarding specific hazards associated with these activities is unknown.(26, 28, 29) In addition, reports indicate that children, particularly those

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working on the streets, may be exploited as paid fighters during the violent clashes since the 2011 revolution began.(33) During the politically motivated battles, children risk injury or death.(33)

Children are victims of commercial sexual exploitation. Child sex tourism exists in Cairo, Alexandria, and Luxor.(12, 20, 34) In return for payments, some parents sell girls into temporary (or “summer”) marriages to wealthy foreign men, mostly from Gulf countries.(12, 29, 31, 34-37) However, reliable data are not available on the number of children exploited through such temporary marriages.

Although most Egyptian child workers are not victims of trafficking, some are trafficked internally, usually to urban centers and tourist destinations for domestic service, agricultural labor, temporary marriages, and sex tourism.(12, 17, 29, 31, 32, 34) Street children are especially vulnerable to internal trafficking for forced begging or forced commercial sexual exploitation.(12, 37)

The ongoing political transition and changes in leadership, heightened by an economic crisis and frequent violence and uprisings, has contributed to a difficult operating environment for efforts to combat the worst forms of child labor.(6, 34)

Laws and Regulations on the Worst Forms of Child Labor

In December 2012, Egypt’s new Constitution was approved through a referendum vote and was signed into law.(34, 38) Similarly to the previous Constitution, the 2012 Constitution upholds existing laws and prohibits forced labor, child labor under the age of compulsory education (15 years), and work that interferes with a child’s education.(39)

The Child Law sets the minimum age for regular employment at 15, and at 12 for seasonal employment.(30, 40, 41) The Labor Law allows children as young as age 12 to work as apprentices.(42, 43) It protects working children by limiting their working hours and mandating that they be allowed shift breaks. However, the Labor Law explicitly excludes domestic work, work in family businesses, and work in agriculture from legal restrictions and protections for children, including protections establishing a minimum work age and limiting work hours.(10, 12, 19, 22, 30, 31, 34, 42, 44)

Children under age 18 are barred from 44 specific hazardous occupations under the Ministry of Manpower and Migration’s (MOMM) Decree 118.(45) 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 not explicitly prohibited by this legislation, particularly in the sectors of agriculture and domestic service. For instance, although children are prohibited from preparing or spraying pesticides, they are not prohibited from working in the crops just after the pesticides have been applied.(5, 7, 10) Decree 118 also prohibits children under age 16 to perform work that exposes them to physical, psychological, or sexual exploitation, or to chemical, biological, or mechanical dangers; but it does not define these terms.(45) Because these protections apply only to children under age 16, children between the ages 16 and 18 may not be as well protected from hazardous work.

International Conventions and Selected Laws on Child Labor and Education

	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 Child Law and Penal Code criminalize some worst forms of child labor, including child trafficking, sexual exploitation, and pornography. An amendment to the Civil Status Law sets the minimum age for marriage at 18 to prevent young girls from being sexually exploited through temporary marriages.(32, 40, 41)

The Law Regarding Combating Human Trafficking criminalizes trafficking and mandates severe penalties for those convicted of trafficking children. The Trafficking Law broadly defines trafficking to include the exploitation of children, including 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.(32, 46)

Military conscription is mandatory for men in Egypt at age 18, according to the 1980 Military and National Service Act. Military conscription is voluntary beginning at age 16.(47)

The Child Law provides for compulsory and free education at the primary and secondary (in Egypt known as “preparatory”) stages for a total of 9 years, from approximately ages 6 to 15, depending on when a child starts school.(6, 41) The costs of teacher fees, books, and uniforms are prohibitive for some families; some children either drop out of school or, most often in the case of girls, are not sent to school in the first place.(8, 10, 30, 48)

Institutional Mechanisms for Coordination and Enforcement

The Government did not have an active mechanism to address the worst forms of child labor during the reporting period.(4) In the past, the MOMM had organized a national committee to coordinate government efforts to combat the worst forms of child labor and to develop a National Action Plan.(19) However, due to the political transition, the committee appears to have been dormant since 2011. The MOMM, in coordination with the ILO, began plans to reactivate the committee in 2013.(49) The National Council for Childhood and Motherhood (NCCM) is the focal point to coordinate the National Protection Program. This Program identifies and monitors children at risk, including those vulnerable to exploitative labor.(19, 50) Child protection committees are organized at the governorate level, with subcommittees at each police station.(19, 40, 51) The child protection committees have not yet been established in all governorates, and research has not shown that established committees have remained active throughout the year or received sufficient training and resources.(49, 52) The NCCM also oversees a committee comprising various Ministries, international agencies, and civil society organizations to address the issue of domestic workers.(52, 53)

The Ministry of Foreign Affairs leads the National Coordinating Committee on Preventing and Combating Trafficking in Persons, which includes representatives from all relevant Ministries, including MOMM and NCCM.(34, 54) The Committee is responsible for implementing the National Action Plan on Human Trafficking; aligning national legislation, policies, and programs with international conventions and obligations; collecting data; reporting on trends and efforts to combat trafficking; and coordinating the efforts of the Government and NGOs to combat trafficking in persons (TIP).(32, 46, 54, 55) In addition, the NCCM leads the Anti-

Trafficking Unit and the Combating Trafficking in Children Unit, which collaborates with the National Coordinating Committee to develop policies and programs and coordinate activities to combat trafficking of children.(20, 34, 56)

The MOMM is responsible for enforcing child labor laws and regulations.(19) Labor inspectors from the MOMM have the authority to inspect businesses, industrial facilities, and commercial agricultural enterprises for legal compliance with child labor regulations.(6, 19) Information on the number of labor inspectors, the budget, and resources allocated for labor inspections is not made publicly available.(4) Reports indicate that fines, when assessed, for child labor violations were often too low to serve as a deterrent to repeat violations. The MOMM reported conducting approximately 9,000 inspections targeting child labor during the year, although the quality and effectiveness of these inspections in deterring violations is uncertain.(4) During the year, NGOs and MOMM officials provided some trainings to labor inspectors on child labor.(49)

The MOMM operates a child labor monitoring database, originally created through a project funded by USDOL, to track children working or at risk of worst forms of child labor. With NGO support, the MOMM is training regional staff members to use the database to upload data on children at risk, and to refer children and families to available social services.(49)

There is no enforcement mechanism to protect children working on private, noncommercial farms, in unregistered businesses, or in private homes as domestic workers.(4)

The Ministry of the Interior (MOI) and the Public Prosecutor’s Office enforce laws and regulations prohibiting trafficking and commercial sexual exploitation of children. The MOI has established a special unit to combat child trafficking.(19) The Public Prosecutor’s Office reported that the first prosecutions were made under the 2010 Combating Human Trafficking Law, including five convictions of trafficking offenders. Four of the traffickers were convicted in July 2012 for operating a criminal network to exploit girls and women for prostitution, after forcing three young women into contractual temporary marriages.(34) Another trafficking offender was convicted and sentenced in November 2012 for kidnapping and selling a child for exploitation purposes, although the details of the case are not clear.(34) The Government does not make information publicly available regarding the investigations and prosecutions of cases involving trafficking in persons or commercial sexual exploitation of children, including the sale of young girls into temporary marriages.(57)

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During the year, the NCCM implemented a new national referral mechanism for victims of trafficking. Trafficking victims identified by police, NGOs, or other entities were referred to the NCCM for service referrals, including medical, psychological, and legal services, and the provision of shelter. Under this new system, the NCCM systematically documented cases of trafficking and tracked information about the victim(s), including their age, the type of exploitation, and the referral mechanism and services provided.(34) The NCCM provided protection and assistance to 77 child victims of trafficking in 2012. However, this data does not include services provided to others not explicitly identified as TIP victims.(34, 57)

Past reports indicated that trafficking victims were often treated as criminals and they documented cases of verbal, physical, and sexual abuse of child victims by enforcement officials.(12, 20) Recent reports indicate that while the criminalization of victims does happen, it is the result of a lack of information by enforcement officials.(34) During the year, the NCCM, the Public Prosecutor's Office, and other agencies conducted trainings for 1,023 officials on trafficking victim identification and awareness of trafficking legislation.(34)

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.(19, 51) Little progress has been made to finalize a national action plan to implement the Strategy. However, with support from the ILO, the MOMM made efforts to convene stakeholders to refocus on the initiative in early 2013.(49)

The Government's Central Agency for Public Mobilization and Statistics, the ILO, and the MOMM conducted a comprehensive survey of child labor in Egypt in 2010 and publicly released the complete report in September 2012.(3, 51)

The NCCM's Combating Human Trafficking Unit, with MOMM, implements the Together for a Decent Domestic Work for Domestic Workers, Especially Children and Mothers initiative. Objectives of the initiative include assessing the regulatory framework on domestic work, compiling research on domestic work, addressing enforcement gaps, and raising awareness. Information on the activities carried out during the reporting period is not available.(22)

The National Plan of Action Against Human Trafficking lays out prioritized and coordinated activities to be implemented between January 2011 and January 2013, and identifies the

relevant Ministries responsible for their execution.(55) In December 2012, the National Coordinating Committee on Preventing and Combating Trafficking in Persons released its annual report and an evaluation of the first National Plan of Action. The updated National Plan of Action Against Human Trafficking has been drafted and is scheduled to be made public in 2013, although further information was not available as of the writing of this report.(34) The second Plan addresses gaps and challenges identified during the evaluation of the first Plan, including the creation of a victim assistance fund and a statistical data management system. The second Plan prioritizes combating the trafficking of street children.(34) In addition, the National Plan of Action for the Prevention of Trafficking in Children 2009-2013 calls for coordination of relevant activities between Ministries and NGOs.(58)

The Government also implements the National Plan of Action for Children, led by the NCCM and with support from UNICEF.(20, 53, 59) The Plan includes strategies on child labor, street children, and poverty alleviation.(59)

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

The Government participates in a USDOL-funded, \$9.5 million project, which will last from 2010 to 2014 and aims to provide services to 16,000 children engaged in or at-risk of engaging in the worst forms of child labor in agriculture in Upper Egypt and the Delta region.(49, 60) In 2012, the project provided services to 9,451 children.(49) Through the project, children receive access to education and apprenticeship opportunities, and their households receive livelihood support to address the root causes of child labor. The Ministry of Education (MOE) formally approved and agreed to support the community schools and MOMM officials worked to establish apprenticeship services in each project area during the reporting period. In addition, the MOMM continues to pilot the national child labor monitoring system with support from the project.(49) While this project is important for serving vulnerable children in targeted areas, it is 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.

In addition, the MOMM reported implementing awareness-raising campaigns to prevent child labor during the year; however, specific details on these campaigns is not available.(4)

The National Plan of Action Against Human Trafficking includes multiple programs that are implemented by government agencies and international organizations.(55) The

Government is participating in programs to provide services to street children in urban areas and to other child victims of trafficking.(12, 29, 31, 55) The Government provides the space and operates shelters in Cairo for victims of trafficking, including children.(12, 34, 61) With assistance from USAID and in coordination with the NCCM, the Ministry of Insurance and Social Affairs operates a shelter in Cairo for at-risk children, including street children engaged in worst forms of child labor.(12, 50, 61) The shelter provides housing, medical, psychological, legal, and educational services as well as vocational training for children.(61) The Ministry of Health helps operate a care center for trafficking victims, and the NCCM operates a 12-bed shelter for women and children who are victims of trafficking.(29, 31, 34, 61) These programs appear to be focused on urban areas and may not be of sufficient geographic scope to reach many child victims.

The NCCM works closely with NGO-run shelters for street children and girls who are trafficking victims. 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.(55) During the year, the NCCM developed and disseminated a guide for identifying and providing services to victims of trafficking.(34) The NCCM and the National Coordinating Committee on Preventing and Combating Trafficking in Persons conducted teacher trainings to raise awareness among children about the risks of human trafficking.(34) In addition, the NCCM

manages a 24-hour child help hotline, which can be used in cases of child exploitation.(31, 32, 59) Research found no evidence of programs to address child trafficking through 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 MOE 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.(62) Information on outcomes of the Plan is not available. It is not known whether the Plan will be extended beyond 2012, even though many children continue to remain out of school.

The Government provides substantial food subsidies to citizens, including for sugar, rice, oil, and wheat. Up to 70 percent of the population benefits from subsidized fortified wheat bread through a program with the WFP.(62-64) The Government also 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.(59, 65)

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 for work and limited working hours for children involved in family businesses, domestic service, and agriculture.	2009, 2010, 2011, 2012
	Ensure that laws to prohibit children's involvement in hazardous work and work activities that expose them to physical, psychological, or sexual exploitation, or to physical, chemical, biological, or mechanical dangers are comprehensive to protect children from these potential dangers.	2009, 2010, 2011, 2012
Coordination and Enforcement	Ensure that critical coordination and enforcement mechanisms to protect against child labor are reactivated and continue to operate during this period of government transition.	2011, 2012
	Establish child protection committees in all governorates, and ensure that they receive training and resources.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Make enforcement data on labor inspections and child labor violations publicly available.	2010, 2011, 2012
	Increase child labor inspection capacity to effectively investigate child labor violations.	2012
	Develop monitoring and enforcement mechanisms to protect children working as domestic servants, in agriculture on private farms, or in unregistered businesses outside the purview of the labor inspectorate.	2012
	Ensure that victims of trafficking, particularly children, are not treated as criminals and do not experience abuse by enforcement officials.	2012
	Ensure that data on government enforcement of trafficking in persons and commercial sexual exploitation of children, including data related to investigations of children sold into temporary marriages, are made publicly available.	2011, 2012
Policies	Implement 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, 2012
	Expand policies to guarantee access to free public education for all children, including by addressing prohibitive costs of school fees and supplies that prevent many students from completing their education, particularly girls.	2010, 2011, 2012
	Conduct research on the prevalence of children engaged in domestic labor.	2012
Social Programs	Develop or expand programs addressing the worst forms of child labor, with a special focus on children involved in dangerous agriculture and domestic service.	2009, 2010, 2011, 2012
	Expand programs to prevent and protect children from trafficking and sexual exploitation, including girls exploited through temporary marriages.	2010, 2011, 2012
	Extend the Education Strategic Plan beyond 2012 and expand activities to provide access to free education for all children.	2012
	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, 2012

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In 2012, El Salvador made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government developed an operational plan and budgeted \$10 million to implement the Roadmap to Make El Salvador a Country Free of Child Labor and Its Worst Forms, and established a new policy to combat human trafficking, including trafficking of children. To prevent the recruitment of children by gangs, the Inter-American Development Bank approved a \$45 million loan to support El Salvador's efforts to age-appropriate job opportunities to youth ages 15 through 24. Beginning in 2013, the Government expanded the full-time school program to 900 schools, benefiting more than 900,000 children and 28,000 teachers. Despite these efforts, gaps in enforcement remain. Penalties for violations of child labor and human trafficking laws are insufficient to act as a deterrent, and law enforcement agencies lack sufficient resources to enforce child labor laws. Children continue to engage in the worst forms of child labor, including in hazardous activities in agriculture and dangerous activities in domestic service.



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

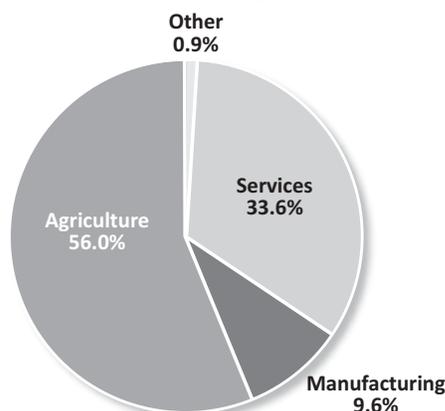
Children in El Salvador are engaged in the worst forms of child labor, including in hazardous activities in agriculture and dangerous work in domestic service.(3, 4) According to the 2011 School Registration Census, 8,217 children in El Salvador harvest sugarcane and coffee.(4) Children who work in coffee production are exposed to the elements, toxic substances, long workdays, and injuries from machetes and sharp knives. These children cut, plant, and pick crops, and they carry heavy loads.(5) Although the full extent of the problem is unknown, the school census also estimates that 2,365 children are involved in fishing.(4) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(6) Reportedly, children also work gathering shellfish and are exposed to polluted water, insects, skin diseases, and physical injuries.(7)

Children also perform dangerous labor in urban areas. According to the 2011 School Registration Census, 485 children were found to be working in fireworks production and garbage scavenging.(4) Children making fireworks are at risk of dismemberment and burns, while children who scavenge are exposed to medical waste and are at risk of gastrointestinal diseases, insect bites, and physical abuse.(8-12) The same census estimated that 15,987 children are engaged in street work and domestic service.(4, 8, 13) Media outlets in El Salvador reported that children who work as street vendors are susceptible to sexual abuse and may be victims of traffic accidents.(14) According to a 2010 study, 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.(15) Domestic workers may also perform strenuous tasks without sufficient food or shelter, and are susceptible to sexual

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.3 (84,927)
Attending School	5-14 yrs.	92.2
Combining Work and School	7-14 yrs.	6.2
Primary Completion Rate		100.5

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from EHPM Survey, 2011.(2)

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abuse.(16) Children also work in car repair and construction; those who work in construction perform activities such as transportation of construction materials, which may involve carrying heavy loads.(3, 17)

Children are engaged in commercial sexual exploitation. They are trafficked internally and internationally, some for the purpose of commercial sexual exploitation; girls from poor communities ages 12 to 18 are at the greatest risk.(17-19)

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.(20-22) According to the Government of El Salvador, approximately 30 percent of gang members are children.(23) Between January and October 2012, 41 school children were killed as a result of gang violence.(24, 25)

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.(26) The Government has stated that gang violence and recruitment have hindered school attendance.(24, 25)

Laws and Regulations on the Worst Forms of Child Labor

The Law for the Protection of Children and Adolescents (LEPINA) establishes a comprehensive legal framework for the protection of children's rights, including protection from child labor and trafficking.(27)

The Labor Code and the Constitution set the minimum age for work at 14 and the minimum age for hazardous work at 18.(28, 29) The LEPINA establishes the minimum age for domestic service at 16.(27) Agreement 241 of 2011 prohibits children from working in specific activities within 29 occupational categories such as agriculture, fishing, construction, mining, manufacturing, and street work. It bans children younger than age 16 from making construction materials such as bricks, cement, tiles, and tubes.(13) The list 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.(13)

The Labor Code specifies fines of less than \$60 per violation of labor legislation, including child labor laws, a penalty the ILO deems insufficient to act as a deterrent.(30)

International Conventions and Selected Laws on Child Labor and Education

	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

El Salvador's Penal Code prohibits the commercial sexual exploitation of children, including child pornography, human trafficking, and forced labor.(31) However, the Government acknowledged in early 2013 that the penalties for trafficking in persons are not sufficient to combat this crime.(17) The Penal Code penalizes the recruitment of children into illegal armed groups and the use of children for illicit activities.(31)

The Constitution sets the minimum age for compulsory military service at 18.(28) It also establishes compulsory education through ninth grade, which is approximately until the age of 16, and free education through high school.(28)

Institutional Mechanisms for Coordination and Enforcement

The National Committee for Children and Adolescents (CONNA) coordinates the implementation of the LEPINA and develops policies to protect the rights of children, including child labor policies.(27, 32) The National Committee for the Eradication of the Worst Forms of Child Labor (National Committee) coordinates efforts to implement the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms (Roadmap). The committee is chaired by the Ministry of Labor and Social Welfare (MTPS) and includes 12 government agencies, along with representatives

from labor union organizations, business associations, and NGOs.(33, 34) The National Roundtable to Combat the Commercial Sexual Exploitation of Children coordinates efforts to address child sexual exploitation, and it includes the Attorney General's Office (AGO), the National Civilian Police (PNC), and the Legislative Assembly. The National Council against Human Trafficking (National Council) directs efforts to combat trafficking in persons. It is led by the Ministry of Justice and Public Safety and includes five other government agencies.(23, 35)

In 2012, the CONNA continued to implement the LEPINA, working with different government agencies to coordinate activities, establishing local committees for the rights of children throughout the country, and carrying out a study on the conditions of children in El Salvador.(17) Despite these efforts, challenges remain. The CONNA has neither sufficient resources to consolidate its structure nor has it developed interagency mechanisms to define roles and coordinate efforts to combat child labor and protect children's rights.(17, 36)

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.(17, 37) The MTPS has 120 labor inspectors who cover all types of labor violations in the formal sector (registered enterprises), including child labor.(17) The Government allocated more than \$1.6 million to labor inspections in 2012. However, the MTPS acknowledged that it does not have sufficient resources to fully enforce labor laws.(17)

During the reporting period, the MTPS developed a new labor inspection intake form to improve labor inspection procedures. The form includes questions related to child labor and incorporates a labor trafficking component into the labor inspections.(23, 38) 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, the process of issuing penalties for violations can take up to 6 months.(30)

In 2012, the MTPS performed 24,359 targeted labor inspections in the formal sector, including 378 inspections on sugarcane plantations and 179 inspections on coffee farms. In addition, 20 child labor-specific inspections were carried out,

and as a result the MTPS identified five children engaged in child labor and imposed two fines.(4) The Ministry of Health identified 105 children engaged in child labor.(17) However, there is no information available about whether these children were removed from child labor and received any social services. Further, it is unknown how the high number of inspections conducted by each MTPS inspector may impact the quality of such inspections.

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.(17, 37) 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.(17)

In 2012, PNC made improvements to the emergency hotline. It increased the number of operators from 12 to 28, it expanded its coverage to all 14 main cities, and it improved equipment and communication technologies. The ISNA identified 62 child victims of commercial sexual exploitation.(17, 39-41) However, there is no information about whether these cases were investigated or prosecuted. During the reporting period, the AGO also investigated 60 cases of human trafficking, including 24 related to child trafficking. Of the 60 cases, five went to trial; as a result, 11 individuals were convicted and sentenced to between eight and 22 years in prison.(17, 23) The ISNA provided social services to 17 of the 24 victims of human trafficking.(17)

In 2012, government officials received training on how to identify and assist human trafficking victims. Benefiting institutions included the Ministries of Governance, Education, Health, Justice and Public Security, Tourism, and Foreign Affairs; the Solicitor's Office; Women's Institute; Ombudsman for Human Rights Office; the AGO; and the ISNA. The Government also partnered with INTERPOL and the Governments of Costa Rica, Guatemala, Honduras, Nicaragua, Mexico, and the United States to investigate cases of human trafficking.(23)

In 2010, the UN CRC 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

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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)

Government Policies on the Worst Forms of Child Labor

The 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.(44) During the reporting period, the Government, with the support of the ILO, developed an operational plan (2012-2014) to implement the Roadmap. This plan includes three focus areas—rights protection, human development, and knowledge and awareness-raising—and establishes specific goals, indicators, and activities for 10 government agencies.(45) An estimated \$10 million is required to carry out the plan, which is already part of these agencies' budgets.(46)

The Government of El Salvador has included child labor in its 5-Year Development Plan (2010-2014) and its policies for Inclusive Education, Early Childhood Education, and Health.(17, 47-49) The Government continues 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.(50)

In 2012, the Government established a new policy to combat human trafficking, which includes child commercial exploitation and child sex tourism. This policy adopts a comprehensive definition of human trafficking that includes trafficking for the purpose of sexual exploitation, labor exploitation, begging, pornography, and sex tourism.(23, 51) Its main components include prevention, prosecution, interagency coordination, international cooperation, anti-corruption, and victim assistance.(51)

In 2012, the Government released the results of the 2011 Household Survey and School Registration Census. The Household Survey shows an increase of 6.4 percent in the number of children who work from 2010 to 2011, while the School Registration Census indicates an increase of 18 percent in the number of children who both go to school and work from 2010 to 2011.(17, 52, 53) The Government attributes this increase to the impact of the 2011 tropical depression 12-E that affected several provinces of El Salvador.(52, 54)

During the reporting period, the Governments of El Salvador and the United States continued to implement their 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.(55, 56)

In August, the Government of El Salvador participated in the Meeting of Labor Ministers of Central America, Belize, and the Dominican Republic to highlight good practices and lessons learned.(57) At the end of the meeting, the ministers signed the Panama Declaration, committing themselves to country-specific actions to eradicate the worst forms of child labor. For example, El Salvador committed to strengthen Labor Inspectorate processes regarding child labor.(57)

El Salvador monitors child labor through its National Household Survey, the Ministry of Education's School Registration Census and the Ministry of Health's intake forms.(17, 58) 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.(59)

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

In 2012, the Government raised awareness of child labor, provided services to children vulnerable to child labor, and partnered with civil society organizations to combat the problem.(17, 38, 60) During the reporting period, the ISNA raised awareness in schools, reaching out to more than 10,000 children, and provided services to 13 children engaged in child labor. The Government also conducted awareness-raising campaigns to prevent child labor, commercial sexual exploitation, and child trafficking.(23, 60, 61)

Since December 2011, the Government has participated in a 4-year, \$14 million, USDOL-funded project to combat child labor in El Salvador, which builds upon El Salvador's social protection programs and contributes to the U.S.-El Salvador Partnership for Growth initiative. The child labor project supports the implementation of the Roadmap, strengthens municipal capacity to combat child labor, and provides educational services to 13,000 children who work or are at risk of working, while offering livelihood alternatives for 6,500 households.(26, 62) During the reporting period, the project and the ISNA published a child labor baseline study of the municipality of Juayúa, which provides a snapshot of child laborers and their households, and will be used by the municipality to develop actions to address child labor.(3, 46)

The project also supported the Salvadoran Ministry of Economy's efforts to set up an online information system that will monitor the implementation of the Roadmap.(46)

In 2012, the Government of El Salvador participated in multiple regional projects to eradicate child labor in Latin America, funded by the Government of Spain.(63) It continued to partner with Plan International to combat child labor in markets and street vending in the province of La Libertad. This initiative helped six municipalities develop child labor policies and provided educational services to 676 children in this province.(64, 65)

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.(49, 66) More than 100,000 families have benefited from the program, and 98 percent of children ages 7 to 12 whose families participate in the program are enrolled in school.(67) The Government continues to carry out programs that provide individual temporary income support and vocational training to youth and female heads of households.(66)

El Salvador continues to implement the Let's Go to School program to improve access to, and the quality of, education. In 2012, it provided uniforms, scholarships, textbooks, and meals to more than 1.3 million children.(68, 69) In addition, during the reporting period, the Government began to provide

meals to an additional 140,000 children enrolled in secondary education.(69) According to the Government, although the Let's Go to School program has expanded basic education coverage to 93 percent, gang violence has hindered efforts to increase school enrollment and decrease dropout rates.(25, 70) With the support of the World Bank, USAID, UNICEF, and the Italian Development Agency, the Government of El Salvador began to expand the full-time school model in 2013 to 900 schools, which will benefit 913,000 students and 28,000 teachers. This educational model increases the school week from 25 to 40 hours and incorporates academic and extracurricular activities.(48, 71, 72)

The Government continues to carry out the School Prevention and Security Plan to address gang-related violence in schools by facilitating collaboration among the Ministries of Education and Justice, the National Police, and schools.(73, 74) In 2012, 180 at-risk schools participated in this initiative. Some schools carried out activities such as developing school protection and conflict resolution manuals for teachers, while others carried out initiatives to prevent truancy and desertion.(69, 73)

In 2012, the Inter-American Development Bank approved a \$45 million loan to support El Salvador's efforts to prevent youth violence. Among its objectives, this initiative will provide age-appropriate job opportunities to youth ages 15 through 24 who do not go to school or work.(75) The Government partners with USAID to improve youth access to employment opportunities; more than 4,400 youth have benefited from this initiative.(76)

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, 2012
	Strengthen penalties to combat human trafficking, including child trafficking.	2012
Coordination and Enforcement	Provide sufficient funding to fully implement the LEPINA.	2012
	Continue to strengthen interagency mechanisms to protect the rights of children, including those directed at child labor.	2012
	Provide sufficient funding to the MTPS to enforce labor laws fully.	2010, 2011, 2012
	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, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	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 child labor, including child commercial sexual exploitation. Determining whether the inspection ratio for each MTPS inspector is appropriate to ensure the quality and scope of inspections. 	2009, 2010, 2011, 2012
	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, 2012
Social Programs	Carry out research on child labor and conduct studies on children involved in commercial sexual exploitation, street work, domestic service, and illicit activities.	2009, 2010, 2011, 2012
	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, 2012

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In 2012, 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 exists, the Government continued to sponsor a national program called Mahtot, under which children in grades nine through eleven are required to work for two months during the school break in various service and agricultural activities. In addition, even though the law prohibits the recruitment of children under age 18 into the armed forces, there are children under age 18 enrolled in the Government's compulsory military training program at the Sawa Educational Institution. Gaps in legislation also 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		38.0

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Eritrea are engaged in the worst forms of child labor, some in dangerous activities in agriculture and domestic service.(3-6) 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, 6, 7) However, children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(8, 9) Children employed as domestic servants may work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(10, 11)

Children also work in garages and workshops making household utensils and furniture, which may require them to



use dangerous machinery. In Asmara, some children engage in commercial sexual exploitation.(3, 6, 7, 12, 13)

The Government of Eritrea sponsors a national program called Mahtot, under which children in grades nine through eleven are required to work for two months during the school break in various service and agricultural activities.(3, 14, 15) Examples of these activities include producing and maintaining school furniture; water-related projects such as building canals and irrigation; reforestation activities such as planting trees; and agricultural activities such as terracing and picking cotton.(3, 14-16)

The Government of Eritrea engages in a compulsory practice, whereby, in order to graduate, students are required by the Government to complete their final, 12th, year of schooling and military training at the Sawa Center for Education and Training in remote Western Eritrea. Some students may be under age 18 while attending Sawa.(3, 6, 7, 17, 18) Students who do not attend are not eligible to take their final examinations or to graduate.(3, 5, 7) After 6 months of compulsory military training, students at Sawa are either assigned college preparatory educational work, deployed to technical colleges for further training, or assigned national service tasks in the military or public works projects including being drafted into the military, deployed to work in gold mines and on agriculture and construction projects.(3, 6, 7, 14, 19-23) Persons who attempt to flee or otherwise avoid military training and national service are generally subject to detention and poor treatment if caught, and may be subject to torture.(14, 23, 24)

Eritrea

Children fleeing Eritrea for economic, political, or religious reasons (including conscientious objectors), or to avoid military training or national service, may be trafficked for forced labor, including commercial sexual exploitation abroad.(3, 5, 23)

The UN Human Rights Council has expressed grave concern at the use of forced labor, including the use of conscripts and minors in the mining industry.(18)

In Eritrea, children who are not in school often enter the workforce, as a result, children may work at a young age because of the limited number of schools.(3, 6, 7) Children from nomadic communities have difficulty accessing education, as their seasonal movements are incompatible with the formal school calendar.(25, 26)

Children are reported to work on the streets, but specific information on hazards is unknown.(3, 23, 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.(3) 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.(3, 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 employers of 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 for family businesses and as child domestics unprotected by the laws.(3, 28, 29) Eritrean labor proclamations and law require that employers take appropriate measures to ensure that workplaces and processes of work do not become causes of hazards to the health or safety of employees, including persons aged 14 to 18. A child may become an apprentice at 14.(28) However, children in apprenticeships are legally permitted to engage in training in hazardous work if supervised by a competent authority. This includes hazardous and health-threatening tasks such as working in mines, quarries, and sewers.(28, 29)

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.(3, 31) No law prohibits trafficking for labor exploitation.(5) Research did not uncover information on whether there are laws regulating the use of children in illicit activities such as drug trafficking.

International Conventions and Selected Laws on Child Labor and Education

	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

Children under age 18 are prohibited from recruitment into the armed forces by Proclamation 11/1991.(32, 33) However, in practice, some children under age 18 attend military training as a result of the Government's required service at the Sawa Educational Institution for those who wish to graduate from secondary school.(3, 6, 17)

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, 34)

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. Detailed information was not made available for the reporting period related to the Ministry's funding level or labor inspectors.(3, 7) 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) Addressing exploitive child labor was also a goal of the UN Development Assistance Framework and protecting children from exploitative situations is also incorporated in the UN Strategic Partnership Cooperation Framework that was released in November 2012 and will be implemented from 2013 to 2016. 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, 7, 35-37)

The Government made no known effort to collect or publish data on the worst forms of child labor.(3) The Government's compulsory military training requirements for school children may diminish the impact of Eritrea's policies to combat the worst forms of child labor for all those wishing to obtain high school diplomas.

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

The Government was a participant 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.(38, 39) It is unclear whether the Government was actively involved in either of these efforts during the reporting period.(16) However, through the support of the Ministry of Education, a number of permanent new elementary schools were built for the 2012-2013 academic year to target children living in remote areas.(23, 40) UNICEF does not believe that there is an adequate number of school buildings for school-aged children, and estimates the teacher shortage at 25-30 percent. The Government was actively involved with UNICEF in building new schools for nomads, with as many as 100 new mobile facilities constructed in 2012 in regions in which children lacked access to permanent schools, or in which children failed to start school on time and needed remedial education.(23, 41)

Information remained limited on Government-implemented efforts to combat the worst forms of child labor during the reporting period. The Government of Eritrea sponsored numerous youth and worker unions' education outreach programs about anti-trafficking in persons and has provided shelter to orphans and vulnerable children.(5, 23, 35, 42) The Government continued to restrict the work of both national and international NGOs.(7, 16, 23)

Eritrea's social programs are limited in scope and do not adequately protect or provide alternatives for self-employed children or target areas in which the majority of children work, such as agriculture, domestic service.

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 employers of children under the legal minimum age.	2010, 2011, 2012
	Ensure that self-employed children and children working without a contract are protected from the worst forms of child labor.	2010, 2011, 2012
	Prohibit children in supervised vocational training programs from engaging in hazardous work.	2009, 2010, 2011, 2012

Eritrea

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact legislation to prohibit all forms of trafficking.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Publish data on inspections, criminal investigations, prosecutions, and other steps taken to enforce laws.	2009, 2010, 2011, 2012
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, 2012
	Cease requiring children to perform manual labor under the Mahtot program during the school break.	2009, 2010, 2011, 2012
	Ensure that children under the age of 18 are not coercively recruited into the national military program.	2009, 2010, 2011, 2012
	Conduct a national labor force survey to improve the availability of data on the worst forms of child labor.	2009, 2010, 2011, 2012
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, 2012
	Improve access to education by building more schools and developing alternative educational programs for nomadic communities.	2010, 2011, 2012

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Ethiopia

In 2012, Ethiopia made a significant advancement in efforts to eliminate the worst forms of child labor. The Government of Ethiopia approved a National Action Plan to Eliminate the Worst Forms of Child Labor; ratified the Palermo Protocol; and passed the Young Worker's Directive, which includes an updated list of hazardous occupations for children. The Government also released data on child labor in the Ethiopia Demographic and Health Survey from 2011. In addition, the Government expanded a cash transfer program to assist vulnerable populations, including child laborers, into three new regions, and operates Africa's largest social protection program, the Productive Safety Net Program Phase II. The Government also established a National Steering Committee on child labor, increased the number of labor inspectors from 130 to 380, and participates in and implements several programs to combat the worst forms of child labor. However, gaps in legislation continue to put children at risk and government efforts to address child labor have not sufficiently targeted sectors with a high incidence of child labor. Children continue to engage in the worst forms of child labor, particularly in agriculture and domestic service.



Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5, 19, 20) Children also herd cattle.(3, 14-16, 18, 19, 21) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(22, 23) Limited reports suggest that children engage in fishing.(4, 14, 16, 17, 24, 25) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(24, 26)

Children, mostly girls, work in domestic service, potentially exposing them to sexual and other forms of abuse. Child domestics in Ethiopia may also suffer from a variety of mental health problems.(4, 27-29) Children collect firewood and water, which may require them to walk long distances with heavy loads.(11, 17, 19, 30, 31)

Children work in the production of gold. In small-scale gold mining, they may dig their own mining pits and carry heavy loads of water.(11, 12, 32, 33) Anecdotal evidence indicates that children may work in quarries.(4, 15) Children also work in the construction and manufacturing industries, potentially carrying heavy loads, working with sharp tools, and risking exposure to toxic substances.(4, 6, 14-19, 34, 35) In addition, limited reports indicate that children crush clay into powder to make pottery products. This type of work may cause respiratory illnesses from prolonged exposure to clay dust.(14, 36)

In urban areas, many children engage in hazardous work on the streets as shoe shiners, assistants to taxi drivers, vendors, porters, and beggars.(4, 6, 14, 16-18, 37-42)

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	22.0 (5,545,319)
Attending School	5-14 yrs.	54.0
Combining Work and School	7-14 yrs.	17.0
Primary Completion Rate		64.0

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2011.(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 apples, coffee, cotton, onions, bananas, flowers, sugarcane, and tea.(7-18)

Although the extent of the problem is unknown, reports indicate that children work in the traditional weaving industry, including in Addis Ababa and in the Gamo Gofa and Wolayita Zones.(14, 16, 27, 43-46) 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.(14, 19, 47, 48) Anecdotal evidence suggests that some child weavers are held in debt bondage.(48, 49)

International Conventions and Selected Laws on Child Labor and Education

	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	No
	Free Public Education	Yes

Children in Ethiopia are also engaged in commercial sexual exploitation, which is most prevalent in urban areas, including in Addis Ababa.(6, 40, 50, 51) Girls are recruited to work in commercial sexual exploitation at brothels, hotels, bars, rural truck stops, and in resort towns.(6, 27, 50) Girls may also be involved in sex tourism and, although information is limited, there are reports that children are involved in the production of pornography.(50, 52, 53)

Trafficking of children is a problem in Ethiopia. Children are trafficked from rural areas to Addis Ababa and other regions of the country for forced labor in domestic service and the weaving industry.(14, 43, 53, 54) Children are also trafficked for commercial sexual exploitation, begging, street vending, cattle herding, and manual

labor.(53-55) Children are reportedly trafficked from Ethiopia to Djibouti, South Sudan, Kenya, Europe, and the Middle East for labor and commercial sexual exploitation.(53, 54, 56, 57)

There are no reports from 2012 that suggest that children are recruited by local militias in the Somali Regional State.

Laws and Regulations on the Worst Forms of Child Labor

Labor Proclamation No. 377/2003 sets the minimum age for employment at 14 and the minimum age for hazardous work at 18.(58) 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.(58, 59) The Labor Proclamation also prohibits all children from working at night, and working overtime or in hazardous work, including digging tunnels, working underground, in sewers, with electric transformers, and transmission lines.(58, 60) However, the Labor Proclamation allows children above the age of 14 to engage in hazardous work if this work is performed following a government-approved vocational training course.(58, 61) In addition, the Labor Proclamation only applies to contractual labor, excluding children who work without a contract.(61-63)

In 2012, the Government adopted the Young Workers’ Directive, which includes an updated list of hazardous occupations for children, including work in mines, glass factories, domestic labor, and on the streets.(18) In addition, during the reporting period, the Ministry of Labor and Social Affairs (MOLSA) submitted a proposal to the Parliament to raise the minimum age for employment from 14 to 15 years.(18)

The Constitution provides protections for children from trafficking, slavery, and forced labor.(59) Some communities in Ethiopia have also enacted local bylaws against trafficking. The Criminal Code prohibits trafficking, child pornography, commercial sexual exploitation of children, and the use of children in illicit activities.(60, 64) In March 2012, the Government of Ethiopia ratified the UN Palermo Protocol on Trafficking in Persons.(65, 66) The Criminal Code also sets the

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minimum age for conscription and voluntary recruitment into the military at 18.(64)

There is no law establishing compulsory education in Ethiopia. The lack of compulsory education may increase the risk of children's involvement in the worst forms of child labor.(67) 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.(27, 68, 69) To address this issue, the Government passed the Vital Events Registration Proclamation No.760/2012 in July 2012 to mandate the registration of births, adoptions, marriages, divorces, and death. This law also includes penalties for those who fail to declare such events.(70, 71) Rollout of the Vital Events Proclamation has been delayed by the absence of uniform national identification cards.(72)

Institutional Mechanisms for Coordination and Enforcement

In 2012, the Government of Ethiopia established a National Steering Committee to coordinate activities on the worst forms of child labor. The Committee includes members from MOLSA; the Ministry of Women, Children, and Youth Affairs (MOWCYA); and the Ministry of Education.(18) The Government also has a National Steering Committee against Sexual Exploitation of Children and an Inter-Ministerial Task Force on Trafficking to coordinate efforts on specific worst forms of child labor.(53, 62, 73) The Inter-Ministerial Task Force on Trafficking meets on a quarterly basis and received ILO training in 2012 to improve its capacity and productivity.(74)

MOLSA is the lead agency for programming on the worst forms of child labor. The Occupational Safety and Health Case Team (OSHCT) is responsible for data collection, analysis, and policymaking for labor purposes.(18, 75, 76) OSHCT enforces occupational safety, health, and wage and hour protections, which include child labor laws, at industrial enterprises in Addis Ababa and Dire Dawa. MOLSA is also responsible for labor inspections, which are organized through federal and regional offices.(60, 76)

In 2012, MOLSA created a child labor desk, which includes four employees, to strengthen its capacity to address child labor issues.(18, 70, 77) MOLSA's State

Minister also chairs a forum at the national level, which meets monthly, to combat the worst forms of child labor; the forum includes participants from the Ethiopian Employers' Federation and Confederation of Ethiopian Trade Unions.(18) Officials from federal ministries and agencies also participate weekly in a technical working group on trafficking, which aims to identify trends and areas in need of public awareness campaigns on trafficking.(53, 74) In some communities, there are also child protection committees, which include children, police, health workers, and teachers.(16, 18)

In 2012, the University of Gondar trained labor inspectors on child labor issues and OSHCT increased the number of labor inspectors from 130 to 380.(18) Despite this improvement, ILO reports that this department is understaffed and lacks sector-specific occupational safety and health guidelines, which weakens enforcement efforts.(76) 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.(76) In 2012, the BOLSA office in Addis Ababa established an occupational safety and health laboratory to identify work place hazards.(70) OSHCT and BOLSAs both lack equipment, and their inspectors do not have access to suitable transportation, sometimes relying on employers and trade union representatives for rides.(76) ILO reports that labor inspectors' salaries are not competitive and turnover is high.(75, 76)

Labor inspectors visit enterprises to conduct investigations, and they use checklists specific to small, medium, and large enterprises.(62, 76) If a labor violation is found, the labor inspector may require the employer to correct the situation within a given timeframe or the inspector may report the incident to the Minister of Labor and Social Affairs.(58, 76) Labor inspectors do not have the authority to impose immediate sanctions, and fines can be issued only by a court.(58, 76) Although labor inspectors bring cases to court, they lack training on presenting evidence in court.(78) In addition, the labor relations board, an institution that settles labor disputes, can receive labor complaints and issue decisions on alleged violations.(48) MOLSA does not disaggregate child labor data, and research found no information on the number of labor inspections, how many citations were issued, or whether appropriate sanctions were applied.(18, 75, 76)

The police and the Ministry of Justice investigate and prosecute criminal violations of laws that protect against the worst forms of child labor.(12) Police departments and district officials refer victims of the worst forms of child labor to NGO-run shelters and government orphanages.(53) The Government of Ethiopia has a special court to hear trafficking cases.(79) During the reporting period, 407 police officers received training on child labor identification and investigation.(70) As a result of this training, 500 children were identified as victims of the worst forms of child labor. However, it is unknown whether the 500 identified children received services.(80) In 2012, the police established an Emergency Response Center in the Afar Region to address human trafficking. The center helped approximately 400 people, including 69 children, during its first month of operation.(18)

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.(81, 82)

The Human Trafficking and Narcotics Section in the Organized Crime Investigation Unit of the federal police collaborates with the prosecutor's office to conduct investigations, prosecute offenders, and report and collect trafficking data.(12, 54) In 2011, the last year for which information is available, this Unit employed 31 investigators who identified 136 cases of human trafficking, which resulted in 77 convictions. There is no information available on whether these cases involved children.(53) The UN 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.(83)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government approved a National Action Plan to Eliminate the Worst Forms of Child Labor(2013-15), which established a National Steering Committee and includes guidelines on child labor identification, withdrawal, reintegration, and educational

policies. The Plan is available in Amharic, and MOLSA plans to also translate it into English, Oromifa, and Tigrinya.(18, 70, 84) The National Action Plan to Eliminate the Worst Forms of Child Labor subsumed the National Plan of Action on Sexual Abuse and Exploitation of Children (2006-10) and the National Plan of Action for Children (2003-10).(67, 85) In 2012, the Government, in cooperation with the Confederation of Ethiopian Trade Unions and industry federations, also continued to implement its action plan to combat human trafficking.(86, 87)

Child labor issues have been integrated into the following Ethiopian development agendas and policies: Development Social Welfare Policy, National Youth Policy, Decent Work Country Program, and the UN Development Assistance Framework. In addition, MOWCYA and the HIV/AIDS Prevention and Control Office's Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care include a component on exploitative child labor.(60, 88-91) 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.(60, 88-91) In addition, the National Child Policy, Social Protection Policy, and National Action Plan Against Trafficking, which were drafted to protect the rights of children in 2012 and 2011 respectively, have not yet been adopted.(54, 70, 74, 92, 93)

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 nonformal school readiness programs.(12, 94, 95) The Growth and Transformation Plan 2010-15 supports the expansion of education services and outlines interventions for the 5-year period to provide greater opportunities for vulnerable households to engage in decent work.(12, 96) The National Technical Vocational Education and Training Strategy aims to increase employment opportunities for school dropouts and people without formal education through technology and skill accumulation.(97) The question of whether these policies have an impact on child labor, however, does not appear to have been addressed.

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The Government of Ethiopia has improved access to education by building schools, increasing the number of teachers, implementing its General Education Quality Assurance Package, and expanding its Technical Vocational Education and Training Program.(98-101) The lack of adequate educational facilities in rural areas, however, increases children's risk of entering the workforce at a young age.(6, 73, 102) Droughts and floods also hinder access to education in Afar; Amhara; Benishangul-Gumuz; Dire Dawa; Gambella; Harar; Oromia; Somali Region; Southern Nations, Nationalities, and People's Region (SNN-PR); and Tigray.(42, 103) In addition, although primary education is free, the cost of school supplies keeps some children from attending school.(6, 12)

In 2012, results were reported from the Ethiopia Demographic and Health Survey 2011 on the population and health situation across the country. The survey included questions on the participation of children ages 5-14 in different types of work.(104) The results showed that 27 percent of children are involved in child labor, with most engaged in household chores or working for a family business. In addition, the survey demonstrated that the percentages of child labor are higher among males and in rural areas.(104) However, the Ethiopia Demographic and Health Survey does not provide a complete profile of the child labor situation in Ethiopia.(104) There has not been a comprehensive, stand-alone child labor survey since 2001.

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

In 2012, the Government of Ethiopia continued piloting child-labor-free zones 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, 18, 82) The Government of Ethiopia, in partnership with UNICEF, continued to provide more than 6,000 street children with formal and nonformal education and access to free health care in 14 major towns, including Addis Ababa, during the reporting period.(105)

The Government sustained its participation in a 4-year, \$10 million project funded by USDOL, 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 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) In 2012, Ethiopia participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Ethiopia, the project aims to build the capacity of MOLSA to address child labor issues.(106, 107)

During the reporting period, the Government raised awareness of child labor in communities where children primarily work in the agricultural sector. The Government also invested in modern agricultural practices and constructed schools in communities heavily engaged in agricultural work to combat child labor.(6)

Ethiopia also continued its involvement in the Regional Program for Eastern Africa (2009-12), 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.(108)

During the reporting period, the Government of Ethiopia, in partnership with UNICEF, sustained its support for the 3-year pilot cash transfer program in two districts of the Tigray Region to assist vulnerable populations, including child laborers.(12, 109, 110) This program aims to increase school enrollment and attendance and support the health of the children in the targeted districts by operating through Community Care Coalitions. In 2012, MOLSA expanded this program to the Afar, Oromia, and SNNPR regions.(85)

In 2012, 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 319 food insecure districts. The project assists more than 7.6 million beneficiaries. (80, 111-115) The PSNP Phase II has several components, one of which provides cash and in-kind transfers to orphans and vulnerable children (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. (111-115) However, in rare cases, another component, promotion of 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. (114, 115)

The Government of Ethiopia also participates in the General Education Quality Improvement Project (2008-13) to improve the quality of general education across 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. (116) The question of whether this program has an impact on child labor does not appear to have been addressed.

While the Government participates in and implements several programs to combat the worst forms of child labor, its efforts have not sufficiently targeted sectors with a high incidence of the worst forms of child labor, such as 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	Ensure protection for children who are working on a non-contractual basis and engaging in unpaid work.	2009, 2010, 2011, 2012
	Amend the Labor Proclamation to raise the minimum age when children may enter hazardous work following vocational training from 14 to 16, in line with ILO Convention 138.	2009, 2010, 2011, 2012
	Establish a compulsory education age that is consistent with the minimum age of employment.	2012
	Ensure the registration of all children at birth by implementing the Vital Events Registration Proclamation, which was passed by Parliament in 2012.	2010, 2011, 2012
Coordination and Enforcement	Develop sector-specific occupational safety and health guidelines.	2009, 2010, 2011, 2012
	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 training on procedures to bring a case to court. • Ensuring that labor inspectors in MOLSA have adequate resources to conduct systematic inspections in all sectors of the economy. 	2009, 2010, 2011, 2012 2009, 2010, 2011, 2012 2009, 2010, 2011, 2012
	Gather and publish information about the number of child labor investigations, citations, and criminal prosecutions initiated and issued, and the penalties applied.	2009, 2010, 2011, 2012
	Separate trafficking statistics for children and adults.	2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Increase efforts to improve the likelihood of successful prosecution and conviction of offenders who internally traffic women and children for forced labor and sexual exploitation.	2011, 2012
Policies	Include budgets, action plans, and targets related to the worst forms of child labor in development agendas and policies.	2009, 2010, 2011, 2012
	Adopt the National Child Policy, Social Protection Policy, and National Action Plan Against Trafficking.	2012
	Ensure that children can complete primary school by subsidizing or defraying the cost of school supplies.	2010, 2011, 2012
	Conduct a national child labor survey.	2012
Social Programs	Develop social protection programs for the withdrawal from or prevention of children working in agriculture and domestic service.	2009, 2010, 2011, 2012
	Improve access to education in rural areas by building additional schools, hiring additional teachers, and implementing programs that protect communities from droughts and floods.	2010, 2011, 2012
	Conduct an assessment of the impact that the General Education Quality Improvement Project has on reducing child labor.	2012
	Conduct research on children engaged in street work as shoe shiners, assistants to taxi drivers, vendors, porters, and beggars, including specific activities and associated hazards, in order to inform policy and program design.	2012

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In 2012, Fiji made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government both continued and implemented new policies to remove barriers to education and increase the educational attainment of students. The Ministry of Labor, Industrial Relations and Employment (MLIRE) is working to complete a National Child Labor Database, and actions to finalize a National Action Plan on child labor are to be implemented in 2013. 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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) Although information is limited, children as young as age 11 harvest sugarcane, which involves using sharp knives, working long hours, handling pesticides, and carrying heavy loads.(3, 7-13) In tobacco fields, children spray pesticides and lay fertilizer, potentially exposing them to poisonous chemicals.(3) Although information is limited, there are reports that children in Fiji may engage in dangerous activities in the production of coconuts and coconut oil, rice, roots (including *dalo* and *yaqona*), tubers, and other kinds of vegetables.(3, 11, 14-21) Children working in agriculture may operate machinery and heavy equipment, carry heavy loads, handle agrochemicals, experience verbal and physical abuse, and may be exposed to dust and fumes.(3) Though evidence

is limited, there are also reports that children in rural areas are engaged in pig farming and goat and cattle herding.(3, 20) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(22, 23)

Limited evidence suggests that children in Fiji are engaged in fishing and deep-sea diving, activities in which they are directly involved in steering outboard motors and are at risk of drowning.(3) Children often dive without proper training or appropriate equipment.(3)

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, repairing houses, washing cars, and repairing and shining shoes.(3-5, 7, 11, 12, 15, 20, 21, 24-27) Children can be found selling fruit along roadsides and in markets, and collecting bottles and scrap metal.(3, 5, 6, 21, 24, 28, 29) There are reports that boys as young as age 11 work as car mechanics.(3, 5, 8, 28, 30) Country-specific evidence shows that these activities may be dangerous to children, as they are subject to working long hours (sometimes over 12 hours a day), carrying heavy loads, suffering exposure to hazardous materials, and spending hours in the rain without shelter while being verbally abused by customers.(3)

The commercial sexual exploitation of children is a problem, particularly in Fiji's urban centers and near ports where fishing and other vessels dock.(3, 11, 29, 31) Children are exploited in sex tourism and pornography, but sex tourism appears to be more common than the production of child pornography.(3, 7, 32-35)

Although the extent of the problem is unknown, children in Fiji are reportedly used in the production and trafficking of drugs, which includes being used as drug mules.(3, 32, 36-38)

Parents sometimes send their child to live with families 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.(31, 39, 40) Children in domestic service may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(41, 42)

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.(34, 43) Currently, under the Employment Relations (Administration) 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.(44, 45) 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. The Minister must consult with the National Occupational Health and Safety Advisory Board before prescribing these exceptions for children's night work.(34, 43) 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.(43)

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.(34, 43) The 2007 Promulgation also highlights some potentially hazardous employment. However, the Minister of Labor has not issued a comprehensive list of hazardous work.(34) According to the Fijian Government, a list of hazardous jobs from which children are prohibited was submitted to the Solicitor General's office in November 2012 for final clearance, but had not been cleared by the conclusion of the reporting period.(20, 29)

International Conventions and Selected Laws on Child Labor and Education

	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 and a subsequent amendment prohibit employing a child to work excessive hours or in underground mines.(43) It also protects children against debt bondage, indentured servitude, trafficking, child soldiering, commercial sexual exploitation, and use in illicit activities such as drug trafficking.(43, 45) However, research uncovered no evidence of laws that would protect children working on the street.

The Crimes Decree and Penal Code provide children protection against sexual offenses.(46, 47) The Crimes Decree 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.(46-48) The law holds liable anyone who facilitates the defilement of a child, for instance through prostitution, including the child's parents and relatives.(47, 48)

The Crimes Decree 2010, the Immigration Act 2003, and the Employment Relations Promulgation 2007 all prohibit human trafficking and forced labor.(29, 43, 47, 49) Additionally, the Crimes Decree 2010 explicitly defines penalties for trafficking in persons, forced labor, and debt bondage when the victim is a child.(47)

While not specifically addressing the issue of child labor, the Child Welfare Decree 2010 provides some additional protection 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.(50-52)

According to the 1997 Compulsory Education Order and the Compulsory Education Regulations, education is mandatory for 12 years or to approximately age 17.(53)

The Fiji Military Forces Act sets the minimum military recruitment age at 18.(54)

In December 2006, the Government of Fiji was overthrown in a military coup led by Commodore Josaia 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.(55) In March 2012, Commodore Bainimarama announced plans to develop a new constitution and to hold elections by September 2014.(44) However, by the end of 2012, Fiji had no constitution or parliament and the Government continued to rule by decree.(11)

Institutional Mechanisms for Coordination and Enforcement

The Child Labor Unit (CLU) within the MLIRE coordinates government efforts to enforce legislation on child labor and centralize child labor data.(20, 56) The CLU coordinates activities at the national, divisional, and district levels through Interagency Committees on Child Abuse. These committees include the police; Ministries of Social Welfare, Labor, Health, and Education; the Public Prosecutor’s Office; the Solicitor General’s Office; and NGOs working on child labor issues.(20)

The MLIRE is responsible for the enforcement of labor laws, including child labor. During the reporting period, the Government employed 45 labor inspectors, none of whom are dedicated solely to child labor.(7, 20) 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.(20)

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.(20) Labor cases are tried in the Employment Relations Tribunal and the Employment Relations Division of the High Court.(55, 57) Information was unavailable on the amount of funding designated in 2012 to inspections. According to the MLIRE, they are conducting a rigorous review of current labor laws to address gaps in the child labor legal framework and are developing a National Child Labor Database, which will include child labor statistics.(58) Research was unable to uncover whether the database has been completed.(29)

In 2012, the Government carried out 20 inspections specific to child labor and cited four cases. Two were referred to the Employment Relations Tribunal to be heard in 2013, and two remained under investigation.(20) According to the MLIRE, four spot fines were issued as a result of the inspections. Fifteen children were removed from situations involving child labor: nine from agriculture, two from begging, two from domestic work, one from car washing, and one from a construction site.(20)

The Department of Immigration and the Fiji Police Force coordinate the investigation of cases involving underage victims of commercial sexual exploitation and trafficking, which are then tried in the criminal court system.(7, 43, 59) The Fiji Police Force maintains a Human Trafficking Unit to investigate allegations of human trafficking and to provide training focused on combating human trafficking to other police units.(29) The Trafficking Task Force, headed by the Department of Immigration, is also responsible for identifying gaps in existing efforts.(7, 31, 60)

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.(12, 55) The Fijian Courts may grant the Department of Social Welfare, which operates four shelters throughout Fiji, custody over child victims.(12, 55) 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

Through the MLIRE, the Fijian Government is developing a National Action Plan for Child Labor and a 5-year strategic plan for combatting child labor, including the worst forms, in Fiji.(58) To inform the plan, the MLIRE, along with the Ministry of Education, conducted a national survey on child labor in Fiji to determine the number of children from selected schools who were working in child labor, including the worst forms. The Government anticipates the plan will be implemented by September 2013 and operational through 2018.(58)

In 2012, the Government both continued and implemented new policies to remove barriers to education and increase the educational attainment of students.(58) To keep children in school, the Government instructed that schools may not prohibit students from attending classes due to unpaid school-specific fees.(29) In 2011, the Government allocated approximately \$9.9 million to provide free tuition and free textbooks for children in need.(57, 61) The Government also continued to support a school bus fare scheme that aims to offset transportation costs.(58, 61)

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 system assesses children throughout the year in an effort to 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.

In 2011, the Government of Fiji both drafted and released a National Action Plan to combat trafficking in persons.(31) The Government has not provided updates on the comprehensive implementation of the plan.(29)

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 EU, the ILO, the Ministry of Education, and the MLIRE called Tackling Child Labor through Education (TACKLE).(20, 56, 62, 63) With a 4-year, nearly \$13.5 million budget, TACKLE aims to combat child labor in the Pacific region.(62, 63) 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 MLIRE and salaries for the CLU's two staff members.(52, 56) Through the program, the Government has met several of its stated project goals, including establishing the CLU, completing a draft national action plan to eliminate child labor, training government officials on the worst forms of child labor, and supporting legislative reviews on labor and education.(56, 63, 64) Further, through the TACKLE project, the Government is supporting efforts to remove children from commercial sexual exploitation and work in the sugarcane fields, and to increase capacity to address child labor and poverty in squatter settlements, where a large number of vulnerable children live.(63-65) ILO funding for the project will conclude in February 2013 and the Government of Fiji has pledged to continue the work.(20) It is unclear whether this project provides adequate assistance to 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.(29) The Fiji Police's Sexual Offenses Unit has 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.(66)

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	Adopt a list of specific hazardous occupations prohibited to children.	2009, 2010, 2011, 2012
Coordination and Enforcement	Complete the National Child Labor Database.	2012
	Collect, analyze, and publish data on enforcement efforts, including labor inspections and criminal investigations regarding the worst forms of child labor.	2011, 2012
Policies	Provide public updates on the implementation of the National Action Plan to combat trafficking in persons.	2012
	Assess the potential impact of existing policies on addressing child labor.	2010, 2011, 2012
Social Programs	Ensure programs adequately address the worst forms of child labor, specifically in agriculture and street vending.	2009, 2010, 2011, 2012
	Provide support services for child victims, including effective counseling and victim-friendly court procedures.	2010, 2011, 2012

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In 2012, Gabon made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government amended the Labor Code to include a list of activities prohibited for children under 16 to perform. However, the Interministerial Committee for the Fight Against Child Trafficking was inactive for half of 2012. Furthermore, there have been no programs to protect children employed as domestic servants and no convictions for child trafficking since the adoption of the 2004 anti-trafficking law. Finally, UNICEF reported an increase in the number of children engaged in the worst forms of child labor, including in domestic service. Children in Gabon are engaged 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		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Gabon are engaged in the worst forms of child labor, including in domestic service. UNICEF reported an increase in the number of children exploited in domestic service during the reporting period.(3) Children involved in domestic service, primarily girls, are isolated in private homes, where they are susceptible to physical and sexual abuse and where they may be required to work long hours, performing strenuous tasks without sufficient food or shelter.(4, 5) Orphans affected by HIV/AIDS in Gabon are reported to be particularly vulnerable to involvement in the worst forms of child labor.(4)

Children in Gabon are also involved in street vending.(3, 6-8) Evidence suggests that the children involved in street vending in Gabon are required to carry heavy loads.(9)



Children in Gabon are trafficked for work as domestic servants and as street vendors.(6, 10-13) Boys are also trafficked for forced labor in handicrafts workshops and as mechanics, and girls are trafficked into forced labor in restaurants and into commercial sexual exploitation.(6, 12, 14, 15) These children are often from other countries in central and west Africa.(15, 16) There is some evidence children are trafficked within Gabon as well.(6, 7)

Children are found in commercial sexual exploitation in Gabon, although the magnitude of the problem appears to be small.(3) Limited evidence suggests that children are engaged in forced labor on farms in rural areas, as well as in begging in urban areas, which may expose them to dangers such as crime.(12, 17)

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.(18) In 2012, the Government amended the Labor Code to include specific types of work that are prohibited for children younger than 16.(15)

International Conventions and Selected Laws on Child Labor and Education

	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 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 work that is considered “high risk.”(18) The Labor Code expressly prohibits 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 that might expose children to dangerous substances.(19) According to a 2012 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 work list from 1962 that remains in force.(19) These Ministries did not begin updating the hazardous list to include prohibitions on certain types of work for children more specific than those currently in the Labor Code. This list would be independent from the restrictions on children under age 16 and would apply to all children up to age 18. Current legislation leaves children between ages 16 and 18 particularly vulnerable to exploitative labor.(20)

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.(7) However, the Labor Code gives the police the right to arrest children involved in such work, thereby punishing them for their involvement in exploitative labor.(7)

The Labor Code prohibits forced labor.(18) Law 09/04 prohibits the trafficking of children for labor and sexual exploitation.(15) The Penal Code prohibits the procurement of a minor for prostitution and pornography.(15, 21) The Code of Audiovisual, Cinematographic, and Written Communication also prohibits “public or private cinema enterprises” from the use of a child for pornography.(4)

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.(22) The country also suffers from a shortage of schools and teachers. While UNICEF reports generally high primary school attendance rates, a 2010 UNICEF report indicates that dropout and repetition are problems at the secondary level.(7) 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.(23) 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.

The minimum age for compulsory military recruitment is 18. There is no conscription in Gabon.(24)

Institutional Mechanisms for Coordination and Enforcement

The Interministerial Committee for the Fight Against Child Trafficking coordinates efforts against child trafficking and all worst forms of child labor by facilitating communication and coordinating enforcement actions among ministries.(3, 25) 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, the Ministry of Family and Social Affairs, and the head of the police unit for minors.(3, 25, 26) The Committee may refer children found during inspections to social services, including shelters run by

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or coordinating closely with the Ministry of Family and Social Affairs. The Committee was inactive for half of 2012.(3)

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. 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.(3, 27) The Government does not maintain data on child labor investigations.(3) However, the Ministry of Family and Social Affairs reported that it repatriated seven trafficking victims in 2012: two to Togo, four to Benin, and one to Mali. Additionally, the assistant prosecutor for Tchibanga province reported removing eight Beninese children working as market vendors in November 2012.(3) As of the writing of this report, the children are in a shelter in Libreville and awaiting repatriation. A Beninese woman in Mouila was arrested and charged with trafficking five children from Benin in February 2012. However, the charges were dropped, the woman was released, and the children were ordered to be returned to her.(3)

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.(3) 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. The Government did not provide any training to investigators or members of the Committee, although some officials and social workers received trainings from organizations such as UNICEF on many topics, including enforcement of laws on human trafficking and identifying and referring victims of child exploitation.(3)

Local vigilance committees exist to monitor potential cases of child exploitation and trafficking.(20, 28) 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.(12) The UNICEF Regional Office has reported that weak enforcement and coordination pose challenges to combating trafficking in Gabon.(7) Research found no evidence of efforts to enforce laws against child domestic service and other worst forms of child labor.

Gabon's Criminal Court, where trafficking cases are currently heard, does not routinely meet and has a backlog of cases dating back to 2001.(15) 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.(27) The United Nations Country Team in Gabon noted that due to a lack of knowledge of the law, officials continue to try minors as adults or treat child trafficking victims as undocumented immigrants.(29)

During the reporting period, the Government continued to maintain a task force against sex trafficking through the 2012 Africa Nations Cup in January and February.(12) The Government also continued to conduct maritime surveillance of the country's entire coastline to thwart human trafficking.(14)

Government Policies on the Worst Forms Child Labor

The Government has a 2013 Plan of Action to address the worst forms of child labor. The Interministerial Committee is responsible for executing the plan in cooperation with Economic Community of Central African States, ECOWAS, and other regional partners.(3, 20) The plan focuses on identifying and prosecuting those who use child labor. However, because the Committee was inactive for half of 2012, implementation of the plan was limited.(3, 20) The new president of the Committee is overseeing the preparation of a new system for implementing the plan in 2013.(3)

The Government continued to implement an action plan on child labor and trafficking during 2012. The 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.(8, 14) The Government made plans in 2011 to undertake a survey on trafficking victims in 2012 but did not do so.(12, 20) The survey was intended to include children trafficked into domestic service and street work.(4, 26) It is unclear whether this survey will be carried out.

The Government continued to repatriate trafficking victims, including some victims of Operation Bana.(12, 15) Although a formal agreement does not exist, standard operating procedures are in place with the Government of Benin to facilitate repatriation of trafficking victims from that country. Informal agreements to cover the costs of repatriating trafficking victims are in place with Benin, as well as other countries in the region, such as Mali, Nigeria, and Togo.(8, 12)

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

The Government does not have programs in place specifically to eliminate or prevent the worst forms of child labor. However, the Gabon Emergent Plan, which outlines President Ali Bongo Ondimba’s vision for the country’s development, includes a component for improving work conditions and eliminating child labor.(3) The impact of this plan on child labor has not been evaluated.

The Government operates shelters for children in need, providing them with health, education, financial, and reintegration services. These shelters are part of provincial vigilance committees in key provinces.(3) The Government

budgeted approximately \$270,000 to run these shelters; however, in some cases, the amount allocated to individual shelters was not adequate.(3) For example, the Agondje shelter did not have enough funds to cover transportation costs for the eight Beninese children recovered in Tchibanga to travel to Libreville; private individuals covered these costs.(3)

The Government continued to maintain an anti-trafficking task force for the 2012 Africa Nations Cup, as well as a telephone hotline for trafficking.(20)

Existing government services offered to victims of child trafficking have been focused on children trafficked into street work, excluding 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, 2012
	Enact comprehensive legislation protecting children from all forms of commercial exploitation, including pornography.	2010, 2011, 2012
	Ensure that children are protected and are not penalized for their involvement in the worst forms of child labor.	2010, 2011, 2012
	Take steps to address abuse in schools, costs of school materials, and numbers of schools and teachers	2010, 2011, 2012
	Ensure that the laws protect children from engaging in illicit activities, such as drug trafficking.	2011, 2012
Coordination and Enforcement	Conduct child labor inspections outside of urban areas.	2011, 2012
	Gather, analyze, and disseminate child labor enforcement information.	2009, 2010, 2011, 2012
	Investigate cases of child domestic service and withdraw children from such situations.	2010, 2011, 2012
	Improve the sharing of trafficking enforcement information among government ministries.	2011, 2012
	Provide the Criminal Court with the resources needed to decide trafficking cases.	2011, 2012
	Educate officials to ensure that minors are not tried as adults and child trafficking victims are not treated as criminals.	2012

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Area	Suggested Actions	Year(s) Action Recommended
Policies	Ensure that the proposed surveys on child trafficking, including child domestic servants and street children, are carried out.	2011, 2012
Social Programs	Institute programs focused on worst forms of child labor in domestic service.	2010, 2011, 2012

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In 2012, The Gambia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established Community Child Protection Committees to raise awareness, arrested and prosecuted a teacher who forced children to beg, and apprehended and detained 18 people for child trafficking for commercial sexual exploitation and petty trade activities. However, gaps in the legal framework persist, such as between compulsory education and minimum working ages. In addition, the Government has yet to establish a coordinating mechanism to combat all worst forms of child labor, and existing social programs are not sufficient to meet the need. Children in The Gambia continue to engage in the worst forms of child labor, including in 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		66.3

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 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 commercial sexual exploitation.(3, 4) Commercial sexual exploitation of children continues to be a serious problem in The Gambia.(5-8) Some children are exploited in brothels.(4) 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.(6, 9-11)

Children in rural areas are engaged in agricultural production.(12) Children's work in agriculture commonly involves using dangerous tools, carrying heavy loads, and applying harmful pesticides.(13, 14)



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.(15) Child domestics may work long hours, performing strenuous tasks, without sufficient food or shelter. These children may also be isolated in private homes and are susceptible to physical and sexual abuse.(16, 17)

In The Gambia, it is a common practice to send boys to receive education from Koranic teachers called *marabouts*. Some Koranic students, or *almudos*, are forced by their teachers to beg in the streets for money and food.(11, 12, 18, 19) Some reports indicate that cases of begging forced on *almudos* by *marabouts* have decreased as a result of police and enforcement efforts.(4, 5, 9) However, reports also suggest that instead of requiring *almudos* to beg, many *marabouts* now force students to sell items on the street. *Almudos* in rural areas often engage in long hours of farm work.(5)

Within The Gambia, children are trafficked for domestic service and commercial sexual exploitation, including in the tourism industry.(4, 5) Children of both sexes are taken to and from neighboring countries where they are exploited in the sex trade, domestic servitude, and forced street vending.(5, 12, 20)

There are reports of children working on the streets, but specific information on hazards is unknown.(8, 12, 19, 21, 22)

Laws and Regulations on the Worst Forms of Child Labor

The Gambian Children's Act sets the minimum age for light work at 16, but permits children as young as 12 to hold an apprenticeship with a craftsperson.(23) The Children's Act prohibits children younger than 18 from engaging in hazardous work, night work and work that interferes with schooling. It prohibits children's participation in specific hazardous industries, including seafaring, mining, and quarrying.(23) It also prohibits children from carrying heavy loads, working in manufacturing industries in which chemicals are produced or machines are used, and holding employment in bars, hotels, and places of entertainment in which a child may be exposed to immoral behavior.(23) The Labor Act of 2007 also prohibits

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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.(24) The law does not protect children working without a formal employer-employee relationship, such as children in domestic work.(25)

International Conventions and Selected Laws on Child Labor and Education

	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.(23, 26) Several laws, namely the Children’s Act and the Trafficking in Persons Act of 2007, explicitly criminalize all forms of child trafficking.(23, 27) The law also prohibits promoting child prostitution and procuring a child for sexual exploitation.(23, 28) 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.(5, 9, 28-30) The Children’s Act forbids procurement, use or offering of a child for illicit activities, including drug production and trafficking.(23) The Children’s Act also protects children from forced begging.(21) In addition, the Act also stipulates that children under 18 may not be recruited into the Armed Forces.(12, 23)

The Constitution guarantees the right to free education and school attendance is compulsory to age 12.(4, 26) 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 perform most types of work. Further, lack of appropriate resources and infrastructure prevent the full provision of free compulsory education as mandated by law.(31) Students who receive public primary education are often charged school fees.(3, 4) However, the Government has attempted to increase the number of girls attending school by waiving their tuition.(4)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Justice’s National Agency Against Trafficking in Persons (NAATIP) has a Chief Executive Officer and two full-time investigators, who are responsible for coordinating, administering, and monitoring the implementation of the Trafficking in Persons Act of 2007.(5, 8, 12, 32, 33) The Agency’s budget for the year was \$33,000, and while this amount is reportedly sufficient to perform general activities, the Agency does not have access to vehicles or transport. In addition, NAATIP investigators lack specialized training in the worst forms of child labor.(8) Although the Government has established the NAATIP as 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.(12) The DOL employs an estimated five labor inspectors to conduct all workplace inspections, including those based on child labor allegations.(8, 12) In 2012, the Government established a number of Community Child Protection Committees at the local level to raise awareness and increase reporting of cases to authorities.(21) The DOL also maintains an electronic database that contains information on all cases related to child protection, including those involving labor and trafficking violations.(5, 9, 11) While employee labor cards, which include a person’s age, were typically registered with the labor commissioner, inspections rarely occurred. In addition, the number of worst forms of child labor complaints and investigations that took place during the reporting period is unclear, as the Government did not make this information available. During the year, the Government arrested and prosecuted a Koranic teacher for forcing 20 child students to beg.(8) However, additional information about the outcome

of the case is not available.(5) In addition, a Norwegian foreign national was prosecuted and sentenced to three years in jail for sexual exploitation of six children and child pornography.(34)

All law enforcement agencies have units dedicated to either antitrafficking or child protection, which enforce the criminal laws related to the worst forms of child labor.(5)

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.(5, 9) 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.(5, 9) During the year, Government officials apprehended and detained 18 people for child trafficking for commercial sexual exploitation and petty trade activities in the city of Banjul.(20, 35) However, it is unclear if this resulted in prosecution or conviction.

Government Policies on the Worst Forms of Child Labor

In 2012, the Government was in the process of developing a National Children's policy, which has not yet been approved.(21) The Government is also developing a National Plan of Action to Combat Sexual Exploitation of Children, with support from the European Commission and UNICEF. The Plan follows on from the previous 2004 CSEC National Action Plan, but has not yet been approved.(21)

The Government of 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.(12, 36) Some research has indicated that the average number of hours worked per child has decreased since the implementation of the Education Policy.(37)

During the year, the Government continued to collaborate with the GTB to implement a policy to address child sex tourism by institutionalizing a code of conduct among tourist resorts.(8) One pillar of the code is to raise awareness within the tourism industry and among tourists; which has been incorporated into training for new hotel staff.(6, 38) In February 2012, hotel staff also received training on the code of conduct, courtesy of the GTB, the Child Protection Alliance, and ECPAT Netherlands.(38)

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

During the year, the Government spoke out against child sex tourism and the issue of street children, as part of an awareness-raising campaign.(10, 39, 40)

The Government of The Gambia funds and operates, with support from UNICEF, a drop-in center that provides medical care, food, and counseling to street children, including trafficking victims and *almudos*.(5, 8, 12, 21) Once *almudos* have registered in the drop-in center program, the center tries to prevent the children from returning to begging.(8, 12) During the reporting period, the Government allocated \$11,500 for the functioning of the center.(11) The Government participated in training events at the center.(41) The Government also operated, with support from NGOs, a conditional cash transfer program that gave *marabouts* \$3.33 per month and food rations for each of their child students on the condition that they not force their child students to beg.(34) The Government reports that more than a thousand children are benefiting from the program.(34)

During the reporting period, the Government of The Gambia continued to participate in several regional projects to combat the worst forms of child labor, including two USDOL-funded, 4-year regional projects to assist ECOWAS in developing systems to help its member countries reduce the worst forms of child labor. The ECOWAS I project was funded at \$7.95 million in 2009, and the ECOWAS II project was funded at \$5 million in 2010.(42-44) The Government of The Gambia also continued to participate in a project named Children on the Move, which is a 3-year regional program funded by a Swiss NGO. The project provides services to children who had been trafficked, including repatriation.(8, 12)

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.

The Government of The Gambia continued to fund a program to subsidize and eliminate schools fees, especially for girls, in order to increase enrollment under the National Education Policy.(12)

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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 most types of work.	2010, 2011, 2012
	Ensure the law includes provisions to protect children engaged in domestic work.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat all relevant worst forms of child labor.	2009, 2010, 2011, 2012
	Ensure appropriate agencies are fully funded, such as the NAATIP.	2012
	Provide necessary specialized training for appropriate agency officials, such as under the NAATIP.	2012
	Establish a mechanism for public reporting on the number of complaints, investigations, and prosecutions.	2012
Policies	Approve the National Children's Policy and the National Plan of Action to Combat Sexual Exploitation of Children.	2012
	Explore ways to increase access to schooling by providing universal free, compulsory education as guaranteed by the Constitution.	2010, 2011, 2012
	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, 2012
Social Programs	Expand existing programs to prevent child trafficking and commercial sexual exploitation.	2010, 2011, 2012
	Develop programs to assist children in agriculture and domestic service.	2009, 2010, 2011, 2012

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Georgia

In 2012, Georgia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved and began implementing the 2012-2015 Action Plan for Child Welfare and Protection. It also amended the Law of Georgia on Combating Human Trafficking to include a new article on social and legal protection, assistance, and rehabilitation of child trafficking victims; worked with international organizations to implement a pilot program to identify children living and working on the streets; and continued to undertake a reform of its system of orphanages and similar institutions in order to provide better care to vulnerable children, including street children. 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 engaged in the worst forms of child labor, including in forced begging on the streets. Children also work on farms, which may entail dangerous activities.

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, 2013.(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 Georgia are engaged in the worst forms of child labor, primarily in forced begging on the streets. They also work on farms, which may include dangerous activities.(3-5) Although evidence is limited, some street children have reported being forced to beg or steal in order to repay debts owed to gambling facilities. According to one study, the majority of street children are boys.(6) There are reports that the majority of street children in Georgia are of Roma minority origin.(7, 8) School enrollment rates among street children in



Georgia are low and illiteracy is high.(6) There are also reports of children working on the streets, but specific information on hazards is unknown.

Many children also work on farms.(4, 9) Children working in agriculture in Georgia may use dangerous tools, carry heavy loads, and work long hours.(3, 9, 10) It is reported that agricultural work disrupts school participation among some ethnic minority children.(11)

Although the extent of the problem is unknown, some girls are trafficked for commercial sexual exploitation.(12)

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.(13, 14) Children ages 14 to 16 may perform nonhazardous work with parental permission. Minors under age 14 may be employed in sports, arts, culture, and advertising activities.(4) The Government has a list of activities considered heavy, hazardous, and harmful for all workers.(15, 16) Information was unavailable regarding the specific activities on the list.(17) Georgian law prohibits anyone under age 18 from performing hazardous work.(4) 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.(4) There does not appear to be protection in the law for children engaged in dangerous activities in streets.(4)

The Constitution states that "Labor shall be free," which has been interpreted to mean that forced and compulsory labor are prohibited.(11, 18) The minimum age for entry into the armed forces is 18.(19)

Article 171 of the Criminal Code provides sanctions for persuading a minor to beg and involving or employing a minor in prostitution. The Criminal 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.(4, 20)

International Conventions and Selected Laws on Child Labor and Education

	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

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.(21, 22) 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.(21, 23) In April 2012, the Law was amended to include the Article on Social and Legal Protection, Assistance and Rehabilitation of the Child Victims of Trafficking, which according to the Government, “defines the issues related to the mechanisms of social and legal protection, assistance and rehabilitation of the child victims of trafficking and their status.”(15) 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.(24)

The Law on General Education makes education compulsory for 9 years and does not specify a start or end age.(15, 25) Most

children begin school at age 6. Education is free through high school.(4) The compulsory education age leaves children ages 15 to 16 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.

Institutional Mechanisms for Coordination and Enforcement

Various bodies in Georgia are involved in child protection. A high-level interagency committee coordinates state policy relating to vulnerable children, especially children living or working in the streets.(5, 26) The Government also relies on the ICC; however, research found no evidence of a coordinating mechanism to combat other worst forms of child labor.(5) The Parliamentary Child’s Rights Council, although currently inactive, is available to make legislative changes as necessary.(26)

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.(5)

The Government announced its intent to establish the Department of Labor and Employment within the framework of the Ministry of Labor, Health, and Social Affairs (MoLHSA) in early 2013. The new department will address labor and employment issues, and revise existing laws and policies to be in accordance with international standards.(15) The MoLHSA is responsible for child welfare issues and has one deputy minister who focuses on labor matters.(4) The Child Protection and Social Programs subdepartment receives and forwards complaints of child labor violations to law enforcement agencies for investigation and prosecution.(27) The MoLHSA’s Social Service Agency assesses the situation of child victims to determine how to proceed.(5)

Despite being responsible for labor law enforcement, research has found the MoLHSA to be a policymaking 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.(27, 28) The Technical Oversight Inspection Agency, accountable to the Ministry of

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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.(4)

The Ministry of Internal Affairs (MoIA) is responsible for investigating child labor cases, including NGO and civilian reports of potential child labor violations.(4) In 2012, two child labor investigations were initiated by the Prosecutor's Office: one that is ongoing and one in which the charges were dropped. Both of these cases were initiated under article 143(2). Also in 2012, the MoIA dropped charges in investigations from earlier cases from 2007 and 2009.(29) There were no reports of children being removed as a result of inspections in 2012.(5)

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.(21, 22, 30) The ICC coordinates a variety of efforts throughout Georgia to protect and rehabilitate victims of trafficking.(7) On February 22, 2012, Georgia signed an MOU with Turkey on Cooperation in Combating Crime, with trafficking as a key priority.(24)

The 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 (MOJ) for prosecution.(22, 31) Large-scale cases of trafficking are investigated by the Prosecutor's Office.(4) 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.(7, 30)

Law enforcement training includes modules on trafficking of minors. The Basic Preparation Course for Patrol Police includes anti-trafficking training as well.(5) Government officials from a variety of agencies and consular officials abroad also attend training and seminars on trafficking in persons.(5) During 2012, the MoIA assumed complete responsibility for anti-trafficking trainings after years of donor support.(5)

In February 2012, the MoIA opened an investigation of the case of a 16-year-old female alleged victim of labor trafficking in Russia. The MOJ reported the investigation and determined no human trafficking occurred.(32)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government approved and began implementing the 2012-2015 Action Plan for Child Welfare and Protection to establish an overarching framework to improve the welfare of children, including highly vulnerable groups like street children. The Plan identifies the institutions responsible for carrying out activities, funding sources, and expected outcomes in a broad range of areas such as education, health, childcare, public awareness campaigns, and rehabilitation programs.(15, 33) In addition, the Government continued to support the 2011-2012 Supplementary Plan, which 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 daycare centers for vulnerable children, including street children; it also aims to strengthen the country's capacity to provide social protections.(34) The Plan was fully funded, including \$6 million from USAID and a government commitment to contribute 80.0 percent of all proceeds generated from the sale of the large institutions to the reform effort. By the end of 2012, 163 children remained in large state institutions, a reduction from 5,200 children in 2004.(5, 34, 35) Efforts to close large childcare institutions will continue through the new Action Plan for Child Welfare and Protection.(33)

The Government of Georgia supports education reform through the Education Strategy for 2010-2015. During 2012, the Government focused on improving the education system by equipping schools with computers and other technology, updating school laboratories, and bringing 1,500 English teachers to various regions of Georgia.(29) The impact of this education policy on the worst forms of children labor does not appear to have been addressed.

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.(36) During the reporting period, the Government continued to implement the 2011-2012 National Action Plan on the Fight Against Trafficking in Human Beings, allocating \$485,000 for implementation along with approximately \$130,000 from international donors.(5, 15) Implementation activities included trafficking discussions with youth in various regions of the country and training 320 institutionalized youth

on trafficking and its prevention.(37) 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.(24)

The Government has not collected data on the worst forms of child labor, which may hamper 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 by improving access to social benefits for vulnerable groups, providing alternative care and expanding family support services, and strengthening policy, oversight, and accountability in the childcare system.(38, 39) During the reporting period, the Government continued incremental increases to social benefits and services for vulnerable children, as well as hired additional social workers trained through the USAID project. These efforts extended government outreach to vulnerable and marginalized children, with the aim of preventing these children from living and/or working on the street.(29)

Georgia's MoLHSA and Social Service Agency partner with UNICEF in their childcare reform efforts. UNICEF, with support from international donors, supports Georgia's childcare reform plans.(5) The interagency committee to coordinate policy on vulnerable children, including street children, together with UNICEF and the EU, implemented a pilot program titled Reaching Highly Vulnerable Children in Georgia with a Focus on Children Living and/or Working on the Streets.(4, 5) UNICEF received just under \$1 million in 2012 for the program, which is expected to reach more than 500 children and will include data collection on children working and/or living in the streets to develop a database.(5, 15)

The Government of Georgia increased funding from \$3.2 million to \$4 million in 2012 to expand its program that distributes free textbooks for extremely vulnerable children.(5) 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.(24)

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.(5, 21) The SFVPA implements the Government's Rehabilitation and Reintegration Strategy and operates two trafficking shelters in Batumi and Tbilisi, each staffed with a social worker to further assist victims.(5, 22) In addition, the SFVPA funds the Assistance to Victims of Trafficking in Persons Hotline and a related Web site.(27, 32) The Government increased funding levels for the SFVPA for 2012. In early 2012, the ICC held a number of outreach events focused on vulnerable groups, such as internally displaced communities.(23) Under the Law on Grants, the Government made two grants of approximately \$6,000 each to NGOs for anti-trafficking community awareness programming. As a result, more than 1,000 people participated in awareness training and leaflets were disseminated in eastern and western Georgia.(32)

The Government also continued support for the Georgian Language for Future Success Program, which commissioned teachers who are native speakers of Georgian to teach subjects in the Georgian language in ethnic minority classes. These teachers also assisted local teachers in improving their abilities in the Georgian language.(17) In 2012, 240 such teachers were commissioned to teach in schools in Samtskhe-Javakheti, Kakheti, and Shida Kartli, which represented an increase from the 140 teachers involved in the program in 2011. In 2012, the Government continued to develop textbooks for Georgian and math in the Georgian language for students in primary grades one to four in 2011, and grades five to six in 2012.(17) 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's Social Service Agency, within the MoLHSA, administers a pension program and Targeted Social Assistance (TSA) that provides financial assistance to the poorest 10.0 percent of the population. According to UNICEF's analysis of available data, the pension program and the TSA pulled out of extreme poverty 9.0 percent and 5.0 percent of children, respectively.(34)

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.

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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	Provide legal protection for children working on the streets.	2012
	Increase the age of compulsory education to 16, the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a mechanism to coordinate all government efforts against the worst forms of child labor.	2009, 2010, 2011, 2012
	Reestablish the Labor Inspectorate, or establish an equivalent body, to enforce child labor legislation.	2009, 2010, 2011, 2012
Policies	Assess the impact of education and child welfare reform policies on children working in the worst forms of child labor, including in agriculture, on the streets, and in commercial sexual exploitation.	2011, 2012
	Collect data on children engaged in the worst forms of child labor, specifically in agriculture and commercial sexual exploitation in order to inform policies and programs.	2009, 2010, 2011, 2012
	Conduct research on whether children are engaged in dangerous work on the street in order to inform policy and program design.	2012
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, 2012
	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 agriculture.	2009, 2010, 2011, 2012

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In 2012, Ghana made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government piloted the Ghana Child Labor Monitoring System (GCLMS) in 30 communities. In addition, the Government expanded the Livelihood Empowerment Against Poverty (LEAP) cash transfer program, which makes monetary grants to households conditional upon the children attending school and not engaging in child labor. The Government also began its first child labor survey since 2001, with results scheduled to be available at the end of 2013. Ghana adopted the ECOWAS Regional Action Plan for the elimination of child labor in West African nations and 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 coverage and enforcement of laws addressing the worst forms of child labor, in part because child labor and law enforcement agencies are severely limited due to a lack of adequate funding. Existing social programs are not sufficient to comprehensively address the worst forms of child labor occurring in the country. Children continue to be engaged in the worst forms of child labor, especially in dangerous activities in the agriculture and fishing sectors.

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		99.1

Sources:

Primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(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 Ghana are engaged in the worst forms of child labor, many of them in agriculture and fishing. Children working in agriculture may use dangerous tools and carry heavy loads.(3-5) In the cocoa sector alone, of the 924,633 children identified as working in the cocoa sector, 54 percent, or an estimated 538, 287 children ages 5-17 reported injuries from dangerous activities, according to a report by Tulane University



that assessed data collected during the 2008-2009 harvest season.(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, lates fish, 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, 14)

Children, particularly in the Ashanti and Greater Accra regions, work in domestic service. They work long hours at risk of physical and sexual abuse.(15-17) Many of these children have never been to school or have dropped out.(15, 17, 18) 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, 19-21) Children who live on the streets, as well as other children, are also subject to commercial sexual exploitation.(16, 18, 22)

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, 23) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(24)

Children engage in hazardous activities in quarrying and small-scale mining, including gold mines. Although evidence is limited, there are reports that children also work in diamond mines.(18, 25-27) Children working in quarrying and mining risk injury from falling rocks and lifting heavy loads. Such children also risk illness from exposure to mercury and death from the collapse of pit mines.(28-30) Some of these children may be subject to debt bondage.(18) Although evidence is limited, children are also reportedly engaged in the worst forms of child labor in salt production.(4)

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, 19)

Ghana is a source, transit, and destination country for the trafficking of children for commercial sexual exploitation and forced labor.(27) Within Ghana, children are trafficked to work in fishing, agriculture, portering, begging, street vending, and domestic labor.(12, 27, 31) Girls, and to a lesser extent boys, are subjected to commercial sexual exploitation, particularly in the Volta region and oil-rich Western regions.(31) Ghanaian children are also trafficked to neighboring countries in West Africa for labor exploitation.(27, 32)

Although access to free education is mandated by law, it is hindered by a shortage of classrooms and by schools without sufficient 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, 33-36) Not all children have the mandatory uniform, and some children without uniforms may be turned away from school.(18, 37) Some children, especially girls, also reported being sexually assaulted and harassed by teachers.(18)

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, at sea, or in venues likely to expose children to immoral behavior.(38) 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 in cocoa 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.(39)

International Conventions and Selected Laws on Child Labor and Education

	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	15
	Free Public Education	Yes

Education is free and required for 11 years. Although the law does not make school mandatory until a particular age, the number of required years of education generally means that children have reached the legal age for work by the time they complete their required years of schooling.

The Constitution prohibits forced labor, slavery, and servitude; it also states that children have the right to be protected from engaging in work that constitutes a threat to their health, education, and development.(40)

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 practice of *Trokosi*. The

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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.(41) The Criminal Code stipulates that it is illegal to procure any person younger than age 21 for prostitution, as long as that person is not a prostitute or of known immoral character. This provision, however, makes criminal punishment dependent on a judgment of the child or adult's moral standing, which may leave some child victims of commercial sexual exploitation unprotected.(41) In doing so, it contradicts the Children's Act, which calls for the best interest of the child to be given primary consideration in any child-related matter.(38) The law also fails to criminalize the client who uses children under age 18 for prostitution.(38, 41)

The Criminal Code does not specifically establish offenses related to pornography or pornographic performances by a child under age 18, but it does set out provisions prohibiting the production, distribution, or exhibition of obscene materials or performances in general.(41, 42) Ghana does not have adequate laws to prohibit the use, offering, or procuring of a child for the production and trafficking of drugs.(19)

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 to prosecution under this Act, which also provides for the rescue and rehabilitation of trafficking victims.(43) The minimum age for military recruitment is 18, and there is no conscription.(44)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on Child Labor (NSCCL) is mandated to oversee coordination, implementation, and monitoring of the National Plan of Action for the Elimination of the Worst Forms of Child Labor 2009-2015 (NPA) and programs targeting the worst forms of child labor. The Minister of Employment and Social Welfare (MESW) chairs the NSCCL, and the MESW's Child Labor Unit (CLU) serves as its Secretariat.(42, 45) NSCCL members included ministries, labor unions, NGOs, the Ghana Cocoa Board (COCOBOD), and international organizations. The Steering Committee is comprised of three subcommittees: Policy Advisory, Education, and Skills Training; Advocacy, Social Mobilization, and Child Labor Monitoring; and Cocoa, Fisheries, and Mining and Quarrying.(42, 45, 46) The NSCCL is required to meet at least four times per year, and during the reporting period it met this requirement. The NSCCL actively supported efforts to reduce the worst forms of child labor in many ways, including by coordinating information sharing between government

agencies and social partners, reviewing and endorsing project and program proposals, and supporting the launch of the GCLMS.(20, 42, 45-48)

The CLU is responsible for overseeing activities to combat child labor.(36, 42) During the reporting period, the Government provided limited support for CLU operations, allocating resources only to cover personnel, office space, and support for technical meetings.(42) Combating child labor in the cocoa sector falls under the specific direction of the National Program for the Elimination of the Worst Forms of Child Labor in Cocoa (NPECLC). The NPECLC, located within the MESW, operates in collaboration with COCOBOD and the Ministry of Finance and Economic Planning.(20, 36) NPECLC convenes the National Partners Forum (NPF), a body comprised of district assemblies, NGOs, trade unions, and civil society organizations that meets to discuss interventions to address the worst forms of child labor in the cocoa sector. NPECLC held the NPF twice during the reporting period to discuss concerns, best practices, and plans for 2013.(42)

NPECLC launched the GCLMS on March 14, 2012, and pilot tested the system in 30 communities.(42, 48) The system enables communities to monitor, report on, and coordinate services for children in exploitative labor.(5, 47, 49, 50) The GCLMS operates through Community Child Protection Committees (CCPCs) that are active in over 600 communities.(20, 42, 47)

Labor inspectors from MESW are responsible for the enforcement of labor laws and can enter any type of workplace.(20, 51) Ghana had 130 labor inspectors in 2012, an increase from the prior year. The Government does not currently have a centralized system for tracking the number of child labor violations, children removed or assisted as a result of inspections, or penalties and citations issued. The CLU reported that during the reporting period, the Inspectorate Divisions of the MESW did not receive funding for operations, and inspectors do not have sufficient facilities and transportation to conduct inspections.(20, 42) In the informal sector, the District Assembly and the District Social Welfare Officer have the authority to investigate and report findings to the police.(36)

In early 2013, the government realigned the former Ministry of Women and Children's Affairs (MOWAC) and the MESW, subsuming the MOWAC and MESW's Department of Social Welfare into the newly created Ministry of Women, Gender, and Social Protection (MGSP). The former MESW is now the Ministry of Employment and Labor Relations (MELR) and still houses the CLU.(31, 42) The Human Trafficking

Secretariat under the MOWAC coordinated all anti-trafficking activities during the reporting period. The Secretariat was responsible for organizing quarterly meetings of the Human Trafficking Management Board (HTMB), but it met only twice during the reporting period.(42) The HTMB is an intersectoral group chaired by MOWAC with participation from the police, immigration officers, health and education ministry officials, a member of Parliament, and NGOs. The duties of the Board include advising the Minister on trafficking policy and advancing anti-trafficking strategies.(31, 42) The HTMB also oversees the Human Trafficking Fund to support victims of trafficking, but the Fund is under-resourced.(42)

The Anti-Human Trafficking Unit (AHTU) of the Criminal Investigation Division of the Ghana Police Service (GPS) has a leading role in the enforcement of anti-trafficking laws. The Government maintains regional AHTUs in nine regions as part of its anti-trafficking enforcement efforts.(23, 27, 36, 42) The Domestic Violence and Victims Support Unit (DOVVSU) refers cases of trafficking to the AHTU. In 2012, the AHTU had 54 investigators and reported 262 trafficking victims and five trafficking prosecutions. However, the evidence reviewed does not indicate whether any of these cases involved children.(31, 42) The AHTU received some funds from international organizations but did not receive any government support in 2012.(42) In 2012, the ILO and the CLU partnered to deliver anti-child labor training to AHTU and DOVVSU.

Ghana worked with Nigeria's National Agency for the Prohibition of Traffic in Persons and Other Related Matters (NAPTIP) to rescue several Nigerian girls trafficked for commercial sex work. Seven Nigerian girls were rescued from this work in Cote d'Ivoire and 40 were rescued in Ghana; all of the victims were returned to Nigeria.(31) The AHTU has not made any formal arrests in connection with these cases.(31) Ghana has been working on developing a trafficking database but at this time, no comprehensive statistics are maintained about prosecutions or sentencing for convicted violators of the Trafficking Act. In addition, NGO and Government officials assert that the agencies responsible for enforcing child labor laws are weakly coordinated and that CLU inspections and ATHU investigations are not sufficiently funded.(20, 42, 52, 53)

Government Policies on the Worst Forms of Child Labor

The Government of Ghana's National Plan of Action for the Elimination of the Worst Forms of Child Labor, adopted in 2010 and launched in 2011, provides a comprehensive framework to significantly reduce the worst forms of child labor by 2015.(20, 36, 42) The plan aims to coordinate the

various interventions that are implemented to address child labor. To give effect to this aim, MOUs were signed with 23 government agencies to establish the role of each agency in the fight to reduce the worst forms of child labor.(54)

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.(36) The Government approved a policy for the provision of special incentives, including 20 percent salary allowances, for teachers who elect to teach in hard-to-reach areas.(55)

The Government of Ghana has also mainstreamed child labor concerns 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 Education Strategic Plan (2003-2015), the National Plan of Action to Combat Trafficking: Trafficking in Persons Must End, the Savannah Accelerated Development Program, and Ghana's UN Development Assistance Framework (2012-2016).(35, 36, 53, 56-59) In 2012, the labor ministers of the 15 ECOWAS countries, including Ghana, adopted a regional action plan on child labor, especially in its worst forms. The objective of the plan is to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(60)

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 various partners. In July 2012, Ghana expanded its cash transfer program, LEAP, which makes monetary grants to households conditioned upon the children attending school and not engaging in child labor. The program increased the monetary amount of the grant by 200 percent.(19, 20, 57, 61) The program reached 68,000 households in 100 districts in 2012 and aims to reach 250,000 households by 2015.(42)

During the reporting period, the Government of Ghana also implemented its National Plan of Action for the Elimination of the Worst Forms of Child Labor in the Cocoa Sector, which aims to eliminate the worst forms of child labor in cocoa production by 2020.(47) This was in line with Ghana's continued efforts to implement its commitment under the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and its accompanying Framework of Action.(47, 62, 63) Under the 2010 Declaration, Ghana

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 growing areas.(47, 62)

Since signing the 2010 Declaration, Ghana has committed approximately \$2.2 million for related activities under the NPECLC.(64) In 2012, Ghana expended about \$1 million on these efforts. NPECLC pretested the GCLMS in Kwaebibirem, and the Government provided 75 children with basic school materials.(47) As part of its commitments to this 2010 Declaration, Ghana is also monitoring all project efforts implemented under the Framework to ensure alignment with its national action plans and to promote coherence and sustainability.(62, 63) However, as of 2010 more than two-thirds of the cocoa-growing communities (or 3,463) remained without any remediation activities, meaning many children still in need of service.(65) 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 committed \$10 million to a 4-year regional project to reduce the worst forms of child labor in cocoa growing areas in Côte d'Ivoire and Ghana by providing direct services to communities.(29, 62, 63) In Ghana, the project aims to rescue more than 2,500 children and provide livelihood assistance to at least 1,000 households.(23, 29) In 2012, this project worked with the Government on strengthening the GCLMS by engaging with the NSCCL Sub-Committee on Advocacy, Social Mobilization, and the GCLMS, as well as through meetings with the four target Districts' Assemblies to form or reconstitute District Child Protection Committees. The project also worked with the Government to develop training manuals on child labor inspection, with a focus on agriculture, and to conduct training of labor inspectors.(55)

The International Chocolate and Cocoa Industry committed \$2 million under the 2010 Declaration for a 4-year regional project in cocoa-producing areas in Côte d'Ivoire and Ghana. This project is helping the two governments expand their respective child labor monitoring systems and build the capacity of relevant stakeholders. In support of the 2010 Declaration's Framework of Action, Ferrero Trading Lux S.A. launched a \$1.1 million project in Ghana to improve family livelihoods and increase children's access to education.(64) Framework projects supported by The Hershey Company and Mondelez International, Inc. continued to be implemented during the reporting period. The Hershey project uses mobile technology to deliver agricultural and social information to

rural cocoa farmers, while the Mondelez project works to improve the livelihoods of cocoa farmers and reduce child labor in farming families.(64)

Ghana maintained its engagement with the Empowering Cocoa Households with Opportunities and Education Solutions Project (ECHOES) (2007-2015), funded by the World Cocoa Foundation, USAID, and the International Chocolate and Cocoa Industry. This project works to strengthen cocoa-growing communities by providing education for youth and young adult education, strengthening community based organizations, and improving household livelihoods. By the end of 2012, ECHOES had awarded 1,176 scholarships that cover 3 years of school-related expenses.(66)

The Government of Ghana also participated in a 4-year, \$7.95 million regional project funded by USDOL in 2009, which is reducing the worst forms of child labor in fishing, mining, and commercial agriculture (cocoa and coffee), and is supporting efforts to develop an updated national action plan on child labor. Set to end in January 2014, the project has provided education services to 5,308 children working in agriculture, fishing, and mining in Ghana, in order to withdraw or prevent them from entering the worst forms of child labor.(30, 67) 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 aims to provide education services to 1,000 children working in agriculture (cocoa) and livelihood services to 1,000 families by the project's end in April 2014.(68) As of October 2012, the project had provided education services to 446 children and livelihoods services to 415 families.(69)

In 2012, USDOL funded a \$1.5 million study, to be conducted by the Payson Center at Tulane University, to support the collection of nationally representative survey data on child labor in cocoa growing areas of Cote d'Ivoire and Ghana. As called for in the 2010 Declaration, the study will develop a baseline estimate of the number of children working in the worst forms of child labor in cocoa growing areas and help assess the prevalence of the worst forms of child labor in cocoa growing areas.(64)

In 2012, the CLU began its first child labor survey since 2001, with results scheduled to be available at the end of 2013.(42) Ghana continued to participate in anti-trafficking efforts with IOM to remove and rehabilitate child trafficking victims from exploitative labor in fishing villages on Lake Volta.(70) Ghana also has short-term shelters to assist trafficking victims, including children.(31)

In 2012, the Government also increased awareness about child labor, especially in hazardous work, by continuing public service messaging on the topic and supporting Community Child Protection Committees that raised awareness about the worst forms of child labor at the community level.(42, 61)

The Government of Ghana continued a program to provide uniforms and books to children in public basic schools in some deprived communities; it also worked with NGOs to provide school supplies. Ghana relaunched its school feeding program

in May 2012.(42, 71) 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 to address the magnitude of the problem.(16, 30, 72)

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 the use, offering, or procuring of a child for the production and trafficking of drugs, and expand protections from sexual exploitation for all children, including those who have been exploited as prostitutes.	2009, 2010, 2011, 2012
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 under child labor and trafficking laws.	2009, 2010, 2011, 2012
	Allocate adequate funding to the MELR's Child Labor Unit so that it can fully carry out its mandate.	2011, 2012
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, 2012
	Link children engaging in or at risk of engaging in the worst forms of child labor with the appropriate social programs, such as the LEAP and the National School Feeding Program.	2009, 2010, 2011, 2012
	Throughout cocoa-growing regions, replicate and expand successful project interventions to address exploitative child labor.	2009, 2010, 2011, 2012
	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, 2012
	Increase access to education by expanding efforts that provide adequate teachers, materials, and classrooms, and assess the impact that these efforts may have on reducing the worst forms of child labor.	2010, 2011, 2012

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Grenada

In 2012, Grenada made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended the Criminal Code to extend prohibitions on sale and trafficking for prostitution to boys and ratified both Optional Protocols to the Convention on the Rights of the Child. 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 and the sale and trafficking of children for forced labor.

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		111.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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)

During the reporting period the Government amended the Criminal Code to extend prohibitions on sale and trafficking for prostitution to boys as well as girls. Although the Constitution prohibits slavery and forced labor, the Criminal Code does not specifically prohibit the sale and trafficking of children for forced labor.(5-8) 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.(9, 10) The minimum age to join the police force is 18.(3)

Under the Education Act, schooling is compulsory and free until age 16.(3, 11, 12)



International Conventions and Selected Laws on Child Labor and Education

	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

During the reporting period, the Government ratified the Optional Protocols to the CRC on the Sale of Children, Child Prostitution, and Child Pornography and on the Involvement of Children in Armed Conflict.(13, 14)

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. The MOL has no labor inspectors dedicated to child labor; there are six labor inspectors in Grenada responsible for all forms of labor inspection, including child labor.⁽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.⁽¹⁵⁾ The lunch fee is waived for students who cannot afford to pay.^(11, 15) 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.^(16, 17)

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, 2012
	Establish prohibitions on the sale and trafficking of children for forced labor.	2009, 2010, 2011, 2012
	Prohibit the use of children in illicit activities.	2011, 2012
Policies	Conduct research to determine if any of the worst forms of child labor exist in Grenada.	2009, 2010, 2011, 2012

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In 2012, Guatemala made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government collected and published data on the prevalence and nature of child labor for the first time since 2006 and used this data to begin updating its national strategy to combat child labor. The Ministry of Labor significantly increased the number of inspectors dedicated exclusively to child labor issues and increased the number of inspections and legal proceedings against employers for child labor violations. The Government implemented a new \$11 million food assistance program for poor families, conditioned on school attendance. Some provisions in the Labor Code allow exceptions to the minimum age for work that are inconsistent with international standards. Guatemala lacks government programs targeting sectors in which children are known to engage in exploitative labor, such as mining, quarrying, and construction. Children continue to engage in the worst forms of child labor, especially in hazardous activities in agriculture and manufacturing.



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, 4) Children plant and harvest coffee, sugarcane, corn, and broccoli, which involve carrying heavy loads, exposure to extreme weather, and handling hazardous tools. (5-9) Though evidence is limited, there are reports that children handle hazardous tools and substances in the production of beans, as well. (7, 9) Children are also reportedly subjected to forced labor in agriculture, though public information is not available on the goods these children produce. (10)

The majority of child labor occurs in agriculture in rural areas. (4) 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. (4, 11) ENCOVI data also indicate that approximately 60 percent of working children in Guatemala are of indigenous heritage. (4)

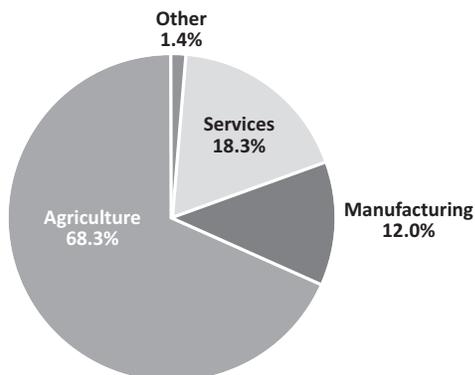
Children, primarily indigenous girls, also work in third-party homes as domestic servants. (4, 8, 9) Children working as domestic servants often work long hours, are at risk of burns, and may be isolated in private homes and susceptible to physical and sexual abuse. (4, 8, 9, 12) ENCOVI data estimate that 35,587 children worked as domestic servants in 2011. (4) Some of these children work in conditions of forced labor. (10)

Children carry out hazardous activities in mining, quarrying, and construction, as well. (4) The 2011 ENCOVI survey

Statistics on Working Children and Education

Children	Age	Percent
Working	7-14 yrs.	13.3 (414,250)
Attending School	5-14 yrs.	83.7
Combining Work and School	7-14 yrs.	9.6
Primary Completion Rate		85.7

Working Children by Sector, Ages 7-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013. (1)

All other data: Understanding Children's Work Project's analysis of statistics from ENCOVI Survey, 2011. (2)

Guatemala

estimates that 33,380 children work in mines and quarries, 12,672 children work in transportation, and 11,269 children work in construction. Work in mines, quarries, and in construction is principally carried out by boys.(4)

Children are also involved in dangerous activities in manufacturing. Many indigenous children are reportedly exposed to dangerous machinery in flower and vegetable packaging.(6) Children handle hazardous tools and substances in the manufacture of gravel and fireworks.(6, 9, 13-15) According to Government statistics, over the past twelve years, the proportion of children working in the manufacturing and construction sectors has steadily decreased, while the proportion of children working in mining, quarrying, and agriculture has increased.(4)

In urban areas, children also work in hazardous conditions in garbage dumps; there are reports of forced child labor in some municipal dumps.(4, 9) There are also reports that children are exploited for forced labor in street begging and peddling.(9, 10)

Children are trafficked to, from, and within the country for commercial sexual exploitation and labor exploitation.(10, 16) Guatemalan children are found in commercial sexual exploitation within the country, as well as in Mexico and the United States.(10) Commercial sexual exploitation of children occurs largely in Guatemala City and in the border regions with Honduras and Mexico. Child sex tourism occurs primarily in the cities of Antigua, Puerto Barrios, Río Dulce, around Lake Atitlán, the Petén, and Guatemala City.(10, 16) Limited evidence indicates that criminals and gangs also recruit children for illicit activities such as stealing, transporting contraband, commercial sexual exploitation, and illegal drug activities.(9)

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 and Social Security (MTPS) to authorize children under age 14 to work under exceptional circumstances, including if the child must work to support his or her family due to poverty, which is inconsistent with international standards. In 2006 the MTPS signed a Government Agreement reiterating the Labor Code's prohibition of the employment of children under age 14 and committing the MTPS to grant exceptions to the minimum working age only in very special cases.(17, 19, 20) During the reporting period, the MTPS did not grant any work

authorizations to children under age 14, though the law still would have permitted the Ministry to do so.(21)

International Conventions and Selected Laws on Child Labor and Education

	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

Guatemala's Labor Code sets the minimum age for hazardous work at 18.(17) Guatemala has also adopted Ministerial Agreement 154-2008, a comprehensive list of hazardous occupations in which children 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, carrying heavy loads, using dangerous tools, working in the street, working in bars or in other establishments where alcoholic beverages are served, and working in illicit occupations such as producing and trafficking drugs.(22)

The Constitution and the Penal Code specifically prohibit forced labor.(18, 23) The Law against Sexual Violence, Exploitation, and Human Trafficking prohibits child pornography, including its production, distribution, and possession; it also 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 sets the minimum age for service in the military at 18.(25) Guatemala sets the compulsory age for education at 15.(18, 26) The Constitution and Government Agreement 226-2008 provide for free public education through secondary school.(27)

Institutional Mechanisms for Coordination and Enforcement

The Government's National Commission for the Eradication of Child Labor (CONAPETI) is charged with coordinating government policies and efforts to combat child labor.(4) The CONAPETI is a tripartite commission led by the Vice President's Office and is composed of several government ministries, as well as representatives from commercial associations and trade unions.(4, 11, 28) In 2012, the CONAPETI met 12 times.(4) The CONAPETI has committed to creating departmental coordinating committees on child labor issues. During the reporting period, committees were formed in 12 of Guatemala's 22 departments.(4) Four departments created local work plans to prevent and eliminate child labor.(4)

The MTPS operates nine Executive Secretariats throughout the country that work to coordinate the efforts of NGOs and local government agencies on child labor.(28) In addition, 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.(10) The SVET coordinates the Inter-Institutional Commission against Trafficking in Persons (CIT), which is chaired by the Ministry of Foreign Affairs and includes the participation of seventeen governmental and civil society institutions.(10) Though the CIT is mandated to meet monthly, during the reporting period it met approximately four times.(10) In 2012, the SVET received a budget of \$650,000, about the same funding level it was allocated in 2011.(10) During the reporting period, the Government approved an increase in SVET's funding for 2013, for a budget of approximately \$1 million.(21)

The Office of the Inspectorate General of Labor is responsible for enforcing child labor laws, including prohibitions on children engaging in the worst forms of child labor.(20, 28) The Office of the Inspector General and MTPS's Adolescent Workers Protection Unit (UPAT) receive child labor complaints via telephone, in writing, through the MTPS's Web site, and in person at the MTPS or at one of its 24 regional offices.(20, 28) UPAT refers child labor complaints to the Office of the Inspector General.(28) Inspectors who

find children engaged in hazardous work are required to refer them to government social services, establish a time period for remedying the violation, and refer the case to labor courts for the appropriate sanction if the violation has not been remedied within the specified period.(4, 17) 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 MTPS requires all inspectors to inspect for the worst forms of child labor and to respond to child labor complaints, if received.(20, 29, 30) In 2012, the MTPS employed a total of 328 inspectors throughout Guatemala, a substantial increase from 218 inspectors in 2011.(31) Of these, 20 inspectors are dedicated solely to child and adolescent worker issues, an increase from 12 part-time inspectors during the previous reporting period.(11) In 2012, the MTPS carried out training on child labor law for inspectors in Guatemala City, Quetzaltenango, and Chiquimula.(4)

During the reporting period, the MTPS estimates that 151 inspectors participated in 1,883 MTPS inspections targeting child labor, an increase from 1,205 inspections in 2011. Of those inspections, 190 were part of a special operation targeting garbage dumps, and 557 targeted facilities where fireworks are produced or sold.(4) As a result of these inspections, in 2012 the MTPS referred 86 employers to labor courts for child labor violations, an increase from 26 employers in 2011.(4, 31) Information was not available on the number of child laborers found by MTPS, the services provided to them, or whether employers were penalized or paid fines for child labor violations during the reporting period.

During the reporting period, Guatemala allocated additional resources for the enforcement of labor laws, including for the hiring and training of 100 new inspectors in August 2012, the hiring of five new attorneys in September 2012, and the acquisition of 20 vehicles. Inspectors and vehicles appear to have been distributed in areas of greatest need, with a particular focus on helping inspectors reach the most remote and difficult to access areas.(32) Notwithstanding the additional resources, labor inspectors, including those responsible for responding to child labor complaints, still face resource challenges in carrying out inspections, particularly outside Guatemala City.(32) As a result, they cannot carry out sufficient inspections.(9, 11, 31) The MTPS cannot fine employers for violating the Labor Code; instead it relies on labor courts to impose sanctions for violations that the MTPS identifies and then transfers to the courts, which significantly delays the process of penalizing violators.(20, 28, 31, 33, 34)

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Allocating additional resources for the MTPS was one of many steps discussed during the negotiation of a comprehensive Enforcement Plan to resolve a labor case brought by the United States against Guatemala under the Dominican Republic-Central America-United States Free Trade Agreement, alleging failure by Guatemala to effectively enforce its labor laws.(32)

Child trafficking and commercial sexual exploitation investigations are primarily handled by police and public prosecutors.(35) In August 2012, the Supreme Court ordered the creation of two new tribunals, which will specialize in crimes related to the Law Against Sexual Violence, Exploitation, and Human Trafficking.(4) During the reporting period, the National Civil Police provided investigators with a 3-month certification course on sexual violence and human trafficking, increasing the number of investigators specializing in these topics from 5 to 60.(4) In June 2012, the Public Ministry created a special prosecutor's office dedicated to human trafficking, which includes a subsection on sexual exploitation and one on child labor, with the aim of strengthening the Public Ministry's efforts to address these problems.(21, 31) In August 2012, the National Civil Police created a Special Department for the Investigation of Sexual Crimes.(4) Suspected cases of child trafficking can be reported through a hotline maintained by the National Civil Police.(21, 36)

From January to December 2012, the Government received 197 complaints regarding trafficking in persons, a significant decrease from the 354 complaints received from January to October 2011; however, these data do not distinguish between adult and child trafficking cases.(10) During the reporting period, the Human Rights Ombudsman Office received 25 complaints of the commercial sexual exploitation of children, two complaints of the recruitment of minors for organized crime, and one complaint related to the use of children in pornography.(10) In 2012, the Public Ministry opened 20 investigations related to human trafficking, resulting in criminal charges in 13 cases.(4)

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.(4, 37) 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.(34) During the reporting period, the MTPS coordinated with the NGO Catholic Relief Services to develop a monitoring tool to record progress and achievements toward the specific objectives laid out in the roadmap.(4) In addition, the CONAPETI led meetings with several government agencies to update the roadmap based on the new data on child labor, which was collected and analyzed by Guatemala's National Statistics Agency during 2011 and 2012.(4) This was the first time the National Statistics Agency had published data on child labor in Guatemala since 2006.(4)

The MTPS has an Intra-institutional Coordination Protocol to Assist Child Laborers, which sets guidelines that MTPS employees can use to identify child laborers and sanction their employers.(22) The Government's Secretariat of Social Welfare has a national protocol in place for identifying and assisting child victims of commercial sexual exploitation.(38) In 2012, the MTPS signed an agreement with the Telefónica Foundation to carry out joint actions to prevent and eradicate child labor at the national, departmental, and local levels.(4) In June 2012, the Ministry of Public Health and Social Assistance launched the Protocol for Providing Comprehensive Healthcare to Children and Adolescents in the Worst Forms of Child Labor.(4) The protocol requires public health workers to register any child whose injuries may have been labor-related into a data system that has been made available to the ILO to monitor child labor cases in Guatemala.(31) During the reporting period, the Government launched the Urban Social Protection Strategy, which includes the goals of keeping children from engaging in street work and fomenting training and employment opportunities for youth.(4)

In February 2012, the Government announced a \$252.7 million new initiative called the Zero Hunger Pact, a set of programs to combat malnutrition and reduce the economic vulnerability of approximately 701,000 families. The initiative includes the goal of broadening access to education for marginalized children.(4, 39) 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.(40) Also during the reporting period, Legislative Decree 1-2012 was passed, establishing the Ministry of Social Development to oversee the implementation of social programs aimed at assisting impoverished and vulnerable populations.(4) The question of the impact of these policies on child labor does not appear to have been addressed.

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

Since 2009, the Government of Guatemala has participated in a 4-year, \$4.2 million USDOL-funded project that uses education and vocational training strategies to withdraw 5,720 children from and to prevent 3,600 children from entering hazardous work in agriculture, child domestic labor, and the urban informal sector.⁽⁴¹⁾ 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.⁽⁴²⁾ The project provides working and at-risk children with bilingual education services, after-school tutoring, vocational training, and assistance to educators in rural multi-grade schools.⁽⁴¹⁾ The project works with local governments and civil society organizations to help integrate child labor issues into local-level public policies, as well.⁽⁴³⁾ In 2012, the project also provided technical assistance to CONAPETT's departmental coordinating committees on child labor, assisting some committees in creating action plans.⁽⁴⁴⁾

The Ministry of Social Development implemented several programs targeting impoverished and marginalized children. The My Secure Subsidy program, formerly the My Family Progresses program, provides cash assistance for families with school-aged children, conditioned on children's school attendance; in 2012, the program provided approximately \$107 million in cash transfers, assisting 757,752 families.^(4, 31) The My Secure Grant program provided approximately \$13.5 million worth of food assistance to poor families with the requirement that their children attend school. The Ministry of Social Development also implemented the Young Protagonists program, formerly the Open Schools

program, which in 2012 provided 475,692 at-risk adolescents with training and formative activities outside of school hours, an increase from approximately 270,000 adolescents assisted in 2011.⁽⁴⁾ The effect of these programs on child labor has not yet been studied.

In 2012, the Ministry of Education provided approximately 2.7 million children with school supplies, food, and transportation assistance to promote school attendance and retention.⁽⁴⁾ The Ministry of Education also continued to implement a program for students who have fallen behind in their educational attainment, with a particular focus on child workers.⁽²⁰⁾ In 2012, the MTPS launched the My First Employment program, which places working-age youth in apprenticeship programs and provides them with on-the-job training and a monthly stipend.⁽³¹⁾ The program's objective is to serve 20,000 youth.⁽³¹⁾

During the reporting period, the Government provided limited funding to NGOs that provide shelter and services to child victims of sex trafficking.⁽²¹⁾ In 2012, the Government referred approximately 55 child trafficking victims to such NGOs.⁽¹⁰⁾

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, the programs do not sufficiently address the large numbers of children—particularly indigenous children—that perform hazardous work in these sectors. In addition, research found no evidence of government programs to assist children performing hazardous work in mining, quarrying, construction, or in gravel and fireworks production.

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, 2012
Coordination and Enforcement	Continue to dedicate more resources to labor inspections, particularly for inspections outside of Guatemala City.	2009, 2010, 2011, 2012
	Eliminate significant delays in the process for penalizing labor law violators, including in cases of child labor, at a minimum, by enacting legislation authorizing the MTPS to make fine recommendations and expediting the process for the judiciary to adopt such recommendations, issue fines, and order remediation of labor law violations.	2012

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Make information publicly available on whether employers have been sanctioned for child labor violations, paid the fines imposed, and remedied the underlying violations.	2011, 2012
Government Policies	Assess the impact that existing anti-poverty policies, such as the Zero Hunger Pact, may have on addressing child labor.	2012
Social Programs	Expand social programs targeting the worst forms of child labor in agriculture, urban informal work, commercial sexual exploitation, and child domestic labor, with a particular focus on indigenous children.	2010, 2011, 2012
	Initiate social programs to address child labor in mining, quarrying, construction, and manufacturing, particularly in gravel and fireworks production.	2009, 2010, 2011, 2012
	Assess the impact that existing social programs may have on addressing child labor.	2009, 2010, 2011, 2012

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Guinea

In 2012, Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government created a division within the Ministry of Security responsible for coordinating efforts to combat human trafficking and child labor. However, the division is not fully operational. 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 engage in the worst forms of child labor, including in dangerous activities in agriculture and child trafficking, including for labor, 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	5-14 yrs.	Unavailable
Primary Completion Rate		66.9

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 and as victims of trafficking for labor, domestic service, and commercial sexual exploitation.(3-5) Children in Guinea are engaged in dangerous activities in agriculture, including 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.(6-10) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(11, 12) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.

Children also work in gold and diamond mines and quarries.(10, 13, 14) Children in this sector work long hours and lack protective gear. They are vulnerable to accidents, broken bones, and respiratory, skin, and other diseases.(8)



In Guinea, it is traditional practice to send boys, called *talibés*, to Koranic teachers to receive education, which may include vocational training or apprenticeship.(15, 16) 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, 17) *Talibés* are also sometimes forced to beg in the streets.(4, 11, 18-20) There are reports of other children working on the streets, including in forced begging, but information on specific hazards is unknown.(21)

Child trafficking and commercial sexual exploitation also occur.(4, 13) Guinean boys and girls are trafficked within West Africa for mining, domestic work, forced labor, and begging.(22) 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.(23) Girls are trafficked internally and to Europe for commercial sexual exploitation and domestic service. Girls from neighboring Nigeria, Mali, Burkina Faso, Ghana, Sierra Leone, and Liberia are trafficked to Guinea for the same purpose.(4, 21) Boys are trafficked within Guinea to work in agriculture and as beggars.

Through the system of *confiage*, children from rural areas are sent to cities to work or to attend school.(3) These children may work in domestic service, in which they may be beaten and sexually exploited.(3, 24-26)

According to a report dated November 2011, an estimated 43 percent of all children ages 5 to 17 are involved in child labor.(27) However, the data was not obtained in time to do a full analysis to be included in the statistics chart.

Although education is free in Guinea, access is hindered by school fees, the cost of school supplies, and the reported sexual assault of students by teachers.(21, 28) Additionally, a significant number of Guinean children are not registered at birth, which may impede access to education, as the age of the child must be proven before they may access state-sponsored education.(29) Additional barriers to education include a lack of textbooks and other teaching materials, a shortage of teachers, and poor sanitation in schools.(21)

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.(13, 30, 31) However, the Child Code allows children under age 16 to work with written parental permission, which is contrary to the provisions of ILO C. 138.(31) Children may work as apprentices from age 14, or from age 12 for apprenticeships involving light work in domestic service and other non-industrial sectors, with the approval of labor inspectors.(31) Because the Labor Code applies only to formal 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, 32) The Child Code includes a list of hazardous occupations from which children are prohibited.(31) 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.(31, 33) 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.(34) It is unclear if the provisions of Order 2791 permit children working as assistants to work inside mines or in other hazardous activities, which would conflict with the minimum age for hazardous work.

By law, education is free and compulsory.(27, 35) 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.(36) 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. Children not required to be in school may work without gaining permission from parents or labor inspectors and may be vulnerable to exploitation and hazardous 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.(31) The Child Code also prohibits sex

tourism, pornography, and forcing children to beg.(31) The Labor Code prohibits forced labor.(13, 30) The Penal Code also prohibits trafficking.(37) The Child Code criminalizes child trafficking and prostitution and addresses key elements related to trafficking that were lacking in the Penal Code, such as procuring or offering a child for trafficking.(31, 38)

International Conventions and Selected Laws on Child Labor and Education

	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

Although the Child Code provides protection from the worst forms of child labor, there is confusion surrounding the legal status of the Child Code as it was not accompanied by implementing text from the president of the country.(19, 39) In addition to rendering the Code effective, the implementing text would outline penalties for violations of the Child Code.(40) Though the Ministry of Justice has released an opinion stating that the Child Code is an exception and does not need implementing text. There is no evidence that steps to implement the Child Code have been taken.(18, 19, 23, 41)

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. Government and NGO partners are revising the Code and drafting a plan for the protection of children.(20) Information

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on whether this committee is responsible for coordinating efforts to combat the worst forms of child labor is not available. A National Human Rights Commission was established in 2011; however, it is unclear if this commission will cover the issue of child labor.(42)

The National Committee Against Trafficking (CNLTP), led by the Ministry of Social Affairs, coordinates anti-trafficking efforts.(19, 23, 39) The Committee comprises secretariat member representatives from the Ministries of Promotion of Women and Children, Justice, and Security.(39, 43, 44) It also includes various members of governmental agencies, including the Ministry of Labor, the police, NGOs, and other stakeholders involved in trafficking issues. The CNLTP is required to meet quarterly; however, no meetings have been held since July 2012.(19, 20, 40, 45) The CNLTP coordinates enforcement actions between various actors, including labor inspectors and criminal investigators.(23)

The Ministry of Labor is the lead agency for the enforcement of child labor laws.(45) Labor inspections typically are limited to large firms in the formal employment sector. The majority of children work outside the formal sector, including in agriculture.(13) Information on the number of labor inspectors was unavailable. Reports indicate there is a lack of trained staff, equipment, transportation, and finances to conduct effective child labor inspections and legal proceedings.(13, 45) No labor inspections were reported in 2012.

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.(19, 23, 39) OPGEM employs 56 police officers to investigate crimes of child labor, prostitution, and trafficking.(39, 45) Local authorities, police, and border agents in individual prefectures can apprehend child traffickers at the country's borders.(23) 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 (a military body charged with police duties among civilian populations), in their child labor investigations.(39, 44) OPGEM also compiles statistics for crimes against children, including abuse, trafficking, rape, kidnapping, and forced marriage.(20) 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.(23) According to OPGEM, one case concerning child labor violations was brought to court during the reporting period.(20)

In August 2012, a new division within OPGEM was created by decree by the Ministry of Security. The division is responsible for coordinating efforts to combat human trafficking and child labor.(10, 20) Thirty people staff the unit and are deployed throughout the country. The unit had opened five cases between August 2012 and January 2013.(20) While staff was provided training on detecting crime against children and treating victims, the division lacks resources to adequately identify trafficking victims.(20) Reports suggest that the absence of clear coordination between the CNLTP and OPGEM may result in competition over limited resources for anti-trafficking activities.(19)

In October 2012, the government relaunched the Steering Committee for Vulnerable Children and Orphans, initially created in 2006. The committee is responsible for protecting vulnerable and exploited children.(20)

Government Policies on the Worst Forms of Child Labor

The Government does not appear to have a comprehensive policy specifically to combat the worst forms of child labor. However, the Ministries of Social Affairs and the Promotion of Women and Children have developed *A World Fit for Children*, a declaration and comprehensive action plan to assist children. It includes general protections and objectives involving child labor, mistreatment, exploitation, and violence. The plan also aims to eliminate trafficking and sexual exploitation.(43) The plan does not specify concrete activities, tangible outcomes, or targets to achieve its goals, and information on the extent to which the plan is being implemented is not available.

Guinea has a National Policy on Birth Registration, with a goal of registering 100 percent of children under age 8 by 2015.(46) 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 the program's implementation are unknown.(47) 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 version of the plan is still awaiting adoption.(8, 23, 48) It is not clear whether the plan is being implemented or if it has been assessed since 2009.

During the reporting period, the Government released the results of the 2010 child labor survey.(27) The survey includes current estimates of the number of working children in

Guinea, including by sector of work. However, the survey did not collect in-depth information about child labor-related health, occupational safety, or other risks.

In 2012, the Government worked with NGOs to develop a plan to address the welfare of children, which includes initiatives regarding education, health, legal protection, access to clean water, as well as protection from the worst forms of child labor, and trafficking.(20) Information on whether the plan was formally adopted and is being fully implemented was unavailable.

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

The Government of Guinea does not provide social services to trafficking victims.(19) Although there is no formal system to assist trafficking victims, the Government sometimes refers them to NGO service providers. With support from UNICEF, UNDP, and the Government of Germany, the Government is establishing a transition center for the treatment and protection

of women and children who are victims of crimes, including the worst forms of child labor, forced labor, and trafficking.(20)

In June 2012, Guinea hosted a joint National Forum on Children with Mali as part of their bilateral accord of cooperation in the fight against child trafficking.(20)

The Government 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 in strengthening regional efforts to combat the worst forms of child labor. In 2012, with the assistance of the projects, ECOWAS developed a draft Regional Plan of Action for the elimination of child labor.(49-53) No information was available on the implementation of this plan.

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, 2012
	Ensure full implementation of the Child Code.	2009, 2010, 2011, 2012
	Eliminate inconsistencies in the laws relating to the worst forms of child labor, including the Labor and Mining Codes and the Penal, Labor, and Child Codes.	2010, 2011, 2012
	Extend protections to children in unpaid, temporary or non-contract work.	2009, 2010, 2011, 2012
	Ensure that all children are prohibited from participating in hazardous mining.	2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism for the worst forms of child labor.	2010, 2011, 2012
	Ensure labor inspections are conducted in all sectors, including those with a high prevalence of child labor.	2010, 2011, 2012
	Ensure adequate transportation, equipment, finances, and trained staff to conduct child labor inspections.	2012
	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, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Ensure all cases of child labor are appropriately investigated and prosecuted.	2010, 2011, 2012
	Clarify the roles and responsibilities of various committees charged with addressing the worst forms of child labor, including child trafficking, with coordination between CNLTP and OPGEM to avoid competition over limited resources for trafficking activities.	2011, 2012
	Ensure that the National Committee Against Trafficking holds required quarterly meetings.	2011, 2012
	Compile and publish information related to child labor-related investigations, prosecutions, convictions, and criminal punishments.	2011, 2012
Policies	Adopt the 2009-2013 National Action Plan to Combat Trafficking in Persons.	2010, 2011, 2012
	Set targets and establish concrete outcomes for A World Fit for Children, and other policies related to child labor.	2009, 2010, 2011, 2012
	Take measures to ensure children have access to quality education and to ensure children's safety in schools.	2010, 2011, 2012
	Assess the impact that existing policies may have on addressing the worst forms of child labor in Guinea.	2010, 2011, 2012
	Scale up efforts to implement the birth registration policy.	2011, 2012
	Provide more in-depth research on child labor-related health, occupational safety, or other risks.	2012
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, 2012
	Ensure the appropriate systems are in place to transfer children from Government authorities to social service protection programs.	2010, 2011, 2012
	Assess the impact of the Government's efforts to provide education for all, including through the efforts of the Ministry of National Education and Scientific Research 7-year program, on the worst forms of child labor.	2011, 2012

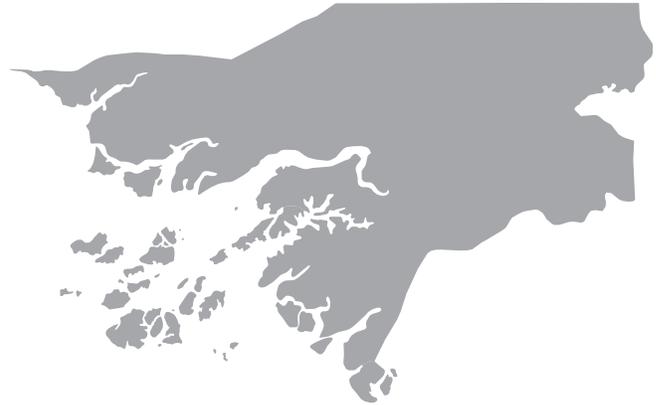
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Guinea-Bissau

In 2012, Guinea-Bissau made a minimal advancement in efforts to eliminate the worst forms of child labor. From January until April, 2012 when a military coup took place, the Government continued to participate in the ECOWAS project, which works to combat the worst forms of child labor. The Government also collaborated with multilateral organizations, such as the World Bank, to support its food security efforts and educational initiatives. However, since the coup, Government efforts to address child labor have stalled. Consequently, Guinea-Bissau 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.



Additionally, there is some evidence to suggest that children herd cattle and work in mines.(3, 11) Children herding livestock may suffer injuries such as being bitten, butted, gored or trampled by animals.(13)

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, 2013.(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 in dangerous activities in agriculture and forced begging.(3-6) Preliminary findings from UNICEF's 2010 Multiple Indicator Cluster Survey indicate that approximately 57 percent of children between the ages of 5 and 14 are engaged in some form of economic activity. Of those, 65 percent are found laboring in rural areas.(7) There is limited evidence of children laboring in the fields producing cashews and rice rather than attending school.(3, 5, 8) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(9, 10) Limited evidence also suggests that children work in the fishing industry.(3, 11) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(12)

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.(14-16) 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.(3, 14-16)

In urban areas, there are reports of children working on the streets, but specific information on hazards is unknown.(3, 5, 14) Guinea-Bissau's Ministry of Justice and the UNDP report that some children who sell goods on the street are obligated by their families to bring home a certain amount of income. If they are unable to do so, they are likely to be subjected to physical violence.(8) In order to meet their families' demands, some of these children engage in prostitution to avoid corporal punishment.(8) Children are also reported to work as domestic servants.(3, 5, 14) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(17) Evidence suggests that some children involved in street work and domestic service may do so under forced conditions.(14, 18)

There is some evidence of children being engaged in commercial sexual exploitation.(8, 14, 18) Some children, including *talibés*, are trafficked internally and internationally to Senegal, as well as to other neighboring countries for domestic work, forced begging, and agricultural labor.(14, 18, 19)

Laws and Regulations on the Worst Forms of Child Labor

The General Labor Law sets the minimum age for employment at 14. It prohibits children younger than 18 from engaging in heavy or dangerous labor, including mining.(20) However, the Government has not established a list of hazardous occupations that are prohibited for children. The minimum age for night work is also set at 18.(20)

International Conventions and Selected Laws on Child Labor and Education

	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	13
	Free Public Education	Yes

The Penal Code criminalizes the commercial sexual exploitation of all persons, including children, as well as forced labor for the purpose of sexual exploitation.(21) The Prevention and Trafficking in Persons Law prohibits the recruitment, transporting and harboring of an individual for the purpose of prostitution, forced labor, or debt bondage. Perpetrators can receive prison sentences of up to 15 years if found guilty.(22) Penalties are greater when such crimes are committed by guardians, including religious teachers or other persons responsible for the care and protection of children. The antitrafficking law also punishes the production of pornography and sexual exploitation with prison terms of 5 to 8 years.(22) In addition, this legislation mandates social assistance for victims of human trafficking and calls for antitrafficking prevention initiatives.(22)

The minimum age for compulsory military recruitment is 18. Under the law children may voluntarily enter the military at age 16 with parental consent, but are not permitted into combat activities.(3, 23, 24) The Government has not yet established legislation that prohibits the use of children for illicit activities.

The Education Law establishes compulsory education through the ninth grade.(25) The Government has reported to the UNESCO Institute of Statistics that education is compulsory until age 13.(26) School is free for all children until the sixth grade. For grades seven through nine, school is free contingent upon available resources.(25) However, 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.(4, 15) As reported in the National Strategy to Combat Poverty, for every 100 children who enroll in first grade, only 40 children reach the sixth grade.(27)

Institutional Mechanisms for Coordination and Enforcement

The National Institute for Women and Children (INMC) at the Ministry of Social Solidarity, Family, and the Combat against Poverty coordinates efforts to protect the rights of children.(28, 29)

The Inter-Ministerial Steering Committee coordinates government efforts to combat human trafficking. The Committee is led by the INMC and includes representatives from the Ministries of Interior, Justice, Health, Education, and Transportation, as well as various NGOs.(19) To strengthen efforts to fight human trafficking, the Trafficking Act established a National Committee to Prevent, Combat and Assist Victims of Trafficking.(22) However, it is not clear what the role of this Committee is in relation to the established Inter-Ministerial Steering Committee or if it is operational.

Child labor legislation is enforced by the Ministry of Justice and the Ministry of Civil Service and Labor, in collaboration with the INMC.(3, 29) Enforcement officials, including labor inspectors, do not have appropriate training and equipment to carry out inspections and investigations of child labor cases and the lack of lawyers and courts in rural areas limits law enforcement.(3, 19, 30) During the reporting period, there was no information available on the number of investigations, labor inspections, prosecutions or convictions conducted regarding child labor.

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The Ministry of Interior leads efforts to combat child trafficking.(3) Police and border officials are tasked with preventing traffickers from entering or exiting the country with children. Local police and the INMC, along with UNICEF, maintain data on child trafficking.(19) However, there is no information available on the number of human trafficking investigations, prosecutions or convictions conducted during the reporting period.

The Government of Guinea-Bissau works closely with the Government of Senegal to combat child trafficking. Together, they repatriated 45 child victims of trafficking from Senegal back to Guinea-Bissau in 2012.(3)

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 Education Action Plan for All (2000-2015) guides Guinea-Bissau's efforts to ensure universal access to education and facilitate interagency coordination.(31)

A National Action Plan on Trafficking (2011-2013) was adopted in the previous reporting period to guide implementation of the anti-trafficking law. However, research was unable to identify what actions have been carried out by the Inter-Ministerial Steering Committee to achieve this goal.(18, 19)

The Government continued to implement the National Strategy to Combat Poverty (2011-2015), which seeks to reduce poverty from 69.3 percent to 59 percent, and extreme poverty from 33 percent to 20 percent, by 2015 by improving access to basic services and generating 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.(32)

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, as well as technical cooperation and training.(33-35)

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

The Government, in collaboration with the International Partnership for Human Development, continues to carry out a national school lunch program that covers over 300 schools and reaches over 88,000 children.(28, 36, 37) It also participates in the World 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.(38) The World Bank and the European Union also support Guinea-Bissau's efforts to improve food security. They continue providing school meals to children and food-for-work opportunities for adults.(39)

Guinea-Bissau has a cash transfer program aimed at vulnerable populations that benefits 2,500 individuals throughout the country.(4) However, the Second National Strategy to Combat Poverty documents that the poverty rate has increased, underscoring the national need to expand social safety net programs such as this one.(32)

As a member country of ECOWAS, Guinea-Bissau continues to participate in two regional projects funded by USDOL that seek to strengthen the role of ECOWAS in combating the worst forms of child labor in West Africa: the 4-year, \$7.9 million ECOWAS I project and the 3-year, \$5 million ECOWAS II project.(40, 41) In 2012, the labor ministers of the 15 ECOWAS countries adopted a regional action plan on child labor, focusing on the worst forms. The objective of the plan is to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(42)

The Government of Guinea-Bissau continues to take part in a USDOS-funded, 2-year \$400,000 initiative to support antitrafficking efforts and strengthen government and civil society capacity to provide services to child victims.(43) Research has not identified other government programs that address other worst forms of child labor such as in agriculture or street work.

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, 2012
	Ratify the UN Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict.	2011, 2012
	Adopt legislation that bans the use of children for illicit activities.	2011, 2012
	Clarify the age to which education is compulsory.	2011, 2012
	Ensure that access to education is not hindered by the lack of trained teachers and informal fees	2011, 2012
Coordination and Enforcement	Clarify the roles of the Inter-Ministerial Steering Committee and the National Committee to Prevent, Combat and Assist Victims of Trafficking.	2011, 2012
	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. • Expand 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, 2012 2011, 2012 2010, 2011, 2012 2009, 2010, 2011, 2012
Policies	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, 2012
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, 2012
	Expand social safety net programs aimed at vulnerable populations.	2011, 2012

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In 2012, Guyana made a minimal advancement in efforts to eliminate the worst forms of child labor. In collaboration with the ILO, the Government continued to implement programs to reduce child labor under the Tackle Child Labor through Education (TACKLE) project. During the reporting period, labor inspectors participated in training on child labor and the Commission on the Rights of the Child launched a 5-year strategic plan. However, Guyana's legislation does not fully protect children from the worst forms of child labor. Children 17 years of age are legally permitted to engage in some hazardous activities, and the law fails to protect children in domestic service. Further, the National Steering Committee on Child Labor appears to be inactive. Children in Guyana continue to engage in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.

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		85.5

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 commercial sexual exploitation.(3-8) Children working in agriculture in Guyana may be exposed to hazards, including lifting and carrying heavy loads and working with pesticides.(4)

Guyanese children work in domestic service.(6, 9-11) The practice of sending children from poor rural families to live with wealthier relatives or friends in urban areas sometimes results in domestic servitude.(7, 12) Children in domestic service may work long hours performing strenuous tasks without sufficient food or shelter. These children may be



isolated in private homes and are susceptible to physical and sexual abuse.(13, 14)

Children in Guyana, including girls as young as 12, are involved in commercial sexual exploitation in Georgetown and the country's interior. There are reports of young girls being trafficked to mining communities for commercial sexual exploitation.(3, 5-8, 15-21)

Although evidence is limited, reports indicate that some children work in hazardous occupations like construction, welding, and mining, including gold mining. Children may also do dangerous work in forestry and fishing.(3-8, 10, 21, 22) Children working in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(23, 24) 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.(9) In mines, children work with unsafe equipment and toxic substances, and are vulnerable to violence.(3, 25)

There are reports of children working on the streets, but information on specific hazards is unknown.(6, 9-11)

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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, 26, 27) The Act also prohibits the employment of children under age 18 in industrial work, at night, and in work that may jeopardize their health, safety, or morals. However, the law does permit night work for children between ages 16 and 17 who are engaged in work that requires continuity through day and night, including certain gold mining processes and the production of iron, steel, glass, paper, and raw sugar.(26)

International Conventions and Selected Laws on Child Labor and Education

	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.(28) The Government has issued a list of 22 hazardous occupations and processes that could threaten the health, safety, or moral or personal development of children. The list includes work such as mining, construction, factory work, and certain agricultural activities.(4, 29) However, the list prohibits only children 16 years of age and younger from engaging in specified hazardous

activities.(29) Therefore, children 17 years of age are not fully protected from engaging in hazardous work in all sectors.

In 2006, Guyana’s Parliament passed an amendment to the Employment of Young Persons and Children Act that 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, 8, 30) Other laws protect children from some of the worst forms of child labor. The Constitution of Guyana prohibits forced labor.(31) Human trafficking is prohibited under the Combating of Trafficking in Persons Act of 2005.(32) 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, 33-35) Research found no evidence of other laws that would protect domestic servants.

Guyana’s Defense Act prohibits persons under age 18 from bearing arms as members of the Guyana Defense Force. According to the Act, children may voluntarily enter the military at age 16 and serve as unarmed apprentices until age 18.(36, 37) The Defense Act was amended in 2011 to raise the enlistment age to 18.(38, 39)

The Education Act makes education compulsory to age 15.(27) The Constitution of Guyana guarantees the right of free education from nursery school through secondary school, including non-formal schooling.(27, 31, 40, 41) Despite the legal guarantee of free education, some primary schools continue to charge fees and some have attempted to prevent children from attending school for failure to pay.(39) However, the Government is attempting to address this problem. The Ministry of Education has publicized guidance advising parents and educators that only the Parent Teacher Association has the authority to approve and collect monies from parents and that no child may be debarred from school for non-payment of these fees.(39)

Institutional Mechanisms for Coordination and Enforcement

The Government 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).(42) 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.(42) However, the NSCCL has reportedly stopped meeting on a regular basis, potentially limiting its ability to carry out its mandates.(43)

Guyana's Commission on the Rights of the Child is responsible for protecting and promoting children's rights in accordance with the UN Convention on the Rights of the Child, which includes addressing the worst forms of child labor.(8)

Guyana also has a National Task Force for Combating Trafficking in Persons (NTFCTP), chaired by the Minister of Home Affairs.(3, 44) 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.(45) The NTFCTP meets monthly.(5, 8)

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.(8) MOLHSS employs 10 labor inspectors. In 2012, they conducted over 1,311 workplace inspections, none of which revealed child labor violations.(8) Although MOLHSS collects information on child labor cases, it does not make such data publicly available.(5, 8) According to the Ministry, there are sometimes delays in accessing resources to carry out inspections, particularly in remote areas.(8) In 2012, labor inspectors received specialized training in child labor issues.(8)

GPF takes the lead in enforcing criminal laws related to the worst forms of child labor, including trafficking and commercial sexual exploitation. The police work in consultation with the Ministry of Home Affairs, MOLHSS, the Ministry of Education, and the Ministry of Amerindian Affairs, depending on the circumstances of cases.(8) However, government capacity to carry out prosecutions is limited. With only 33 justices and magistrates, the courts have a backlog of cases on all matters of law with more than a 2-year waiting period.(5, 6, 8, 16, 37)

Government Policies on the Worst Forms of Child Labor

In 2012, the Commission on the Rights of the Child launched a 5-year strategic plan.(8) Research did not reveal whether the plan explicitly addresses child labor.

Guyana has had a national action plan to combat human trafficking, which prioritizes educational and awareness raising efforts, particularly in the country's interior (16, 19). However, the plan expired in 2011. The Government has expressed its intention to develop an updated plan for 2012-2013.(46)

The Government has also 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.(40)

The question of whether the strategic plan on children's rights and national education policy impact 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 participating in the 11-country, approximately \$21 million TACKLE project funded by the European Commission and the African Caribbean and Pacific Group of States.(6, 8, 47-49) The program, originally set to end in 2012, has received additional funding to run through mid-2013.(5, 8, 50) 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.(51) 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, 52) The program also provides entrepreneurial training and life skills education, as well as technical and vocational education. These components target vulnerable, out-of-school, and unemployed youth.(8)

As part of the TACKLE project, the Government engaged in multiple efforts to target child labor during the reporting period. It continued the School Retention and Child Labor Prevention Program, which targets 460 children and 100 parents living in rural areas. Program components include numeracy and literacy, nutrition support, parenting workshops, afterschool care, psychological support, and provision of transportation to and from school.(5, 8, 53, 54) The program also worked to reduce teacher attrition and build relationships

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between parents and schools.(54) TACKLE’s Voluntary Mentoring Program, aimed at reducing truancy, dropouts, school violence, and child labor, continued to work with secondary school children and their parents.(54-56) The TACKLE project also conducted awareness raising activities about child labor, including in mining communities.(54) In 2011, the Government conducted a Child Labor Rapid Assessment Survey with assistance from the ILO.(52) The results of that survey have not yet been released to the public.(8)

The Government also supports several initiatives to combat and prevent trafficking of children. The Government funds a hotline to assist trafficking victims, run by trained operators.

(7) It 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, 8)

In accordance with the national education policy, the Government provides meals at school and free uniform programs for school children. These national programs initially concentrated on the most remote areas of the country.(5, 8, 40, 53, 57)

Although the Government is involved in efforts to combat child labor, efforts are not sufficient to reach all vulnerable children, particularly those engaged in commercial sexual exploitation, agriculture, domestic labor, and other dangerous 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, 2012
	Amend the list of hazardous work to protect children under age 18 in all sectors.	2010, 2011, 2012
	Enact a law to prohibit explicitly child prostitution and child pornography.	2010, 2011, 2012
	Enact a law to provide protections for child domestic servants.	2011, 2012
Coordination and Enforcement	Engage the NSCCL in regular meetings and coordination efforts.	2009, 2010, 2011, 2012
	Make information on child labor cases publicly available.	2011, 2012
	Ensure sufficient resources are allocated in a timely manner to facilitate labor inspections.	2012
	Dedicate more resources, namely judicial personnel, to resolving court cases, including those involving the worst forms of child labor.	2010, 2011, 2012
Policies	Assess the impact of the strategic plan on children’s rights and the national education policy on addressing child labor.	2010, 2011, 2012
	Expand national education policy to achieve free universal education, as guaranteed by law.	2011, 2012
Social Programs	Make publicly available the results of the Child Labor Rapid Assessment Survey.	2011, 2012
	Develop new initiatives and expand existing programs to reach all children involved in the worst forms of child labor, particularly in commercial sexual exploitation, agriculture, domestic labor, and other hazardous and dangerous occupations.	2010, 2011, 2012

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In 2012, Haiti made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Haiti created a National Commission for the Elimination of the Worst Forms of Child Labor; established an inter-ministerial working group on trafficking; and expanded the national child protection database to include categories of vulnerable children, including *restaveks*. The Government also continued to improve access to education by enrolling an additional 200,000 students during the 2012 school year. Despite these efforts, the Government of Haiti continues to lack adequate legislation to address the worst forms of child labor. The Labor Code provides no minimum age restriction for domestic work, which leaves children vulnerable to working in the sector. There are also gaps in the Act of 2003, which prohibits the use of children in forced labor, commercial sexual exploitation, illicit activities, and hazardous work, but does not contain penalties for such crimes. Legislation on trafficking has been pending in Parliament for several years, but has yet to be passed. Social protection programs to combat exploitative child labor are also insufficient. Children in Haiti continue to engage in the worst forms of child labor, particularly in domestic service and dangerous forms of agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	29.0 (659,864)
Attending School	7-14 yrs.	81.2
Combining Work and School	7-14 yrs.	27.5
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2013.(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 and dangerous forms of agriculture.(3-5) Families in poor rural areas send their children, particularly girls, to more affluent families to work as *restaveks* or domestic servants.(4-7) Often this occurs with the expectation that the children will be provided with



food, shelter, and educational opportunities.(4-7) In practice, some of these children are cared for and receive an education, while others become victims of exploitation, including physical, psychological, and sexual abuse. Some *restaveks* are as young as age 4 or 5.(3, 5-7) A 2009 survey by the Pan American Development Foundation estimates that 225,000 children work as *restaveks* in urban areas of Haiti, while other estimates claim even higher numbers.(3-6, 8-11) Although information is limited, there are also reports that the number of *restaveks* has likely increased in the past few years as a result of children losing one or both parents during the 2010 earthquake.(3, 5, 8, 12)

Children are also found working on farms, where research suggests they may be exposed to pesticides, sharp tools, harsh conditions, and may work long hours.(5, 6, 13, 14) A 2012 USDOL-funded study on children in agriculture in the Sud Department in Haiti found that children engage in crop-related activities such as preparing the land for planting, fertilizing the fields, sowing, pruning, weeding, thinning, guarding, processing, and selling produce.(14) Although evidence is limited, children were reportedly involved in the production of bananas, beans, corn, peanuts, peas, rice, cassava, and yams, as well as raising cows, donkeys, goats, pigs, sheep, and poultry. Children working in agriculture reported exposure to prolonged sunlight, insects, cuts, dust, and smoke. Seventy-three percent of the children surveyed reported using machetes and 32 percent reported using knives in their work.(14)

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 and some of whom were displaced or orphaned as a result of the 2010 earthquake.(5, 6, 9) Children working on the streets work

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long hours for little income and are involved in washing car windows, selling goods, and forced begging.(5, 9, 13) They face various risks to their health and safety such as prolonged exposure to the sun, pain, and injury due to carrying heavy loads, and involvement in accidents caused by proximity to vehicles, along with respiratory illnesses due to inhalation of dust and fumes. They are also vulnerable to forced prostitution and crime.(5, 9, 13) Although information is limited, children are also found working in informal construction.(8)

Haitian children reportedly are involved in commercial sexual exploitation that entails exchanging sex for shelter and food.(8, 15) They are also trafficked both internally and to the Dominican Republic for work in domestic service, street vending, begging, and agriculture.(6, 16) NGOs have reported that children crossing the border illegally are often in the company of an adult who is paid to pretend to be the child's parent or guardian until reaching the Dominican Republic.(9) Some of these children are reunited with parents in the Dominican Republic, whereas others are found in domestic service or working on the streets shining shoes, washing windows, and begging.(6, 9, 16) While many Haitians' births are not registered, the 2010 earthquake and ensuing infrastructure destruction further exacerbated the lack of identity documentation, predominantly among children.(5, 6, 9, 16) Children, in particular, who lack personal identification papers are vulnerable to trafficking and exploitative labor situations.(5, 16) There have also been limited reports of forced child labor in residential care centers (orphanages).

Criminal groups continue to pose a problem in some urban areas of Haiti, particularly in Port-au-Prince; children as young as age 10 serve as messengers and carry weapons or drugs for these groups. Street children and children from extremely poor families are especially vulnerable to being recruited by these criminal groups.(3, 5, 17, 18)

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.(19) However, the code does not include a minimum age for work in domestic service.(5, 19, 20) Children ages 15 to 18 seeking employment outside domestic service must obtain a work authorization from the Ministry of Labor. Employing a child outside domestic service without a work authorization is punishable by fines.(19) Children ages 15 to 18 are also prohibited from working at night, in industrial jobs, and in

work that may be harmful.(19) Despite a previous report that a list of hazardous types of work prohibited for children was completed, the Government has stated that the list has not been finalized.(18, 21)

International Conventions and Selected Laws on Child Labor and Education

	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

The 1987 Constitution sets the minimum age for compulsory military service at 18. Haiti, however, has not had a military since January 1995.(22, 23)

The Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhuman Treatment Against Children of 2003 (Act of 2003) prohibits servitude, forced or compulsory labor, and the use of children in criminal activities or armed conflict.(20) The Act of 2003 also criminalizes child trafficking and the recruitment of children for sexual exploitation, such as pornography, and for illicit activities.(20) However, there are no penalties established for committing abuse and violence against children through any of the crimes discussed in the Act. As a result, the Institute of Social Welfare and Research (IBESR) and law enforcement officials often use provisions of the Penal Code to protect victims and children at-risk of being trafficked. Legislation on trafficking with criminal penalties, which has been pending in Parliament for several years and is now being analyzed within the Social Affairs Commission of the Chamber of Deputies, was not adopted during the reporting period.(6, 8)

Haiti's legal framework governing education contributes to children's vulnerability to the worst forms of child labor. The 1987 Constitution guarantees free and compulsory primary education for all children; however, these provisions are not implemented.(22) Despite the guarantee of free primary education, most public schools charge fees for books, uniforms, enrollment, and teacher salary. 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.(24) Public schools are insufficient in number and have unqualified teachers. As a result, most Haitian children who attend school go to private schools that charge tuition.(4, 17) Many others simply do not attend school and are at an increased risk of engaging in the worst forms of child labor.(4, 5, 17)

Institutional Mechanisms for Coordination and Enforcement

During the reporting period, the Government created the National Commission for the Elimination of the Worst Forms of Child Labor. Its members include labor unions, civil society members, the Ministry of Social Affairs and Labor (MAST), and MAST's IBESR.(8) The Commission conducted two workshops to identify the worst forms of child labor in Haiti, implemented a campaign in the West and South-East departments to raise public awareness about ILO Conventions 138 and 182, and conducted roundtables and other events on the issue of *restaveks*.(8) The Government also created an inter-ministerial working group on human trafficking to coordinate all executive branch initiatives on human trafficking during the reporting period.(9)

MAST and IBESR are responsible for child protection and enforcing child labor laws.(5, 8) MAST has assigned at least one child labor inspector to work in each of the regional offices; however, information on the number of inspections conducted is not available.(8) In addition, IBESR currently employs 200 agents to handle all types of child protection cases, including those related to child labor.(8, 9) IBESR also tracks cases of exploitive child labor, but does not publish the data.(8) Given the extent of child labor in Haiti's informal economy, government agencies lack sufficient resources to carry out enforcement activities adequately.(5, 8)

IBESR and the Haitian National Police's (PNH) Brigade for the Protection of Minors (BPM) take the lead on anti-child trafficking efforts, and the BPM is also responsible for investigating crimes against children, generally, including

trafficking.(8, 9) During the reporting period, the BPM increased its staff by hiring three additional investigators and three civil agents, bringing the total to 56 investigators and 46 agents. The BPM participated in seminars on the protection of children's rights. Although efforts were also made to systematically train law enforcement and judiciary officials in human trafficking and victim identification during the reporting period, not all were uniformly trained. All of these institutions also stated, that they lacked staffing and basic materials to effectively fulfill their mission.(8, 9) The BPM carried out 84 investigations and recorded 94 cases of child trafficking during 2012.(8) BPM agents also joined police patrols to conduct investigations on the streets or in places such as private homes, Internally Displaced Persons (IDP) camps, and residential care centers where forced child labor has been reported. In 2012, the BPM referred 370 children in need of services to IBESR, which then worked with a network of NGOs and/or international organizations to assess the children's needs and provide them with specialized care.(8, 9) The BPM and IBESR refer the cases of individuals violating legal provisions on child abuse to the Haitian judiciary for prosecution.(8) Information about the results of such criminal investigations and any possible convictions and sentences imposed on the perpetrators related to trafficking and the worst forms of child labor, including forced labor, was not found.

The Haitian government increased its participation in international efforts to prosecute child traffickers. As a result of coordination among the PNH's BPM, and the U.S. Immigration and Customs Enforcement (ICE) Homeland Security Investigations (HIS) located both in the United States and the Dominican Republic, a U.S. citizen was found guilty of child sex tourism in Haiti. The individual faces a maximum sentence of 30 years in prison for each of the five counts of engaging in illicit sexual conduct with children in his care, who were forced to participate in sexual acts in order to remain at the Morning Star Center and continue attending school.(25)

Government Policies on the Worst Forms of Child Labor

The Government's 2010 Action Plan for National Recovery and Development outlines key initiatives that address the structural causes of Haiti's underdevelopment, including its educational system, in order to rebuild and make Haiti an "emerging country" by 2030.(26, 27) The plan aims to rebuild the country's infrastructure, the economy, and state institutions and improve living standards by increasing employment, providing housing, addressing food insecurity, and providing access to basic services such as healthcare, education, water, and sanitation.(26)

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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.(28) The National Action Strategy for Education for All campaign—overseen by the Ministry of Education and supported by the international community—subsidizes school fees for both public and private schools, provides school food programs, and offers training to increase the number of qualified teachers.(28, 29) During the fall of 2012, the Government unveiled a second free education initiative to provide primary education to children of poor families.(8) At the start of the initiative, the Government estimated that the effort would enable 1.2 million children to attend schools during the 2012 academic year, an increase of 200,000 students compared to the previous year.(8, 9) Preliminary results from a UN-backed 2012 national household survey showed 77 percent of children aged six-11 surveyed in 13,350 households attended primary school in 2012. This figure is an increase from the previous 2005-2006 national survey, which reported that less than 50 percent of such children attended primary school.(30) The survey results were not available for analysis as of the writing of this report, however, and are not included in the statistics table at the beginning of this country profile.

The 2010 Government Action Plan also 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, 29) To date, more than 600 semi-permanent furnished classrooms have been built with funding from the U.S. government and in response to the Plan.(31) The question of whether these policies have had an impact on the worst forms of child labor does not appear to have been addressed.

Since the earthquake, Haiti and the Dominican Republic worked jointly to protect children under the 2010 Protocol of Action to Protect Vulnerable Haitian Children.(32) The protocol sets mandatory procedures for governmental and nongovernmental institutions to provide support to Haitian children. As a result, a number of Haitian children who were relocated to the Dominican Republic after the earthquake have since received care or were sent back to Haiti to be reunited with their families.(32) As part of a trafficking case heard in the Dominican Republic during the year, collaboration among the Haitian and Dominican governments and the IOM resulted in the provision of social services for trafficked children and the return of the children to their families and reintegration into the Haitian community.(33, 34)

Social Programs to Eliminate or Prevent Child Labor

The Government continues to work in cooperation with international organizations and foreign aid agencies on rebuilding efforts, including improving the situation of children engaged in the worst forms of child labor.

The Government of Haiti currently collects information on vulnerable children and tracks them through the national child protection database. To date, IBESR registered approximately 18,000 vulnerable children after adding different categories of vulnerable children, including *restaveks*, in the database during the reporting period.(8)

The Government of Haiti launched several child and social protection hotlines to prevent, refer, and respond to cases of at-risk children for exploitation and abuse. The BPM launched the “188” hotline, while IBESR launched the “133” hotline. The BPM and IBESR also launched campaigns informing the public about forced labor, sexual abuse, and child trafficking to reduce the incidence of these practices.(8) Between the months of May and December 2012, the BPM reported receiving approximately 200 calls, of which 93 were reported cases of child abuse.(8)

In October 2011, USAID awarded \$22.5 million for a 5-year project on Protecting the Rights of Children, Women, and Youth in Haiti.(35) The Project aims to support efforts by the Government of Haiti and nongovernmental and community-based organizations to address the needs of victims of gender-based violence, trafficking, prostitution, sexual exploitation, forced domestic service, and recruitment into criminal activity. The project likewise aims to strengthen institutional capacity to prevent abuse and address challenges faced by at-risk children, youth, and women.(35) Among other activities, the project is currently working closely with the State Welfare Office and IBESR on implementing activities aimed at sensitizing the general population against the *restavek* practice.(36) The project is also advocating for the adoption of the trafficking law.(36)

The Government of Haiti continues to respond to the heightened risk of child trafficking through collaboration with U.S. State Department on projects funded in Fiscal Year 2012.(37) Different organizations are implementing various projects 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 *restaveks*, improve referral services, address cross-border trafficking between Haiti and the Dominican Republic, and improve the legislative framework to combat trafficking.(37)

In 2012, Haiti participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project which is active in approximately 40 countries. In Haiti, the project aims to build the capacity of national government and work with the government to develop strategic policies for the elimination of child labor and forced labor, as well as strengthen legal protections and social service delivery for child domestic workers.(38)

The Haitian Government continues to participate in a \$1 million project jointly funded by the Governments of the United States and Brazil to protect children from child labor during Haiti's earthquake recovery and reconstruction phases. The project 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, including combating the worst forms of child labor and protecting adolescent rights to safe and decent work, particularly during reconstruction.(39) This 36-month project, scheduled to end in 2014, has resulted in the establishment of the National Tripartite Committee for the Prevention and Elimination of Child Labor by MAST and works with families, construction sites, and other stakeholders to provide appropriate skills training for adolescents engaged in construction.(39)

Programs to address the worst forms of child labor are still insufficient to address the problem, particularly in dangerous forms of agriculture and domestic service. In addition, the question of whether existing programs have had an impact on child labor has not been addressed.

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, including completing and adopting the list of hazardous work prohibited to children. • Establish a minimum age for domestic service and include penalties for employing child domestic workers younger than the minimum age. 	2009, 2010, 2011, 2012
	Amend the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment or Inhuman Treatment Against Children of 2003 to include criminal penalties for violations of the Act.	2011, 2012
	Adopt a trafficking law and ensure it includes criminal penalties for child trafficking and sexual exploitation of children.	2011, 2012
	Enforce free and compulsory education for all children as mandated by the Haiti Constitution.	2012
	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, 2012
Coordination and Enforcement	Provide sufficient resources to increase the capacity of the MAST, IBESR, and PNH's BPM to ensure effective enforcement of the laws.	2009, 2010, 2011, 2012
	Report statistics on child labor violations investigated, violations identified, penalties imposed and collected, and violations remedied.	2010, 2011, 2012
	Report on investigations, prosecutions, or convictions of trafficking offenders, disaggregating data on cases involving children.	2009, 2010, 2011, 2012
Policies	Assess the impact of existing education and child protection policies on addressing the worst forms of child labor.	2009, 2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Continue to implement and expand the national child protection database to reduce children's vulnerability to trafficking and to further identify displaced street children and <i>restaveks</i> .	2010, 2011, 2012
	Assess the potential impact of existing social protection programs on child labor.	2010, 2011, 2012
	Continue to 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, 2012
	Implement programs to address the worst forms of child labor, particularly in dangerous forms of agriculture and continue to implement programs addressing domestic service.	2010, 2011, 2012

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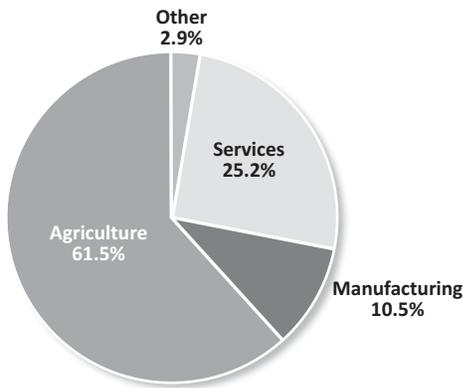
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In 2012, Honduras made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Honduras passed a comprehensive law on trafficking, as well as a new Fundamental Law of Education that raised the compulsory education level to ninth grade. In addition, the police force received training on the worst forms of child labor. The Government also trained municipal employees and community stakeholders on child labor. However, the inspections process may not sufficiently deter employers from exploiting children. Children continue to engage in the worst forms of child labor, particularly in hazardous activities in agriculture and commercial sexual exploitation.

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		101.5

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 Honduras are engaged in the worst forms of child labor, including in hazardous activities in agriculture and commercial sexual exploitation.(3-10) Children work in melon production and coffee fields. Limited evidence suggests they also work in the worst forms of child labor in the production



of sugarcane.(11-17) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(18, 19)

Recent data from the Government of Honduras indicate that 62.3 percent of working children work in agriculture.(5) Limited evidence indicates that children are involved in fishing, where they work as diver's assistants and dive for lobster.(5, 11, 20) These children may work long hours, perform physically demanding tasks, and face dangers such as the risk of drowning.(6, 9, 21-24) Indigenous children are especially vulnerable to working in agriculture and fishing.(25)

There is limited evidence that suggests that children work in the production of limestone and lime.(6, 20, 26) Mining and quarrying expose children to dangerous activities, such as carrying heavy loads, and to toxic dust, chemicals, and extreme weather.(6) Children are also found begging on the streets and scavenging in garbage dumps.(6, 13, 20, 26-28) In urban areas, child labor is prominent in the construction sector, where they may work at heights, carry heavy loads, and use dangerous machinery.(6) There are also reports of children washing car windows at stop lights.(29, 30)

Children, predominantly girls, also work as domestic servants.(9, 13, 17, 28, 31-33) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(6, 17, 34, 35) Children are also reported to work as drug mules in urban areas.(26, 28, 29)

Honduras is a source and transit country for children subjected to trafficking in persons, including for the purpose of commercial sexual exploitation.(28, 29) Children are generally trafficked from rural areas into commercial sexual exploitation in urban and tourist spots, such as Tegucigalpa, San Pedro Sula, La Ceiba, and the Bay Islands.(23, 24, 28, 32) In addition, reports indicate that Honduran children are trafficked to Central and North America for commercial sexual exploitation.

Limited evidence suggests that girls from neighboring countries, including Guatemala and Mexico, are subjected to sexual servitude in Honduras.(23, 24, 28)

Laws and Regulations on the Worst Forms of Child Labor

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) for no more than four hours per day.(10, 29, 36-41) Children between the ages of 16 and 18 are allowed to work no more than six hours per day with permission from STSS. Additionally, STSS can grant special permission for minors between the ages of 16 and 18 to work in the evening if it does not affect their schooling.(10) The Children's Code prohibits children ages 14 and younger from working, even with parental permission, and establishes prison sentences of three to five years for individuals who allow children to work illegally.(36) A 2007 Government of Honduras analysis of the legal minimum age for employment placed the minimum age at 14.(40, 42) An employer who legally hires a person age 14 or 15 must certify that the young person has finished or is finishing compulsory schooling.(36) Furthermore, the law requires employers with more than 20 school-age children working at their business facility to provide a location for a school.(10)

International Conventions and Selected Laws on Child Labor and Education

	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

Executive Agreement STSS-211-01 prohibits all persons younger than age 18 from night work, full-time work, and hazardous work, which includes work in construction, manufacturing, hunting, mining, street work, fishing, street cleaning, and quarrying.(29, 32, 43) Despite the Agreement, under Article 122 of the Children's Code, minors aged 16 and 17 may receive authorization from the STSS to perform dangerous labor if they have completed technical training approved by STSS.(9, 10, 29, 44)

All forms of forced and bonded labor are prohibited.(43, 45) The Penal Code criminalizes procuring, recruiting, and using children for 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. During the reporting period, the Government of Honduras passed Decree 59-2012, a comprehensive law on trafficking. (10, 46, 47) The new law prohibits trafficking of persons for forced labor, servitude, and commercial sexual exploitation. It offers protections for minors who are victims of trafficking.(10, 29, 43, 47-49)

In general, military service is voluntary in Honduras and the minimum age is 18. During times of conflict, military service is compulsory for all capable Hondurans ages 18-30.(10, 41, 50, 51)

During the reporting period, the National Congress passed a new Fundamental Law of Education that raised the compulsory education level to ninth grade.(10, 52-54) The Constitution establishes the right to free primary education.(41) However, associated school costs, such as matriculation fees, uniforms, and transportation fees, may prevent some children from attending.(27, 55-58)

Institutional Mechanisms for Coordination and Enforcement

A national commission created under the National Plan of Action to Prevent and Eradicate Child Labor II (NPAPCECL II) coordinates all matters related to child labor. Members of the national commission include STSS, the Honduran Institute for Children and the Family (INHFA), the Supreme Court, the Social Security Administration, the Public Ministry, and other government entities.(32, 59) 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.(29, 32) CICESCT consists of representatives from 52 partners, including several

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government ministries and various NGOs.(29, 32) As of 2012, under Decree 59-2012, CICESCT operates under the Secretariat of Justice and Human Rights (SJDH) and is required by law to be funded on an annual basis; however, it was not funded during the reporting period.(10, 60) The Secretariat of Indigenous People and Afro-Hondurans also has the eradication of child labor among indigenous communities as part of its mandate.(61)

The STSS is the primary government agency responsible for inspecting labor conditions and enforcing child labor laws.(32) 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.(10, 32, 59) In 2012, the STSS employed 121 inspectors, all of whom were trained to enforce child labor laws. These inspectors are assigned to 17 STSS local offices throughout the country. (10, 29) The STSS reported that its budget was cut by 25 percent in 2012.(10) During the reporting period, the STSS and IHNFA carried out training with the municipal council of the Department of El Paraiso concerning child labor. Participants included members of civil society, the local police, and local authorities.(62)

In 2012, the STSS reported that 243 children were removed from work as a result of its preventative activities.(10) During 2012, reports show that 5,226 labor inspections were conducted, almost 40 percent more than in 2011. However, information was not available on the number of child labor violations found, and the STSS indicated that no children were removed during inspections.(10, 29) In 2011, the STSS found 11 children working during its inspections.(29) Most of the inspections take place in the urban areas of Tegucigalpa and San Pedro Sula, and 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 are concentrated.(10, 63)

The process for inspections includes a preliminary visit, during which inspectors inform companies of violations but do not issue fines or provide assistance to children who are found working.(10, 64) Employers have 3 days to address violations and make corrections.(10, 65) Inspectors then conduct a re-inspection to determine if the violations have been rectified. If violations are found during re-inspection, inspectors proceed to issue penalties.(65) 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.(66) This two-tiered inspection process does not automatically penalize violators on their first offense, and may not sufficiently deter employers from exploiting children in the workplace. However, the lack of publically available information on the results of inspections prevents a complete understanding of how successful this inspection system is.

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 labor, and forced labor, or commercial sexual exploitation.(10, 67) OSPC is staffed by two prosecutors and four research analysts who investigate and prosecute cases of child labor.(10) During the reporting period, no investigations or prosecutions of child labor cases were conducted by OSPC.(10, 23)

Honduras is a member of the Regional Conference of Migration, that implements an Action Plan with a special focus on child migrants and their repatriation.(68, 69)

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, to withdraw children who are currently engaged in the worst forms of child labor, and to ensure that the laws that protect children are enforced.(32, 59, 70) CICESCT also has regional subcommittees in San Pedro Sula, Choluteca, and Danlí to oversee local implementation of NPAPECL II.(27)

A joint effort by the ILO and the Government, called the Roadmap for the Eradication of Child Labor (the Roadmap) in Honduras, aims to improve coordination of the Government's responses to child labor issues.(32) The Roadmap works at the national, regional, and subregional levels and incorporates issues related to poverty, education, health, and social mobilization.(32) Under Executive Decree PCM-011-2011, the Government of Honduras approved the Roadmap 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, 61, 71, 72) During the reporting period, activities carried out under the Roadmap framework focused mainly on training the police force on the worst forms of child labor.(10) Additionally, the national poverty reduction strategy incorporates child labor issues.(10, 32)

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

During the reporting period, the Government of Honduras participated in a Meeting of Labor Ministers of Central America, Belize, and the Dominican Republic to highlight best practices and lessons learned, and to enhance cooperation in support of the regional Roadmap and the goal of eliminating the worst forms of child labor by 2015. At the end of this meeting, Honduras highlighted the ability to continuously measure the incidence of child labor in the country as a best practice.(61, 73)

In 2012, Honduras participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues, which is active in approximately 40 countries. In Honduras the project aims to improve the evidence base on child labor and forced labor through data collection and research.(74)

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.(32, 75, 76) The Government aims to ensure

that indigenous and Afro-Honduran households have access to the Program.(76) The number of beneficiaries reached by the Program during the reporting period was not available.(10)

The STSS also implements the My First Job Program, which connects disadvantaged youth with vocational opportunities.(29, 32, 77) Strategies of the My First Job Program include job skills and vocational training, internships, job placement, and public-private partnerships to support on-the-job training.(10, 29) The number of beneficiaries for this program in 2012 was not available.(10) In addition, the Friendly Hand Program targets young persons working in garbage dumps in Tegucigalpa and San Pedro Sula by offering a holistic approach to removing them from the worst forms of child labor. The program offers training for the entire family.(78-80)

Although such programs could reduce youths' vulnerability to the worst forms of child labor, the impact of these programs on child labor does not appear to have been assessed. Furthermore the Government has no programs specifically focused on combating the worst forms of child labor in hazardous 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	Ensure that minors that work have authorization from the STSS.	2011, 2012
Coordination and Enforcement	Ensure adequate funding is provided to STSS, including resources for inspections in areas where exploitative child labor is prevalent, such as rural areas and indigenous communities where children engage in hazardous activities in agriculture and fishing/diving.	2010, 2011, 2012
	Ensure that the two-tiered inspection system does not create an incentive to employ children	2011, 2012
	Ensure that CICESCT has the resources necessary to carry out activities mandated by law.	2012
	Make information publicly available on the sectors in which inspections were carried out and sanctions imposed for child labor violations.	2012
Policies	Dedicate more resources to and document the progress of the implementation of the NPAPECL II.	2009, 2010, 2011, 2012
Social Programs	Assess the impact of social programs, such as Voucher 10,000, My First Job, and Friendly Hand, on reducing child labor.	2010, 2011, 2012
	Implement targeted programs to address the worst forms of child labor in agriculture, fishing, and commercial sexual exploitation.	2009, 2010, 2011, 2012

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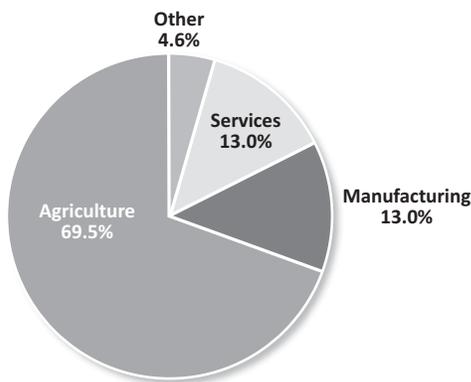
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In 2012, India made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed new legislation to protect children from sexual offenses and children and adults from trafficking and forced labor. The Government also established a new anti-trafficking unit responsible for arresting child traffickers; expanded its Right to Education Act to include children with disabilities; and continued funding its National Child Labor Project (NCLP). However, basic legal protections for children remain weak. Legislation to prohibit work for children under the age of 14 and to proscribe hazardous work for children under 18 has been introduced in Parliament but has yet to be passed. 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 are also trafficked and perform forced or indentured labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	2.0 (4,371,604)
Attending School	5-14 yrs.	88.8
Combining Work and School	7-14 yrs.	0.8
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, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from NSS Survey, 2009-2010.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in India are engaged in the worst forms of child labor. Children work in agriculture, producing crops such as rice and hybrid seeds and picking cotton.(3-9) Children who work in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides. Children in India also work under hazardous conditions manufacturing a variety of products, quarrying stone and other materials, breaking stones, and polishing gems.(3, 8, 10-15)

Children in manufacturing make matches, bricks, carpets, locks, glass bangles, fireworks, cigarettes, incense sticks, footwear, garments, hand-loomed silk fabric, leather, and brassware.(3, 11, 12, 14, 16-29) Children spin thread/yarn, embroider, sew beads to fabric and stitch soccer balls.(16, 30-32) Many children manufacture goods in the informal economy, increasingly doing so in home-based production.(3, 16, 33, 34) In addition to working long hours in cramped spaces with poor lighting and inadequate ventilation, children in manufacturing may be exposed to harmful chemicals and dangerous machinery and tools. Such occupational hazards are known to cause joint pain, headaches, hearing loss, skin infections, respiratory problems, and finger deformities.(20, 21)

Service industries that employ children include hotels, food service, and certain tourism-related occupations. In these sectors, children are vulnerable to physical violence, mental trauma, and sexual abuse.(35) Children work on the street

selling food and other goods, repairing vehicles and tires, scavenging and rag picking.(36, 37) Children are also found working in construction and domestic service.(38-40) In 2012, a Government official estimated that 4 million children work in domestic service across India.(41) Many work very long hours and suffer abusive treatment.(38-40, 42)

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 embellished textiles.(3, 8, 12, 38, 40, 43)

The federal police stated that an estimated 1.2 million children are victims of commercial sexual exploitation.(36) Cases of child sex tourism continue to be reported in cities and towns with tourist attractions, as well as in locations known as religious pilgrim centers.(43)

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 brick making.(38, 40, 43) The majority of these children are Indians trafficked within the country.(43)

There are reports that children have been recruited to serve as soldiers by extra-legal armed groups in zones where armed conflict is occurring, such as by the Naxalites in Chhattisgarh.(12, 37, 43)

There are significant barriers to accessing the education system in India including underprivileged children being denied entry to school.(12) In addition, some schools lack proper sanitation facilities, particularly for girls, which deter children from attending school. More than eight million children between the ages of 8 and 14 were not in school during the reporting period.(12)

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.(44, 45) The Child Labor Prohibition and Regulation Act bars children under age 14 from 18 hazardous occupations and 65 hazardous processes, such as handling pesticides, weaving carpets, breaking stones, working in mines, and domestic service.(44, 46) The Factories Act

bars children under age 14 from working in factories.(46, 47) Employing children under age 14 in a hazardous occupation or process can lead to fines and imprisonment. Additionally, the Government must either compensate the family of the child or find employment for an adult member of the family.(44, 45) State governments also have the authority to pass legislation establishing a minimum age for work. In 2012, the State of Rajasthan passed legislation establishing a legal minimum working age of 18 years.(41)

International Conventions and Selected Laws on Child Labor and Education

	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

However, gaps remain in legal protections for working children. The lack of a national minimum age for employment increases the likelihood that very young children may engage in activities that jeopardize their health and safety.(34) 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 businesses.(34) In 2012, the Cabinet worked to address legal gaps by proposing legislation to Parliament to prohibit work for children under the age of 14 and to proscribe hazardous work for children under 18. The new legislation would also increase penalties for violations of the law related to child labor.(48) The legislation has not yet been passed by Parliament, and therefore, has not gone into effect.(49)

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The Juvenile Justice (Care and Protection of Children) Act prohibits employers from exploiting juvenile employees under age 18, through practices such as keeping them in bonded conditions or garnishing their wages. Violators may be fined or imprisoned.(50)

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.(51) The Act also provides for rehabilitation assistance payments for released bonded laborers. Persons found using bonded labor may be fined and face imprisonment.(51) In April 2013, the Criminal Law (Amendment) Act was passed, which amended the Indian penal code to protect children and adults from being trafficked into exploitative situations, including forced labor situations.(52) Penalties include fines and up to lifetime imprisonment.(52) In 2012, the Government passed the Protection of Children from Sexual Offence Act.(53) The law protects children from sexual assault, sexual harassment and pornography and establishes Special Courts for trials of these crimes. The amendment includes penalties for those who employ children or adults who have been trafficked. Penalties include fines and up to lifetime imprisonment.(53) 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.(54) The Narcotic Drugs and Psychotropic Substance Act No. 61 makes it illegal to cause any person, including children, to produce or deal in narcotic or psychotropic substances; punishment consists of fines and imprisonment.(55)

There is no compulsory military service in India. The voluntary military recruitment age is 17 years and 6 months. However, the minimum age to serve in combat is 18 years.(50)

Education is free and compulsory to age 14.(8) The Right of Children to Free and Compulsory Education Act (RTE) lays out the country's commitment to provide universal access to primary education with a focus on children from disadvantaged social groups.(56) 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.(56) In 2012, the RTE was amended to include children with disabilities.(57) Research has shown that disabled children who face barriers to education may be at greater risk of working in hazardous occupations.(58)

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). It reviews, monitors, and coordinates policies and programs on child labor.(59) The National Steering Committee on Child Labor is a tripartite committee that guides and monitors child labor policy, with members representing government agencies, employers, and workers.(60) The Secretary of Labor and Employment chairs the Central Monitoring Committee, which is responsible for reviewing the prevalence of child labor and monitoring actions taken to eliminate child labor.(61) The Core Group on Child Labor, which is composed of eight ministries and chaired by MOLE, coordinates the convergence of social protection schemes to reduce child labor.(62)

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.(46, 63) The NHRC maintains an office to monitor the progress of cases involving bonded labor and child labor that are pending with authorities throughout the country.(64) Despite the rescue and rehabilitation of bonded laborers, prosecutions have not always taken place.(65)

The Ministry of Women and Child Development (MWCD) is charged with coordinating anti-trafficking policies and programs for women and children. The Ministry of Home Affairs (MHA) Anti-Human Trafficking Cell continues to implement the Government's nationwide plan to combat human trafficking by coordinating with states to establish anti-human trafficking units (AHTUs) and training thousands of officials to combat human trafficking.(43, 66, 67) During the reporting period, 194 AHTUs have been established and the MHA provided an additional \$1.5 million to establish 110 more AHTUs.(66) In January 2012, the Central Bureau of Investigation established an anti-human trafficking unit with a mandate to conduct operations to arrest traffickers of women and children.(43, 68)

The National Commission for the Protection of Child Rights (NCPCR) investigates cases that may involve a violation of a child's rights or a lack of proper implementation of laws relating to the protection and development of children, including those related to child labor.(45)

While MOLE provides oversight and coordination regarding the country's labor laws, state governments employ labor inspectors to enforce these laws. Between January and August 2012, the Ministry of Labor reported that 25,040 child labor inspections took place. During this same period, there were 589 prosecutions and 167 convictions.(62) During the reporting period, children were rescued from hazardous work during raids in several areas, including Delhi, Gujarat, and Karnataka.(69-71) When child labor prosecutions are launched, it may take years before a case is resolved because the judicial system is backlogged and overburdened.(72)

Eight state governments adopted state action plans for the elimination of child labor. In 2012, the Jharkhand State Action Plan became the latest of these. The Jharkhand plan calls for stronger enforcement mechanisms as well as the rescue and rehabilitation of children.(45, 73-76) Complaints about hazardous child labor can be made through a toll-free helpline, Child Line, which operates in 193 cities across India. In 2012, Child Line expanded to 68 additional cities.(67) Complaints are then given to the police to investigate and rescue children.(67)

Under India's federal structure, state and local police are also responsible for enforcing laws pertaining to human trafficking.(77) The Government of India has invested more than \$400 million to establish the Crime and Criminal Tracking and Networking System to connect all of India's 15,000 police stations.(66, 78) This will enable police to better monitor trends in serious crimes, including trafficking. As of 2012, this system was still in the process of being completed.(66, 78) It is not known whether the tracking system will disaggregate its data to include child trafficking victims, and this data is not currently being collected or made public through other mechanisms.

Government Policies on the Worst Forms of Child Labor

During 2012, 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 legislation and providing direct assistance to children.(46) As noted above, eight states implemented action plans to eliminate child labor from hazardous industries during the reporting period: Andhra Pradesh, Maharashtra, Tamil Nadu, Jharkhand, Karnataka, Gujarat, Bihar, and Orissa.(45, 73-76) 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.(76) 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.(79)

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.(80)

Several of the specific initiatives above are supported by and can draw on the Government's 11th 5-Year Plan (2007–2012). The Plan details how the Government would implement its vast array of social protection schemes, including provisions for education, health and increased livelihood support.(81)

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 the NCLPs scheme.(46, 49, 82) 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.(46) The projects set up NCLP schools, mainstream children into formal education and provide them with stipends, meals, and health checkups. Between April 1, 2011 and March 31, 2012, the Government reported the rescue, rehabilitation and mainstreaming of 125,716 children into NCLP schools in 266 districts across India.(49, 62)

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 2012, the MHRD continued to offer its midday meal program to NCLP students.(83) With support from UNICEF, the MOLE is developing a national communication strategy on child labor and piloting a national tracking system to monitor children in NCLP schools in the states of Karnataka, Andhra Pradesh, Uttar Pradesh and West Bengal.(46)

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 19,000 children for withdrawal or prevention from work in hazardous labor in 10 districts in the states of Bihar, Jharkhand, Gujarat, Madhya Pradesh and Orissa.(35) As of March 2013, the project had linked over 19,740 children to education services.(84) The project is designed to strengthen

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the Government's efforts to combat hazardous child labor by linking children to the National Child Labor Project and increasing their families' access to the Government's various social protection and welfare programs, including the National Rural Employment Guarantee Scheme (NREGS), the *Rashtriya Swasthya Bima Yojna* Health Insurance Scheme, Education for All Scheme, and the Skills Development Initiative Scheme. In 2012, the Government gave workers in the informal economy access to the National Health Insurance Program.⁽⁸⁵⁾ Research has not been conducted on the effects of these social protection schemes on reducing child labor.

The MOLE's Grants-in-Aid scheme funds over 20 NGOs to provide rehabilitation services to working children.⁽⁴⁶⁾ Its Skill Development Initiative Scheme offers vocational training programs and gives priority to children withdrawn from child labor and the parents of child laborers.⁽⁸⁶⁾

The Government of India and state governments are collaborating on a program to rescue and rehabilitate child and adult bonded laborers.⁽⁸⁷⁾ 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.⁽⁸⁷⁾ Although surveys are conducted, data on the prevalence of bonded labor in India's 28 states were unavailable and the data that have been collected are not disaggregated to capture the number of children who are victims of bonded labor.⁽⁴⁶⁾

In 2012, the MOLE continued to expand its pilot project in Tamil Nadu to reduce bonded labor in brick kilns and rice mills.⁽⁸⁸⁾ 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.⁽⁴⁶⁾

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).⁽⁶⁷⁾ 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. From January 2011 to January 2012, the Government expanded its investment in ICPS, allocated more than \$27.5 million, and signed MOUs with 16 additional states (33 states and union territories in total) to implement the ICPS.⁽⁶⁷⁾ 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 January 2011 to January 2012, this scheme received \$1.85 million, which was used to fund 91 projects that supported 9,100 beneficiaries.⁽⁶⁷⁾

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 funded 19 new projects in 2012 and continues to support another 147 projects to help reintegrate, rehabilitate and repatriate trafficking victims, including children.⁽⁶⁷⁾

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	Pass legislation to strengthen protections related to child labor to <ul style="list-style-type: none"> Establish a minimum age for employment in non-hazardous occupations consistent with international standards. Increase the minimum age for employment in hazardous occupations to meet international standards. Expand the scope of the Child Labor Prohibition and Regulation Act to cover children working in family enterprises. 	2009, 2010, 2011, 2012 2009, 2010, 2011, 2012 2009, 2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Prosecute violators of the Bonded Labor System Act.	2012
	Expedite the adjudication of child labor cases.	2010, 2011, 2012
	Disaggregate the data in the Ministry of Home Affairs Crime and Criminal Tracking and Networking System to include child trafficking violations.	2009, 2010, 2011, 2012
Policies	Encourage development of action plans for the elimination of child labor in states that do not have plans.	2011, 2012
	Conduct both a qualitative and quantitative national survey of bonded labor (disaggregating data on children).	2009, 2010, 2011, 2012
Social Programs	Conduct an assessment of the impact that India's major social protection schemes have had on reducing child labor.	2010, 2011, 2012

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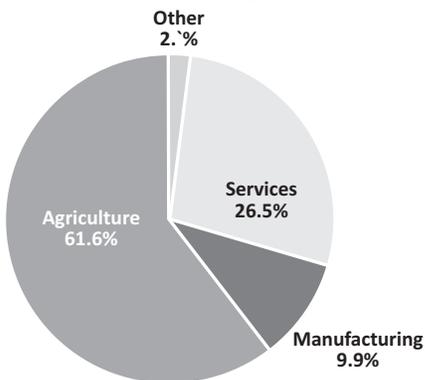
Indonesia

In 2012, Indonesia made a significant advancement in efforts to eliminate the worst forms of child labor. The Government ratified the two Optional Protocols to the Convention on the Rights of the Child. The Government also increased funding for services to assist the withdrawal of children from hazardous child labor, approved a new program specifically for child domestic workers, and continued to expand social protection programs such as conditional cash transfer programs and educational scholarships for poor children. Indonesia also strengthened its provincial, district, and municipal-level efforts to combat child labor and trafficking in persons by adopting and implementing local-level regulations, coordinating mechanisms, policies, and action plans. However, self-employed children and those in domestic service are unprotected under the labor law. Children continue to engage in the worst forms of child labor including in dangerous activities in agriculture and domestic work.

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	3.7 (816,363)
Attending School	10-14 yrs.	92.4
Combining Work and School	7-14 yrs.	2.1
Primary Completion Rate		108.8

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS (Sakernas) Survey, 2010.(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 dangerous activities in agriculture and domestic work.(3-5) Children work on rubber, palm oil, and tobacco farms.(4, 6-9) Evidence suggests that they may be exposed to extreme weather, the use of sharp objects, falls from dangerous heights, and harmful chemicals.(6-8) There is limited evidence that children are engaged in dangerous activities in the production of cloves, coconuts, coffee, *kapok* (silk cotton), *melinjo* fruit, sugarcane, and tea.(6, 10-13) Children who work in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(14, 15)

Children, primarily girls, work as domestic servants.(16) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(17, 18)

Boys and girls are exploited in commercial sexual exploitation.(20, 21) A 2010 report revealed that the nature of commercial sexual exploitation in some areas has changed from children living in and working out of brothels to children living with their families and working out of hotels and other locations through arrangements facilitated by social media.(21)

Children work in the fishing industry, including for long periods of time on offshore fishing platforms known as *jermal*.(9, 22) These children do not attend schools and they perform physically demanding tasks, may be subjected to physical and verbal abuse, work for long hours, often work in confined spaces, and may work with explosives.(9, 22) Children also work in the production of footwear and woodworking.(9, 23, 24) Such children face long working hours, low pay and unsafe working conditions.(23)

Limited evidence suggests that children are engaged in the small-scale mining sector, including gold mines.(9, 24, 25) Children also work in construction.(11, 26) There is limited evidence indicating that children engage in the worst

forms of child labor in the asphalt, oil, brick, cigarette, floor covering, furniture, marble, stone, textile, and tin industries.(11-13, 23, 27) Children working in the production of these goods may be vulnerable to working long hours, carrying heavy loads, and inhaling toxic fumes.(23, 27)

Indonesia is primarily a source country for child trafficking. Children, mostly girls, are trafficked to Malaysia, Taiwan, and the Middle East where they are subjected to forced labor in prostitution and domestic servitude.(28-31) Children are also trafficked internally for the purpose of commercial sexual exploitation at mining operations in Maluku, Papua, and Jambi provinces and in the urban areas of Batam District, Riau Island, and West Papua province. In addition, children are trafficked for sex tourism in Bali.(32, 33) Although information is limited, children are reported to also be trafficked internally for domestic service and fishing. Children have reportedly been abducted from their homes and trafficked for drug trafficking.(34)

There are reports of children working on the streets, but specific information on hazards is unknown.(19)

Laws and Regulations on the Worst Forms of Child Labor

The Act of Republic of Indonesia No. 20 of 1999 on Ratification of ILO C. 138 sets the minimum age for work at 15, and the Manpower Act sets the minimum age for hazardous work at 18.(35, 36) The Manpower Act also permits light work for children between ages 13 and 15, as long as the work does not disrupt their physical, mental, and social development.(36) The Manpower Act specifically prohibits children from working in the following worst forms of child labor: slavery, prostitution, pornography, and gambling. It also bans children's involvement in the use, production, procurement, and trade of alcohol and other illicit substances and forbids the involvement of minors in jobs deemed harmful to their safety, health, and moral development.(36) The Manpower Act contains sanctions for violations of its provisions.(37)

The Ministry of Manpower and Transmigration's (MOMT) Decree 235 defines a list of hazardous work prohibited for children under the age of 18. The list prohibits children's exposure to heavy machinery, confined spaces, hazardous chemicals, heavy loads, isolated areas, and late-night hours.(38) The Child Protection Act and the Penal Code prescribe penalties for individuals who use children under age 18 for the purpose of economic or sexual exploitation, as well as for legal guardians who provide a child to another person for the purpose of begging, harmful work, or work that affects

the child's health.(9, 39, 40) However, during the reporting period, some provincial governments did not enforce the provisions of this act.(41) The Manpower Act excludes children who are self-employed and children who do not have clear wage relationships with an employer.(42) Therefore, many children working in agriculture, domestic service, and work on the streets are not protected under the law and are particularly vulnerable.

International Conventions and Selected Laws on Child Labor and Education

	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

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 and street work—but the Plan does not have the force of law.(37) The Ministry for Women's Empowerment and Child Protection (MoWECP) employs a set of Ministerial Guidelines (operational directives) that do not have the force of law.(40, 43) The guidelines specify the minimum age for domestic work at 15 years and prohibit domestic workers ages 15 through 17 from engaging in hazardous activities.(44) During the reporting period, the Domestic Worker's Protection Draft Bill continued to be deliberated by the legislature.(45, 46) 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. In Indonesia, ministerial decrees are perceived as less powerful than legislative acts because a Minister can change ministerial

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decrees but legislative acts, such as the Domestic Worker's Bill, can only be modified by the legislative branch.(47, 48)

During the reporting period, the Government ratified both the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict and the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography.(49, 50)

During the reporting period, the Yogyakarta provincial government developed Standard Operational Procedures and Guidelines for its regulation on Children Living on the Streets.(51) The regulation provides protections to children living and working on the street by facilitating reunification with their families or by providing alternative care, and by creating programs for parents, including 'good parenting' training and income-generation opportunities.(52) Additionally in 2012, the South Sulawesi Provincial Government enacted regulations to eliminate child labor in the province and the Bandung Municipal Government enacted regulations addressing child protection. In particular, the Bandung regulation requires government agencies to collaborate with civil society groups to reduce the risks faced by working children, give support to economically vulnerable families, and provide shelter to victims of child exploitation.(9)

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 sexual exploitation and debt bondage, with increased penalties in cases in which the victim is a child and when government officials and corporate entities are involved.(53) The minimum age for military recruitment is 18.(54)

Education is free and compulsory through age 16.(9, 41) Presidential Instruction No. 1 (1994) and Articles 48 and 53 of the Child Protection Act stipulate 9 years of compulsory education for all children.(39, 55) However, the Government does not universally enforce these requirements. In practice, most schools are not free and school-related costs may prevent children from attending school.(9, 41) Though the law provides children with disabilities the right to an education, they have little access to it. Some disabled children beg for a living.(41)

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.(9, 46) The NAC is chaired by the MOMT and includes other government agencies, employers, NGOs, and unions.(46, 56) During the reporting period, the NAC launched a national initiative on the worst forms of child labor and founded new district action committees in Tabalong Regency in South Kalimantan and Deli Serdang in Aceh.(46)

In addition to national coordination, Indonesia mandates the formation of provincial- and district-level committees and action plans to combat child labor. This is required under the Ministry of Home Affairs's 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 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.(57) During the reporting period, the Government increased the number of child labor action committees to cover 32 provinces (from 31) and 159 districts/municipal areas (from 148 in the previous year).(9) However, the various entities responsible for working on child labor at the national, provincial, district, and municipal levels sometimes do not successfully coordinate with one another.(58, 59)

The MoWECF coordinates the development and implementation of policies related to child protection.(60) 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 related to child protection, including child labor legislation, and to receive complaints, including those that pertain to child labor.(60) In addition, its mission is to monitor and evaluate the implementation of child protection efforts and provide feedback on child protection to the President of Indonesia.(60)

The National Task Force to Combat Trafficking in Persons is responsible for coordinating the country's anti-trafficking efforts, including child trafficking.(61) 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.(62) In 2012, the Government increased the number of anti-trafficking task forces to include 25 provinces (from 21) and 77 districts (from 73 in the previous year), all of which coordinate among provincial and district governments (including police, prosecutors and courts), NGOs, and the international community.(46, 63) The provincial task force groups focus on issues such as prevention, rehabilitation, reintegration, and

the development and enforcement of relevant legislation. The MoWECP allocated \$752,577 for anti-trafficking activities, including those that target children. It also led training programs to educate local law enforcement officials on the law on trafficking in persons.(46, 62)

The MOMT is responsible for monitoring and enforcing child labor laws.(9) In addition to a budget allocation for enforcement at the federal level, each province and district head allocates a portion of funds for inspections and investigations.(9) The Minister of Manpower noted that regional officials did not always allocate sufficient funds for labor inspections, which hampered labor inspectors from adequately enforcing labor laws.(9) During the reporting period, MOMT and the ILO provided two months of training to labor inspectors, which included training on child labor laws and enforcement.(9)

In 2012, the MOMT employed 1,006 labor inspectors and 289 specialized inspectors who are tasked with enforcing the labor laws in specific industries such as medicine or engineering, including those related to child labor.(9, 40) Government officials have stated that there are not enough labor inspectors to enforce the laws against child labor.(9) Labor inspectors provide information to employers on child labor laws and regulations, report child labor violations, and work with law enforcement officials to prosecute any child labor violations.(9, 58) The Government did not collect data on the number of child labor inspections conducted, the number of violations identified, or the number of children assisted as a result of inspections.(9)

The National Police conducts inspections and raids and makes arrests in response to all crimes, including those related to child labor and child trafficking.(58, 64) The National Police may also conduct joint inspections with the MOMT, other government agencies, and the KPAI.(58) During 2012, the Police reported opening 138 new trafficking cases involving 214 victims, of which 74 were girls.(46) The Police received separate training for child labor and trafficking. However, there is no information of officers who received the training.(40)

During the reporting period, the Attorney General's Task Force on Terrorism and Trans National Crime created the first database to track trafficking-related convictions throughout Indonesia. From January to October 2012, there were 102 recorded trafficking convictions.(9) Information was not available on the number of prosecutions related to violations of laws on the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

The Government'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.(65) There are six provincial action committees and seven district and municipal action committees that have finalized action plans to eliminate the worst forms of child labor.(24, 51, 66) During the reporting period, the East Java provincial government established its Provincial Action Plan to Eliminate the Worst Forms of Child Labor for the period of 2012-2016.(51)

The Government also continues to operate the National Plan of Action on the Elimination of Trafficking of Women and Children (2009-2014).(64) During the reporting period, Lampung District established its District Action Plan on trafficking and commercial sexual exploitation of children for the period of 2012-2013.(51)

The Government has incorporated child labor issues into relevant development agendas, including the National Mid-Term Development Plan (2010-2014) and the UN Partnership for Development Framework (UNPDF) (2011-2015).(67)

The Ministry of National Education's Minimum Service Standards of Basic Education Program (2011-2013) aims to improve access and quality of public education by limiting the distance that elementary and junior secondary schools can be located from children's households, specifying minimum allowable teacher-student ratios, and identifying minimum teacher education qualifications.(67)

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

During the reporting period, the MOMT more than doubled its investment in its child labor program from a budget of \$3 million in 2011 to \$7.2 million in 2012.(46) The program withdrew and prevented 10,750 children from child labor and returned them to school.(9) The Ministry of Social Affairs' street children program undertook efforts to withdraw and prevent street children from exploitative labor.(9, 63)

Also during the reporting period, the Government approved a \$5 million, USDOL-funded project to support child domestics by promoting decent work for domestic workers, improving legal protection and enforcement of laws, and supporting

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a reliable referral mechanism for cases of exploitation.(68) The Government also participated in a \$5.5 million, USDOL-funded project that targets children exploited or at risk of being exploited in domestic service, commercial agriculture, street work, and trafficking for commercial sexual exploitation.(37, 69) Between April and September 2012, the project withdrew 1,831 children and prevented 1,553 children from exploitative labor and supported the establishment of one provincial and one district action plan on the elimination of the worst forms of child labor.(51) Additionally, the MoWECF piloted economic assistance programs designed to combat child labor in six provinces. Each family received \$70 in initial capital to support economic activities in order to prevent their children from engaging in child labor.(9)

The Government 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.(46, 70) In 2012, the

program covered 1,516,000 households.(46) Research shows that conditional cash transfer programs have slightly reduced child labor in Indonesia.(71)

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 school (covering grades 1-6) students and junior secondary school (covering grades 7 to 9) students are provided free education.(55, 72) The Ministry of National Education's minimum service standards of basic education program will include 216,000 schools from 2011 to 2013.(67) In 2012, the Government expanded its education scholarship program to more than 6 million underprivileged children, including 3.5 million elementary school students, 1.7 million junior secondary school students, and 1.1 million senior secondary school students.(46, 67) Research shows that educational scholarships have a significant impact in reducing child labor in Indonesia.(73)

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	Ensure self-employed children and children who do not have clear wage relationships, including children who work in agriculture, domestic service, and work on the street, are protected by the laws.	2009, 2010, 2011, 2012
Coordination and Enforcement	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, 2012
	Improve coordination between national, provincial, district, and municipal-level government officials responsible for addressing child labor concerns.	2012
	Provide sufficient funds for labor inspections so inspectors can adequately enforce child labor laws.	2010, 2011, 2012
	Track the number of police officers who have been provided child labor and trafficking training.	2010, 2011, 2012

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In 2012, 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. The 2012 anti-trafficking law, which proscribes penalties for both sex and labor trafficking, entered into force, and the Government announced the formation of the Central Committee to Combat Trafficking in persons. Despite these efforts, the Government continues to lack programs that specifically target children in the worst forms of child labor, particularly 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 engage in the worst forms of child labor, some in 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, 2013.(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, some in armed conflict.(3-5) Although evidence is limited, information suggests that some children are forced to beg by criminal gangs, and those who beg in the capital city are particularly vulnerable to illegal armed groups engaged in trafficking and terrorist organizations that recruit children.(6-9)

Although the significance is unknown, children in some parts of Iraq 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, 4, 10-12) Anecdotal evidence suggests that children work in dangerous conditions on construction



sites.(4, 13) There are also reports that children in Iraq work in dangerous activities in agriculture.(3, 4, 14) Children working in agriculture may use dangerous machinery and tools, carry heavy loads, and apply harmful pesticides.(14, 15)

Sunni and Shiite militias, as well as al-Qaeda in Iraq, reportedly recruit and use children to gather intelligence, to act as couriers, and to plant improvised explosive devices.(5, 16-20) Anecdotal evidence suggests boys were found manning checkpoints in association with the armed civil defense forces known as Awakening Councils.(5) Since 2009, the Ministry of Defense has been responsible for integrating Council members into state security forces or other government agencies.(5, 21) Research found no evidence of the Government purposefully recruiting children into the Iraqi armed forces.

Children, particularly girls, are subject to commercial sexual exploitation, some as a result of trafficking.(19, 22-26) Reports indicate that children are trafficked within the country as well as to other countries in the region.(22, 24, 27, 28) In some cases, girls are subject to commercial sexual exploitation through the traditional institution of temporary marriages.(4, 24, 29) This practice involves a dowry paid to the girl's family and an agreement to dissolve the marriage after a predetermined length of time.(24, 30)

There are reports of children working on the streets, but specific information on hazards is unknown.(3, 4, 31-34)

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 the minimum age for hazardous work at 18.(35) Article 91.2 of the Coalition Provisional Authority Order Number 89 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.(35) Instruction No. 19 of 1987 includes additional prohibitions on hazardous labor for children, barring children from working with lead or toxic substances, in construction, and at tanneries or in any other place of employment that is hazardous to the health or morals of the child.(36)

International Conventions and Selected Laws on Child Labor and Education

	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

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.(31, 35) 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.(31, 35)

Order No. 89 prohibits slavery and similar practices, including forced labor, child trafficking, and illicit activities such as drug trafficking.(35)

The Constitution prohibits trafficking of women and children, as well as the sex trade.(37) The Penal Code prohibits the enticement of children under 18 years into prostitution and provides for up to 10 years of imprisonment for violations.(28, 38) Order No. 89 outlaws child prostitution and child pornography; violations are punishable by imprisonment.(35)

In 2012, the Government passed the 2012 anti-trafficking law, which entered into force on April 23. The law proscribes penalties for both sex and labor trafficking and replaces portions of the labor and penal codes.(9, 24, 39) Penalties for both sex and labor trafficking offenses range from temporary imprisonment and a fine of at least \$4,290 to a death sentence, which applies when trafficking results in the death of the victim. Article 6 of the law specifically proscribes life imprisonment and a penalty of at least \$12,897 for sex trafficking and forced prostitution offenses involving children by a third party.(39) Additional laws passed prior to the enactment of the 2012 anti-trafficking law can also be used to prosecute trafficking-related crimes, including the Labor Law (Law No. 71 of 1987), the Juvenile Welfare Act (Law No. 76 of 1983), the Human Organ Transplantation Law (Law No. 85 of 1986), the Anti-Prostitution Law (Law No. 8 of 1988), the KRG Family Violence Law (Law No. 8 of 2011), and provisions in the Iraqi Penal Code (Law No. 111 of 1969).(39) The law also establishes a legal framework for the Government to provide comprehensive protection and assistance for trafficking victims, including the establishment and operation of state-run shelters, financial assistance, and medical and psychosocial treatment for victims.(7)

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.(40) 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.(35)

Article 34 of the Constitution guarantees Iraqis the right to free education at all levels.(37) Children in Iraq are required to attend school until age 12.(41) The low 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. Access to education was reportedly a challenge due to school fees, especially for noncitizen children who are exempt from receiving free tuition, and issues related to transportation, especially in rural areas.(4)

Because the Iraqi Constitution allows for semi-autonomy within the Kurdistan region of Iraq, it is unclear whether national child labor laws also apply in this area.

Institutional Mechanisms for Coordination and Enforcement

A ministerial committee composed of the Ministry of Labor and Social Affairs (MOLSA), the Ministry of Education, the Ministry of Foreign Affairs (MFA), and the Ministry of the Interior (MOI), coordinates government efforts to combat child labor.(7, 8, 19) According to the MFA, the committee met several times during 2012.(8)

The Child Labor Unit within the Labor Inspectorate of MOLSA is responsible for enforcing child labor regulations.(8, 22) Furthermore, the MOI and the MOLSA collaborate with the Confederation of Trade Unions and the Iraqi Industries Federation to administer inspection campaigns.(19) 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) Research did not uncover information on the number of labor inspections conducted, particularly in the sectors in which children are known to work, or the number of labor inspectors employed during the reporting period. However, 14,000 children were reportedly found in illegal labor activities throughout the three provinces that comprise the Iraqi Kurdistan Region (IKR).(4, 8)

The MOLSA and the MOI also collaborate on a Joint Committee to coordinate the implementation of measures for removing and rehabilitating street children.(19) The MOI provided education and vocational training to youth removed from the streets and placed in juvenile facilities or orphanages.(8) Reportedly, the Joint Committee meets quarterly.(8)

In 2012, the Government announced the formation of the Central Committee to Combat Trafficking in persons (CCCT), an inter-ministerial committee led by the MOI, to oversee implementation of the 2012 anti-trafficking law and to serve as the national coordinating body on trafficking in persons. The CCCT includes representatives from the Ministries of Health, Finance, Migration and Displacement, Labor and Social Affairs, Human Rights, and Justice; the State Ministry for Women's Affairs; the Council of Ministers Secretariat; and the High Commission on Human Rights.(7, 9) The CCCT met seven times during the reporting period and conducted several activities such as drafting, reviewing, and approving guidelines for the implementation of the 2012 anti-trafficking

law, and formed subcommittees at the governorate level to oversee implementation of the 2012 anti-trafficking law in the provinces.(7, 9)

The MOI also established the Anti-Trafficking Department and for the first time ever began compiling statistics on human trafficking cases. The MOI reported that for 2012 it investigated four cases of human trafficking involving a total of seven minors and that in each case the children were reunited with their families.(7, 8) No additional information was available about the cases.(8)

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.(35) Information was not available 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

In 2012, the MOI established a hotline for trafficking victims that is reportedly routed directly to the MOI's Anti-Trafficking Department. In addition, MOI supported 16 Family Protection Units around the country, which includes services for children who are victims of trafficking.(7)

MOLSA, in partnership with the Iraqi Red Crescent and Living Light International, is developing a pilot project to provide access to school for children who work in the dump yards. The project will target 15-20 girls ages 8-13 years and provide participants with transportation, a daily meal, and wage.(42) Information suggests the project was to be implemented in 2012, but research was unable to determine whether the pilot project was active during the reporting period.(8, 42) Research did not uncover the existence of other programs that specifically target children in the worst forms of child labor, particularly children used in armed conflict.

The Government continues to support 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.(19) The Government continues to participate in programs focused

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on the needs of vulnerable populations, including internally displaced persons and refugees.(8, 43) 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 providing 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.(43) 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, 2012
	Increase the age of compulsory schooling to at least 15, the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Conduct child labor inspections in areas where children are known to work.	2011, 2012
Policies	Conduct research on the prevalence of the worst forms of child labor to determine whether better-targeted policies and services are necessary.	2012
Social Programs	Implement programs to address the worst forms of child labor.	2010, 2011, 2012
	Implement programs to demobilize and reintegrate children engaged in conflict.	2009, 2010, 2011, 2012
	Assess the impact that existing social programs, including those geared toward internally displaced persons and refugees, have on child labor.	2011, 2012

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Jamaica

In 2012, Jamaica made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government completed baseline surveys through TACKLE, a global child labor program, which has been used to synchronize current laws and policies and improve child labor enforcement. The Government also drafted a National Policy on Child Labor and a new Plan of Action to Combat Human Trafficking in Persons (2012-2015), but these plans are still under review. Despite these advancements, Jamaica still faces legislative gaps, lacks current statistics on child labor, and has not committed sufficient staff and resources to enforce child labor laws. Children in Jamaica are engaged in the worst forms of child labor, particularly in 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, 2013.(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, particularly in commercial sexual exploitation.(3-7) Children are commercially sexually exploited in the island's resort areas.(4, 5, 7, 8) Some children in commercial sex work are victims of human trafficking.(4, 6)

Although 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, 9-12)

There are also reports of children working on the streets as beggars and in forced labor situations as street vendors.(3, 5-7, 13) 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.(7, 14)



Children in Jamaica are exposed to risks in agricultural work and construction.(3, 5-7, 15) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(16, 17) Limited evidence suggests that children also work in the fishing industry.(15) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(18) During this reporting period, 21 children were identified as victims of human trafficking aboard a Honduran fishing vessel. The Government of Jamaica coordinated and funded the children's voluntary repatriation back to Honduras.(19)

Although evidence is limited, children are reportedly exploited through forced labor in domestic service.(3, 7, 8)

Children in Jamaica are used for a variety of illicit activities. They execute financial scams and serve as drug and gun couriers.(20-22)

Laws and Regulations on the Worst Forms of Child Labor

The Child Care and Protection Act (2004) sets forth mandates relating to the employment of children and child labor.(23) It establishes the minimum age for employment at 15, but allows children ages 13 to 14 to engage in light work. Although the actual list that stipulates what occupations are considered light work remains in draft form, the government has identified hair-braiding, clerical work, newspaper vending, supermarket packing, and engagement in household chores as permissible.(15, 23, 24) The Act also sets the minimum age for hazardous work, including industrial labor and night work, at 18. Moreover, it 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.(23, 24) The Building Operations and Works of Engineering Construction Regulations of 1968, the Shipping Act, and the Docks (Safety Health and Welfare) Regulations of 1968 include specific provisions prohibiting the employment of children in certain types of hazardous work.(25)

International Conventions and Selected Laws on Child Labor and Education

	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

The Occupational Safety and Health (OSH) Act was drafted in 2010, but continues to be under review by Parliament. It contains a list of 45 occupations determined by the Government to be hazardous in nature and prohibited for children under the age of 18.(3, 15, 26) Some of these hazardous occupations include fishing at sea, working on construction sites, participating in the production of pornography, and engaging in illicit activities that involve weapons.(26) The Act also contains the draft list of occupations that constitute light work.(3, 15, 27) If adopted, the OSH Act will increase current fines for employers who illegally utilize child labor and would enable labor inspectors to access formerly prohibited workplace environments in the informal economic sector.(3, 5, 15, 28, 29)

The Trafficking in Persons (Prevention, Suppression and Punishment) Act of 2007 criminalizes all forms of trafficking, including child trafficking. It also prohibits keeping a person in a state of slavery or servitude, or causing a person to provide forced labor.(13, 29-32)

The Child Care and Prevention Act also prohibits the sale and trafficking of minors, and bans children from selling alcohol or tobacco products.(24) Current legislation does not prohibit the use, procurement, or offering of a child for illicit activities, such as for the production and trafficking of drugs. The draft OSH Act contains provisions addressing these legislative gaps, but it has yet to be adopted.(33)

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.(34) 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.(26, 33, 35)

The minimum age for voluntary recruitment into the armed forces is 18, although recruits may begin training at 17 years, 6 months with parental consent.(36, 37)

School is compulsory for all children under the age of 18.(6, 31, 38) The Jamaican Charter of Fundamental Rights and Freedoms guarantees all citizens free public pre-primary and primary education.(31, 39)

Institutional Mechanisms for Coordination and Enforcement

The Government has an interagency commission that coordinates 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), as well as the 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.(40) MLSS employs 15 labor inspectors and 30 general inspectors who are trained to investigate a range of violations, including child labor violations.(6) In 2012, funding for labor inspections increased from \$415,000 to approximately \$507,000.(6) OSHU conducted 2,207 inspections in factories, buildings, ships, and docks. There were no cases of child labor identified.(6, 26) Many children engaged in the worst forms of child labor in Jamaica are found in informal activities like street work, a sector that is outside the scope of labor inspections.(6)

The OCR receives complaints about child abuse, including criminal violations of child labor laws.(6, 41) From January to September 2012, the registry received 146 reports of child labor and two cases of child trafficking. Although the sector of employment is unknown, girls were more likely than boys to be engaged in child labor activities.(6, 42)

The Government has established a National Task Force Against Trafficking in Persons, which is led by the Ministry of

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Justice. The Task Force also includes representatives from the Ministries of National Security and Foreign Affairs, the Jamaica Constabulary Force (JCF) and the Department of the Public Prosecutor, as well as representatives from the Ministries of Health, Education, Labor and Youth and Culture.(5, 6) The Task Force is responsible for facilitating information exchanges between government agencies and external stakeholders, as well as creating momentum for counter trafficking efforts. It oversees the implementation of the country's National Action Plan to Combat Human trafficking.(26, 43)

The JCF has independent authority to enforce criminal laws, including those related to the worst forms of child labor. It also contains a Trafficking in Persons (TIP) Unit that investigates and prosecutes cases of child trafficking and commercial sexual exploitation.(5, 11, 43) From April to November 2012, the TIP unit conducted 213 raids, significantly more than the 32 raids of the previous year, and arrested four individuals. It is unknown, however, how many people were identified as victims of human trafficking during the course of the raids or if any children were involved.(31) The Government has not reported any trafficking convictions this reporting period.(13) However, as discussed above, it provided assistance to 21 trafficked minors from Honduras and facilitated their repatriation back home.(19)

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, 22) The Plan prioritizes strengthening current legislative frameworks to address all forms of child labor, specifically focusing on children engaged in domestic service, prostitution, forced labor, and hazardous work within the agricultural and fishing industry. It identifies four primary objectives: to collect current and reliable data on child labor, to establish public awareness and sensitize the Jamaican people to the problem, to improve the Labor Ministry's personnel capacity to be able to identify child laborers, and to work with trade unions, as well as the Jamaican Employers' Federation, to raise awareness among employees.(5, 22, 44) However, there have been challenges in meeting the Plan's mandate. A lack of recent statistical data, institutional tracking systems, and adequate resources has hampered efforts to combat child labor.(22, 40) The Government has drafted a National Policy on Child Labor in an effort to implement the National Plan of Action on Child Labor and address some of the current challenges, but it continues to be under review.(26, 31)

Jamaica's National Action Plan to Combat Human Trafficking has identified short- and long-term priority areas.(45) They

include targeting law enforcement officials to address the commercial sexual exploitation of children, conducting public awareness campaigns, and implementing outreach programs.(46) The Government has drafted a new Plan of Action to Combat Human Trafficking in Persons (2012-2015) in an effort to strengthen current priority areas and ensure that shelters are available to victims. The new Plan has not been adopted.(26, 46)

The Government has a Compulsory Education Policy to ensure that all children between the ages of 3 and 18 have access to a learning institution or vocational training program. One element of the Policy is the Career Advancement Program (CAP), which is meant to provide 16 to 18 year olds with two additional years of schooling upon completion of the eleventh grade.(31, 47) Although education is compulsory, in practice, it is difficult to enforce due to the financial constraint of some families and the absence of truancy officers.(40) More enforcement authorities, such as truancy officers, are needed to ensure that implementation of the policy is effective and children remain in school.

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

The Government of Jamaica continues to participate in the global child labor project, Tackle Child Labor through Education (TACKLE), which is a \$20.8 million initiative funded by the European Commission.(48, 49) The project's key objectives are to reduce poverty by providing disadvantaged youth access to basic education and skills development training, as well as to strengthen the capacity of national and local authorities to combat child labor.(48) In Jamaica, program efforts have included strengthening current legislation and improving policies to better combat child labor.(48, 49) Since the inception of TACKLE in 2009, the Government has worked closely with two NGO's, RISE and Children First, to provide direct support to children engaging and at risk of engaging in child labor activities. RISE had an original target of withdrawing 275 children from child labor and undertaking prevention activities that would reach approximately 600 children throughout six inner city communities in Kingston.(27) Due to challenges in gaining access to working children within the school environment, as well as in the local community, it had to adjust its initial targets. Children First was successful in withdrawing 130 children from child labor and reaching 670 children through its prevention work.(27) During the reporting period, TACKLE completed baseline child labor surveys which produced data that will be used to develop a module on child labor in the national education system, design a training program on child labor

for the police force, and create a handbook on “Child Labor for Professionals”.(27) The baseline survey data has already been used to synchronize current laws and policies, improve enforcement, and has been utilized in the drafting of the National Child Labor Policy.(27)

The Government also continues to run a hotline that receives reports of child abuse, including cases that involve the worst forms of child labor and trafficking.(3, 5) According to the Government, efforts are ongoing to ensure that the hotline is adequately staffed and funded.(31) In the last reporting period, it was noted that the Government had established three shelters to aid female trafficking victims. However, the Government of Jamaica reports that it only has one shelter dedicated for trafficked victims.(5, 31, 33)

The Program for Advancement through Health and Education (PATH) is a government-run conditional cash transfer program. Among its chief objectives is to reduce child labor by requiring participants to attend school at least 85 percent of the academic days within a month.(50-52) Recent evaluations of the PATH program reveal that children at the primary and secondary level are not likely to reach that target.(52)

Recently, the Child Development Agency launched a child protection database to provide the public with data on the issues affecting the children of Jamaica.(26) It is unknown how this database will impact the child labor situation in Jamaica.

Existing government programs are not sufficient to meet the needs of all children engaged in 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 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, 2012
	Adopt legislation to prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2009, 2010, 2011, 2012
Coordination and Enforcement	Assess the adequacy of staffing within agencies responsible for the enforcement of child labor laws and regulations.	2011, 2012
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, 2012
	Adopt the new Plan of Action to Combat Human Trafficking in Persons.	2012
	Ensure that enforcement authorities, such as truancy officers, are hired to enforce the compulsory schooling policy.	2012
Social Programs	Utilize the government established shelter for trafficked victims and provide sufficient resources so that it can continue to be operational.	2011, 2012
	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, 2012

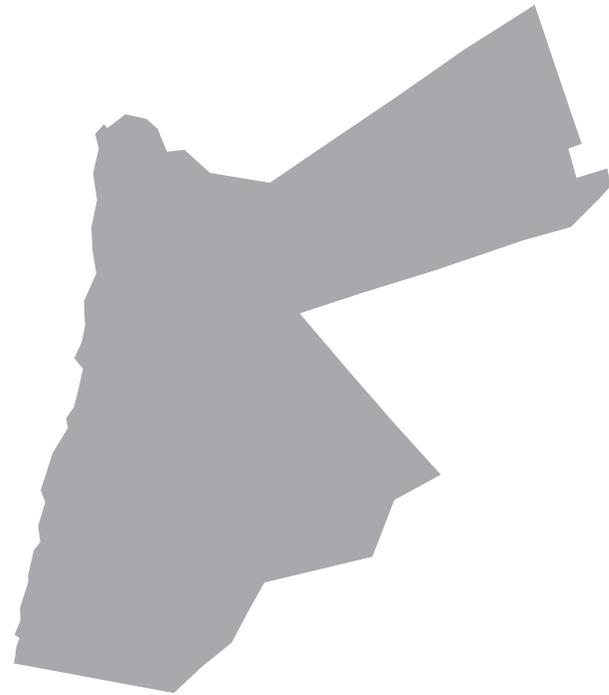
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Jordan

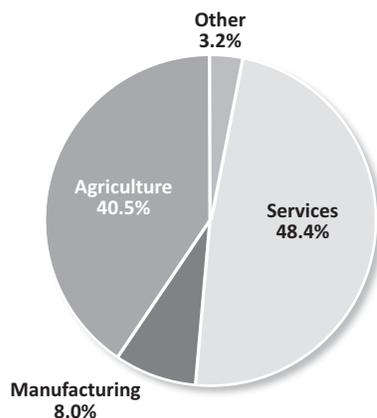
In 2012, Jordan made a moderate advancement in efforts to eliminate the worst forms of child labor. The National Committee on Child Labor spearheaded the development of an automated, Web-based national child labor database. In addition, the Government adopted child labor enrichment materials developed by a child labor project and assumed responsibility for continuing to run the project's non-formal education centers. In response to the influx of Syrian refugees to Jordan, the Government opened enrollment to Syrian refugee children in Jordan's public school system, formed a subcommittee to address child labor issues among the refugee population, and coordinated efforts to enhance the National Framework to Combat Child Labor (NFCL). However, the law lacks protections against some of the worst forms of child labor; for instance, it does not protect boys under the age of 18 from prostitution. Children continued to be involved in the worst forms of child labor, particularly in dangerous activities in agriculture.



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		89.9

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from CLS (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, primarily in dangerous activities agriculture.(3-7) Children working in agriculture may be involved in planting, irrigating, harvesting, and weeding.(8) There are reports that children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5, 9-11)

Children, mostly boys, work in hazardous activities in electrical repair and in mines.(3, 5, 6, 11-14) In addition, Jordanian and Syrian boys work in the construction sector; reports indicate that some Syrian children work in the sector alongside their families for no pay.(5, 11, 15)

Children work in Jordan's tourist areas, such as Petra, as tour guides and vendors.(16-18) In this work, they are exposed to long hours in extreme temperatures.(3, 18, 19)

There are reports of children working on the streets, including Syrian children in the Za'atari refugee camp, but specific information on hazards is unknown.(4, 7, 14, 20) Anecdotal evidence suggests that some children may be trafficked for the purpose of forced begging.(3, 6, 7, 21, 22)

Jordanian NGOs and third-country embassies of sending-country workers (i.e., Indonesia) identified underage, female, third-country domestic workers, some as young as 13, who had fled from abusive employers to their embassy's shelter.

These girls traveled on forged passports to work as domestic workers.(6, 23) In addition, there have been reports of Jordanian girls forced to drop out of school and work as “homebound girls” in their own homes.(7, 12, 23, 24) These child domestic workers may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(25, 26)

Syrian child refugees are involved in the worst forms of child labor in Jordan.(15, 23, 27, 28) Refugees between the ages of 12 and 18 may be required to work up to 12 hours per day in the food service, sales, and manufacturing sectors.(15, 27)

There is evidence of child marriage among Syrian refugee girls residing in the Za’atari refugee camp and in Jordan’s urban areas.(23) Media and NGO reports state that some of these marriages have been non-consensual marriages to wealthy Saudi, Egyptian, and Bahraini men.(7, 29, 30) These reports suggest that in some cases, the girls married off were later abandoned or forced into prostitution.(29, 31, 32) Both UN and Jordanian relief agencies estimate that some 500 underage Syrian girls were married off during the reporting period.(29, 30)

During the reporting period, many Syrian refugee families enrolled their children in primary schools throughout Jordan’s northern region and Amman.(33, 34) However, despite free registration for this population, a significant number of children remained at home to help their families meet basic needs. Other families have been unable to register their children for public schooling due to the lack of slots for their children and physical space.(33-35)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work in Jordan at 16 and prohibits juveniles under the age of 18 from performing hazardous forms of labor.(13, 36, 37) The Labor Code further bans juveniles between the ages of 16 and 18 from working over the weekend, on holidays, at night, for more than 4 hours straight, or more than 6 hours a day.(36) The Labor Code protections do not apply to family businesses and the agriculture sector, which employ many children.(38) The Labor Code also prohibits forced labor.(36)

The Anti-Human Trafficking Law prohibits all forms of human trafficking, including for the purposes of forced labor and sexual exploitation.(24) It specifies imprisonment and

other penalties for trafficking violations.(24, 39) Penalties are enhanced in cases where the victim is a child, a female, or a person with disabilities.(40)

International Conventions and Selected Laws on Child Labor and Education

	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 Penal Code prohibits the solicitation of sex from a male under the age of 18 or a female of any age.(41) In addition, the Penal Code prohibits the procurement of a woman under the age of 20 for prostitution and related activities; however, these provisions do not protect boys aged 15-18.(38, 42)

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.(42, 43) Jordan’s Law on Narcotic Drugs imposes the death penalty for anyone who uses a minor for the production, transportation, sale, or purchase of drugs.(38) The country’s Juvenile Act offers protection for child beggars.(14)

The Constitution of Jordan ensures access to free and compulsory public education for all children until the age of 16.(13) Significant disparities exist among governorates in the rates of enrollment.(44) 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.(12)

Jordan

Institutional Mechanisms for Coordination and Enforcement

The National Committee on Child Labor (NCCL), led by the Ministry of Labor (MOL), forms new policy and oversees the implementation of current child labor policy, including the NFCL.(6, 45) The NCCL is responsible for responding to reports of child labor among Syrian refugees. Members of the NCCL include representatives from key governorate and national government branches, including the MOL, the Ministry of Social Affairs, and the Mayor of Amman; industry groups; quasi-governmental and royal entities; UN agencies; and international, national, and civil society organizations.(45, 46)

During the reporting period, the NCCL collaborated with other government and non-government stakeholders to develop an automated, Web-based national child labor database for the MOL, which should be operational by the next reporting period.(13, 46)

The MOL's Child Labor Unit (CLU) is responsible for implementing the Government's child labor programs; incorporating child labor concerns into policy initiatives; 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.(6, 18, 46-48) The CLU has three full-time staff in Amman.(4, 6)

The MOL's Directorate of Labor Affairs and Inspection is responsible for all inspections, including inspections of employment conditions, occupational safety and health standards, and child labor. It employs 120 labor inspectors throughout the country.(6, 49) The Government of Jordan claims that the Inspection Directorate needs more inspectors to cover all businesses and entities included in its purview. However, inadequate funding prevents the MOL from increasing the number of inspectors throughout the country.(6)

Labor inspectors operate out of each of the 23 regional labor offices located throughout the country. Inspectors report monthly to the Labor Inspection Directorate on official labor statistics (child labor included), the number of visits conducted, measures taken by inspectors when violations occur, the number of work-related injuries reported by enterprises, and the number of complaints handled.(49) Labor inspectors have the authority to enforce labor laws except in the case of children working without pay for their families in family businesses.(49) In addition, research found no evidence that Jordan has a coordinating mechanism to address third-country and "homebound" Jordanian domestic workers.

During the reporting period, the MOL, along with partner organizations, conducted 18 trainings and workshops on child labor investigation for inspectors.(6) Research found no information on the number of labor inspections undertaken, cases of child labor found, or punishments imposed.

Chaired by the Minister of Justice, the National Committee for the Prevention of Human Trafficking coordinates the implementation of the National Strategy and Action Plan to Combat Human Trafficking.(50-52) Trafficking crimes are investigated and prosecuted by the Labor Inspector, and the Public Security Directorate's (PSD) Criminal Investigation Unit (CID).(23, 51) In June 2012, the PSD and the MOL signed an MOU that established the Anti-Trafficking Unit, a joint unit focused on combating trafficking in persons.(23) In January 2012, the National Committee; members of the Ministries of Interior, Justice, and Labor; and the police formed a National Screening Team. The Screening Team's first assignment was to interview 30 underage Indonesian girls residing at the Indonesian Embassy's shelter to determine whether they were victims of trafficking.(24)

While there is a general lack of government capacity to identify victims of trafficking and to implement the law, the Government is currently working with the IOM to address these shortfalls.(53)

Over the reporting period, nine children trafficked from Ethiopia, Indonesia, the Philippines, and Sri Lanka were repatriated to their respective countries of origin.(53)

Government Policies on the Worst Forms of Child Labor

Approved in 2011, the NFCL is a reference document that outlines the roles, responsibilities, and methodologies of the key government agencies (MOL, Ministry of Education [MOE], Ministry of Social Development [MOSD]), NGOs, and other stakeholders involved in responding to cases of child labor at the national, governorate, and community levels.(37, 54) Under the NFCL, the Inspection Directorate is tasked with referring withdrawn child laborers to social support centers, non-formal education centers, or other NGO program centers for working children.(37, 54) Although the NFCL was formally approved in 2011, implementation has been delayed due to the lack of coordination, capacity, and understanding of roles and responsibilities among implementers at the national and community levels.(55) However, the CLU and ILO-IPEC worked with NFCL members throughout the reporting period

to identify internal and collective challenges in the Framework's implementation and to establish concrete plans to address the challenges.(55, 56)

Jordan's Syrian Regional Response Plan (RRP), coordinated by the Government and the UN, facilitates the country's response to the needs of incoming Syrian refugees, 75 percent of whom are women and children.(35) The influx of Syrians into Jordanian communities has created a burgeoning issue of child labor for both populations due to the loss of jobs among Jordanian adults to Syrians willing to work for less pay; the overcrowding or unavailability of schools for children; the perceived increase in charity funding for Syrians and subsequent decrease for Jordanians; and the rise in rent due to increased demand for housing.(6, 30, 57, 58) In response, a RRP subgroup on child labor was formed early in the reporting period to coordinate the country's response to both Syrian refugee child workers and Jordanian children working as a result of the Syrian settlement into their communities. The group is led by the MOL, MOE, and MOSD.(48, 59)

During the reporting period, the National Strategy for Anti-Human Trafficking (2010-2012) focused on bringing the Government into compliance with international prevention, protection, and prosecution standards.(23) The Ministry of Justice (MOJ) is in the process of devising a new strategy to address human trafficking.(23)

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 campaigns, and the rehabilitation and reintegration of target children.(54, 60, 61) Research on the Plan's impact on reducing child labor was not available at the time this report was written.

The National Agenda (2006-2015) is the Government's framework for political, economic, and social reform. Among its goals is the restructuring of Jordan's social safety net system through the reintroduction and reform of the National Aid Fund (NAF), first launched in 1986 to provide cash assistance to Jordan's poorest and most vulnerable populations to increase and smooth consumption.(62) Although the National Agenda has not yet been fully implemented, it has largely failed to meet its social protection policy goals, as is evidenced by the growth of poverty and youth unemployment.(63-65) 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 the reporting period, the Petra Development and Tourism Regional Authority funded research and program activities on child labor in Petra's tourism sector.(17, 19, 66) Based on research findings, a local NGO implements an awareness campaign among tourists and parents in the Bedouin village of Petra and in Umm Sayhoun on the potential harms of child labor. In addition, the MOE and UNESCO opened and operated a non-formal education center in the Umm Sayhoun community; the center operates two shifts for boys and two for girls.(16, 48, 67)

In 2012, the Government of Jordan continued to participate in three USDOL-supported projects worth a total of \$10 million, as follows:

First, Jordan collaborated on a 4-year (2010-2014), \$2 million project that supports implementation of the NFCL.(55) During the reporting period, the project led a monitoring review process of the NFCL to identify key gaps and to facilitate communication and coordination of the NFCL's implementation.(46)

Second, Jordan participated in a 4-year (2010-2014), \$4 million project with the goal of reducing the number of children subjected to exploitive child labor in the construction, workshop, manufacturing, and storage industries, as well as domestic service.(68) Serving beneficiaries in poverty-stricken areas with high numbers of child refugees, including East Amman, Zarqa, and Mafraq, the project successfully delivered non-formal education and vocational training services to 1,116 children and livelihood services to 788 vulnerable households.(69) During the reporting period, the project conducted research on homebound child labor. The results of this research will be available in next year's report.(70)

Third, a 4-year project closed during the reporting period which provided formal, non-formal, and vocational education services; awareness activities; and other social services. The project successfully withdrew 2,373 children from the worst forms of child labor and prevented 5,185 children from engaging in child labor.(45) Over the reporting period, the MOE officially adopted the child labor enrichment materials developed by the project and assumed responsibility for continuing the non-formal education centers developed by the project.(71)

In response to the influx of school-age Syrian refugee children, the Government conducted mapping exercises during the reporting period to better determine the demand for space in

Jordan

the public schools.(33, 35) The Government has also supported the implementation of alternative classrooms to further meet the overall demand for schooling. Over the summer, the MOE created summer school programs to help more than 5,000 Syrian refugee children catch up to their Jordanian peers prior to enrollment in the new academic year.(48) With the assistance of UNICEF, the MOE has built prefabricated classrooms for five schools in Ramtha. Once completed, the classrooms can serve up to 1,200 students.(33) More recently, the MOE has begun to operate double-shift classrooms in communities where the refugees are residing, with one shift in the morning and another in the afternoon. This schedule has allowed more Syrian children to continue their education in Jordan.(72) Although the Government of Jordan has implemented education programs for Syrians, no evidence was found to indicate that Jordan has carried out research or implemented programs responding to incidences of the forced marriage and commercial sexual exploitation of Syrian girls.

The NAF, an autonomous institution established under the auspices of the MOSD in 1986, is a state-funded institution responsible for providing social protection for Jordan's vulnerable population through a cash transfer program that targets women with young children and families headed by divorced or abandoned women.(73) Since 2008, the World Bank, through the Jordan Social Protection Enhancement Project (2008-2013), has provided financial and technical assistance to the MOSD to strengthen the NAF's systems of targeting vulnerable populations.(74) Nonetheless, a recent project review revealed that the NAF currently covers only 25 percent of its target population.(74)

The MOSD runs a social support center for children living and working in the streets of East Amman. The center provides care and protection to children and provides children of legal working age with access to training and employment.(6, 14) There is no monitoring of the children, however, once they leave the center.(14)

An IOM program (2010-2013) helped to build the capacity of the MOJ, MOL, and the Public Security Directorate to raise awareness of human trafficking and to provide direct assistance to victims of human trafficking. In addition, the MOJ and the National Committee for Counter-Trafficking collaborated with the IOM on a project to establish government mechanisms for an improved response to human trafficking in Jordan (2010-2012).(53) Under this project, the MOJ and the National Committee for Counter-Trafficking conducted the first comprehensive assessment on trafficking in persons, which identified the types of trafficking, the routes traffickers use, and other gaps in assistance to victims.(53) The results of the study have not yet been released.

The Government of Jordan continued to operate the Jordan Education Reform Support Program, which supports the Jordan MOE's efforts to produce graduates with skills to compete in a knowledge economy.(75, 76) During the reporting period, the project continued to train school counselors and teachers on, and to provide students with, employment and life skills that equip students for workforce participation.(76) The impact of these programs on 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 Jordan:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact laws to increase the protection of children who work in the agriculture sector.	2009, 2010, 2011, 2012
	Amend the Penal Code to ensure that the prostitution of males under 18 is prohibited.	2010, 2011, 2012
Coordination and Enforcement	Increase funding to the Directorate of Labor Affairs and Inspection to increase its child labor inspection and reporting capacity.	2011, 2012
	Establish a coordinating mechanism to address third-country child domestic workers.	2012

Area	Suggested Actions	Year(s) Action Recommended
Policies	Assess the impact that existing social protection policies may have on addressing child labor.	2010, 2011, 2012
	Implement the NFCL.	2012
Social Programs	Assess the impact that existing education and social protection programs may have on addressing child labor.	2010, 2011, 2012
	Increase protection programs for working children in vulnerable sectors, such as agriculture.	2009, 2010, 2011, 2012
	Conduct research on begging rings, under-age forced marriage and commercial sexual exploitation, and third-country child domestic labor.	2012
	Develop a monitoring mechanism for street children once they leave shelter.	2012

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Kazakhstan

In 2012, Kazakhstan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government issued Order Number 398, enabling child migrant workers, including seasonal migrants, to attend educational institutions with the same rights as Kazakh children. The Government approved the Joint Action Plan and Joint Work 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 to 2014 and adopted a National Action Plan to Combat Trafficking in Persons for 2012 to 2014. The Government also continued to fund anti-trafficking education campaigns that targeted potential victims of trafficking, including children, and public awareness campaigns against human trafficking, including a campaign on hazardous child labor in the Almaty and South Kazakhstan regions. However, the funding available for inspectors is not adequate to carry out thorough inspections, and no data are available on the number of child labor investigations conducted during the reporting period. Children continue to engage in the worst forms of child labor, particularly in hazardous agricultural work and cotton farming.



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		108.2

Sources:

Primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(1)

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

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Kazakhstan are engaged in the worst forms of child labor, many of them in hazardous agricultural work, including cotton farming. In cotton fields, children work long hours in extreme heat and sun without proper protection or adequate access to water, nutrition, or sanitation, and are exposed to hazardous pesticides that can damage their health and growth.(3-5) Children from neighboring countries, Uzbekistan and the Kyrgyz Republic, migrate with their families to work in the cotton fields of Kazakhstan.(6, 7)

Although information is limited, there are reports that children are also found working in the production of vegetables.(4, 12, 13) In vegetable fields, children work long hours in the sun and carry heavy loads. Children working in agriculture may also be exposed to hazardous pesticides and use dangerous tools.(5, 14, 15) Recent reports have also indicated that children working in agriculture have been trafficked to conduct this work.(13)

There is also evidence that children in Kazakhstan are forced into begging and commercial sexual exploitation.(8, 12, 16) There is limited evidence that children from neighboring countries are trafficked into Kazakhstan to work in construction.(13) Children from neighboring countries are trafficked to Kazakhstan for forced labor in domestic service, cattle raising, and agriculture. Girls from neighboring countries are trafficked into Kazakhstan for commercial sexual exploitation.(10, 13) Children are also trafficked within the country for commercial sexual exploitation.(10, 13)

Children in urban areas work in markets and beg on the streets. There are reports of children working on the streets, but specific information on hazards is unknown.(3, 6)

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment is 16. The minimum age for employment for light work is 14.(17) The Government is awaiting final approval from the Ministry on a list to define "light work" for children ages 14 and above.(4, 18)

The Labor Code identifies a list of types of work and working conditions prohibited for children under age 18.(19) 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.(19) In addition, the Ministry of Labor and Social Protection of the Population of the Republic of Kazakhstan's List of Hazardous Work prohibits children from working in a number of sectors and activities, including in the production of opium, tobacco, and cotton, and in agricultural work involving the use of pesticides and herbicides.(20) During the reporting period, the Government finalized instructions on identifying child labor cases, which will be appended to the List of Hazardous Work after the Ministry of Labor and Social Protection approves them.(4, 18)

International Conventions and Selected Laws on Child Labor and Education

	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, though with exceptions. These exceptions include work required under martial law or a court mandate and work that constitutes part of the “civil duties” of citizens.(19) In addition, the Criminal Code prohibits trafficking in persons for forced labor and commercial sexual exploitation. The code also 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 Constitution provides for free and universal education for Kazakh children.(23) The law also specifies that education is free and compulsory for 11 years, or until grade 11.(16, 24) During the reporting period, the Ministry of Education developed the legal framework for transitioning the country to 12-year compulsory education, beginning in 2015. This will extend the average age at which students complete compulsory education to 18.(25, 26)

In 2012, the Ministry of Education issued Order Number 398, which enables the children of foreigners and stateless persons, including seasonal migrants, to attend educational institutions with the same rights as Kazakh children.(27) However, it is unclear whether this will address the barriers to educational access that some Kyrgyz migrants have faced in practice, such as identification requirements.(17) In addition, some Kyrgyz children who have accessed education face obstacles in receiving completion certificates.(28) During the reporting period, Phillip Morris Kazakhstan (PMK) and NGOs continued to help facilitate migrant children's access to education.(8, 18, 28)

The compulsory recruitment age for the military is 18, and the voluntary recruitment age for the military is 19.(29)

Institutional Mechanisms for Coordination and Enforcement

The National Coordination Council on Child Labor (NCCCL) coordinates efforts to address the worst forms of child labor, and prepares proposals and recommendations on implementing state policy to eliminate child labor. The Council, which includes representatives from all relevant agencies, is overseen by the Ministry of Labor and Social Protection.(26, 30) NGOs report that, while the NCCCL is largely effective, it is not adequately monitoring the implementation of the Joint Action Plan for the Elimination of the Worst Forms of Child Labor and Implementation of ILO International Convention 182 for 2012 to 2014. The NCCCL also lacks data on child labor migration in the regions.(26) Additionally, NGOs have complained of a lack of targeted financing of programs to prevent the worst forms of child labor on the local and national levels, especially in South Kazakhstan and Almaty Provinces, the most problematic areas of the country.(26)

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.(3) The group meets quarterly to report on each agency's anti-trafficking efforts.(31)

Kazakhstan

The Ministry of Labor and Social Protection is responsible for the enforcement of child labor laws.(12) Ministry officials have acknowledged that the funding available for inspectors is not adequate to carry out thorough inspections.(12) No data are available on the number of labor inspectors trained on the issue of child labor or the number of child labor investigations, violations, prosecutions, and convictions.(12) In 2012, the Interior Ministry trained 160 criminal and migration police in investigating the worst forms of child labor, including sexual exploitation.(12) The Ministry of Education's regional Child Protection Departments work with law enforcement to help prevent and eliminate the worst forms of child labor. The National Child Protection Department refers child labor cases to law enforcement and ensures that children receive rehabilitative services when needed.(26) The Almaty Child Protection Department works with the police to conduct investigations of markets to identify migrant children who work as loaders.(32) In 2012, the South Kazakhstan Child Protection Department continued to work with police and prosecutors to monitor child labor in the cotton sector. The regional prosecutor's office in South Kazakhstan conducted checks in cotton fields; however, no data is available on the results of these checks.(26)

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, who then refer victims to shelters or crisis centers.(3, 33)

The Anti-Trafficking Unit in the Criminal Police Committee's Organized Crime Department employs 37 officers responsible for investigating allegations of human trafficking, including trafficking of children.(3) In 2012, the Ministry of Interior investigated 82 trafficking cases, including two initiated in 2011, and prosecuted 63 trafficking cases. Through these cases, the ministry identified 84 victims of trafficking, including 67 victims of sexual exploitation and 17 victims of labor exploitation.(34) Data on the ages of trafficking victims is not available from the Government, so it is unclear how many victims were children.(26) According to statistics provided by the IOM, 28 of the 153 trafficking victims assisted by NGOs in 2012 were children under age 17. The Kazakh Government's statistics on trafficking rarely match IOM's because they only include victims in conjunction with criminal investigations.(26)

Government Policies on the Worst Forms of Child Labor

During the reporting period, the NCCCL 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.(18) The Council also approved the Joint Work Plan on the Elimination of the Worst Forms of Child Labor and Implementation of the ILO Convention 182 in the Republic of Kazakhstan for 2012-2014. It finalized the mapping of legislation and policies in Kazakhstan, such as action plans and state/national programs on child labor and youth employment, to facilitate future collaboration between the government and its partners on these issues.(18) The NCCCL also discussed coordination around child labor campaigns, the ILO child labor project in Almaty and South Kazakhstan Provinces, and policies for child labor and youth employment.(12) One outcome of these discussions was the establishment of a Council of NGOs as a forum for discussions on child protection issues, including child labor.(18)

The Government also approved the National Action Plan to Combat Human Trafficking (2012-2014), which prioritizes the development of standards for shelter assistance for trafficking victims and the provision of services to vulnerable population groups, including children.(25, 35) The plan also includes the development of recommendations to improve regulation of the domestic labor market and the accession of Kazakhstan to the ILO Convention on Domestic Workers, the ILO Convention on Migration for Employment, and the ILO Convention on Migrant Workers.(25)

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.(36) The achievements of the National Action Plan on Human Rights 2009-2012 led to new legislation intended to curb child labor. For example, in 2010, Kazakhstan's Law on Children's Rights was amended by Article 16-1, which codifies the right of children to be protected from economic exploitation.(26, 37) This amendment brought Kazakh law in line with ratified international Conventions on Children's Rights and the Worst Forms of Child Labor.(26) The National Action Plan also led to the adoption of Article 3 of Kazakhstan's Law on Education that provides equal access of children to education without limitations or discriminations. Lastly, the National Action Plan contributed to the Joint Action Plan and the Joint Work Plan

for the Elimination of WFCL, and Implementation of ILO International Convention 182 in the Republic of Kazakhstan for 2012-2014 is being implemented.(26)

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

During the reporting period, the Government continued to participate in a \$1.4 million German-funded, ILO-IPEC-implemented child labor project (2010-2013).(38) In 2012, this project completed a baseline study prioritizing child labor in agriculture, such as cotton, tobacco and vegetables, in the Almaty and South Kazakhstan areas.(18) Survey findings were used to design a pilot child labor monitoring system in the region, which targets child laborers in cotton.(18, 38, 39) In 2013, child labor monitoring systems will be piloted in five villages and direct services will be provided to children at risk for, or involved in, the worst forms of child labor.(18)

In 2012, the Government participated in an ILO-IPEC-implemented Action Program to increase the participation of Kazakhstan's Confederation of Employers in the elimination of child labor. Two Action Plans for employers to address child labor in the vegetable and tobacco sectors in the Almaty region, and two Action Plans on Mainstreaming Child Labor into the Education Sector in Almaty and South Kazakhstan regions were created by the program.(18)

During the reporting period, the Ministry of Labor and Social Protection continued to participate in a national Web site on child labor, which includes materials on national and international legislation, and public awareness materials on combating child labor.(4, 18) In August and September 2012, the Department of Education and Child Protection Department conducted 3,277 investigations to identify incidents of school truancy. They identified 24 children who were truant, and all were returned to school.(26) During the reporting period, the Child Protection Department also continued to provide poor students with uniforms and school supplies.(26, 32) 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 ILO-IPEC to eliminate child

and forced labor in the production of tobacco by providing assistance to migrant children in the Almaty region.(8, 18) PMK's child labor project provided a summer camp for migrant and local children of tobacco workers ages 6 to 13 and vocational school for migrant children ages 14 to 17. It also equipped sport facilities in remote farms, established and equipped a community center with education and training equipment, and supplied Kyrgyz migrant children with school materials.(9, 18)

In 2012, the Ministry of Labor and Social Protection and the Ministry of Education's ongoing "100 Schools, 100 Hospitals Program" increased children's access to schools through school construction and rehabilitation programs.(28) The Ministry of Education also continued to operate 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. The Ministry of Education operates 18 such centers.(26, 35, 40, 41)

During the reporting period, the Government continued to fund anti-trafficking education campaigns that targeted potential victims of trafficking, including children. The Government also participated in public awareness campaigns against human trafficking, including a campaign on hazardous child labor in the Almaty and South Kazakhstan regions.(12, 34, 42)

In 2012, the Government spent an estimated \$53,000 on assistance to trafficking victims, of which \$43,500 was allocated by the Ministry of Justice to the Government-funded TIP shelter in Astana, one of four NGO-operated shelters for adult and child trafficking victims in the country.(34) The nearly \$10,000 remaining was allocated to 25 victims of trafficking, including four foreign victims, during the course of investigations. The Government is authorized by law to provide medical and legal assistance, pretrial safe houses, security services, housing, food, clothing, and transportation.(26) The authorities can help a victim or witness change residence, find another job, or change his or her physical appearance.(26) Despite this assistance, NGOs report that some foreign victims of trafficking experience problems accessing local medical facilities because they lack health insurance or residency permits.(34)

Kazakhstan

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
Coordination and Enforcement	Ensure effective interagency cooperation in coordinating efforts to combat child labor.	2011, 2012
	Supply adequate funding for child labor inspections.	2010, 2011, 2012
	Make publicly available information on the number of labor inspectors trained on child labor issues.	2012
	Collect and make available to the public information on child labor violations found during investigations and child labor cases prosecuted.	2009, 2010, 2011, 2012
	Improve NCCCL's monitoring of the implementation of the Joint Action Plan for the Elimination of the Worst Forms of Child Labor and Implementation of ILO International Convention 182 for 2012 to 2014. In addition, increase the NCCCL's access to data on child labor migration in the regions and improve the NCCCL's targeted financing of programs to prevent the worst forms of child labor on the local and national levels.	2012
Social Programs	Assess the impact that existing education programs have on child labor.	2010, 2011, 2012
	Further develop or expand programs to protect and assist victims of child trafficking.	2009, 2010, 2011, 2012

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In 2012, Kenya made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government increased its financial contributions to social protection programs focusing on orphans and vulnerable children, and passed a 2012 Basic Education Bill that strengthened compulsory education provisions. However, gaps in legislation persist, including the lack of legal penalties for all forms of forced labor and underage military recruitment. Kenya also has not yet adopted its draft list of hazardous work for children, or committed sufficient resources for enforcement efforts. Children continue to be engaged 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, 2013.(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 activities in agriculture and fishing.(2-11) Children work on tea and sugarcane plantations. Children are also engaged in the production of coffee, *miraa* (a stimulant plant), rice, sisal, and tobacco.(4, 6, 11-23) Children also reportedly pick cotton and work in the production of flowers.(4, 6, 12-23) Children involved in agriculture often work long hours, work with dangerous tools and machinery, carry heavy loads, and are exposed to toxic substances and harmful pests.(3, 22, 24) Reports suggest that children also engage in small-scale fishing, including for tilapia and sardines, and work in related activities, such as drying and transporting fish, cleaning boats, and mending nets. Such children working in the fishing sector are susceptible to risks such as drowning.(11, 18, 19, 25, 26) Although information is limited, there reports that children are also engaged in the herding of cattle and goats. Children



herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(27-29) In addition, limited evidence suggests that children participate in the burning and preparation of charcoal.(11)

Children in Kenya work as domestic servants. Many such children are from the North Eastern, Nyanza, Eastern, Western, and Coastal provinces, and are between the ages of 10 and 18 years.(11) 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, 17, 30) Monthly wages for child domestic workers ranged from \$5 to \$70, with the vast majority under \$35 per month.(26) Children are also engaged in construction, transportation, and the production of textiles.(3, 4, 11, 27) 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, 11)

In Kenya, there are reports of large numbers of children working on the streets. Many of them are forced to beg and perform labor, and some are reportedly used to traffic drugs and guns.(17, 19, 31, 32) Information as to specific hazards associated with these activities is unknown.(33) However, reports suggest that street children are vulnerable

to harassment and sexual abuse by Government Police.(6) Scavenging in dumpsites and streets for scrap materials, such as metal and glass, is one of the most common occupations for children in towns. These children earn about \$1-2 per day, while often exposing themselves to injuries and mercury, as well as tetanus and other infectious diseases, by sorting through waste.(3, 11, 26, 34, 35) Children in Kenya are subject to prostitution and sex tourism.(6, 17, 36-40) An estimated 12,000 to 18,000 children are engaged in commercial sexual exploitation, which is prevalent in the cities of Nairobi, Mombasa, Kiambu, Kisumu, Kajiado, and Malindi.(11) These children earn between \$0.35 and \$10 per day, with an average of \$1 per day.(26) A 2012 UN study on violence against children confirms that sexual exploitation of girls in Kenya is a serious issue.(41) Although the majority of children engaged in commercial sexual exploitation in Kenya are girls, an increasing number of boys are also becoming involved.(6, 42)

Some reports indicate that children are engaged in gold and gemstone mining.(3, 11, 19, 43-45) According to local Government child welfare offices, a large number of children in Nyanza counties are engaged in gold mining, earning approximately \$1.20 a day.(11, 45) Reports suggest that these children are exposed to toxic materials, including mercury, increasing their chances of developing respiratory diseases.(3, 11, 17) Some evidence suggests that children work in coral and stone quarries without protective gear and may be vulnerable to respiratory illnesses from silica exposure.(6, 14, 17, 19, 20, 46, 47)

Children are trafficked for forced labor in street vending, domestic service, agricultural labor, herding, and commercial sexual exploitation.(26, 37, 48-51) Poverty or the death of one or both parents, such as to HIV/AIDS, 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.(17, 52-54) During the reporting period, there were reports of children being trafficked from Tanzania to Kenya for forced begging.(11, 55)

Access to education is a critical component in preventing the economic exploitation of children.(56) However, ongoing teacher shortages hinder children's access to education and contribute to overcrowding.(57-60) Reports suggest that school administrators may also inadvertently contribute to the problem of schooling access by expelling some girls from school due to pregnancy, even though the Government has a policy to combat this.(57, 61) Sexual abuse from teachers and fellow students also contributes to the problem.(6, 58, 62, 63)

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. The Act also prohibits the employment of children under the age of 18 in the worst forms of child labor. (64-66) Children between the ages of 13 and 15 may perform light work.(27) However, the law has not been formally passed yet to define what activities are considered "light work," which makes children between the ages of 13 and 15 vulnerable to labor exploitation.(11) In addition, the Industrial Training Act allows minors under age 15 to apprentice in an industrial undertaking without setting a minimum age.(64-67) This is problematic as the Employment Act is subject to the provisions in the Industrial Training Act.(64-67) In 2008, the Government completed its list of hazardous occupations for children, prohibiting children's work in 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, the list has not been adopted through publication in the Gazette.(3, 67-69)

International Conventions and Selected Laws on Child Labor and Education

	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 of children from exploitation, including trafficking, hazardous child labor, prostitution, illicit activities, and the recruitment of children into the military.(27, 70) However, child labor as defined by the Children's Act only applies to labor in exchange for

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payment. As a result, unpaid child workers do not benefit from these protections.(70-72) The Sexual Offences Act of 2006 prohibits promotion of child sex tourism and child trafficking for the purposes of sexual exploitation. Both the sexual Offences Act of 2006 and the Penal Code prohibit child pornography.(71, 72)

The Kenyan Constitution prohibits forced labor, slavery, and servitude.(73-75) However, the Constitution does not provide penalties for these offenses and Penal Code penalties only apply to cases of abduction.(74-76) The Counter Trafficking in Persons Act, which came into force in October 2012, 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.(75-77) In addition, 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.(70, 76)

The Children's Act provides for free and compulsory education until the age of 15.(17, 70) Section 30 of the newly approved Basic Education Act 2013 reinforces children's right to education, making it compulsory up to secondary level by requiring teachers to investigate cases of truancy. It stipulates penalties for families who fail to send their children to school, and makes employing a child of compulsory school age in any labor activity that prevents the child from attending school a criminal offense.(11) However, school fees and the cost of uniforms, books, and exam fees continue to deter enrollment.(17, 20, 77-80) Furthermore, while the 2011 Births and Deaths Registration Bill passed into law makes birth registration both compulsory and free, the service is still not available to many children living in rural areas. Unable to prove citizenship, unregistered children have difficulty accessing essential services, including schooling.(6, 62, 81, 82) 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.(64, 70, 83) However, reports suggest that the Government has made some efforts to temporarily address the gap during the reporting period, by waiving tuition fees for the first two years in secondary schooling.(67)

Institutional Mechanisms for Coordination and Enforcement

The National Council for Children Services (NCCS) is responsible for the coordination of policy on general children's issues, including child labor, down to the district

level.(17, 77, 84) The NCCS is a semi-autonomous government agency led by a presidential appointee and consists of 18 organizations, including members of the police, non-governmental organizations, private sector representatives, faith-based organizations, and representatives from various ministries.(84) There is also a National Steering Committee on Child Labor (NSCCL), chaired by the Ministry of Labor (MOL).(17, 84) The Committee is a multi-sectoral policy body composed of government departments, private employers, workers organizations, and civil society organizations. The NSCCL oversees efforts to eliminate child labor and it is represented in the NCCS.(17, 84)

Other entities participate in child labor coordination, including the MOL's Division of Child Labor and the District Child Labor Committees.(18, 77) The Division of Child Labor helps to coordinate efforts to implement the Employment Act and leads efforts to monitor action programs for the elimination of child labor at the district and community levels.(4, 17) It also manages an information resource center to improve the collection and dissemination of data on child labor throughout the country.(4) During the year, the Division of Child Labor held eight roundtable meetings with stakeholders to coordinate child labor activities.(27) Numerous reports indicate the Division of Child Labor lacks financial and ministerial support and is not adequately staffed.(13, 20, 85, 86) District Child Labor Committees serve as a coordination point for those involved in child labor efforts and are present in 30 districts.(17, 77) However, evidence suggests that the District Child Labor Committees rely heavily on volunteers, and as a result, their success varies depending on whether they can obtain funding and whether members regularly participate.(13, 17, 42, 85)

The Counter Trafficking in Persons Advisory Committee coordinates anti-trafficking efforts.(75-77) The Committee, led by the Ministry of Gender, Children and Social Development (MGCSD), 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.(75-77) The Committee monitors and reports on national anti-trafficking efforts, including policies, programs, evaluation, social assistance, data collection, and international cooperation.(75-77) However, the Counter Trafficking in Persons Act does not have a sufficient implementation structure in place to implement or enforce trafficking laws.(17, 87)

The MOL, in coordination with the MGCSD, enforces laws under the Employment Act and inspects businesses in the formal labor sector.(62, 84) During the reporting period, the MOL employed 95 labor inspectors and allocated \$117,647 to enforce labor laws, including those on child labor.(11, 27) However, reports suggest that the MOL lacks adequate personnel, facilities, transportation, and fuel to carry out its duties.(6, 11, 17, 27, 42, 86, 88-91) In addition, while labor inspectors may terminate an employment agreement between a child and an employer in any labor situation, inspectors do not have the ability to issue fines or penalties when they encounter a workplace violation.(64, 92) In 2012, the Government performed 120 child labor inspections. However, the number of complaints and investigations is unknown, due to the lack of data collection and reporting systems.(27)

The MGCSD, 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 the Child Act. The MGCSD employed 500 child labor officers.(11) The MGCSD also maintains volunteer officers to address child protection at the community level.(17) 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.(84) The MGCSD lacks the necessary resources, such as office facilities and transportation, to carry out their duties.(17, 93) During the reporting period, the MGCSD continued to implement a process for decentralization of service provision, as directed under Kenya's new Constitution.(87)

The MGCSD and Police exchange information through district child labor committees.(44) 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.(44) The Government also maintained Tourism Police to protect vulnerable groups, including children, from sex tourism.(94) The number of officers employed by the anti-trafficking unit is unknown.(17, 95) While the Government provided training for labor and law enforcement officials during the reporting period, the Government also notes that this training was not sufficient to meet the need.(11, 27)

In 2012, the Government of Kenya reports identification of at least 107 cases of child commercial sexual exploitation and an additional 413 cases of child trafficking, carrying out a number of arrests related to the worst forms of child labor, and 17 cases of child trafficking currently in the courts. However,

information indicates that there were no convictions during the year, and no additional information on enforcement statistics is available.(11, 55)

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 an instrument to prevent and address child labor in Kenya.(4, 96, 97) The 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, 98) 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. The Government has also drafted, but not adopted, the Child Labor Policy that also aims to eliminate child labor by 2015. The Policy will address discrepancies between the Employment Act and the Children's Act regarding protection of children engaged in work.(70, 92) The Government is also reportedly in the process of drafting district action plans to combat child labor in support of the National Action Plan.(17)

Child labor concerns are mainstreamed into Kenyan development agendas and key policy documents including the Vision 2030 Plan, the Medium Term Plan (2008-2012), the United Nations Development Assistance Framework (2009-2013), the Policy for Alternative Provision of Basic Education and Training (2009), and the Decent Work Program for Kenya (2007-2011).(4, 13, 42, 99-102) 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).(88, 103)

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

The MGCSD 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.(17, 19, 55, 104)

During the reporting period, the Kenyan Government continued to operate a national steering committee, chaired by the Ministry of Gender, Children and Social Development 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

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assistance with child labor and commercial sexual exploitation situations.(17, 43, 105) Over the past five years, the hotline has received over 1.4 million calls.(55) The Government of Kenya also has a system to refer child victims found during investigations to appropriate services.(17, 95) During the year, the Government participated in the USAID-funded project entitled Kenya's Yes Youth Can! (YYC!). The 3-year, \$45 million project is designed to empower youth and provide employment opportunities, including by establishing 15,000 youth-run village-level *bunges* (parliaments) and entrepreneurship programs.(106, 107)

The Government of Kenya 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 services.(13) The project will also provide 1,000 families with access to micro-credit, socio-economic programs, employment creation schemes, and skills development education.(13) During the year, the project published three youth employment surveys and implemented training events for ministry and law enforcement officials.(7-9, 27) The Government also continued to participate in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Kenya, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor.(108)

The Government of Kenya participated in a 4-year (ending in 2013), \$13.5 million project funded by the European community to combat child labor through education in 11 countries.(109) In addition, Kenya participated in a 5-year, \$23 million regional youth entrepreneurship project, aimed at contributing to decent work opportunities for youth by providing funding through grants for youth entrepreneurship ideas.(67)

The Government continued to implement a project in coordination with the World Bank to provide OVC with cash transfers.(11, 13, 110) The project allowed families of working children to meet their basic needs, including school costs.(44, 111) During the reporting period, the Government contributed \$51 million to the project, which represents a \$19 million increase over the previous reporting period.(11) Despite these efforts, reports indicate that support remains insufficient in areas with the highest levels of orphans.(17, 112)

The Government of Kenya continued to implement a Hunger Safety Net Program during the year, which provided food assistance to chronically food insecure beneficiaries, including many children. However, reports question the Program's effectiveness as many payment transfers were delayed.(112, 113) The Government also 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.(113, 114) During the reporting period, 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.(17, 87) However, 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 is not known, as no assessment has been conducted.

The Government also participated in UNICEF-funded activities estimated at over \$30 million for the reporting period, which included the provision of educational services to an estimated 84,000 children.(115) During the year, UNICEF, the Ministry of Tourism and Wildlife, and the World Tourism Organization also continued awareness-raising campaigns to combat child sex tourism.(6) However, the Government's efforts to protect children from commercial sexual exploitation have not been sufficient to address the magnitude of these problems.(13, 38, 104)

The Government 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.(116) 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.(117) The Government also continued to participate in an IOM-funded regional project to counter human trafficking.(118) In partnership with the Solidarity Center, the Government continued implementing a program to combat child trafficking in the tea, coffee, and sugar sectors. This project trained union stewards on trafficking issues and raised awareness about labor practices that promote child labor such as subcontracting and outsourcing.(17)

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 Training Act to ensure that protections laid out in the Employment Act apply to apprentices.	2010, 2011, 2012
	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, 2012
	Ensure all forms of child labor, including child labor in the informal sector, receive legal protection.	2011, 2012
	Enact the list of hazardous occupations for children.	2011, 2012
	Develop an implementation structure for the Counter Trafficking in Persons Act.	2011, 2012
	Amend the Penal Code to provide penalties for all forms of slavery, forced labor and servitude.	2010, 2011, 2012
	Take initial steps, including prioritizing resources for the education system, to raise compulsory education through the age of 15 in order to match the minimum age for work.	2009, 2010, 2011, 2012
	Define "light work" for children between the ages of 13 and 15.	2012
	Ensure children's right to free education as stipulated in the Children's Act and implement it.	2010, 2011, 2012
Coordination and Enforcement	Ensure the Child Labor Division has resources such as staff to carry out their responsibilities.	2010, 2011, 2012
	Strengthen the capacity of the MOL, the MGCSD, 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, 2012
	Implement measures to make assessing penalties and fines easier.	2010, 2011, 2012
	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, 2012
Policies	Strengthen national policies against the worst forms of child labor by enacting the National Child Labor Policy to provide implementation guidelines for the National Action Plan on Child Labor.	2009, 2010, 2011, 2012
	Take measures to ensure children are safe in school and have access to quality education.	2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Expand efforts to assist OVC and children engaged in commercial sexual exploitation, including by raising awareness among the tourist population.	2009, 2010, 2011, 2012
	Assess the impact that the School Meals Program, Wings to Fly Program, Hunger Safety Net Program, and OVC program have on reducing the worst forms of child labor.	2011, 2012
	Address issues of access to education by recruiting and training new teachers, expanding school infrastructure, and implementing birth registration campaigns.	2010, 2011, 2012

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In 2012, Kiribati made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Children, Young People, and Families Welfare System Policy, which prioritizes the protection of children from sexual exploitation and hazardous labor. The Government also engaged in initiatives to raise awareness about child protection issues, including commercial sexual exploitation of children, and the Kiribati Police Force partnered with the Ministry of Fisheries to monitor shorelines and intervene in cases involving girls engaged in commercial sexual exploitation aboard fishing vessels. However, Kiribati still faces legislative, enforcement, and programmatic gaps. The Government has not adopted a list of hazardous activities prohibited for children, and existing laws fail to fully protect children under 18 from all forms of commercial sexual exploitation. In addition, the Government did not directly or sufficiently address the exploitation of children engaged in commercial sexual exploitation through social programs. Children in Kiribati continue to be found in the worst forms of child labor, in particular in 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		112.0

Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 in commercial sexual exploitation. Girls as young as 14 are involved in commercial sexual exploitation both in establishments on land and aboard fishing vessels in Kiribati's waters. Crewmembers of foreign fishing vessels reportedly account for much of the demand for children in the commercial sex sector.(3-7)

There are reports of children working on the streets, but specific information on hazards is unknown.(5, 7)



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.(8, 9) Kiribati has not developed a list of hazardous work activities prohibited for children but is commencing the process of drafting one.(5, 10)

International Conventions and Selected Laws on Child Labor and Education

	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 Constitution, Penal Code, and Employment Ordinance proscribe all forms of forced labor.(7, 8, 11) Kiribati's 2005 Measures to Combat Terrorism and Transnational Organized Crime Act, as amended in 2008, defines and criminalizes trafficking in persons, with more severe penalties for offenses

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involving children.(6) 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.(11, 12) Although the Penal Code prohibits the use of children under 15 for illegal or immoral activities and outlaws pornography generally, it does not cover children ages 16 through 17 and lacks explicit prohibitions on child pornography and sex tourism.(5, 7)

A 2010 amendment to the foreign fishing license regulations holds ship captains accountable for unauthorized persons discovered on their vessels. The regulation has been used to protect women and girls from commercial sexual exploitation aboard foreign vessels.(6)

Two bills that would enhance child protection in Kiribati are currently being considered by Parliament. The Child, Young Persons, and Family Welfare Bill, which was endorsed by the Cabinet in late 2012, includes provisions to enhance protections and access to services for children in need of care, including those who have been harmed or are at risk of harm as a result of sexual exploitation or exploitative labor.(13) The Juvenile Bill addresses various forms of child exploitation, including commercial sexual exploitation and child labor. Neither bill was passed during the reporting period, but both are expected to be finalized and approved in 2013.(5, 14)

Kiribati has no regular military force.(15, 16)

The Education Ordinance makes schooling compulsory and free until age 15.(5, 17)

Institutional Mechanisms for Coordination and Enforcement

The Kiribati National Advisory Committee on Children (KNACC) comprises representatives from government agencies and NGOs. It is responsible for coordinating efforts to implement the Convention on the Rights of the Child, including with regard to the worst forms of child labor.(4, 5, 18) The Ministry of Internal and Social Affairs heads the multiagency committee.(5)

The Ministry of Labor and Human Resources Development (MOL) is responsible for enforcing labor laws, including those related to child labor.(3, 5) MOL does not have any dedicated labor inspectors. Instead, MOL's seven labor officers, six of whom are based in the capital city of Tarawa, are tasked with conducting inspections in addition to their other duties. The Ministry has suggested that the number of officers is insufficient to conduct inspections outside of Tarawa but

budget constraints prevent additional hiring.(3, 5) During the reporting period, MOL conducted inspections to look for violations, including those related to child labor.(5) However, information on the number of inspections conducted is not available. Further, the government does not keep records of child labor violations discovered, penalties and fines imposed for child labor violations, or the number of children assisted as a result of inspections.(5, 19)

The Kiribati Police Force (KPF) is responsible for enforcement of criminal laws related to the worst forms of child labor.(5) KPF has a specialized Domestic Violence and Sexual Offenses Unit, which is involved in cases of human trafficking and sexual exploitation of children.(5, 6) KPF partners with the Ministry of Fisheries to more rigorously monitor shorelines for unauthorized persons boarding fishing vessels and to intervene in cases involving girls engaged in commercial sexual exploitation.(6) However, information on the number of investigations, violations, and prosecutions related to the worst forms of child labor is not available.(5)

Government Policies on the Worst Forms of Child Labor

In April 2012, Kiribati adopted the Children, Young People, and Families Welfare System Policy.(20, 21) One of the policy's primary objectives is to implement services to prevent the abuse, violence, neglect, and exploitation of children and young people, including in the forms of sexual abuse and hazardous labor.(21) The policy also details the responsibilities of various Government agencies and of civil society in achieving a stronger welfare system. The Social Welfare Division of the Ministry of Internal and Social Affairs is responsible for implementing the policy.(21)

Kiribati is a signatory to the 2010 Beijing Declaration on South-South Cooperation for Child Rights in the Asia Pacific Region. The Declaration commits signatories to advancing efforts to protect children's rights, including with regard to child labor, child trafficking, and child pornography.(22)

The Kiribati Country Program Action Plan, developed with UNICEF Pacific, provides the basis for the regional Child Protection Program (2008-2012). A key goal of the Child Protection Program is to reduce all forms of child exploitation in the Pacific Islands through enhanced legal protections and access to justice, well-informed and coordinated social protection services, and safe and healthy home and community environments.(18, 23) The question of whether these policies have an impact on child labor, specifically commercial sexual exploitation, does not appear to have been addressed.

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

The Ministry of Internal and Social Affairs operates a 24-hour hotline for children to report violations, request information, or obtain access to services.(3, 5) The Ministry also produces a weekly radio program and conducts workshops with community and educational leaders to address child protection issues, including commercial sexual exploitation of children.(6, 14) In addition, the Government collaborates with UNICEF to run programs to increase children's awareness about human rights issues in Kiribati.(5, 19)

The Kiribati Education Improvement Program, which will run 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, 24, 25) However, the question of whether the Education Improvement Program has an impact on child labor does not appear to have been addressed.

Despite these efforts, the Government does not have programs that sufficiently address commercial sexual exploitation of children, especially programs that offer targeted services to victims. In addition, research has not found any evidence that the Government has conducted an in-depth study on any worst forms of child labor.(5)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Finalize and adopt the list of hazardous work activities.	2011, 2012
	Amend legislation to explicitly protect all children under 18 from child pornography and sex tourism.	2010, 2011, 2012
	Finalize and pass new child protection legislation.	2011, 2012
Coordination and Enforcement	Allocate sufficient resources to investigate and combat the worst forms of child labor.	2010, 2011, 2012
	Collect and make publicly available data on <ul style="list-style-type: none"> • labor inspections and resulting violations, penalties, fines, and children served • criminal investigations, violations, and prosecutions related to the worst forms of child labor 	2012
Policies	Assess the impact that existing policies may have on child labor, specifically in the form of commercial sexual exploitation.	2009, 2010, 2011, 2012
Social Programs	Assess the impact the Education Improvement Program may have on child labor.	2012
	Implement programs to sufficiently address commercial sexual exploitation of children, including programs that provide targeted services to victims.	2009, 2010, 2011, 2012
	Conduct 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, 2012

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In 2012, Kosovo made a moderate advancement in efforts to eliminate the worst forms of child labor. A new revised Criminal Code, which took effect in January 2013, imposes harsher penalties for trafficking in children and the creation of pornographic materials. The Government adopted a new protocol to combat cross-border trafficking in persons, including children. The Government also continued implementing its 2011-2016 Strategy and Action Plan for the Prevention and Elimination of Child Labor, including a consolidation of the Child Labor Monitoring System at municipal levels, and worked to enhance the capacity of Human Rights Units and youth groups to address child labor issues. The Anti-Trafficking Unit received training on child labor and developed a task force to increase identification of child beggars. However, despite these efforts, Kosovo continues to lack social programs to combat the worst forms of child labor. Children in Kosovo engage in the worst forms of child labor, including hazardous work in street work 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, 2013.(2)

All other data: Understanding Children's Work Project's analysis, 2013.(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 hazardous activities in agriculture.(3-6) Children working on the streets are engaged in selling merchandise and transporting goods.(3-8) Furthermore, children working on the streets may also engage in hazardous work such as lifting heavy loads, loading goods with hand-barrows.(8-10)

Children working in agriculture may be exposed to hazardous conditions, including working long hours of hard, physical labor in fields or cutting trees, operating agricultural machinery, spraying pesticides, harvesting and threshing, and working in slaughterhouses.(3, 8, 9)



Although information is limited, there are reports that children are also involved in hazardous work in the mining sector. They work underground in small tight spaces mining coal from simple surface level holes.(3, 6) Government officials reported exploitive child labor in the construction sector within the last twelve months.(6)

Kosovo is a source, transit, and destination country for children trafficked for commercial sexual exploitation and forced begging.(6, 11-14) Children are trafficked within Kosovo for the same purposes. Children in forced begging travel around the country to beg at markets in different cities.(6) Female children in Kosovo are particularly vulnerable to trafficking, as are children from the marginalized Roma, Ashkali, and Egyptian (RAE) communities due to the high incidence of poverty and low birth registration rates among these populations. Birth registration is required for children to obtain the documents needed to attend school.(15, 16) Lack of school attendance increases the vulnerability to being trafficked.(5, 15, 16)

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 night work, overtime work, and labor that takes place underground or underwater.(5, 6, 10) Article 22 of Kosovo's Constitution incorporates by reference the UN Convention on the Rights of the Child (CRC).(17, 18) However, because Kosovo is not a UN member

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country, it is not eligible to ratify any 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 work prohibited for children in agriculture, street work, mining, and work collecting dumped materials.(5, 9, 19) Specific protections for children involved in domestic service are lacking.

International Conventions and Selected Laws on Child Labor and Education

	C138, Minimum Age	NA
	C182, Worst Forms of Child Labor	NA
	CRC	NA
	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

During the reporting period, the Committee on the Prevention and Elimination of Child Labor (KCPECL) directed the Technical Working Group on Hazardous Child Labor (HCL) to revise the Administrative Instruction No. 2008/17 on HCL.(6) The Technical Working Group updated the HCL list with additions of new examples and areas of child labor. The Ministry of Labor and Social Welfare (MLSW) has submitted the revised version of the Administrative Instruction 2008/17 to the Prime Minister's Office for approval.(6)

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.(10, 18)

The newly revised Criminal Code took effect January 13, 2013.(14) Articles 169 and 171 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.(20) The new Criminal Code specifically identifies harsher penalties if the perpetrator involves children in trafficking, in the creation of pornographic materials, in the facilitation of prostitution, or if the perpetrator engages in recruiting, transporting, organizing, or providing space for such activities. In addition, holding people in slavery, slavery-like conditions, and forced labor are now criminal offenses punishable by 3 to 15 years in prison when the victim is a child.(20) Article 231 of the Criminal Code states that using or procuring the sexual services of a victim of trafficking under the age of 18 years is now a criminal offense punishable by imprisonment of 2 to 10 years.(20)

The minimum age for military service in the volunteer Kosovo Security Force is 18. (3, 21)

Article 47 of the Constitution of the Republic of Kosovo guarantees a right to education.(18) Education is free and compulsory for children between ages 6 and 15.(22) However, families in the marginalized RAE ethnic groups report that their inadequate means prevent them from purchasing school materials and clothing, creating an obstacle to the successful education of their children.(15) RAE children have lower enrollment rates and higher dropout rates than the national average. The problem is further complicated by ethnic divisions and different educational systems for Kosovo Albanian and Kosovo Serb populations, in which RAE children attend classes in the language of the majority community in which they live.(23) The Kosovo curriculum is translated into four languages. Classes in the primary, secondary and university levels of education in Kosovo are offered in Albanian, Serbian, Bosnian, and Turkish. In 2013, the Ministry published the first Romani language alphabet to be used in Romani language classes in primary schools Kosovo-wide.(24) However, lack of education in the Roma languages and the small number of teachers coming from the RAE communities contribute to the low enrollment rates and higher dropout rates.(4, 15, 23, 25, 26) The majority populations are served by their own language curriculum, while minority populations may face language, social, and socio-economic barriers to inclusion in public education.(15, 23, 25)

Institutional Mechanisms for Coordination and Enforcement

The KCPECL is Kosovo's coordinating mechanism on child labor. During the reporting period, it directed the Technical Working Group on HCL to update the HCL list.(6)

The Government is making progress in establishing the Child Labor Monitoring System (CLMS) at the municipal level across Kosovo by enhancing the capacity of Child Labor and Human Rights Units within each municipal government and developing standard operating procedures for dealing with cases of the worst forms of child labor.(6, 9, 26) The CLMS is still relatively new and has yet to reach full operational capacity in addressing child labor.(6)

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 working group met monthly and the sub-working groups addressing prevention, protection, prosecution, and trafficking of children also met regularly.(13)

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.(6, 9, 26) The Labor Inspectorate within MLSW investigates cases of child labor among children ages 15 to 18, while the Department of Social Welfare oversees cases in which children are under age 15.(6) Labor inspectors from MLSW and, to a narrower degree, the Kosovo Police Directorate of Trafficking in Human Being Investigation Unit (Anti-Trafficking Unit) are responsible for enforcing labor laws, including those related to the worst forms of child labor.(6, 27) Reports indicate that the MLSW inspectorate suffers a shortage of funding and institutional capacity.(6, 27) There are 48 labor inspectors who enforce all labor-related regulations. Government and non-governmental stakeholders alike stated that the workforce is inadequate for the task.(6) The ILO held legislative training in 2012 for all Kosovo officials involved in combating child labor, including some labor inspectors.(24) 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 future data collection is reportedly planned.(3, 27)

During 2012, the Labor Inspectorate conducted a total of 7,074 inspections, which included child labor inspections. Government officials report that there are insufficient personnel to adequately cover their regions of responsibility.(6) The Labor Inspectorate found four violations regarding the working conditions of children ages 15 to 18 working in the formal sector.(6) The Municipal Committees on Prevention and Elimination of Child Labor found a total of 168 children working in hazardous or forced labor in the informal sector.(6)

Local NGOs report that the problem of child labor is much higher in the informal sector than the formal sector.(6) The Government noted a lack of statistics as one of the major barriers to assessing the scope of child labor and the impact of government and other assistance.(6)

The Anti-Trafficking Unit is required to investigate and combat trafficking. The unit had 53 investigators in 2012, an increase from 34 in 2011. The Kosovo Police report this to be an adequate number.(6) In 2012, the Anti-Trafficking Unit investigators identified 12 child victims of trafficking for the purpose of commercial sexual exploitation and initiated cases for each victim.(6, 14) All victims were removed and assisted.(6)

In 2012, the Anti-Trafficking Unit organized an operational plan with Terre des Hommes to identify child beggars, and it established a police task force for that purpose. This task force identified 118 child beggars on the streets of the main cities in Kosovo.(6) Criminal charges were brought against three offenders for the forced begging of four child victims.(14)

In 2012, Anti-Trafficking Unit investigators received two training sessions directly related to the worst forms of child labor. Training topics included forced labor, workplace investigation, identification of victims, and investigation of trafficking in persons for the purpose of forced labor.(6) The Unit also participated in three additional training sessions that were indirectly related to the worst forms of child labor.(6)

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.(7, 11, 28) There is evidence that the Kosovo justice system often does not correctly apply the legal framework regulating the crime of trafficking, which hinders effective prosecutions. The OSCE noted that trafficking incidents are often characterized as an offense less severe than that of trafficking, which results in lighter penalties for perpetrators.(13, 29)

Under regulations issued by the Ministry of Education, Science, and Technology, education inspectors from the Ministry are responsible for ensuring that students have an appropriate balance of school and work hours.(30) The Child Labor Units under MLSW also promote school attendance through Local Action Committees (LACs) on the CLMS. Over the past few years LACs were established in all municipalities in Kosovo to coordinate CLMS activities at the local level.(31)

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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.(26)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government continued implementing the 2010-2016 National Strategy and Action Plan for the Prevention and Elimination of Child Labor in Kosovo.(3, 26) Actions taken in 2012 included the draft revision of the hazardous child labor list, enhancement of the capacity of Human Rights Units and youth groups to address child labor issues at central and municipal levels, consolidation of the CLMS system at the municipal level, and mobilization and support for trade unions and employers in complementing the efforts of public institutions for implementation of the plan.(6) The action plan's first report is expected early in 2013.(6) The 2009-2013 Strategy and National Action Plan on the Rights of Children explicitly references eliminating the worst forms of child labor.(8)

The National Strategy and Action Plan against Trafficking in Human Beings 2011-2014, the country's second antitrafficking plan, specifically addresses the need for the protection of children.(12, 32) The plan focuses on prevention, protection, prosecution, policy, and coordination of trafficking issues.(12, 32) The National Anti-Trafficking Coordinator led a complete review of the National Strategy and Action Plan against Trafficking in Human Beings, as well as revision of Standard Operating Procedures. The Procedures were aligned with the new Criminal Code and Criminal Procedure Code and focused on achievable objectives and activities.(14)

In 2011 OSCE and Terre de Hommes facilitated a meeting between Kosovo and Albanian officials to discuss enhanced cross-border cooperation against trafficking.(33) The meeting led to the adoption by both governments of the "Additional Protocol to Intensify Cooperation in Combating Trafficking in Human Beings Across Borders and on the Enhanced Identification, Notification, Referral and Assisted Return of Victims and Suspected Victims of Trafficking, including Children." The protocol was entered into force on June 12, 2012.(33) Similar agreements are underway with Macedonia and Montenegro.(6, 14)

Social Programs to Eliminate or Prevent 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 MLSW also offers assistance to 155,000 people in 35,000 families; out of these 155,000 people, 50% or 74,000 are children.(6) Despite their high poverty levels, the RAE communities benefit less from these schemes due to low rates of birth registration, which is required for participation.(15, 16)

The Government allocated approximately \$4.7 million to the Social Assistance Schemes for 2012.(3, 34) One study estimates that about 13 percent of all children receive some form of assistance, but given widespread poverty in Kosovo, only about 23 percent of the poor receive social assistance.(17, 35) Some research suggests that linking social assistance provided to families with children to school attendance may improve attendance among poor families in Kosovo.(17, 36)

The Ministry of Education provides free school meals for children up to age 15 and free text books up through fifth grade.(6) The European Union is collaborating with the Government to address lack of access to educational opportunities among the poorest communities by building schools, improving teacher education, training teachers, and working to provide a standardized curriculum for all.(37) USAID's Kosovo Strategic Plan (2010-2014) includes a targeted focus on youth, basic education, development of employment opportunities, and private sector growth initiatives.(38)

Despite these efforts, the Government does not appear to have programs that specifically address the worst forms of child labor in Kosovo. 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 Actions	Year(s) Action Recommended
Laws and Regulations	Include legal protections for child domestic workers.	2011, 2012
	Remove barriers that prevent poor families from minority communities from accessing education through assistance with costs, and fully implement multi-lingual curriculums and educational outreach programs to promote integrated schooling.	2011, 2012
Coordination and Enforcement	Improve the resources and capacity of authorities to target and investigate trafficking crimes and cases of child labor.	2009, 2010, 2011, 2012
	Correctly apply the legal framework regulating the crime of trafficking to increase prosecutions.	2012
	Conduct a National Child Labor Survey to provide statistical information to address child labor.	2012
	Collect and publish information on labor inspections and other enforcement efforts to combat the worst forms of child labor.	2009, 2010, 2011, 2012
Social Programs	Establish programs to specifically address child labor issues.	2011, 2012
	Increase birth registrations among minority communities to improve enrollment in education, social assistance, and healthcare programs.	2011, 2012
	Consider linking social assistance paid to families with children of school age to school attendance.	2011, 2012
	Assess the impact that existing programs may have on child labor.	2011, 2012

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In 2012, the Kyrgyz Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a new version of the Code on Children, which will create local-level Family and Child Support Units that could improve the early detection and support of vulnerable children. The Government also participated in the piloting of a Child Labor Monitoring System (CLMS) in three regions and the establishment of a Child Labor Free Zone in the Chuy region. In addition, the Government established a child labor information center, a child labor rehabilitation center, and participated in the development of an education curriculum for a “catch-up” program for children who were out of school for an extended period or dropped out before reaching the secondary school level. However, interagency coordination on child labor was poor and no data were available on the number of child labor or child trafficking investigations or prosecutions during the reporting period. Children continue to work in the worst forms of child labor, particularly in dangerous agricultural work in cotton and tobacco cultivation.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.5 (48,305)
Attending School	5-14 yrs.	84.0
Combining Work and School	7-14 yrs.	4.8
Primary Completion Rate		95.8

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(2)

All other data: Understanding Children's Work Project's analysis of statistics from UNICEF MICS, 2006.(1)

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 under dangerous conditions in agriculture. Children work in cotton and tobacco cultivation. Although the extent of the problem is unknown, there are reports that children are also found working in rice cultivation.(3-6) NGOs report that some schools cancelled classes in the fall to allow children to stay home to pick cotton. Evidence suggests that a limited number of other schools required children to harvest tobacco on school grounds.(3, 4, 7, 8) Children working in agriculture may



use dangerous tools, carry heavy loads, and apply harmful pesticides.(9, 10)

Although information is limited, there are reports that children are also found working in other sectors, including coal mining, brick making, and construction. Children working in these sectors often carry heavy loads, and children in coal mines work in confined spaces underground.(3, 7, 8, 11) Children are also reportedly 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.(12) Street children reportedly engage in forced begging. These children may also be subjected to commercial sexual exploitation.(13)

Children are trafficked internally for forced labor, commercial sexual exploitation, and the sale and distribution of illegal drugs.(6, 14) Children are also trafficked to Russia for forced labor.(15) Children involved in commercial sexual exploitation in the Kyrgyz Republic are often stigmatized and may be tried and placed in detention.(16)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 16, although children may work at age 14 with the permission of a parent or guardian. The minimum age for hazardous work is 18.(14)

The Labor Code prohibits harmful and dangerous work, underground work, forced work and work which might harm the health and moral development of children under the age of 18.(17, 18) Pursuant to the Labor Code, Decree No. 239 lays out a detailed list of hazardous work prohibited for children under the age of 18, including the use of pesticides and manufacture of tobacco. Decree No. 548 enumerates specific weight limits permissible for children of legal working age in occupations that require them to carry loads.(6, 17) In June of the reporting period, the Government organized a roundtable for stakeholders to review the hazardous list. A revised draft has been submitted to the Ministry of Social Development and is currently under consideration. (19)

Kyrgyz Republic

International Conventions and Selected Laws on Child Labor and Education

	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 May 2012, the President signed an amendment to the Family Code, which provides grounds for the termination of parents' or legal guardians' rights if they are found involving their children in the worst forms of child labor.(20, 21) In July, the President also signed into law a new version of the Code on Children, which lays out protections for children in difficult situations and specifically includes children working in the worst forms of child labor.(20, 22)

The Criminal Code prohibits adults from involving minors in criminal activity, forced prostitution, slavery, and armed conflicts.(6, 17) It is unclear whether the Criminal Code prohibits adults from using children for drug trafficking or other illicit activities.(23) The 2005 Prevention and Combating Trafficking in Persons law criminalizes trafficking for the purposes of sexual exploitation and forced labor.(24) It also provides protection and assistance to trafficking victims, including child trafficking victims. In particular, the law requires that child protection service agencies are immediately informed when the victim is a minor.(25)

The minimum age for military recruitment is 18.(26)

Education is free and compulsory for nine years, roughly equivalent to age 16, depending on the age at which a child starts school.(27, 28) However, during the reporting period, children had to pay burdensome school administrative fees because of Government resource constraints.(29, 30) There is

limited evidence that children with disabilities are denied entry to schools.(29) Refugees, migrants, and noncitizens also have limited access to education because of the country's system of residence registration.(29)

The law states that children cannot be removed from school to work during agricultural harvest periods. However, an exception to the law allows school principals to 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.(31, 32) The Ministry of Education stated that no such requests were received during the reporting period.(31, 32)

Institutional Mechanisms for Coordination and Enforcement

During the reporting period, the role of the Coordination Council on Child Labor was reassigned to the newly established Coordination Council on the Implementation of the Social Protection Development Strategy (SPDS) for 2012-2014. The Council was responsible for developing policies to eliminate child labor, coordinating the efforts of key stakeholders, and providing recommendations to harmonize national legislation on child labor with international standards.(20) Also during the reporting period, the Government participated in the ILO-IPEC-implemented mapping of legislation and policies, such as action plans and state/national programs on child labor and youth employment. Once approved, the report will provide a foundation for future coordination and collaboration between the government and its partners on these issues.(20) The Ministry of Foreign Affairs coordinates efforts against trafficking in persons.(4)

The Ministry of Internal Affairs' Inspectorate for Minors' Affairs, the State Inspectorate on Ecological and Technical Safety, the Prosecutor General's Office and regional State District Administration each have responsibility to enforce child labor laws. However, these agencies do not adequately coordinate their efforts.(31, 33). The State Inspectorate has 23 inspectors charged with investigating all labor issues, including those dealing with child labor violations. This number of inspectors is inadequate to ensure appropriate enforcement of laws against child labor, and the Inspectorate reports that there were no inspections specifically targeted at sectors with child labor due to the limited number of inspectors.(4) In addition, there was no training for inspectors on child labor in 2012. The exact number of inspections conducted during the reporting period and the number of child laborers identified through inspections is unavailable.(4, 33) It is unclear whether follow-up services were provided to children identified through this process.

The Prosecutor General's Office enforces laws against child trafficking. The number of inspectors in the Prosecutor General's Office during the reporting period is not available, nor is any information on the number of child labor or child trafficking cases investigated or prosecuted in 2012.(32, 33) In addition, no information was available on the number of children identified through this process or on whether follow-up services were provided to the children identified.

Government Policies on the Worst Forms of Child Labor

The SPDS for 2012-2014 and its supplement, the National Action Plan (NAP) of 2012-2014, encompass all child labor issues in the Kyrgyz Republic. Child laborers fall under a specific category, called "Children and Families in Difficult Conditions."(4, 16, 34, 35) In April 2012, the Ministry of Social Development adopted a Roadmap for the implementation of SPDS and NAP.(35) The drafting of a National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2013-2016 was postponed until 2013; delays occurred because of the unclear status of the Coordination Council and staff changes at the Ministry of Social Development.(20)

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.(36, 37) During the reporting period, the draft National Action Plan against Human Trafficking for 2012-2015 became the Government Program Against Human Trafficking for 2013-2016.(20, 38) The final draft was agreed upon by the line ministries and was submitted to the Government for consideration in November 2012.(20)

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

During the reporting period, the Ministry of Social Development established a child labor information center in the Chuy region and a child labor rehabilitation center in Dordoi.(35) The Ministry of Internal Affairs also continued to maintain a rehabilitation center for street children in Bishkek. However, the center remained in poor condition, and lacked a sufficient amount of food, clothes, and medicine.(29)

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.(39) Under one component of this project, the Ministry of Social Development, with technical support from the ILO, piloted

a Child Labor Monitoring System (CLMS) in Bishkek, Issyk-Kul, and Chuy. 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.(20, 23) During the pilot period, 152 children were withdrawn or prevented from hazardous child labor in the agriculture and informal labor sectors.(20)

In a second component of the project, the Government, with technical support from the ILO, participated in the establishment of a Child Labor Free Zone in the Chuy region. During 2012, this project withdrew and prevented 140 children from the worst forms of child labor in the agriculture and informal labor sectors through the provision of comprehensive educational services.(20)

Under a third component, the project supported 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 Kyrgyz Republic.(35, 40) In addition, the project conducts awareness raising activities and provides direct services to child laborers and their families. The project assisted with the review of the list of hazardous work prohibited to children under the age of 18.(39)

The Government continued to participate in the One UN Program in Kyrgyz Republic, in collaboration with ILO-IPEC and USAID. During the reporting period, the project developed an education curriculum for a "catch-up" program for children who had been out of school for an extended period or had dropped out before reaching the secondary school level.(20) The project also trained teachers to use the curriculum, mainstreamed the issue of child labor into education sector plans regionally, and raised the awareness of the public on the issue.(20, 40) This program was implemented in migrant settlements around Bishkek to assist 2,500 children to return to school.(41) The program was extended to the end of 2013.(20)

The third phase of a project funded by the Elimination of Child Labor in Tobacco Growing Foundation ended in December 2012. The project provided conditional loans to tobacco farmers, organized support groups and holiday camps for children, and developed district advisory committees to address the causes of children entering hazardous labor on tobacco farms.(19) A fourth phase was approved during the reporting period and will be implemented between 2013-2015.(19)

Kyrgyz Republic

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, 2012
	Enforce laws on free education and ensure school administrators and teachers do not charge school fees.	2009, 2010, 2011, 2012
Coordination and Enforcement	Ensure increased coordination among government agencies on child labor.	2012
	Ensure an adequate number of labor inspectors, and that these inspectors receive training on child labor.	2012
	Make information on the number of labor inspections conducted and penalties assessed for child labor violations publicly available.	2009, 2010, 2011, 2012
	Make information on the services provided to victims of child labor and trafficking publicly available.	2011, 2012
	Make information on the number of inspectors in the Prosecutor General's Office and the number of child trafficking cases investigated or prosecuted publicly available.	2011, 2012
	Ensure that child victims of sexual exploitation are treated as victims rather than as criminals.	2012
Social Programs	Ensure that children working on the streets vulnerable to forced begging or commercial sexual exploitation receive access to education, medicine and other services.	2012

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Lebanon

In 2012, Lebanon made a moderate advancement in its efforts to eliminate the worst forms of child labor. In addition to approving a list of hazardous labor activities for children over the reporting period, the Government reconvened its National Steering Committee on Child Labor and approved the National Protection Strategy to Combat and Protect Children from Child Abuse. However, the Government has yet to approve labor law provisions that would protect children working in the informal sector, and enforcement agencies lack resources and do not maintain enforcement data. Children continue to engage in the worst forms of child labor including 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 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 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) Although the extent of the problem is unknown, children are also found picking olives and citrus fruit.(8) Children working in agriculture may use dangerous 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 vend goods in markets, wash car windshields, pick through trash, and beg on the streets.(10-13) 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 members, and acquaintances.(14, 15) A study found that boys working on the street are at high risk of sexual exploitation by peers and men.(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.(12, 13, 15-19)

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, 13)

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) Girls may be tricked into fake marriages and then forced into commercial exploitation and other illegal activities.(15, 20)

There are reports that children have been used in armed conflict, especially in North Lebanon and in Beirut.(21) In most Palestinian refugee camps, children were not reportedly

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 15 to 17, employed as guards at internal checkpoints or at building entrances.(22)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 14.(4, 23, 24) Children between ages 14 to 18 may work if they receive a medical certificate asserting their fitness to do the type of job for which they have been recruited.(10) The Labor Code provides basic protections to children, such as limiting the work day to a maximum of 6 hours per day with 1 hour of rest after every 4 hours worked.

International Conventions and Selected Laws on Child Labor and Education

	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

The Labor Code includes a list of industrial, arduous and unhealthy work prohibited for children under age 16.(4, 10, 23, 24) In 2012, the Cabinet approved a list of hazardous occupations and activities which includes domestic work and hazardous agricultural work on family farms.(13, 25) The list differentiates work prohibited for children under 18 and activities allowable for children under 16 if proper training and protection has occurred.(13, 25) Draft child labor provisions to the Labor Code have been pending cabinet approval and parliamentary ratification since 2008.(13) These provisions

would help protect children working in the informal sector as they would give labor inspectors the authority to inspect the informal sector. Additionally, they would raise the minimum age of work to 15.(7, 8, 13, 26, 27) Until these provisions are finalized, children may continue to be exposed to hazards as labor inspectors lack access to the informal sector.

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, 13, 28)

Lebanese law is not consistent in its treatment of children working as beggars. In the Penal Code, child begging is criminalized.(16) 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)

Law 164 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, 29, 30)

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.(31)

Education in Lebanon is free and compulsory by law for most residents of the country until age 12, but barriers still exist.(32) Education related costs such as transportation, books, and uniforms have prevented some families from enrolling their children into school.(33, 34) Additionally, the law denies free education to children born to foreign national fathers, regardless of the mother's nationality with an exception made for Syrian refugee children.(13) Further, children older than age 12 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.(13)

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

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legislation on child labor, and coordinating with other governmental agencies, civil society, and international organizations to gradually eliminate child labor.(7, 14, 35) The CLU also coordinates with the Ministry of Social Affairs (MOA) in the referral of children to protective institutions such as shelters.(14) A national steering committee on child labor is an inter-ministerial body responsible for implementing MOA's national strategy to combat child labor and draft child labor-related amendments to the Labor law.(13, 36) During the reporting period, the committee was revitalized and met several times after years of inactivity. They are currently drafting a national action plan to combat the worst forms of child labor by 2016 and are finalizing the national awareness strategy against the worst forms of child labor.(13) Since May 2012, they have revised their terms of reference and have provided three child labor-related trainings.(13) The Higher Council for Childhood (HCC), which is led by MOA, oversees the implementation of child rights policies, including combating child labor.(12) No information was available on how the CLU, the steering committee, and the HCC coordinate efforts on this issue.

The MOA is responsible for enforcing child labor laws through workplace inspections.(4) The MOA has approximately 25 inspectors who conduct child labor inspections.(13) The MOA maintains that the number of inspectors is inadequate to address the scope of the problem.(13) During the reporting period, the ILO trained MOA inspectors on investigating child labor issues.(13)

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.(13, 37) 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.(37)

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.(13) MOA estimates that approximately 4,000 to 5,000 children were removed from hazardous work by municipalities and local NGOs during the reporting period.(13)

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, 13) From January to June 2012, five

investigations concerning commercial sexual exploitation and child trafficking were conducted.(13) 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.(13, 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) During the reporting period, UPEL provided training to ISF officials on how to deal with cases of child trafficking.(13) An additional 1,926 ISF officials received training on human trafficking prevention during the reporting period.(38)

Government Policies on the Worst Forms of Child Labor

In 2012, MOA continued to implement its National Social Development Strategy, which lays out a plan for the establishment of a comprehensive social, health, and educational program.(13, 39) The strategy, includes the protection of working children and the implementation of HCC's strategy to address the needs of street children.(40)

During the reporting period, the National Protection Strategy to Combat and Protect Children from Child Abuse was approved by the Government. The strategy includes protections for child laborers and street children.(13)

In 2012, the Government launched a draft National Action Plan for Human Rights. The plan consists of proposed legislative and executive procedures in 21 human rights topics, including children's rights.(13) The Action Plan recommends cooperation between all relevant authorities to ban child labor.(41) The Action Plan must be approved by Parliament before it can be implemented.(41)

The Education Sector Development Plan focuses on expanding early childhood education, achieving higher rates of retention and achievement, and improving the quality of teachers.(42) The question of whether this plan has an impact on child labor does not appear to have been studied.

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

During 2012, the Government began to participate in a European Union funded program that supports the implementation of the Education Sector Development

Plan.(13) The program focuses on improving retention and educational achievement in areas with high drop-out rates.(13)

The HCC, with government and UN funding, is leading a project to identify gaps in the child protection legal framework.(13) 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.(13)

NGOs and UN agencies are the main providers of children's social protection services, chiefly for child victims of trafficking.(15, 43) 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 results in some children being placed in juvenile detention centers.(15) The lack of shelters and

resources to effectively handle child labor and trafficking cases puts children at a heightened risk for further exploitation.(15)

During the reporting period, MOSA continued to implement a national poverty alleviation program funded by the Government, the Italian Foreign Ministry, the World Bank, and the Canadian Embassy.(13) The program targets 74,000 families living below the poverty line and provides them with a variety of services including school waivers for children that preclude them from having to pay government school tuition and book fees. It is too early to determine what impact this poverty alleviation plan will have on child labor.(13)

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, 13) 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)

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 provisions to give labor inspectors the authority to inspect the informal sector and raise the minimum age of work to 15.	2009, 2010, 2011, 2012
	Amend Penal Code articles that criminalize child beggars to ensure their protection.	2011, 2012
	Ensure that children whose mothers are Lebanese nationals have the right to free education.	2010, 2011, 2012
	Adopt the pending legislation for raising the compulsory age of education from 12 to 15.	2010, 2011, 2012
Coordination and Enforcement	Increase the number of labor inspectors.	2011, 2012
	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, 2012
Policies	Assess the impact that the Education Sector Development Plan has had on addressing child labor.	2010, 2011, 2012
	Approve the draft National Action Plan for Human Rights.	2012
Social Programs	Increase the number of shelters for children involved in the worst forms of child labor and child trafficking victims.	2010, 2011, 2012

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In 2012, Lesotho made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established a Children's Court to enforce all criminal laws protecting children against child labor, child trafficking, commercial sexual exploitation, and the use of children in illicit activities. The Government also expanded its Children's Grant program to include a tiered support system to households with more children. However, gaps in the law leave children working in domestic service, street vending, and most types of agriculture unprotected from labor violations. Children continue to be engaged in the worst forms of child labor, including in dangerous cattle herding and 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		69.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 cattle herding and domestic service. Cattle 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, and are at risk of being attacked by armed thieves because they work in isolation.(3) Children herding cattle also may suffer injuries such as being bitten, butted, gored, or trampled by animals.(5, 6) According to Lesotho's 2008 labor survey, an estimated 66.0 percent of working children ages 6 to 14 in Lesotho are engaged in farming.(7, 8) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(9, 10)

Children, mostly girls, are commonly employed as domestic servants.(3, 4) These children work long hours, sometimes up to 16 hours a day.(4, 7) They also may be required to perform strenuous tasks, may lack sufficient food or shelter, and may



be susceptible to sexual abuse because they are isolated in private homes.(10)

Children also engage in informal street vending during which they work long hours, generally without breaks, up to 7 days a week.(3) These children work in severe weather and are used by criminals to engage in illicit activities, such as theft.(3, 4)

Commercial sexual exploitation among both boys and girls is a problem in Lesotho. Many of these children are HIV/AIDS orphans; driven by poverty, they migrate to urban areas to engage in prostitution for survival.(4) Children are reportedly trafficked from Lesotho to South Africa for commercial sexual exploitation and domestic service.(4, 11)

With an HIV/AIDS rate of 23.3 percent, Lesotho has the third-highest rate of HIV prevalence in the world.(12, 13) The HIV/AIDS pandemic has resulted in 140,000 orphaned children as of 2011.(13) Orphans and vulnerable children (OVC), especially girls, often become primary caregivers for other family members and act as heads of households.(14)

Laws and Regulations on the Worst Forms of Child Labor

According to the Labor Code and the Children's Protection and Welfare Act (CPWA), 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.(15, 16) Light work may not cause harm to the health or development of a child and should not affect a child's ability to attend and to benefit from school.(16) The Labor Code and the CPWA prohibit the employment of children at night and in work that is likely to jeopardize their health, safety, and morals.(15, 16)

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The CPWA defines hazardous work for children as mining and quarrying, portering, cattle herding, tobacco production, commercial sexual exploitation, work in bars and hotels, work in manufacturing where chemicals are produced or used, and work with dangerous machines.(4, 16) The law does not extend protections against hazardous labor to children employed in domestic service, street vending, and most types of agriculture.(17, 18) Although there are maximum penalties for violations of the CPWA, the Act does not set minimum punishments for employing underage children or exploiting children in night work, industrial undertakings, or hazardous work for first-time offenders.(16)

International Conventions and Selected Laws on Child Labor and Education

	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	13
	Free Public Education	Yes

While Lesotho's Education Act of 2010 makes primary education free and compulsory from age 6, the age to which it is compulsory is not clear.(3, 19, 20) This decreases the likelihood of children attending school and may increase their vulnerability to exploitation.

The Constitution prohibits forced labor.(21) Lesotho's Anti-Trafficking in Persons Act of 2011 prohibits trafficking of all citizens, including children, for both sexual and labor exploitation.(22) The Anti-Trafficking in Persons Act of 2011 provides for a maximum penalty of life imprisonment for child trafficking.(7) 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.(3)

Military service in Lesotho is voluntary, and the minimum age for conscription is 18.(23) No legislation prohibits the use of children for illicit activities, such as the distribution and production of drugs. The ILO Committee of Experts recommends that amendments to the Labor Code prohibiting the use, procurement, or offering of children in illicit activities, principally the production or trafficking of drugs, that have been pending since 2006, be ratified.(24)

Institutional Mechanisms for Coordination and Enforcement

In 2012, the Government of Lesotho renamed its multisectoral Program Advisory Committee on Child Labor to the National Task Team on child labor (NTT). The NTT still oversees the coordination of child labor programs at the national level.(3, 4) The NTT 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.(3, 4) The Child Labor Unit within the MOLE is responsible for leading the NTT.(4) There is no evidence of the NTT functioning during the reporting period.(4)

The Multi-Sectoral Committee on Combating Trafficking in Persons (MSC) is the Government of Lesotho's lead agency on trafficking in persons, including children, and is responsible for providing recommendations on legislations and policies to prevent trafficking. Chaired by the Ministry of Home Affairs, the MSC also has representations from the MOLE, the Child and Gender Protection Unit (CGPU) and the Ministries of Foreign Affairs; Gender, Youth, Sports and Recreation; Health and Social Welfare; Law and Constitutional Affairs; Justice and Human Rights; and Education and Training, among others.(17, 25) While the MSC is tasked with drafting a National Plan of Action to Combat Trafficking and National Referral Guidelines for the Victims of Trafficking, these were not completed in 2012.(25) During the reporting period, World Vision assisted the MSC in drafting the referral guidelines, but the document remains under revision.(25) The MSC is also responsible for coordinating with stakeholders to conduct research on the extent of trafficking in Lesotho, conducting public awareness campaigns, identifying training needs of law enforcement, and ensuring the adequate protection, return, and reintegration of trafficking victims.(17) The MSC held two meetings in 2012.(25)

The MOLE and the CGPU of the national police are responsible for enforcing child labor laws and investigating child labor violations.(4) The MOLE has approximately 40 inspectors. These inspectors verified compliance with child labor laws during general labor inspections within the formal sector. The Government, UNICEF, and NGOs indicated that the number of inspectors was inadequate.(4) The MOLE and the CGPU also reported having inadequate resources, including insufficient transportation and fuel, to investigate child labor violations.(4). While the ILO organized a training on child labor for labor inspectors during the reporting period, the MOLE reported it to be inadequate because it did not provide practical skills for inspections in the informal sector.(4) While the Government of Lesotho does not have a referral system for children identified during inspections, the CGPU reported that child victims are referred to appropriate NGO-supported social services.(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. The Public Prosecutor's Office is responsible for prosecuting offenders of child labor-related laws.(4, 26) CGPU investigations are funded under the general operation budget of the national police; 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)

The Government of Lesotho could not provide statistics on the overall number of investigations, prosecutions, and convictions of child labor and trafficking laws for the reporting period. In 2012, the MOLE carried out 1,200 labor inspections, an increase from 1,000 inspections in 2011. These inspections were mostly in the formal sector, although child labor is most prevalent in the informal sector.(3, 4) In 2012, the CGPU investigated 171 cases involving children, but could not determine how many of the investigated cases involved child labor.(4) One trafficking case concerning a minor was prosecuted.(4) If child trafficking victims were found, they were generally placed with the Lesotho Child Counseling Unit, a local charity that specializes in rehabilitating abused children.(25) No children were withdrawn from trafficking during the reporting period. The labor inspectorate and national police anecdotally reported identifying one child labor case involving a 14-year-old girl working as a domestic worker. When they attempted to remove the child from the home and reunite her with her family, the child refused. There is no evidence of a final resolution during the reporting period.(4, 25)

The Government of Lesotho established a Children's Court in 2012 to be responsible for the enforcement of all criminal laws to protect children, including laws against forced labor, child trafficking, commercial sexual exploitation, and use of children in illicit activities. The Court did not hear any child labor cases during the reporting period.(4).

Government Policies on the Worst Forms of Child Labor

The Government of Lesotho does not have a functioning policy framework specifically for the elimination of the worst forms of child labor. The Government established a National Action Plan for the Elimination of Child Labor (APEC) in 2008 but could not begin implementation because the APEC had not received cabinet approval.(3, 4) The APEC was revised in 2011 so that it would not need such approval or an independent budget.(3) During the reporting period, the Government conducted a needs assessment of APEC implementing agencies to assess their readiness and the assistance they would need to implement APEC effectively and to determine the most appropriate way forward for implementation.(4)

The Government of Lesotho continues to implement its Education Sector Strategy Plan 2005-2015. The plan calls for improving access, equity, and quality of education. As part of this plan, the Government enacted the Education Act of 2010.(27) Lesotho's education policy also aims to eliminate school fees across the country through a phased approach and to provide school meals to vulnerable children.(3, 28) Effective January 2012, school fees were lowered in all public secondary schools. These advancements in the education policy are likely to increase school enrollment and may decrease child labor.(3) However, no assessment has been made on the impact of the Government of Lesotho's education policies on child labor.(4)

The Government's National Policy on Orphans and Vulnerable Children notes that OVC are exposed to child labor, safeguards the rights of OVC to an education, and calls for child labor prevention and vocational training programs.(14, 29) Through its National AIDS Commission, the Government of Lesotho also developed the HIV/AIDS Strategic Plan 2010-2012 for the herd boys' community. This Plan calls for access to education and HIV/AIDS awareness raising for herders.(30) Although herd boys are no more affected by HIV/AIDS than the rest of the Lesotho population, this Plan is directed at the herd boys' community, because they are considered especially vulnerable due to their poverty, level of education, and geographical inaccessibility. Many Basotho boys raised as herders do not receive formal education and are illiterate, which prevents them from being able to read the materials published on HIV/AIDS issues.(30)

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The 2008 United Nations Development Assistance Framework (UNDAF), revised in 2009, ended in the reporting year. The UNDAF developed core strategies to set national priorities for poverty reduction and the attainment of the Millennium Development Goals in Lesotho.(31) These include provisions for vulnerable populations, such as children with HIV/AIDS and OVC.(31) The UNDAF promoted education for herd boys, domestic workers, and vulnerable children. It also supported youth employment and built the Government's capacity to provide social welfare services to vulnerable children.(31) The new UNDAF cycle will run from 2013 to 2017 to align with national development processes.(8)

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

During the reporting period, the Government conducted public campaigns to increase awareness of human trafficking. With support from an NGO, the national police conducted a campaign for taxi drivers to assist in identifying and preventing trafficking.(25)

The Government of Lesotho continued to implement its Child Grant Program, increasing its support from 50.0 percent of the benefit cost of the program to 75.0 percent in 2012. The EU contributed funding for the remaining 25.0 percent.(4) The Child Grants Program provides direct cash transfers to the

OVC as a means to improve the living standards of the OVC by increasing their school enrollment and improving their nutrition and health.(4) In 2012, the Government introduced a tiered transfer system for the Child Grants Program, which increases the grant amount per household based on the number of OVC for which each household is caring. Households with one to two children receive \$41 per quarter, those with three to four children receive \$69 per quarter, and families with five or more receive \$87 per quarter.(4) As of September 2012, the Child Grants program served 9,987 households caring for 27,959 children.(4) The Government also continued its support of the OVC Scholarship Program, which pays for the tuition, uniforms, supplies, and boarding fees for OVC. Since 2000, this Program has helped 22,000 children in Lesotho.(4) The Government and UNICEF described both the Child Grants Program and the OVC Scholarship Program as insufficient relative to the size of the OVC population. Research found no evidence of an assessment of the impact of either program on reducing the worst forms of child labor in Lesotho.(4)

Although the Government of Lesotho has implemented programs to assist the OVC, research found no evidence that it carried out programs during the reporting period to assist children engaged in domestic service, commercial sexual exploitation, livestock herding, and street work.

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	Legally establish 15 as the age to which education is compulsory to match the minimum age for full-time work.	2010, 2011, 2012
	Ensure that laws protect children working in domestic service, street vending, and agriculture.	2009, 2010, 2011, 2012
	Draft and adopt laws to prohibit the use of children for illicit activities.	2009, 2010, 2011, 2012
	Establish minimum penalties for those who commit offenses under the Children's Protection and Welfare Act.	2011, 2012
Coordination and Enforcement	Ensure that the NTT serves its function to coordinate efforts to combat child labor.	2011, 2012
	Provide adequate funding to support the MOLE and the CGPU to conduct child labor investigations.	2009, 2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Collect and publish appropriate statistics on investigations, prosecutions, and convictions of child labor and trafficking laws.	2011, 2012
	Provide training on practical inspection skills to all labor inspectors.	2011, 2012
	Implement a trafficking victim referral system.	2011, 2012
Policies	Implement the action results of the APEC need assessment to address child labor within the APEC specifically.	2009, 2010, 2011, 2012
	Assess the impact that the education policies may have on addressing child labor.	2012
	Adopt and implement the National Plan of Action to Combat Trafficking.	2012
Social Programs	Assess the impact of the Child Grants Program and the OVC Scholarships Program on the elimination of worst forms of child labor.	2012
	Implement social programs to assist children engaged in domestic service, commercial sexual exploitation, livestock herding, and street work.	2010, 2011, 2012

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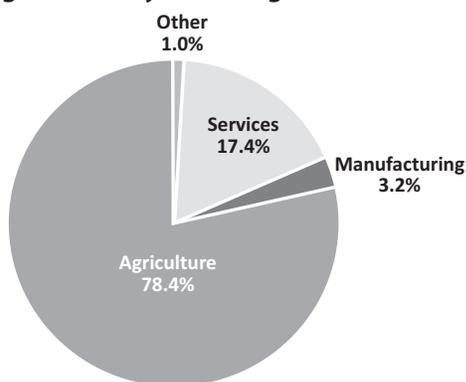
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In 2012, Liberia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the International Convention on the Rights of the Child, raised awareness on its Child Rights Act, conducted police raids on institutions suspected of engaging in commercial sexual exploitation of children and expanded commitments to social programs. However, the Government has yet to pass into law the Decent Work Bill, including a hazardous labor list, and enforcement efforts are still lacking. Children in Liberia continue to engage in the worst forms of child labor, particularly in dangerous activities in the agriculture and mining sectors.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	16.6 (136,340)
Attending School	5-14 yrs.	75.9
Combining Work and School	7-14 yrs.	14.0
Primary Completion Rate		66.0

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS, 2010.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Liberia are engaged in the worst forms of child labor, particularly 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.(3-7) On some rubber



plantations, children are employed to tap rubber trees, clear brush, and carry buckets, which are considered dangerous activities.(3, 8, 9)

Children are engaged in mining natural resources, and although information is limited, it suggests that some children mine alluvial diamonds.(3, 9-11) Some children are known to mine gold, engaging in dangerous activities such as digging trenches with shovels and pick axes and washing gravel. Reports suggest that some children are also engaged in quarrying and stone cutting and crushing, though the full scope of the problem is unknown.(3, 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, and construction workers (which may involve breaking rocks and digging sand), which involve transporting heavy loads.(11, 12, 16-21) Some children are forced to beg and engage in illicit activities, such as selling drugs or commercial sexual exploitation.(11, 22) In the domestic service sector, children commonly work long hours and are exposed to exploitative conditions.(11-13, 16) These children may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(23, 24)

In 2012, limited reports indicate that children within Liberia were recruited from border regions by pro-Gbagbo armed rebel groups for armed conflict in cross-border raids between Liberia and Côte d'Ivoire.(25, 26)

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Children are trafficked within Liberia for domestic service and exploitative labor.(27-29) Children are also trafficked to Liberia from Sierra Leone, as well as being trafficked from Liberia to Côte d'Ivoire, Guinea, and Nigeria for domestic service, street vending, sexual exploitation, agricultural labor, and forced begging.(29) In addition, 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)

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 the level of destruction and budgetary and resource constraints, the school infrastructure is still being 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.(29, 31, 32) Furthermore, sexual abuse by male teachers in schools is reported as a barrier to girls' education.(33, 34)

There are reports of children working on the streets, but specific information on hazards is unknown.(11, 22)

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.(35) 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.(35) 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.(8, 35) The Labor Law does not include any penalties for violations of its child labor laws, which inhibits prosecution.(12, 35) However, at times, perpetrators can be prosecuted under the Penal Law's child endangerment provision.(36)

The 2011 National Children's Act prohibits the worst forms of child labor—including engaging children in illicit activities, prostitution, pornography, and armed conflict—and protects children from (non-specified) hazardous activities.(12, 22, 29, 37) During the reporting period, the Government disseminated and raised awareness on the provisions of the Act.(11) Additionally, the Decent Work Bill is still pending in front of the Senate.(38) The Bill would provide additional protections for children, including a hazardous

labor list.(11) However, the Bill's list of hazardous labor is not comprehensive and does not include all activities that are prohibited to children younger than age 18.(39)

International Conventions and Selected Laws on Child Labor and Education

	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	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution of the Republic of Liberia prohibits forced labor, bonded labor, and slavery.(12, 40) 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, 41) 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.(42, 43) 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.(44)

The Education Reform Act of 2011 increased 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.(13) However, in practice, many children still pay school fees to attend school, which may prevent some children from attending school.(13)

During the reporting period, the Government also adopted the International Convention on the Rights of a Child.(32) In addition, the African Union Convention for the Protection

and Assistance of Internally Displaced Persons in Africa (the “Kampala Convention”) came into force in Liberia. The Kampala Convention prohibits the recruitment and use of children in armed conflict, as well as the trafficking, abduction, and forced labor of women and children.(45, 46)

Institutional Mechanisms for Coordination 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.(11, 47) The objectives of NACOMAL include reforming national child labor laws and designing a national child labor database.(13, 47) 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, civil society organizations and several NGO’s.(11) The Child Protection Network also is responsible for coordinating referrals for provision of services to child victims, and receives support from international and national organizations in doing so.(13, 48) 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.(13)

NACOMAL and other ministries generally perform preliminary investigations on exploitative child labor cases.(43) Child labor cases requiring further investigation or possible prosecution are referred to WCPS. WCPS has approximately 217 investigators.(11) During the reporting period, the Government performed a number of raids on institutions suspected of being brothels engaged in commercial sexual exploitation of children.(49-51) As of February 2013, the outcome of the raids is unknown.(12) In 2012, WCPS processed 54 cases of child endangerment, some of which were child labor cases. Though, none of the child labor cases were prosecuted, and no additional information on the number of child labor prosecutions was available at the time of writing.(11) 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.(11, 29, 43, 52)

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, such as the Liberian Transnational Crime Unit, which receives support from UNODC.(53) 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.(53) There is also a new Anti-Trafficking Bureau set up within the WCPS of the LNP. It is composed of 4 officers who are being mentored by Swedish UNPOL advisors for the next year.(53)

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 Anti-Trafficking Task Force, which is chaired by the Ministry of Labor and includes the Commissioner of BIN, the Liberia National Police, and representatives from the Ministries of Justice, Foreign Affairs, and Internal Affairs.(54) During the year, the Government of Liberia reports making an arrest of a child trafficker who subsequently escaped captivity.(36, 55) Reports suggest that the Government did not collect or publish information on exploitative child labor during the reporting period.(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, as well as 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, 43, 56) The Government is currently designing a National Action Plan under the Anti-Trafficking Law.

During the reporting period, the Governments of Sierra Leone and Liberia signed a joint agreement to curb illegal cross-border activities between their two countries, such as human

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trafficking and illicit mining.(57) No additional information is available about the Plan or the Agreement at the time of writing.

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 assisting in the implementation of child labor policies.(58) The Framework promotes youth empowerment and improving access to quality education.(58) The Government's Poverty Reduction Strategy (2008-2011), still relevant during the reporting period, recognizes the link between household income and child labor and highlights the importance of protecting children from physical, psychological, and sexual abuse.(59)

Liberia's National Social Welfare Policy prioritizes the development of action plans and policies that target children engaged in exploitive labor and child trafficking.(60) The Government has a National Employment Policy that aims to provide vocational training for youth.(61) The Liberian National Youth Policy of 2008 and revamped in 2012 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.(62) However, the National Youth Policy for Liberia has not been formally adopted as of the writing of this report and its status is unclear.(43) 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.(63) 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.(64)

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 the access to and quality of primary education.(65) The Ministry of Education has a 5-year Plan (2010-2014) to provide education to vulnerable children affected by HIV/AIDS.(66) During the reporting period, the President also endorsed the New Deal Trust policy that commits the Government of Liberia to improving the efficiency and effectiveness of its key ministries, such as the Ministries of Finance, Health, and Education.(67) In addition, in the new 2030 Vision policy document (2012-2017), the

Government of Liberia outlines its goal to become a middle income country by 2030, by increasing focus on education and livelihoods.(68, 69)

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.(43)

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

During the reporting period, President Sirleaf spoke out against child labor and extolled the benefits of education.(70) The President passed a 2012 fiscal year National Budget of an estimated \$672 million; of this amount, \$69 million was allocated for education and an additional \$20 million was allocated for youth development.(71, 72) In addition, the Government continued to implement the \$175 million, multi-donor funded 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 reducing exploitative child labor.(73)

The Government of Liberia started participating in the USDOL-funded, 4-year, \$6 million project to combat child labor in the rubber sector.(74) The project aims to withdraw and prevent 10,100 children from engaging in the worst forms of child labor by providing education, as well as providing livelihoods support to 3,700 vulnerable families. The project is implemented in collaboration with local rubber industries.(74) 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.(75) The Government of Liberia 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 in strengthening regional efforts to combat the worst forms of child labor. In 2012, with the assistance of the two regional projects, ECOWAS developed a draft Regional Plan of Action for the elimination of child labor.(76, 77) In addition to the two regional projects, USDOL funded a global, 4.5-year, \$6.7 million project worked with the Liberian Government to build national capacity to collect and analyze child labor data.(78) The Government also continued to participate in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Liberia, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor.(79)

Save the Children, with participation of the Government of Liberia, supported a drop-in center in Monrovia, which provide street children with safe-haven and services.(80) The Government supported microcredit activities by the Ministry of Information, Culture Affairs, and Tourism, providing \$2.7 million in funds as loan guarantees for small businesses, which can increase livelihoods and decrease dependence on child labor.(81) The Government of Germany also pledged funds to support Government efforts to build national police capacity and build schools.(82)

The Government continued to participate 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.(53, 83) 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.(29, 84)

The Government of Liberia participates in the EU-funded, \$3.1 million Social Cash Transfer Program, which 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 reasons such as disability.(85) The program targets 5,000 households, and each beneficiary household receives between \$10 and \$25 per month.(85) 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.(86)

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.(87, 88) The Government participated in a project funded by Sahbu, an NGO, that provided educational scholarships to children.(89) Ending in June 2013, the project targets over 470,000 direct beneficiaries. 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.(90) The Project targets 49,500 direct beneficiaries and is scheduled to end in June 2013.(90)

During the reporting period, the Government participated in numerous food security, agriculture and livelihood improvement programs, which can decrease household dependency on child labor. For example, the Government participated in the USDA and USAID-funded Sustainable Tree Crops Program, 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.(91) The International Fund for Agricultural Development and the Government of Liberia also signed a loan agreement during the reporting period for \$25 million to improve food security for 300,000 households under the Smallholder Tree Crop Project.(92) In addition, the Government signed for a \$15 million credit from the World Bank to increase access to finance, technologies, and markets for smallholder tree crop farmers.(93) During the reporting period, the Governments of Liberia and Japan signed a food aid agreement worth \$8.5 million that aims to build livelihoods and increase food security in the rice sector in 15 countries.(94) The Government also participates in a U.S. Government-funded, \$75 million Feed the Future Project that aims to improve the food security and nutrition among vulnerable populations.(95)

During the reporting period, the Government of Liberia continued to cooperate with the UN High Commissioner for Refugees to establish camps and provide essential services to Ivorian refugees, including children.(96-100) 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.(101) In addition, the Government of Liberia took a number of steps, such as increasing refugee camps security and apprehending suspects, to address the issue of child soldier recruitment by cross-border rebel groups from Côte d'Ivoire.(26, 102) As of February 2013, reports conflict as to whether or not the Government's steps were sufficient to address the issue.(26, 103, 104)

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, the worst forms of child labor continue to be a significant problem. Current social programs do not match the scope of the problem.

Liberia

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 law, potentially the Decent Work Bill, which includes 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, 2012
	Ensure that the law, potentially through the new Labor Law, includes provisions that protect children engaged in street work and domestic labor.	2011, 2012
	Implement legal provisions that provide for free education.	2012
Coordination and Enforcement	Fully fund child labor enforcement mechanisms and prosecution efforts, such as NACOMAL, WCPS, and the Anti-Human Trafficking Task Force and provide necessary training for such officials, to enforce child labor laws.	2010, 2011, 2012
	Consistently collect and publish data on violations, citations, investigations, and prosecutions for child labor and child trafficking.	2010, 2011, 2012
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, 2012
	Formally adopt and implement the National Youth Policy for Liberia.	2010, 2011, 2012
	Assess the impact that existing child protection, livelihoods and education policies may have on addressing child labor.	2010, 2011, 2012
Social Programs	Assess and evaluate the impact that existing education, social protection, and livelihoods programs may have on addressing child labor.	2010, 2011, 2012
	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, 2012

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Macedonia

In 2012, Macedonia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Macedonia adopted a rulebook on the minimum occupational safety and health requirements for workers younger than 18 years, continued to implement projects to assist street children and children from the Roma communities, opened a toll-free hotline for street children and victims of sexual abuse, and trained social workers to address trafficking. However, the Government does not have a national system to record labor inspections and make the data publicly available, and Government programs are not of sufficient scope to cover the majority of children being trafficked or working on the streets. Children continue to engage in the worst forms of child labor, 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		92.3

Sources:

Primary completion rate: Data from 2009 published by UNESCO Institute for Statistics, 2013.(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 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.(3-6) Macedonian victims of trafficking for commercial sexual exploitation tended to be minors between the ages of 12 and 18. Women and young girls were subjected to conditions of forced labor and sex trafficking in Macedonia's bars and nightclubs.(5)

Children in Macedonia, primarily ethnic Roma, are forced to beg and sell cigarettes and other small items in open markets, in the streets, and to patrons of bars and restaurants.(4-11) The ILO notes that the majority of children engaged in child labor did so on an unpaid basis.(12)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution and the Labor Relations Act set the minimum working age at 15.(6, 13-15) Children who are 14 years of age are allowed to work as apprentices or as part of an official educational program.(6, 13, 14, 16) In October 2012, the Minister of Labor and Social Policy, with the consent of the Minister of Health, adopted a Rulebook on the minimum occupational safety and health requirements for workers younger than 18 years of age.(17) The Rulebook covers the general provisions for the protection of workers and prescribes the limit values of exposure to the harmful effects of physical, chemical, and biological agents in the workplace, and the list of harmful factors and working conditions to which young workers should not be exposed.(17)

Forced labor is prohibited by Article 11 of the Constitution.(13, 14) Trafficking of children is specifically prohibited and can be prosecuted under Article 418 of the Criminal Code.(4, 5, 18) 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.(4, 5)

The minimum age for voluntary military service is age 18, and there is no compulsory military service.(19) The Criminal Code bans prostitution and procuring people for prostitution, in addition to forced labor, slavery, and transporting of people into slavery.(4, 5, 18) The Law on the Protection of Children

forbids prostitution, including any type of sexual use or abuse of children. 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.(18)

International Conventions and Selected Laws on Child Labor and Education

	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

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.(18)

Education in Macedonia is free and compulsory to age 15, which is also the minimum age that children can start working in Macedonia.(14, 20) Roma children sometimes experience discriminatory treatment in schools, and primary level enrollment and completion rates remain low for this group.(8, 11) School dropout rates are significantly higher among Roma children.(9)

Institutional Mechanisms for Coordination and Enforcement

The National Commission for the Protection of the Rights of Children is a coordinating body composed of representatives from government agencies.(5, 16) 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.(16) 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.(16, 21) The National Commission for Trafficking in Persons and Illegal Migration meets six times a year to draft policies and strategies, monitor their implementation, report on them, and recommend activities. The Commission has a subgroup which addresses child victims of trafficking.(21)

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.(6, 16) There are 110 labor inspectors who are responsible for all labor violations, including child labor.(6, 10) In regional offices where there is only one inspector, he or she may cover all labor violations without having been trained on occupational safety and health standards for children.(22, 23) Occupational safety and health and labor relations inspectors are mandated to carry out at least 60 inspections per month and at least one inspection per year for businesses 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.(23) Inspections for all other premises are required once every 3 years.(22, 23) The ILO Committee of Experts has encouraged the Government to expand the reach and strengthen the capacity of the labor inspection services to better monitor work performed by children in the informal sector.(12)

The data and results of the MLSP inspections are not shared between the regional offices and are not publicly available.(23) The Office of the Ombudsman is available to receive complaints of hazardous and forced child labor.(6) The Ombudsman's Office reported that there were no official complaints of child labor in 2012.(6)

The Ministry of the Interior (MOI) special police unit is responsible for investigating crimes involving child trafficking, use of children in illicit activities, commercial sexual exploitation, and forced begging.(6) The police unit has 19 officers dedicated to organized crime, corruption and trafficking. Five of these officers are specifically designated to investigate cases involving the trafficking of children for the purpose of sexual and labor exploitation.(6, 16) According to

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data available to the Office of National Referral Mechanism, eight victims of human trafficking were identified in 2012. Four of these victims were minors.(17) In 2012, five children were found to be victims of child trafficking.(6) 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.(6)

In 2012, police charged a total of 33 people with trafficking in persons offenses.(5) The Prosecution Office obtained convictions against 20 defendants in four trafficking cases. Sentences for these convictions ranged from nine months to ten years.(5) Information was unavailable regarding whether any of the victims were children.

The Government continued to implement police directives, which jointly include one plainclothes police officer and one social worker reaching out to street children and engaging their families in order to encourage other lifestyles, including school attendance.(6) Research indicates that government efforts to eliminate forced begging by children have been ineffective. The necessary laws were in place, but they were rarely implemented by officials.(10, 11)

In October 2012, the Anti-Trafficking Coordinator participated in a conference for southeastern European countries to coordinate national activities for combating trafficking and establish more efficient regional cooperation.(5) Social workers and Directors of the Centers for Social Work (CSW) received specialized antitrafficking training on the role of the CSW in dealing with trafficking cases. Social workers working on mobile teams completed antitrafficking courses, and general training for social workers covered how to identify victims of labor exploitation.(5)

Government Policies on the Worst Forms of Child Labor

The MLSP adopted a 10-year National Strategy in 2010 for the Fight Against Poverty and Social Exclusion. The strategy addresses children's rights including social protection, social inclusion, health, education, and employment.(6, 16) 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 drafted the new National Strategy and the 2013-2016 National Action Plan (NAP). The plan was adopted by the Government of Macedonia in October, 2012.(5) The third consecutive NAP sets the country's

priorities and serves as a tool for increasing Macedonia's ability to combat trafficking.(5) It coordinates procedures with neighboring countries and puts forth new approaches to reduce the vulnerability of risk groups and potential victims. The plan covers prevention and focuses on early detection of both victims and traffickers. It also calls for the establishment of local anti-trafficking committees and mobile teams.(5) The National Rapporteur on Trafficking and Smuggling published its fourth annual report in February 2013, providing a comprehensive assessment of trafficking in persons activities during 2012.(5)

The Government has a 10-year National Plan of Action on the Rights of the Child (2006-2015), 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 of victims, and provisions for better access to primary education.(8, 16) The implementation of the National Plan of Action has been slow, however, with no specific funds being earmarked for implementation, including the monitoring and evaluation of the Plan.(8, 9) An Action Plan for Children on the Streets 2013-2015 is currently being developed in order to provide a systemic and holistic response to the issue of children on the streets. (17). The plan includes an emphasis on social services, health care, and inclusion in the educational system. It is anticipated that the Action Plan will be adopted in the first quarter of 2013.(17)

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.(11, 16, 24) A team of inspectors search for these children to persuade them to go to the centers or back to school. A free-of-charge SOS phone line was opened to report a child on the street or a child victim of sexual abuse.(17)

The ILO Committee of Experts noted that the Ministry of Labor and Social Policy, in cooperation with UNICEF, is implementing a project for improved social protection for street children entitled, "Children-at-risk; Breaking the Cycle of Social Exclusion of Children in Macedonia." This project aims to develop services and programs for children who live and work on the street, as well as for their families.(9) The Ministry of Labor and Social Policy, in cooperation

with the Roma Education Fund and 19 government units, continued to implement the “Inclusion of Roma Children in Pre-School Education” project. This project implements some of the measures and activities included in the Decade of Roma Inclusion and Roma Strategy in the Republic of Macedonia.(11, 25) The main goal of the project is to improve and support the integration of Roma children by increasing the number of Roma children in preschool.(25)

The Government fully funds the operation of a shelter for domestic trafficking victims. In 2012, the Government allocated federal funding for five NGOs to conduct preventive antitrafficking activities and to provide services to victims of trafficking.(5) The Center for victims of human trafficking assisted a total of 12 people in 2012. Ten of these victims were minors.(17) The victims received emotional and medical support, in addition to legal aid. Efforts for their social inclusion were made in cooperation with NGOs and the social workers from the CSW.(17) The CSW also 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. Children and adults are housed in the same facilities.(21)

In Gostivar, Bitola, and Kumanovo, social workers from the CSW and representatives of NGOs work in the field to detect human trafficking victims and vulnerable groups.(17) In addition, the teams work to find and propose possible solutions to address the needs of vulnerable groups, provide help and support to identified trafficking victims and their families, and implement programs for reintegration.(17)

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.(21) The Reception Center has no facilities dedicated exclusively to children and they do not have the capacity to handle male victims or any victims under 12 years of age.(21)

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
Coordination and Enforcement	Expand the reach and strengthen the capacity of labor inspection services to better monitor work performed by children in the informal sector.	2012
	Provide the inspectors of the Ministry of Labor and Social Policy with a nationally accessible system to record inspections and make data publicly available.	2009, 2010, 2011, 2012
Government Policies	Provide sufficient funding to implement the National Plan of Action on the Rights of the Child (2006-2015)	2012
Social Programs	Expand programs to address the economic and education factors behind forced, organized, and exploitative begging, particularly within the Roma community.	2009, 2010, 2011, 2012
	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, 2012

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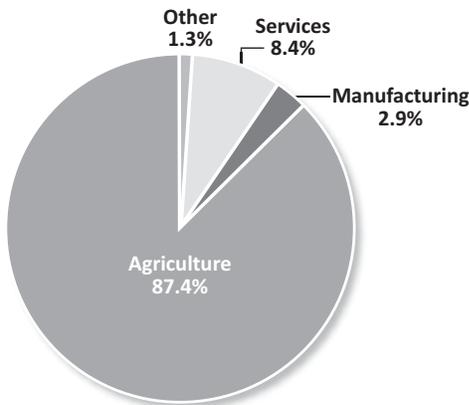
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In 2012, Madagascar made a minimal advancement in efforts to eliminate the worst forms of child labor. The de facto government conducted child trafficking related investigations and participated in UN and World Bank-funded education and livelihoods programs. However, some of the labor positions within the de facto government remained vacant, and most of the child labor policies and laws from the previous administration were not implemented. Children continue to engage in the worst forms of child labor, particularly in hazardous forms of agriculture and 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2007.(2)

Prevalence and Sectoral 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) Although information is limited, there are



reports that children are also found working in the vanilla sector, hand-pollinating flowers and also working in the triage and drying process for 7 to 8 hours a day. Limited evidence also suggests that children are engaged in cutting and planting sisal (an agave plant with sharp edges commonly used to produce rope) in the district of Amboasary. (5-10) Although information is limited, there are reports that children are engaged in the production of copra (dried meat of the coconut) in Sambava and Toamasina. (5, 6) In addition, some children reportedly labor in the tea industry, working with fertilizer or carrying up to 50 kilograms of weight on their backs. (5, 6, 11) Risks for children engaged in agriculture include using dangerous tools, carrying heavy loads, and applying hazardous pesticides. (3, 12, 13)

Although information is limited, there are reports that children herd cattle and sheep, working long hours and risking exposure to environmental elements. (11, 14) Limited evidence suggests that children in coastal areas are engaged in fishing, including for crabs, sea cucumbers, shrimp, and oysters. (5, 10, 11, 15) Some children also perform deep-sea diving. Children engaged in the fishing sector may be at risk of drowning and excessive sun exposure. (6, 15) Although information is limited, there are some reports that some children make charcoal, risking injury from burning wood and carrying heavy loads. (11, 14)

Children in various regions are involved in hazardous gemstone mining, including mining for sapphires. (15) These children

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are at risk of suffocation and death during mine cave-ins and landslides. Although information is limited, there are reports that children engaged in salt mining risk respiratory illness and exposure to high temperatures, and may carry heavy loads. 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, 11, 16, 17) In stone quarries, children work long hours crushing rocks to produce building materials, and they endure physical and verbal abuse.(14, 18, 19)

In the urban informal sector, children work in bars, sell goods on the street, and transport goods by rickshaw.(4, 15, 20) Children are also reportedly involved in transporting bricks to trucks or construction sites.(5) Such children commonly carry heavy loads. There are also an unknown number of street children who guard vehicles and fetch water for restaurants. Such activities may include carrying heavy loads and exposure to criminal elements.(21) Limited reports suggest that children are forced to beg by relatives in order to earn an income for the family, and some are subjected to violence.(22)

Malagasy children engaged in domestic service commonly work in Antananarivo or Antsirabe and are between the ages of 9 and 12. These children 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.(10, 14, 15, 23-28) These children are sometimes exposed to hazardous activities, such as carrying heavy loads, as well as to sexual and psychological abuse from their employers.(14, 15, 23-26)

A growing number of children in Madagascar's coastal cities and in Antananarivo are engaged in commercial sexual exploitation to survive and to pay for school fees.(10, 15, 29-32) Children, mostly girls, are exploited in sex tourism. 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.(29, 33)

Madagascar is a source country for domestic and international trafficking in persons.(29, 33) 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.(29) The majority of child trafficking involves recruitment by acquaintances, transport operators, tour guides, and hotel workers, as well as complacent family members.(29, 33)

Reports indicate that ongoing political and economic instability since the 2009 coup and subsequent droughts and cyclones have caused an increase in unemployment, inflation, and poverty.(10, 26, 29, 34-42) 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. 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.

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work and apprenticeships at 15.(43) The Decree also permits children age 14 to work if authorized by a labor inspector and compulsory schooling is completed.(15)

International Conventions and Selected Laws on Child Labor and Education

	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.(43) 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.(48) Both the Decree and the Labor Code prohibit children under age 18 from

working at night. The Decree further stipulates the maximum weight a child can carry, by gender (i.e., 10 kg for girls and 20 kg for boys). Decree N2007-563 also prohibits children from working near toxic materials and pesticides, as domestic servants, or in bars, discos, casinos, mines, or quarries.

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).(48) The Penal Code allows for the extradition of Malagasy nationals and persons charged with trafficking in other countries.(49) Forced labor, including slavery and debt bondage, is prohibited in Madagascar under both the Labor Code and Decree N2007-563.(43, 48)

Ordinance No. 78-002 of 1978 defines national service as the compulsory participation of young Malagasy in national defense and in the economic and social development of the country.(50, 51) 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.(52, 53)

The Constitution provides for free and compulsory primary education until age 14.(15, 44-46) 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 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.(10, 27, 38, 47)

Institutional Mechanisms for Coordination and Enforcement

Political instability since the 2009 coup continued to hamper efforts to coordinate and enforce laws that protect children from the worst forms of child labor.(37, 54, 55) Shortly after the coup, many public servants and labor inspectors were relieved of their positions, and some still have not been replaced.(33)

The National Committee to Fight Child Labor (CNLTE) is an inter-ministerial committee led 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 combat 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, as it operated on a small budget.(10, 33)

The National Statistics Institute is responsible for collecting and processing data for monitoring the implementation of the Convention on the Rights of the Child.(56) 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 data on the incidence of child labor.(56) The extent of the current de facto government's efforts to collect, compile, and share data is unknown.

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).(57) However, under the current de facto government in Madagascar, the Anti-Trafficking Committee has been operating informally without a budget, and lack of coordination between the agencies remains an issue.

The Ministry of Civil Services and Labor is charged with conducting workplace inspections and enforcing child labor laws.(15, 58) The Ministry of Civil Services and Labor has approximately 90 labor inspectors.(10) Research indicates that no child labor inspections were performed during the reporting period, and the number of labor complaints is unknown, as the de facto government did not make this information available. Insufficient staffing, equipment, transportation, and funding hampered inspection, monitoring, and enforcement efforts.(10, 15, 29, 54, 59, 60)

The Ministry of Justice is charged with enforcing all laws pertaining to violence against children, including trafficking and commercial sexual exploitation of children.(10) 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.(57) Aside from its headquarters in Antananarivo, the Morals and Minors Brigade has 15 regional units across Madagascar who are responsible for investigating criminal cases involving children.(10, 21) The Brigade continues to operate a hotline and work with other agencies, NGOs, and international

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organizations to organize assistance for victims.(33, 57) However, reports indicate that the de facto government made limited efforts to refer cases of child exploitation to the very few service providers.(15, 29) In addition, the Brigade's anti-trafficking database remains dormant due to a lack of funding and the reassignment of key personnel.(33)

The Brigade reports having investigated 70 cases related to trafficking and exploitative child labor offenses in Antananarivo during the reporting period.(10) The Brigade notes that it reported about 30 of these cases to the Justice Department for prosecution. However, these statistics are not fully verifiable, and no additional information was available as of February 2013.(10)

Government Policies on the Worst Forms of Child Labor

The previous Malagasy Government had adopted the 2007-2012 Madagascar Action Plan (MAP), which expressly includes the objective of fighting child labor and trafficking. It had also adopted the 2004-2019 National Action Plan to Eliminate the Worst Forms of Child Labor (NAP), which includes anti-trafficking and anti-commercial sexual exploitation initiatives. 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.(14, 29, 37, 54, 61)

Child labor concerns were also incorporated by the previous Government into national development agendas and key documents, such as the Education for All Program, the 2008-2013 Decent Work Program, Madagascar's 2007-2012 Poverty Reduction Strategy Paper, and the 2008-2011 United Nations Development Assistance Framework.(62, 64, 65) Evidence suggests that the de facto government has not fully recognized or sufficiently implemented these poverty reduction, education, and development policies.(33, 55)

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

In September 2011, Malagasy political stakeholders signed the Southern African Development Community's (SADC) Roadmap for Ending the Crisis in Madagascar, which outlines steps toward free and fair elections.(10, 66-69) During the reporting period, Madagascar's National Independent Electoral Commission for the Transition (CENI-T) and the United Nations scheduled elections for July and September 2013.(70-72) Much of the donor funding for social programs in Madagascar remained suspended during the reporting period due to the political situation.

The current de facto government continued limited participation in the World Bank-funded, \$119 million Rural Development Project that aimed to improve productive investments in household livelihoods and food production, as well as in agriculture development.(73) Ending in December 2012, the Project targeted 90,000 beneficiaries, though research did not find information on actual results.(73) 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.(73) The de facto government also participated in a childbirth registration campaign, with funding from UNICEF.(15)

During the reporting period, the International Fund for Agricultural Development committed a loan of \$33 million and a grant of an additional \$2 million to the de facto government to finance the Vocational Training and Agricultural Productivity Improvement Program (FORMAPROD).(74) In addition, the de facto government participated in projects funded by UNICEF to construct 650 temporary education facilities in regions hit by cyclones.(75) UNICEF also provided basic education, health, and social services to children throughout the country.(76) During the year, the de facto government funded an education project that provided disabled children with specialized education services and trained 400 teachers to address their needs.(77) The impact of these education, agriculture, and social programs on child labor is unknown.

During the reporting period, the de facto government continued to operate the state-funded Manjorisoa Center, which provides support and services to child laborers in the capital. In addition to staff, the de facto government provides \$6,700 annually to the center.(10) However, reports suggest that this funding amount is insufficient to meet the total need.(10, 33) The Ministry of Population and Social Affairs, in collaboration with UNICEF, supported approximately 450 multi-sector networks covering 55 districts in 11 regions throughout the country to protect children from abuse and exploitation; however, it is unclear how many specific child labor-related cases were addressed during the reporting period.(21) The de facto government also participated in some awareness raising campaigns, including on child sex tourism.(10)

The de facto government continued to take part in the Regional Program for Eastern Africa to increase coordination in combating human trafficking.(78) Government officials also participated in activities to raise awareness of child sex trafficking, including films, radio broadcasts, posters, and

other materials, with support from NGOs, ILO-IPEC, and UNICEF.(56)

Certain child labor-related humanitarian activities at the local level continued during the reporting period.(10, 79) The USDOL-funded, 4-year, \$4.5 million KILONGA project to combat the worst forms of child labor ended during the reporting period.(79) Among its results, it withdrew or prevented 9,375 children from being engaged in the worst forms of child labor in agriculture, commercial sexual exploitation, domestic service, mining, and quarrying.(79) Also during the reporting period, the de facto government continued to participate in the 4-year, EU-funded Tackling Child Labor through Education (TACKLE) project.(80) This

\$13.5 million project aims to combat child labor through the provision of educational services in Madagascar, along with 10 other countries.(80, 81) The de facto government participated in a regional, \$1 million, French-funded, 3-year (ending in 2014) project that aims to combat child labor in the domestic service sector.(10)

During the reporting period, the de facto government provided limited investment in social programs that protect children.(29, 37, 54, 55) As a result, the scope of existing child labor and anti-trafficking programs is insufficient to address the magnitude of the problem.(10, 29) Furthermore, the question of whether these programs are sustainable has not been addressed.

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	Establish a compulsory age for education equivalent to or greater than the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Ensure committees to combat the worst forms of child labor are operational.	2009, 2010, 2011, 2012
	Fully fund activities such as the existing anti-trafficking database.	2009, 2010, 2011, 2012
	Expand efforts to refer cases of child exploitation to service providers.	2011, 2012
	Track and make publicly available information on the results of labor inspections, investigations, and violations.	2009, 2010, 2011, 2012
	Investigate and prosecute child labor and worst forms of child labor violations.	2009, 2010, 2011, 2012
	Implement constitutional provisions that provide for free education.	2011, 2012
Policies	Reinvigorate efforts to implement existing policies, including the MAP and the NAP.	2010, 2011, 2012
	Take steps to implement development, education, and poverty reduction policies.	2011, 2012
Social Programs	Assess the impact of the existing education, agriculture and social programs on addressing child labor.	2010, 2011, 2012
	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, 2012
	Establish and implement a program to address the lack of school infrastructure, which impedes children's access to education.	2011, 2012

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In 2012, Malawi made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government published its list of hazardous work, convened the first meeting of the Child Labor National Steering Committee, and continued to support social programs to address child labor, particularly in the tobacco sector. However, the Government has not finalized or fully implemented either key legislation or 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. Children continue to engage in 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	5-14 yrs.	36.1
Primary Completion Rate		71.1

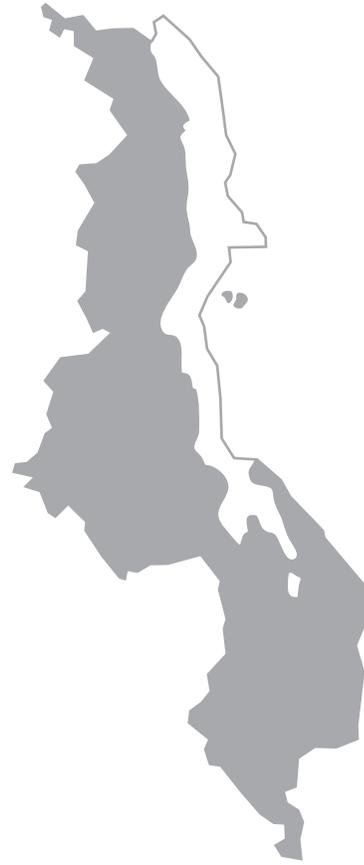
Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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.(3-6) Many work on farms, including in the tea, tobacco, and sugar sectors.(7-9) Children working in agriculture may be denied food, experience verbal and physical abuse, sustain injuries from carrying heavy loads, contract respiratory illnesses, and risk exposure to toxic fertilizers and pesticides.(4, 7, 10) Children who sort and handle tobacco risk illness from nicotine absorption, including green tobacco sickness.(7, 10, 11) Children are involved (sometimes working alongside family members who are tenants on farms) in the tenancy system; farm owners loan agricultural inputs to tenants and deduct the debt from future profits. Families who cannot meet production quotas and are unable to repay these debts may face debt bondage.(12)



Boys catch, process, and sell fish, reportedly including the local varieties of *chambo* (tilapia) and *mlamba* (catfish).(13, 14) Some work as *bila boys*, responsible for pulling and detangling nets. They spend prolonged periods in the water and dive at unsafe depths.(13, 15) Children, known as *chimgubidi* (“water pumps”), empty water from small fishing boats. They work long hours, experience seasickness, and may receive low pay.(15)

Although evidence is limited, children—especially boys—herd livestock, including cattle. They have long workdays and often live alone and away from their families in order to care for animals.(5, 16). Boys are also involved in dangerous activities in quarrying, mining, and construction, including carrying heavy loads.(5)

There are reports that children are forced to beg and commit crimes, including home robberies.(17) Children, primarily girls, are involved in domestic service and may be subject to abuse and long working hours.(19, 20)

Children, often from rural areas, are exploited in commercial sexual exploitation, begging, and sex tourism in urban areas and resorts near the country's lakes.(19) Girls who are engaged in commercial sexual activity may be subject to debt bondage,

becoming indebted to individuals who promise legitimate employment, housing, or clothing and later ask for repayment of these services.(17) Within Malawi, boys are trafficked for animal herding and girls are trafficked for forced labor as domestics or in restaurants and bars.(19-22) 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, 21, 23)

Children affected by HIV/AIDS, including more than 500,000 orphans, are at increased risk of entering into the worst forms of child labor.(24, 25) These children may become the heads of their households or primary caretakers to a sick parent, and may have to work to support their families.

There are reports of children working on the streets, but specific information on hazards is unknown.(18)

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.(26)

International Conventions and Selected Laws on Child Labor and Education

	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	14
	Free Public Education	Yes

The Tenancy Bill, first drafted in 1997, would regulate labor tenancy and include legal protections for children working in agriculture through the tenancy system; however, it has not yet been passed into law.(12, 27, 28)

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.(23, 26) On February 17, 2012, the list of hazardous occupations—Employment Order, 2011 (“Prohibition of Hazardous Work for Children”)—was published in the government gazette.(18, 29-31) It has not been fully enforced.

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.(26)

Although the Government reported to the UNESCO Institute for Statistics that education is compulsory until age 14, other evidence indicates that compulsory education has not been implemented.(27, 32, 33) 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, 34) Despite this support, government resources to schools are limited and students drop out due to the lack of school materials, qualified teachers, relevant school curricula, and vocational training opportunities.(9, 12, 34, 35)

Both the Employment Act and Malawi’s Constitution prohibit and punish slavery, servitude, and forced labor.(8) Elements of human 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.(21, 22, 24, 26, 36). The Child Care, Protection and Justice Bill (Child Protection Act) also addresses the issues of child abduction and trafficking.(22, 37)

The Defense Force Act sets the minimum age for military recruitment at 18.(38) The Child Care, Protection and Justice Bill (Child Protection Act) was codified in January 2012 through publication in the Government’s official records.(22) It prohibits the use of children for illicit activities.(22, 37)

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

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labor.(27, 39) The Unit provides technical assistance to other government agencies implementing child labor laws at the district and national levels.(39, 40) 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.(8, 39) However, the Network has not met since October 2009.(22) In 2012, the Child Labor Unit was allocated \$10,409 for child labor monitoring visits.(18) According to USDOS, the Unit has limited staff and resources, including office space and fuel for inspection vehicles, to address the problem of child labor in Malawi effectively.(18, 27)

Malawi has many committees and working groups focused on issues relating to child labor, including the District Child Labor and Protection Technical Committee, the District Orphan and Vulnerable Child (OVC) Committee, the District Committee on Child Rights, the Area Child Labor and Protection Committee, and the Community Child Labor and Protection Committee.(22, 27) In some districts, committees have combined to create a single district child protection committee.(22) District Child Protection Committees coordinate all district-level child protection activities, including child labor.(18) District Child Labor Committees meet to discuss incidents of child labor and monitor and implement child labor projects in their area. The committees are guided by their district plans.(35, 41) Some districts have Child Protection Committees at the traditional authority (sub-district) level.(22) Community members also are encouraged to provide continuous community-level child labor monitoring.(18, 27, 42) Community Child Protection Committees exist in some communities to identify child abuse and exploitation.(22) In 2012, the Government provided child labor training to child protection workers, volunteers, and district community development officers.(18, 27)

The Government of Malawi's OVC, Child Protection, and National Technical Working Group on Child Labor and Protection merged into a single Child Protection Technical Working Group during the reporting period.(22) The Working Group is chaired by the Ministry of Gender, Children, and Social Welfare.

In January 2013, the National Steering Committee on Child Labor held its first meeting in Malawi.(43) The committee is chaired by the Ministry of Agriculture, and the MOL serves

as the Secretariat. Members include representatives from government ministries, trade unions, employers, development partners, and civil society organizations. The committee provides policy guidance to support the elimination of child labor and implementation of the National Action Plan to Combat Child Labor (NAP). It also harmonizes child labor messaging and data and links with other government committees working on child labor.(35, 44)

The MOL's General Inspectorate is charged with performing inspections and investigating all labor complaints, including those related to child labor.(45) By law, labor inspectors are required to visit workplaces biannually.(8, 39) There is no formal mechanism for reporting child labor complaints, and data is not available on the breakdown of complaint-driven inspections compared with regularly scheduled inspections.(18) District child labor and protection committees typically receive complaints.(28) Workers and district child labor and protection committees also notify district labor offices to report hazardous child labor.(8, 39) Labor officers in 29 decentralized district offices administer and coordinate labor inspection services.(18, 39) 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.(18, 28, 46) During the reporting period, 165 labor inspectors conducted approximately 1,750 general labor inspections.(18, 27) Complete information was not available on the number of child labor cases investigated, citations given, and cases prosecuted. Standard labor inspection forms were developed to capture child labor information; however, information on the use of these forms and the specific number of inspections focused on child labor was not available.(18)

Child labor cases during the reporting period were resolved through out-of-court settlements and payment of fines.(18) It is reported that fines were not sufficient to dissuade offenders from continuing to use child labor.(18, 27)

The Ministry for Gender, Children and Social Welfare and the Ministry of Home Affairs coordinate anti-trafficking efforts.(22) The National Steering Committee on Child Protection is also responsible for addressing trafficking issues specifically related to children.(18)

The Ministry of Home Affairs is the lead agency responsible for the enforcement of trafficking laws.(39) The Ministry employs workers specifically to identify trafficking and child labor victims. The Community Policing Division leads trafficking issues for the Malawi Police Service.(22)

The police identify and rescue child trafficking and child labor victims.(21, 36) One officer within the Division was assigned to compile trafficking in persons (TIP) data. During 2012, the Government reported trafficking prosecutions and convictions.(17, 22, 47) While at least 54 of the trafficking victims reported were under age 18, the police do not systematically report child trafficking cases.(22, 47) The police reports difficulty in collecting data on child trafficking cases due to widespread lack of awareness and poor record-keeping, lack of reporting, and inability to detect TIP cases.(47) During the reporting period, the Malawi Network Against Child Trafficking, which includes government representatives, trained 62 police officers in the prevention of child trafficking.(18)

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.(21)

The Police operate Victim Support Units in 300 traditional authorities which handle trafficking cases. These units provide limited counseling, support, and shelter to trafficking victims.(18) However, these units lacked capacity to adequately support victims.(17, 22) The Government relied on international organizations and NGOs to identify victims and provide long-term care.(17, 22)

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 provides government, civil society, and other partners with a framework to implement child labor programs and activities.(8) However, it still awaits Cabinet approval.(48) The National Action Plan to Combat Child Labor (2010-2016) assigns roles and responsibilities for each ministry in charge of implementing the National Child Labor Policy.(42) It provides a comprehensive framework to reduce the worst forms of child labor.(42) The Plan proposes concrete activities to support policies to combat child labor.(28, 48) The Child Protection Policy of 2010 has not been implemented.(25) 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.(40)

Malawi has included the prevention of 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.(27, 42, 49) In April 2012, the Government of Malawi approved the poverty reduction paper, which includes child labor.(49)

The Government and UN agencies in Malawi work together under the One UN Fund program.(35, 42, 44) This program supports the Government of Malawi's current efforts and seeks to enhance current UN agencies' activities to combat child labor.(50)

The Government currently implements the National Education Sector Plan 2008-2017, which outlines the Government's goals and objectives toward achieving education for all.(12) The National Youth Policy (1996) promotes community engagement and youth participation in interventions that contribute to reducing the worst forms of child labor.(8) The impact of these programs 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

In 2012, the President of Malawi chaired a National Conference on Child Labor in Agriculture and concurrent Children's Conference. The conferences resulted in the adoption of an outcome document that outlines priority actions and commitments to implement the agriculture component of the NAP and address child labor in the agriculture sector.(9, 18, 29) The conference was funded by the MOL, the Employers Consultative Association of Malawi and the Eliminating Child Labor in Tobacco-growing Foundation (ECLT), which provided \$199,941 towards the event.(29) The conference brought attention to the issue of child labor and moved child labor forward on the Malawian agenda.(29)

Several projects address child labor in agriculture. A 3-year, \$1.8 million, Swedish International Development Agency-funded project supports rural employment and decent work policies that promote equitable and sustainable livelihoods in Malawi and Tanzania.(29) USDOL also funds a 4-year, \$1.5 million project, Cooperation to Address the Worst Forms of Child Labor in Agriculture: Support to the International Agricultural Partnership.(42, 51) The project began in 2011 and focuses on data collection and research on child labor in agriculture. The Government developed a list of priority actions and an action plan to address child labor in agriculture. It also supported training for Directors of the MOL and of the Ministry 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.(42)

Malawi

There are many current initiatives to combat child labor in the tobacco sector. The Government is a steering committee member of ECLT's Integrated Child Labor Elimination Project, which intends to reduce child labor in 200 villages in Malawi.(52) Under a private-public partnership agreement, the Government collaborates with Japan Tobacco (JTI) to implement the \$3 million project, Combating Child Labor in the Tobacco Industry.(27) The project receives additional support from the UNDP and the African Development Bank.(18) The Government supports the JTI-funded Program to Reduce the Worst Forms of Child Labor in Tobacco-Growing Communities in Malawi.(53)

The Government supports the \$8 million, 4-year project, Child Labor Elimination Actions for Real Change (CLEAR), funded by ECLT.(27, 29) The project aims to address the root causes of child labor in the districts of Ntchisi, Mchinji, and Rumphu, and targets 10,000 children for withdrawal or prevention.(29)

The One UN Fund currently finances a \$90,000, 2-year project, Improved Social Protection through the Reduction of Child Labor in Malawi, which began in March 2012.(42, 44)

The Government works with Plan International to improve access to quality education through the construction of classrooms, teachers' houses, and implementation of school feeding programs in collaboration with WFP.(18) The program also piloted a child helpline project and supported the withdrawal of 2,000 children from dangerous work and the arrest of 19 employers who promoted child labor.(18)

The Government continues to participate in a 3.5-year, \$2.75 million project funded by USDOL to combat child labor.(12, 27, 42) 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. The project ended in March 2013 and withdrew and prevent 5,617 children from involvement in child labor.(50) In 2012, the project adapted the child labor monitoring system established under a past USDOL-funded project to focus on more on community-level child labor monitoring.(50) However, the Government does not currently systematically collect data on child labor.(18, 35, 44) Project beneficiaries were linked to the government Youth Enterprise Development Fund.(42) 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.(42) In 2012, Malawi participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project which is active in approximately 40 countries. In Malawi, the project aims

to improve the evidence base on child labor and forced labor through data collection and research.(54)

The Government continued to implement a cash transfer program to low-income families in high-risk districts to enable their children to stay in school.(27, 28) The cash transfer program has been shown to have an impact on reducing child labor.(55, 56)

Studies on a program that 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 not working or attending school during the agricultural off-season, and more children participating in agricultural production during the peak agricultural season.(57)

The Government also supports various microcredit programs, including the Malawi Social Action Fund, which provides loans for community development and social support programs.(58) Previous studies on microcredit programs in Malawi found that in the season of peak labor demand, household access to microcredit may increase work by children.(59) 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 enrollment of girls in school.(57) Recent studies on the impact of these social programs on child labor have not been conducted.

In 2012, border migration officials in Karonga and magistrates and judges were trained on human trafficking issues.(22, 60) The Government has also established child-friendly courts, community victim support units, and a Child Stop Center to assist child labor victims.(17, 28) It is unknown whether the center assisted trafficking victims during the reporting period. Government-run hospitals provided limited medical and psychological services; for shelter, district social welfare and child protection officers referred victims to NGO-run facilities.(17) The government held a TIP awareness event in the Karonga district and aired anti-trafficking programming on national and district radio stations during the reporting period.(22) Police training schools included human trafficking courses in their curricula.(22) The Government of Malawi runs a social rehabilitation drop-in center for orphans and vulnerable children and victims of trafficking and gender-based violence.(22) However, these rehabilitation centers only provide temporary shelter, are limited in their ability to provide care, and do not provide needed gender specific services.(22)

Research did not identify any current programs focusing on children in the herding and fishing sectors.

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, 2012
	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, 2012
	Ensure that both boys and girls are protected from all forms of sexual exploitation.	2009, 2010, 2011, 2012
	Fully implement the Employment Order.	2011, 2012
	Extend current child labor protections to children working in private homes (domestic service).	2011, 2012
Coordination and Enforcement	Publish data on inspections, criminal investigations, prosecutions, and other steps taken to enforce laws.	2011, 2012
	Assess the effectiveness of current child protection and child labor committees.	2009, 2010, 2011, 2012
	Improve the current child labor enforcement reporting mechanisms and require inspectors to use data collection forms and keep records of workplace visits.	2009, 2010, 2011, 2012
	Increase resources to the Child Labor Unit and district inspectors to conduct regular child labor inspections and provide adequate funding and resources for regular inspections.	2009, 2010, 2011, 2012
	Establish a formal mechanism for reporting child labor complaints and provide data on the breakdown of complaint-driven and other inspections.	2012
	Provide information on the number of child labor cases found, citations given, and cases prosecuted.	2012
	Provide training to staff of the victim support unit and improve referral services for child trafficking victims.	2012
	Establish whether fines assessed for child labor violations are sufficient to dissuade offenders from continuing to use child labor and ensure that penalties are sufficient to deter individuals exploiting children in the worst forms of child labor.	2012
Policies	Finalize and implement the Child Labor Policy.	2009, 2010, 2011, 2012
	Implement the Child Protection Policy.	2011, 2012
	Assess the impact that existing education and youth policies may have on addressing child labor in Malawi.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Conduct research to clarify the impact of the microfinance programs and rural credits on child labor.	2011, 2012
	Ensure government-run hospitals provide medical and psychological services and shelter to trafficking victims.	2012
	Increase the scope of existing social programs to reach more children at risk of the worst forms of child labor and develop programs to target children in the fishing and herding sectors specifically.	2011, 2012
	Systematically collect data on the number of working children, including through the child labor monitoring system established under the USDOL-funded project.	2011, 2012
	Establish and improve rehabilitation centers and medical and psychological services for victims of trafficking.	2011, 2012
	Prioritize resources towards improving education infrastructure, teacher training, and other factors that may improve school attendance.	2012

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Maldives, The

In 2012, the Maldives made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified ILO Convention 138 and ILO Convention 182. The Government began implementing the newly passed anti-trafficking plan for 2011–2012. However, the Government has not established a list of hazardous work activities for children, and the compulsory education age of 13 leaves children ages 13 to 16 vulnerable to the worst forms of child labor. The country also lacks laws prohibiting trafficking in persons. While the Government has a steering committee on counter-trafficking, there is no coordination mechanism on other child labor issues. Additionally, although the Government has not collected data on the issue, children in the Maldives are reportedly engaged in the worst forms of child labor, particularly girls found in commercial sexual exploitation and working as domestics in private households.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	3.9 (2,364)
Attending School	5-14 yrs.	79.5
Combining Work and School	7-14 yrs.	4.0
Primary Completion Rate		114.0

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2013.(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

There are reports of limited numbers of children engaged in the worst forms of child labor in the Maldives, particularly girls found in commercial sexual exploitation and working as domestics in private households.(3-5) Girls are reportedly trafficked for prostitution from other parts of the country to the capital city, Malé; 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 this exploitation has contributed to widespread denial of the problem.(3) In addition, although the number of children working as domestics in private homes is unknown, child domestics may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These



children may be isolated in private homes where they are susceptible to physical and sexual abuse.(6, 7)

Although evidence is limited, there is information that children work in potentially dangerous activities in fishing.(8) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(6, 9)

Laws and Regulations on the Worst Forms of Child Labor

In January 2013, the Government ratified ILO Convention 138 and ILO Convention 182.(10)

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.(11) Research has not found evidence of laws or regulations that specify 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 for educational or training purposes.(11) However, children under age 16 are prohibited from working during school hours, and children under age 18 cannot be required to work after 11 p.m.(11, 12)

International Conventions and Selected Laws on Child Labor and Education

	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	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 there is no law that establishes an age for compulsory schooling.(13, 14) However, the Government reported to the UNESCO Institute of Statistics that education is compulsory until age 13.(15) The compulsory education age leaves children ages 13 to 16 vulnerable to the worst forms of child labor, as they are not required to be in school but are not permitted to work either.

The Employment Act and the Constitution both prohibit forced labor, and the Constitution prohibits slavery and servitude.(11, 14) 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.(16)

The Drug Act explicitly prohibits the use of children in drug trafficking.(16) There is no compulsory conscription into the military, and the voluntary recruitment age is 18.(17, 18)

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.(16)

The Ministry of Human Resources, Youth, and Sports’ (MHRYS) Labor Relations Authority (LRA) enforces the child labor provisions of the Employment Act.(16) In 2012, the LRA was staffed with 10 labor inspectors and 6 investigation officers to inspect for any violations of the Employment Act.(16) The LRA carried out 360 routine labor inspections in 2012 and found no child labor. It also received 1,619 labor-related complaints through its complaint mechanism, but none involved child labor violations.(16) Inspectors and officers do not receive targeted training on child labor issues.(16)

Until mid-year, the LRA maintained a “blacklist” of employers who violated any provision of the Employment Act, over which the Department of Immigration and Emigration (DIE) then assumed jurisdiction. Employers on the blacklist cannot hire new workers until violations are corrected. Data are not available on whether any employers were blacklisted for child labor violations in 2012, but it is unlikely, since no violations were found during the year.(16)

The DIE is the Government’s focal point on trafficking in persons.(19) The DIE, in coordination with the Maldives Police Service (MPS), are responsible for identifying victims of trafficking.(16) An interagency steering committee comprised of the MPS, the DIE, the Ministry of Foreign Affairs, the LRA, the Ministry of Home Affairs, the Ministry of Health and Family (MHF), the Maldivian Democracy Network (an NGO), and the Human Rights Commission of the Maldives is charged with counter-trafficking coordination.(19)

The Government’s Family and Children’s Centers assist the public in reporting cases of abuse against both women and children.(20) When cases of child sexual abuse are identified, including child prostitution, the Ministry of Gender, Family, and Human Rights (MGFHR) provides victim care, while the MPS’ Family and Child Protection Unit (FCPU) investigates the cases and refers them to the Prosecutor General’s Office for prosecution.(16) In 2012, the FCPU had 25 officers to process child abuse cases in Malé, as well as officers in stations throughout the country’s many islands.(16) Three cases of child prostitution were handled by the MPS in 2012, and charges

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were filed under the Child Abuse (Special Provisions) Act in two of these cases.(16)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government began implementing the newly passed anti-trafficking plan for 2011-2012. The plan establishes the Anti-Human Trafficking and People Smuggling Unit as its implementing agency.(4, 21)

The Maldives Strategic Action Plan, recognized by the World Bank and other development partners as the country's PRSP, establishes policies to strengthen child and family protection service delivery at the central and provincial levels and establishes and strengthens alternative care systems for children.(22) 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 UNDP 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 by training these institutions on human rights issues.(23)

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. 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 assessing the scope of the trafficking in persons problem in the country.(13)

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.(3) The MGFHR provides general protection and rehabilitation services, such as counseling, family reintegration, medical treatment, and educational assistance to vulnerable children.(13, 16, 24) The target population for these 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.(20, 25) It is unclear if such cases include 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 working as domestics in private homes or those who may be found in commercial sexual exploitation.

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, 2012
	Raise compulsory education to age 16, the minimum age for work.	2011, 2012
	Enact a law against trafficking in persons.	2011, 2012
	Enact laws to criminalize all child prostitution and child pornography, even when it occurs within a marriage relationship.	2010, 2011, 2012
Coordination and Enforcement	Establish a coordination mechanism to combat all worst forms of child labor.	2009, 2010, 2011, 2012
	Ensure that the labor inspectorate receives training on child labor issues.	2009, 2011, 2012
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, 2012

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, 2012
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, 2012

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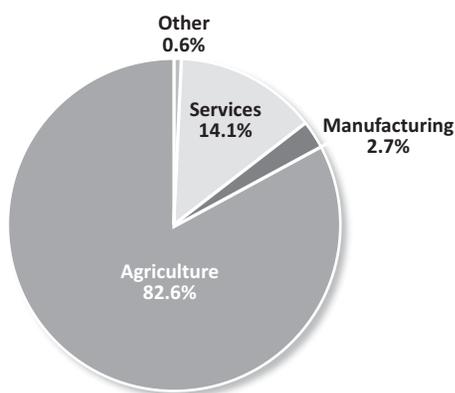
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In 2012, Mali made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government adopted a comprehensive law to prohibit trafficking in persons and made minimal efforts to address the issue of child soldiers. However, laws relating to the worst forms of child labor are not harmonized and gaps in enforcement, exacerbated by the military coup, subsequent suspension of foreign aid, and terrorist occupation in the north, has left children unprotected. In addition, children continue to be recruited and used for military purposes by non-state groups as well as by pro-government militias that have trained on government land and received training from independently acting members of the Malian army. Children continue to engage in the worst forms of child labor, including as child soldiers in militias 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, 2013.(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, including child soldiers in militias and dangerous activities in agriculture.(3-10) Children, as young as age 5, work in agriculture, including in livestock raising, animal traction, and in the production of rice and cotton.(4, 11-18) Children working in agriculture seed, plow, and harvest fields. They also transport the harvest to storage. Children use dangerous tools, carry heavy loads, apply harmful pesticides, and plow fields with oxen.(19-21) Children raising livestock in Mali raise cattle and reportedly raise oxen and small ruminants. Children handling livestock suffer injuries such as being bitten, butted, gored, or trampled by animals.(17, 18, 22) Reportedly, children are also employed in dangerous labor in the fishing sector; they are at risk of drowning while capturing fish and of injury from sharp tools while processing fish.(23)

Children in Mali work as domestic servants, which may require them to work long hours and perform strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(4, 24-26)

Children, especially girls who work in the vending and mining sectors, are engaged in commercial sexual exploitation.(10-12, 27)

Children in Mali are engaged in small-scale gold mines.(10, 16, 27-29) Children, as young as age 5 work long hours in all mining activities, including extracting material from underground passages.(27-29) They also amalgamate gold

with mercury. These children are subjected to unhealthy and dangerous conditions, risking injury and exposure to mercury poisoning and other illnesses. In mining, children perform work that surpasses their physical and mental capabilities.(27-29)

Forced child labor in Mali is found in agriculture and domestic service. Limited evidence suggests that forced child labor occurs in mining and the informal economy.(3) Children, especially of the Tamachek community, are subject to hereditary slavery in northern Mali. These children may be forced to work as domestic or agricultural laborers.(3, 10, 30, 31) In addition, children, particularly of the Songhai ethnicity, work in debt bondage in the northern salt mines of Taudenni.(3, 23, 32)

Thousands of boys, placed in the care of Koranic teachers for the purpose of education, are forced by their teachers to beg on the street or to work in fields; they must then surrender the money they have earned to the teachers.(4, 10, 33-36) These children may be punished physically if they do not remit enough money to their teachers. Other Koranic teachers force the boys to work their land for free.(33, 36-39)

Mali is a source, transit, and destination country for children trafficked for forced labor and commercial sexual exploitation.(32, 36, 40) Children are trafficked internally for domestic service, gold mining, begging, and agricultural work, including in the production of rice.(36) 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.(32, 33, 36, 41) Malian boys are trafficked to Mauritania and Senegal for forced begging, while Malian girls are trafficked there for domestic service and commercial sexual exploitation. Boys from other countries, such as Niger, Guinea, and Burkina Faso are trafficked to Mali for forced begging and they work in mines and rice fields.(29, 36, 42, 43) Girls from Nigeria are trafficked to Mali for commercial sexual exploitation.(40, 44, 45)

In January 2012, attacks against the Malian army were carried out by the National Movement for the Liberation of Azawad (MNLA); Al-Qaeda in the Islamic Maghreb (AQIM); Ansar Dine; and the Movement for Unity and Jihad in West Africa (MUJAO). Following the attacks, the three main regions of northern Mali fell under the control of these groups.(46) In April 2012, the rebels declared northern Mali an independent state. In March 2012, members of the Malian army overthrew the president of Mali in a coup d'état. Facing international condemnation, an interim government was agreed to and

was sworn in April 2012.(47) In January 2013, French troops began to carry out airstrikes against Islamist fighters in the north.(47) Although French and Malian forces were able to take back key areas in northern Mali, other areas in the north remain under rebel control.(48, 49)

In 2012, armed rebel and extremist Islamic militia groups, including the MNLA, the Arab Movement of Azawad, Ansar Dine, the MUJAO, and AQIM began recruiting and using child soldiers in northern Mali.(6-9, 46, 50-60) In 2012, more than 1,000 Malian children, including Malian children in neighboring refugee camps, were forcibly recruited, forcibly sold, or willingly paid by extremist groups to fight.(6, 9, 10, 46, 50, 54, 57, 58, 61, 62) Reports indicate that some families are forced to sell, or willingly receive as much as \$2,000 per child, while other children receive up to \$30 per day to fight.(9, 46, 50, 54, 57, 61, 63) Limited evidence indicates that some children, held in traditional slavery, are sold by their masters to Islamic extremists to fight. Limited evidence also indicates that Koranic masters have traded hundreds of their students to extremist groups to serve as soldiers.(56, 62) Children, some as young as age 8, carry assault rifles, man checkpoints, gather intelligence, guard prisoners, conduct foot patrols, and participate in looting and extortion.(6-10, 58, 62) Limited evidence indicates that children are used as mine sweeps, servants, and human shields. Girls are used by armed groups for sexual exploitation.(7, 56, 62) Limited evidence indicates that a disproportional number of child recruits are of Arab, Songhai, Peul, and Tuareg ethnicities.(62, 64)

Children are also recruited by, and trained to fight in, pro-government counterinsurgent militias, including the Liberation Front of the North, Ganda Koy, and Ganda Izo.(9, 10, 46, 56, 58, 60, 62) These pro-government militias train on government land. Soldiers within the army, acting independently, provided training to pro-government counterinsurgent militias.(9, 10, 46, 60, 65-68) Some pro-government militias are being integrated into the Malian army. The UN Special Representative for Children in Armed Conflict notes that a screening and separation process for children as part of the integration of pro-government militias into the Malian army is needed.(62)

In 2012, following the coup d'état and violent extremist attacks, grave and large-scale human rights violations occurred in Mali, leading to the displacement of up to 301,027 internally displaced people. Many of those displaced are children, often separated from parents or unaccompanied by adults.(53, 59, 69-72) In northern Mali, access to education,

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which can be a critical component in preventing child economic exploitation, has been significantly hindered by violence, displacement, and school closures.(25, 51, 53, 58, 62) As of February 2013, 86.0 percent of students in the north lacked access to education.(62) In many of the schools that remained open during the occupation of violent extremist groups in the north, extremist groups, including MUJAO and Ansar Dine, separated girls from boys in the classroom, or limited or prohibited school access to female students.(10, 53, 59, 73-75) Koranic schools are used for the recruitment of child soldiers and some schools are used as military storage and training bases.(46, 55, 57, 58, 64) Access to education is also hindered by a nationwide chronic shortage of teachers, school materials, school infrastructure, and transportation.(3, 10, 15, 38, 53, 76, 77) Additionally, limited evidence suggests that corporal punishment and the sexual exploitation of students by teachers prevents some children from remaining in school.(78) In some areas of Mali, due to societal discrimination, Arab, Peul, and black Tamasheq children were denied access to education.(10, 59) Mali experienced a severe drought in 2012 and households in northern Mali continue to experience food access constraints. Although there are no statistics yet, several reports indicate that the violence, drought, and growing food insecurity have led to a decrease in school attendance and an increase in the prevalence of the worst forms of child labor, particularly in gold mining and domestic service.(25, 59, 70, 71, 79-81)

Thousands of Malian children work on the street, but specific hazards associated with these activities is unknown.(81-83)

Laws and Regulations on the Worst Forms of Child Labor

Against the backdrop of instability and violence, areas of the north remain under rebel control and are therefore ungovernable by the Malian government, leaving Malian citizens in the north unprotected by the laws laid out below.(48, 49)

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.(84, 85) However, the Labor Code only applies to contractual work and excludes children working in the informal sector, including noncontractual agricultural and domestic work.(86)

Children under age 18 are protected by restrictions on activities such as industrial night work and hazardous labor.(35, 37)

Mali's hazardous occupation list prohibits the employment of any child under age 18 in any work that presents dangers or harms the morality of the child.(87) However, a 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.(85) This gap could expose these children to increased risks.

International Conventions and Selected Laws on Child Labor and Education

	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.(88, 89) The Child Protection Code identifies begging as a form of economic exploitation of children, and the Penal Code provides for punishment for engaging a child in begging. However, the Penal Code does not provide penalties for some of the prohibitions enumerated in the Child Protection Code.(88, 89) For example, although the Child Protection Code prohibits children under age 18 from participating in armed conflicts or joining the armed forces, the Penal Code only provides penalties for those recruiting and enlisting children under age 15.(88, 89) Additionally, although the Child Protection Code prohibits the use of children in

organized crime, no law prohibits the use of a child for illicit activities.(43, 89, 90)

The Penal Code prohibits the trafficking and debauching of children. However, the prohibition of the debauchment of children only applies to children under age 13.(88) The Penal Code also forbids third-party involvement in prostitution (pimping) and the sexual slavery of children. However, the law that prohibits these acts is only applicable to girls.(88) Furthermore, since provisions of the Penal Code only apply to cases of pimping, those soliciting or purchasing sex from a minor are not punishable under this law. The Child Protection Code explicitly broadens the definition of sexual exploitation, including prostitution, to both girls and boys. (88, 89) However, there are no penalties prescribed by this Code.(88)

Although the Penal Code bans slavery, no penalties are outlined for the offense.(88) 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.(84)

The Constitution provides for free and compulsory education.(91) Education is compulsory for 9 years, beginning at age 7, and all children have the right to education.(3, 5, 15, 89) However, some Arab, Peul, and black Tamasheq, also known as Bellah, children are denied access to school at the local level because of their ethnicity; and although the Constitution establishes free education, parents are still expected to pay school fees for registration, uniforms, books, and materials.(3, 10, 16, 59, 91) These costs may deter families from sending their children to school.

On June 28, 2012, the Government of Mali passed a comprehensive trafficking in persons law.(92) The law prohibits and sets penalties for the recruitment, transportation, transfer, harboring, or receipt of persons for the purpose of exploitation.(93) The law considers exploitation to include slavery, forced labor, servitude, and commercial sexual exploitation. It also includes protections for all people or groups of people from forcing a person to beg.(93) Although the exploitation of children, including slavery and commercial exploitation is prohibited in the context of trafficking, it is unclear if these forms of exploitation are prohibited as standalone offenses.

Institutional Mechanisms for Coordination and Enforcement

The National Unit to Fight Against Child Labor coordinates Mali's efforts to eliminate child labor.(94-96) Its mission is to reduce the worst forms of child labor by collecting statistics, coordinating programs, and acting as a liaison with

partners.(95, 97) As of 2010, seven members staffed the Unit.(13) Although the National Unit to Fight Against Child Labor is named the official coordinating body for child labor policy, the multiplicity of government structures sharing some of this responsibility leads to an inefficient and cumbersome system. Currently, the Ministry of Justice, the Ministry for Women, Children and the Family, the Ministry of Internal Security, and the Ministry of Labor share responsibility.(98) The National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices coordinates government efforts to combat trafficking. The committee has 43 members, comprising various government agencies, civil society groups, and NGOs.(3, 39) The National Unit, the National Coordinating Committee, the Committee to Track Child Labor and Trafficking, and the Fode and Yaguine Action Network hold regular meetings to focus on improving interagency coordination on child labor and human trafficking.(98)

In October 2012, the Government of Mali established an interministerial group to prevent grave violations against children. The working group aims to conduct awareness raising campaigns to prevent the recruitment and use of children in armed conflict.(62) The group will also conduct joint missions with international partners to determine the presence of children in self-defense militias.

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.(56, 98) In addition to inspections, inspectors provide dispute settlement and conciliation. These additional responsibilities detract from labor inspectors' abilities to complete workplace inspections.(99) These responsibilities make it difficult for the small number of labor inspectors to effectively enforce child labor laws.(84, 85, 98) None of the labor inspectors specialize in child labor. However, one person in each region is designated as the point of contact for the National Unit to Fight Against Child Labor.(56) Due to the military coup and subsequent suspension of foreign aid, funds for the labor inspectorate are at a strict minimum and funds are rarely allocated to regional labor inspectors.(56) Due to the terrorist occupation of the north, labor inspectors do not operate in the northern region.(56) The Government of Mali lacks a mechanism to monitor the informal sector for child labor, including most agricultural work and self-employed children.(84, 85, 98) The number of inspections carried out, violations cited, fines assessed, or fines collected during the reporting period is unknown.

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The Ministries of Justice, Internal Security, Labor, and Women, Children, and the Family work together to enforce laws pertaining to all worst forms of child labor.(56) The Ministry of Internal Security, through its judiciary police, is the principal agency enforcing laws relating to children involved in illicit activities and, through its Morals Brigade of the National Police, is the principal agency enforcing laws relating to trafficking and the commercial sexual exploitation of children.(56) The Morals Brigade is staffed by approximately 10 officers. However, Morals Brigade officers are responsible for other duties in addition to their duties pertaining to trafficked or exploited children.(56) The Morals Brigade does not have national coverage.(100) 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 members of the general police force, who do not receive special training on children's affairs.(100) During the reporting period, some police officers and magistrates received training on children's rights and four arrests were made on allegations of child trafficking and sexual exploitation.(56) In 2012, the Gendarmerie rescued 37 Burkinabe and 2 Nigerian children from the worst forms of child labor in artisanal gold mining. The children were returned to their countries of origin.(56) In addition, four Burkinabe traffickers were arrested for trafficking 11 Burkinabe children for labor in artisanal gold mines.(56) Research did not identify the number of criminal investigations, prosecutions, and convictions relating to the other worst forms of child labor. The Ministry of Women, Children, and the Family is specifically responsible for assisting with trafficking victims.(101) However, there are no government facilities in Mali to shelter or offer support to victims of trafficking.(43)

Reports indicate that, due to a lack of law and judicial enforcement, the prevalence of hereditary slavery has worsened since the conflict in Mali began.(102) Four civil lawsuits involving children held in traditional slavery are pending due to the absence of the justice administration in the north.(56)

In March 2013, during military operations, French soldiers apprehended five child soldiers. These children were transferred to Malian authorities and handed over to UNICEF for interim care.(62) Children are currently being transferred from French forces to UNICEF via Malian authorities.(62) Children also receive psychosocial care and reunification services from a government-owned facility, with the collaboration of UNICEF and NGOs.(59) However, the process for handing over children is not a formalized operation, and standard operating procedures are not in place.(62) Evidence does not reveal any

efforts made by the Government of Mali to prosecute offenders of or enforce laws relating to the use of child soldiers.

Government Policies on the Worst Forms of Child Labor

The National Plan to Combat Child Labor (2011-2020) has the goal of eradicating the worst forms of child labor by 2015, and all exploitative child labor by 2020.(23, 103) 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.(23) This Plan falls under the direction of the National Unit to Fight Against Child Labor and is to be implemented in conjunction with 14 other Ministries, including the Ministries of Education, Agriculture, Mining, Justice, and Women, Children, and the Family.(23) However, there is no evidence that implementation of the National Action Plan has begun.

Child labor concerns have also been incorporated in the UN Development Assistance Framework (2008-2012).(23, 104) Research did not identify the status of implementing the framework.

In February 2013, an inter-ministerial circular was signed on the prevention, protection, and reintegration of children in armed conflict.(62) Information regarding the activities implemented under this circular is unavailable.

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

During the reporting period, Mali participated in social programs to reduce the prevalence of the worst forms of child labor. The Government of Mali partnered with WFP to provide school feeding programs to 290 schools in southern Mali, as well as emergency food distribution centers to over 250,000 people.(70) It also participated in two USDOL-funded regional projects to combat the worst forms of child labor, both of which assist ECOWAS to develop systems to help its member countries reduce the worst forms of child labor.(105) The ECOWAS I project is funded for 4 years at \$7.95 million. The ECOWAS II project is funded for 4 years at \$5 million.(105, 106)

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.(32, 38, 101) 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 through which the police transfer children to NGOs; the transfer is recorded by both the NGO and the police.(32, 38, 101)

Prior to the coup in March 2012 and the attempted secession in northern Mali, the Government of Mali participated in two USAID-funded projects to improve access to education, including a 5-year, \$30 million project to improve literacy by providing interactive radio instruction for primary school students and a 5-year project to provide basic education and training to out-of-school youth.(107-109) Prior to the coup, 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.(110, 111) The project worked with private companies to encourage social responsibility, conducted awareness-raising campaigns, and

worked with teachers, students, and community members to sensitize communities about the worst forms of child labor.(112) Following the coup, USAID and European Commission funding for these projects were withdrawn from Mali.(113, 114)

The Government of Mali has participated in programs to reduce the worst forms of child labor and strengthen the education system. Following the international intervention in Mali, the Government, in collaboration with UNICEF and NGOs, took minimal actions to provide psychosocial care and reunification services to child soldiers on an ad hoc basis. However, the Government has not implemented programs to assist children engaged in agriculture, domestic service, and begging. Due to violent extremist occupation in the north, the Government is unable to provide services to children residing in the occupied territory.

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, 2012
	Adopt laws to ensure protections for all children working outside the formal sector, particularly in domestic service and agricultural work.	2010, 2011, 2012
	Harmonize the Child Protection Code and Penal Code to remove gaps that leave children vulnerable to the worst forms of child labor, including by ensuring that the use, procurement, or offering of a child for prostitution is prohibited for both girls and boys.	2009, 2010, 2011, 2012
	Criminalize and provide appropriate penalties for child slavery and forced labor, the commercial sexual exploitation of children, the recruitment and use of children ages 15 to 18 as child soldiers, and for the use of children in illicit activities.	2009, 2010, 2011, 2012
Coordination and Enforcement	Streamline coordination across agencies, including by ensuring coordination between the National Unit to Fight Against Child Labor and other overlapping agencies.	2010, 2011, 2012
	Ensure the Morals Brigade has adequate reach, that local police receive adequate training on child protection and the worst forms of child labor, and that the Morals Brigade and local police coordinate on the cases of minors with the intention of providing services in the best interest of the child.	2011, 2012
	Create a mechanism to provide enforcement protection for children working in the informal sector.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Collect and make public information on the number of labor inspections and penalties assessed, as well as criminal investigations, prosecutions, and convictions related to the worst forms of child labor.	2010, 2011, 2012
	Create a formalized mechanism to rescue and reintegrate children involved in armed militias and to ensure the Malian army does not support children serving in pro-government militias or integrate children serving in pro-government militias into the Malian army.	2012
	Ensure labor inspectors have adequate staff, time, and resources to conduct inspections.	2012
	Enforce laws relating to child soldiers and slavery, including hereditary slavery and forced labor.	2012
Policies	Take measures to ensure children's safety in schools and to ensure all children have access to education, no matter their ethnicity or gender.	2010, 2011, 2012
	Take measures to implement the National Plan to Combat Child Labor (2011-2020).	2012
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 <ul style="list-style-type: none"> • Agriculture, domestic service, forced begging, and mining. • Disarmament, demobilization, and reintegration of child soldiers. 	2009, 2010, 2011 2012 2012
	Formalize Mali's system for transferring detained victims of trafficking to NGOs.	2010, 2011

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In 2012, Mauritania made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government passed a new UN Assistance Development Framework that aims to provide educational assistance to vulnerable and exploited children, and increased its number of labor inspectors from 60 to 80. However, Mauritania's legal framework lacks a hazardous occupations list, does not prohibit the use of children in illicit activities, and does not provide protection for children working without a contract, excluding many children, for example, who work on the streets or perform unpaid work. In addition, the Government continued to detain anti-slavery protestors. Social programs are not sufficient to address the needs of children engaged in the worst forms of child labor. Children continue to be engaged 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 all 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, 2013.(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 dangerous activities in agriculture, herding, and indentured and hereditary servitude.(3-5) Although information is limited, there are reports that children work in the production of beans, rice, and vegetables.(5-8) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(7, 9) Children herd and care for livestock, such as cattle and goats.(4, 5, 10) While research is limited, evidence suggests that children also herd camels and sheep.(11, 12) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(13, 14) Limited evidence also suggests that

children work in the fishing sector.(5) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(15, 16) Children also crush gravel for construction and deliver water to construction sites.(4)

Some children are engaged in criminal street gangs and are forced to beg and sell drugs.(5, 17) In addition, some male street children are Koranic students, or *talibés*.(5, 18, 19) In Mauritania, it is traditional practice to send boys to Koranic teachers to receive education that may include vocational training or apprenticeship.(5, 18, 19) Some Koranic teachers, or *marabouts*, force *talibés* to beg for more than 12 hours a day, without adequate food or shelter.(5, 18-21) In addition, some children work as apprentices. Over 48 percent of apprentices are beaten and some are forced to work for many years.(11)

Girls, many of whom are between ages 7 and 14, work as domestic servants in urban households in Nouakchott; many of these girls reportedly come from the Senegal River Valley and Assaba geographic regions.(5, 12, 22) Some child domestics are beaten, work long hours, often without pay, and 1 percent are sexually abused.(12, 21, 23-25)

Children in Mauritania continue to be exploited in hereditary servitude, as slaves, and endure slave-like practices in remote areas of the country.(17, 26-29) Some children are born into slavery, while others are forced to work the land and turn over what they produce to their "master" in order to remain on the land. Some child slaves herd animals, such as cattle and goats, and perform domestic labor.(4, 5, 28, 30-32) Those that attempt to escape are reportedly beaten or killed.(17)

Some former slaves (commonly descendants of slaves) continue to endure slave-like practices, including working for their former masters in exchange for minimal food, money, and lodging.(31)

Mauritania is a source and destination country for trafficked children.(28) Children are trafficked domestically within Mauritania for forced labor in herding and domestic labor.(4, 28) Internally, girls are trafficked for domestic labor and commercial sexual exploitation, and boys are trafficked for forced begging as *talibés* on the streets of Nouakchott.(20, 21, 28) *Talibés* are also trafficked from Guinea-Bissau, Mali, and Senegal to Mauritania for forced begging.(28, 33) Girls are trafficked from Mali and the Gambia for domestic service and from Senegal for domestic service and commercial sexual exploitation in Mauritania.(28, 34) During the reporting period, there were reports of girls between the ages of 5 and 13 being trafficked from Mauritania to the Middle East under the guise of marriage, but who were instead victims of commercial sexual exploitation.(4, 17, 28)

There are reports of children working on the streets, especially in urban areas such as Nouakchott, Nouadhibou, Kiffa, and Rosso, but specific information on hazards is unknown.(4, 12)

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.(35-37) Research further suggests that a lack of school infrastructure and limited availability of teachers impedes access to education, which also increases the vulnerability of children to the worst forms of child labor.(31, 38, 39) Many children in Mauritania are also not registered at birth. Unable to prove citizenship, unregistered children may have difficulty accessing services such as education.(40, 41) In addition, in 2012, Mauritania experienced an influx of refugees from Mali. Midway through the year, only 20 percent of refugee children had access to education in Mauritania, which put them at increased risk of engaging in the worst forms of child labor.(42-44)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code (2004-017) sets the minimum age for employment at 14.(45, 46) 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 remain in school.(45) The Labor Code prohibits children younger than 14 from working at night. It also bans children younger than age 18 from work that is

dangerous, beyond their strength, or likely to harm their safety, health, or morals.(45, 47) All laws regarding regular work also apply to apprenticeships.(48) Nevertheless, the Government lacks a hazardous occupations list that specifies activities considered hazardous for children.(6, 49) In addition, the Labor Code only applies to contractual labor, excluding many children, for example, who work on the streets or perform unpaid work.(6, 45, 50)

International Conventions and Selected Laws on Child Labor and Education

	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

Regulation No. 1797 of the Labor Code establishes the minimum standards of the workplace, contracts, leave, and access to social security for domestic workers, including child care providers, in accordance with ILO Convention 189.(6, 31) Although the Government partnered with local NGOs, UNICEF, and Terre des Hommes to draft a law against the worst forms of child labor, it did not enact this legislation.(4)

The Penal Protection Code for Children establishes penalties for sexually exploiting a child, for inciting a child to beg, or for giving authority to another person to do so.(51) The law also prohibits the production of child pornography.(38) It does not, however, prohibit the use of children in other illicit activities, such as selling drugs.(17, 39, 52)

Laws 2007-048 and 025/3003 prohibit forced and compulsory labor, as well as slavery and trafficking in persons.(52-54) This law also prescribes penalties for Government officials who do not respond to reported cases of forced labor and individuals

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who profit from or procure slaves.(17) The minimum age for both voluntary and compulsory recruitment into the military is 18.(55) However, children between the ages of 16 and 18 are permitted to participate in the armed forces if they receive parental consent.(56)

According to Law 2001-054, the Government has established the right to free primary education until the age of 14. However, in practice, the free education provision is not effectively enforced as many children do not attend school.(4, 5, 46, 57)

Institutional Mechanisms for Coordination and Enforcement

The multi-stakeholder Child Trafficking, Smuggling, and Labor Group coordinates child labor and child trafficking efforts and comprises the Ministry of Social Affairs, Childhood, and the Family (MASEF); the Ministry of Justice; the Ministry of Interior; the National Commission on Human Rights, Humanitarian Action, and Civil Society; NGOs; and international organizations.(4) This Group met five times in 2012 and reportedly effectively coordinated activities.(58) It also held a workshop in January 2013 to present a draft law on the worst forms of child labor.(4) During the reporting period, the Government created structures to monitor child protection issues in the Gorgol and Guidimaka regions and allocated \$16,000 to this effort.(4)

The MASEF has primary responsibility for both child labor policy and monitoring all alleged violations of child labor laws, including those related to the worst forms of child labor.(4) The MASEF is also responsible for developing and implementing programs to protect vulnerable children.(4) In 2012, the Government of Mauritania increased its number of labor inspectors from 60 to 80. However, there are no labor inspectors dedicated to child labor.(4) The ILO Committee of Experts reports that the labor inspectorate lacks staff and resources to carry out its mandate.(39, 59)

During the year, labor inspectors did not receive training on child labor issues, and no child labor inspections or investigations were performed by the Government. Furthermore, the Government did not make labor inspection data accessible to the public.(4) In 2012, the Government budgeted \$50,000 to MASEF's Labor Office and \$33,300 to the Office of Childhood to support the implementation of the national strategy and plan of action for the protection of children. However, there was no budget for labor inspections.(4)

The Ministry of Justice's Directorate of Judicial Protection for Children, the Commissariat for Human Rights, and the Ministry of Interior's Special Brigade for Minors also undertake activities that protect children and enforce laws, including the worst forms of child labor.(4) The Special Brigade for Minors in collaboration with NGOs identified 1,877 girls working as domestic servants in private homes from January to September 2012. However, no penalties or citation for child labor violations were issued during the year.(4) The Ministry of the Interior also monitors religious schools, or mahadras, to ensure that children are not forced to beg on behalf of their teachers.(20) Children are referred to social and other services through labor inspectors and the Special Brigade for Minors.(4)

During the reporting period, the police arrested two women accused in two separate cases of child slavery after receiving a complaint from an NGO. Both cases are pending prosecution.(21) However, there were no convictions involving the worst forms of child labor during the reporting period.(4, 21) Research indicates that the Government prefers to settle cases involving slavery out of court, as it is perceived as the quicker and more amicable way to resolve disputes.(31)

Government Policies on the Worst Forms of Child Labor

The MASEF's National Strategy for the Protection of Children in Mauritania and Action Plan (2009-2013) aims to strengthen the legal system, increase access to social services for vulnerable children, and establish a system to coordinate, monitor, and evaluate service provision.(58, 60, 61) 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.(12, 52) 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.(12, 62)

During the reporting period, Government officials brought together Imams, clerics, educators, and human rights activists to sign the Nouakchott Declaration, which calls for increased protection of children.(63) The Commissariat for Human Rights, Humanitarian Action, and Relations with Civil Society, in cooperation with the UN, worked with stakeholders to develop an action plan for Mauritania's anti-trafficking efforts.(28)

The Government of Mauritania has other policies, such as the PRSP II 2011-2015, which calls for the elimination of child labor and includes plans to increase access to quality education

for all children.(64, 65) The Government has a United Nations Assistance Development Framework (2012-2016) that aims to provide educational assistance to vulnerable and exploited children.(66) Finally, the Government of Mauritania has an Education Sector Development Program (2001-2015), which aims to increase children's access to education.(67) However, the question of whether child protection, poverty reduction, and educational policies have had an impact on child labor does not appear to have been addressed.

In 2012, the National Office of Statistics conducted a survey on child trafficking and the worst forms of child labor in Mauritania. According to UNICEF, the survey report is expected to be released in 2013.(4)

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

Since 2007, the Government has operated Centers for the Protection and Social Integration of Children in Difficult Situations (CPISEs) 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*.(3, 4, 31) In 2012, the Government allocated \$30,000 to the centers, opened a new center in Nouadhibou, and provided 90 children with assistance.(4, 31) In addition, the Government opened a child protection training center in the town of Selibaby. This center will provide training on child protection to local organizations, including child labor.(4)

The Government of Mauritania continued to participate in a 2-year project through September 2012 which aimed to strengthen legal frameworks and provide support to women and children engaged in slavery, domestic service, commercial sexual exploitation, and forced begging. The \$500,000 project was funded by USAID and assisted 70 *talibés* during the reporting period.(6, 21, 38, 68, 69) In June 2012, Mauritania completed its program to provide social and other services to children that had been trafficked for labor in the camel jockeying sector in the United Arab Emirates (UAE). This program was funded by the UAE and UNICEF.(70, 71)

During the reporting period, the multi-stakeholder Child Trafficking, Smuggling, and Labor Group presented its draft law on the worst forms of child labor to representative

government agencies.(28) The Government, in collaboration with UNICEF, also taught stakeholders how to perform rapid needs assessments for children in crisis situations and psychosocial monitoring of vulnerable children.(4)

The Government of Mauritania continued to participate in the EU-funded UNODC Impact Program, which aims to assist West and North African States in implementing the Migrant Smuggling Protocol. The Program aims to strengthen criminal justice systems by improving legislative frameworks, building government capacity, improving data collection and analysis techniques, and raising awareness.(72, 73) Under the Program, 12 traditional mediators from remote areas in which a formal justice system is absent were trained on the national legal framework, including child labor laws.(74)

During the year, the Mauritanian government participated in the \$29 million Poverty Reduction Project in Aftout South and Karakoro, funded by the UN International Fund for Agricultural Development.(75) The Project targets 21,000 households and aims to assist rural communities through the provision of loans and grants to improve livelihoods, economic opportunities, and food security.(76) The question of whether these programs have had an impact on child labor has not been addressed. In addition, despite these efforts, Mauritania's social programs are not sufficient to assist the numerous children engaged in the worst forms of child labor, including in agriculture, herding, domestic service, and indentured servitude.(4)

The Government's continued detention of anti-slavery protestors and the lack of recent data on slavery hampers its ability to comprehensively address this issue and develop programs for future initiatives.(17, 29, 32, 77, 78) Further, some government officials do not acknowledge that slavery continues despite its prohibition.(6) In particular, the UN reports that more needs to be done to address the problem of slavery in Mauritania and the UN Special Rapporteur on contemporary forms of slavery recommended that a sustained awareness raising campaign be carried out in urban and rural areas to make all Mauritians aware of national laws on slavery.(79, 80)

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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	Draft and adopt a hazardous occupations list in accordance with international standards.	2009, 2010, 2011, 2012
	Ensure protection for children who are working on a noncontractual basis or engaging in unpaid work, such as children working on the streets.	2012
	Adopt the law on the worst forms of child labor.	2012
	Draft and adopt a law that prohibits the use of children in illicit activities.	2009, 2010, 2011, 2012
Coordination and Enforcement	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, 2012
	Provide sufficient funding, human resources, and personnel training for effective coordination, inspection, and enforcement efforts.	2010, 2011, 2012
	Make data regarding inspections, investigations, complaints, and prosecutions accessible to the public.	2011, 2012
	Effectively enforce free public education legal provisions.	2010, 2011, 2012
	Take steps to ensure that anti-slavery protestors are not unlawfully detained.	2011, 2012
Policies	Collect data on the worst forms of child labor, including slavery, to identify children in need of these services.	2010, 2011, 2012
	Assess the impact that existing policies may have on addressing the worst forms of child labor.	2009, 2010, 2011, 2012
	Make publicly available the survey on child trafficking and the worst forms of child labor in Mauritania.	2012
Social Programs	Conduct research on children engaged in street work, including specific activities and associated hazards, in order to inform policy and program design.	2012
	Expand the scope of programs to address the worst forms of child labor, including in agriculture, herding, domestic service, and other sectors in which children work, as well as children in hereditary and indentured servitude.	2009, 2010, 2011, 2012
	Implement a continuous awareness-raising campaign in urban and rural areas on worst forms of child labor laws and provide support to victims of slavery to allow for their reintegration into society.	2012
	Ensure that all children have access to education, including refugees, by registering children at birth and establishing and implementing a program to address the lack of teachers and schools.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Step up efforts to develop and implement programs to lessen the impact food shortages may have on rural populations.	2011, 2012
	Assess and evaluate the impact that existing education, social protection and livelihoods programs may have on addressing child labor.	2011, 2012

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In 2012, Mauritius made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continued its efforts to combat commercial sexual exploitation by creating a sub-committee to facilitate inter-agency coordination, operating drop-in centers, and providing services via its Child Development Unit. In addition, the Government continued efforts to increase access to quality education through strategies such as the Zones d'Education Prioritaire (ZEP) and vocational programs for school drop outs. However, the Government 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		94.9

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 (CSEC), although the extent of the problem is unknown.(3-5) Recent unofficial estimates report that the scale of the problem has been reduced even though accurate figures are not available.(5) However, 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 CSEC in the country seems to be growing.(6) Some children are lured into CSEC by their peers or through false offers of other employment. Some adult prostitutes force their sons and daughters into CSEC.(4, 7) Although information is limited, children are reportedly engaged in the production of pornography.(8)

Agalega Islands, Cargados Carajos Shoals, and Rodrigues are not shown.



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 and in domestic service.(4, 9, 10) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(11, 12) Children working in domestic service may be required to work long hours, performing strenuous tasks without sufficient food or shelter. These children may be isolated in private homes, making them susceptible to physical and sexual abuse.(13, 14)

There are reports of children working on the streets, but specific information on hazards is unknown.

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 or safety, or their physical, mental, moral, or social development.(15) The Occupational Safety and Health (OSH) Act identifies specific work activities prohibited to young persons 16 to 18 years old, which includes work with heavy metals and work in the forestry or construction sectors.(16) 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.(15) The Constitution prohibits forced labor and slavery.(17)

International Conventions and Selected Laws on Child Labor and Education

	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 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.(18) 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.(6) The Child Protection Act also prohibits distributing, showing, taking, or possessing with the intention of showing or distributing any indecent photograph of a child, including electronic images.(6)

There is no compulsory military recruitment because Mauritius has no military. The voluntary recruitment age for the Police Force, which includes other security forces, is 18.(19-22) Education is free and compulsory to age 16.(23, 24)

Institutional Mechanisms for Coordination and Enforcement

The Government has created a National Child Protection Committee (NCPC, also known as the Working Together Committee) that includes key stakeholders related to the coordination and implementation of child protection policies.(24, 25) The NCPC coordinates the roles and responsibilities of the relevant ministries and ensures there is effective collaboration on effective intervention on cases

involving children, including the worst forms of child labor.(21, 24) Under the auspices of the Ministry of Gender Equality, Child Development and Family Welfare (MOGE), the Government established the National Children's Council (NCC) in 1990 following its ratification of the Convention on the Rights of the Child.(6) The NCC is an independent, para-governmental entity that serves as the executive of child protection programs and focuses on child protection issues in the country.(6) During the reporting period, the MOGE consulted the NCC and various child protection service providers to discuss a new Consolidated Children's Bill.(4, 21) Significant overlap appears to exist between the committees involved in child protection issues, and it is unclear if worst forms of child labor are specifically coordinated through the NCC.

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.(4) It employs 45 inspectors and is responsible for conducting all regular labor inspections, including monitoring for child labor.(10, 26) From January 1, 2012 to November 2012, the MOLIRE inspections found no cases of child labor.(4) Information was not available on the number of labor inspections conducted. The Office of the Ombudsperson for Children also has the authority to investigate any suspected or reported case of child labor.(27) The 2012 Ombudsperson for Children Annual Report indicated that the Office investigated the absence of four children from school in alleged child labor cases. It reported that three of the children are back in school and that follow-up is being maintained on the fourth.(27, 28) When a child labor violation is found, the MOLIRE carries out unannounced follow-up inspections to deter repeat offenses.(10) Prosecution is usually pursued against repeat offenders.(29) Violations related to the hazardous work provisions of the OSH Act are referred to the MOLIRE's OSH Division.(10)

The MOGE is the lead agency for implementing anti-Trafficking in Persons (TIP) policies and the Prime Minister's Office (PMO) is the coordinating agency for government anti-TIP policies.(5, 7) The MOGE established a sub-committee with the NCPC to facilitate inter-agency coordination on the CSEC.(21) Despite efforts to improve inter-agency coordination, a formal and permanent anti-TIP coordinating body does not exist and a lack of understanding of TIP by government officials has prevented the Government from effectively addressing the issue.(5, 7, 21) In addition, coordination and cooperation among government agencies and with civil society groups seems to be a persistent challenge in

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addressing commercial sexual exploitation and related child protection issues in the country.(6)

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 in which youth are vulnerable to involvement in commercial sexual exploitation.(4, 6) The MOGE, the NCC, and NGOs also participate in these operations.(30) The MOGE 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.(6) The MOGE'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 2012, the CDU received reports of six cases of child trafficking and five cases of child prostitution.(4) The Minors' Brigade investigates these cases while the CDU provides follow-up assistance to victims.(31) However, the CDU suffers from a lack of resources and personnel, with only nine family welfare officers to serve Mauritius and one for Rodrigues, leading to insufficient service provision.(6)

In 2012, the most recent time period for which information is available, the Government prosecuted four cases of child prostitution, involving seven offenders.(21) As of May 2011, one case of child pornography was pending in the courts.(6)

The MPF provides anti-TIP training to new recruits as part of basic training requirements. During the reporting period, over 200 new recruits received training.(5) Training on preventing CSEC was provided by an NGO to 30 officials from the Government including the police, Ministry of Tourism, the probation service, and the MOGE. The USDOJ provided the Children as Victims and Witnesses in the Criminal Justice System training, with a substantial anti-TIP component, to over 150 government officials.(5)

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 Abuse that lays out procedures to be followed by police and other officials when handling sexual abuse cases, including commercial sexual exploitation.(4, 32) 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.(4, 31)

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.(33) 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.(34)

The draft UNDP Country Program for Mauritius includes improving the education of vulnerable children through programs such as the ZEP.(24, 35) Although the Government's 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.(10)

The question of whether these policies have an impact on the worst forms of child labor does not appear to have been addressed.

The Government is currently developing a comprehensive national child protection strategy to establish a coordinated response to child protection issues.(4)

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 television. The Government also holds workshops on CSEC for vulnerable groups, and participates in working groups with private sector and civil society actors on anti-trafficking and CSEC issues.(6, 24, 30) The Ministry of Tourism publishes and distributes pamphlets on trafficking to tourism companies, including tour operators and hotels.(36)

In the area of victim services, the Government operates drop-in centers that provide counseling and referrals to victims of sexual abuse, including CSEC and trafficking of children.(22, 36) 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.(7) The CDU provides a variety of support services, including counseling, legal support, and reintegration, although it does face significant resource constraints as noted above.(6, 37)

If institutional care is needed, victims are referred to government or NGO shelters, most of which receive government funding.(6, 22, 36) However, these facilities are overcrowded, service providers are overtaxed and lack appropriate training, and institutions do not have appropriate standards of care, leading to inadequate rehabilitative services for this vulnerable population.(6) In addition, child victims of prostitution are sometimes placed by court order in residential centers for youth on probation. Child victims of prostitution placed in such facilities may not receive appropriate treatment.(6)

The Government provides free school materials, lunches and medical examinations to economically underprivileged students.(38) The ZEP program aims to combat social inequalities by providing equal opportunities to all primary school children throughout the country. This program has been shown to reduce school dropouts through enhanced community participation in education.(24, 35) 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.(31) The MOGE operates a Child Mentoring Scheme that provides one-on-one counseling to at-risk children through a government-selected mentor.(24, 39) The public school system also includes a pre-vocational track for youth who are at risk of exploitation or of becoming drop outs.(24, 29) In addition, the Government has a pilot Summer and Winter school program to enhance the successful transition from primary to secondary school for students in addition to a Second Chance Program to educate and provide vocational training and life skills to those who dropped out after age 16.(4, 24)

The Ministry of Social Integration and Economic Empowerment operates a National Empowerment Foundation which provides comprehensive support to deprived children through a Child and Family Development program. The program includes day care facilities, assistance with preschool education, and holiday camps for children during school breaks.(24)

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	Ensure that all government efforts to address the worst forms of child labor are coordinated by the National Child Protection Committee and that any overlap in coordination is addressed.	2012
	Establish a formal and permanent structure to coordinate anti-TIP efforts and increase anti-TIP training for government officials.	2012
	Increase investigations and prosecutions of CSEC crimes, and punish offenders.	2010, 2011, 2012
	Provide necessary resources to the Child Development Unit to ensure adequate service delivery for victims.	2011, 2012
	Make information publicly available on the number of labor inspections conducted.	2012
Policies	Assess the impact that existing policies have had on the worst forms of child labor.	2010, 2011, 2012
Social Programs	Ensure that victims of CSEC have access to comprehensive, quality services.	2010, 2011, 2012
	Refrain from placing CSEC victims in facilities designed for youth on probation.	2011, 2012
	Assess the impact that existing programs may have on addressing child labor, particularly CSEC.	2009, 2010, 2011, 2012

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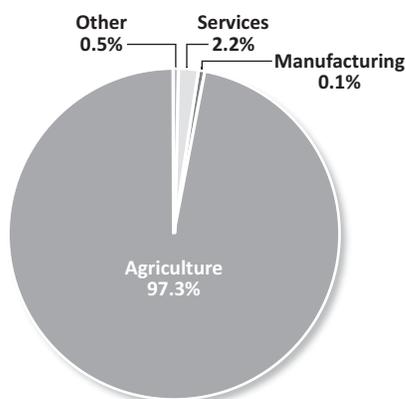
In 2012, Moldova made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Moldova adopted an amendment to the Labor Code that increased fines for engaging children in hazardous work. The Government also implemented the National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2011-2015 at the regional level, and six districts developed local strategies and teams to implement the Plan. Further, the Ministry of Education adopted and issued the decision prohibiting students from agricultural work during the school year. However, the number of inspectors in the Labor Inspection Office and Child Labor Monitoring Unit was not sufficient. While the Government 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. Children continue to be found in the worst forms of child labor, particularly in hazardous activities in agriculture and as a result of trafficking for forced labor and begging.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	24.3 (102,105)
Attending School	7-14 yrs.	92.1
Combining Work and School	7-14 yrs.	29.0
Primary Completion Rate		91.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 Moldova are engaged in the worst forms of child labor in agriculture and as a result of trafficking for forced labor and begging.(3) The 2009-2010 National Child Labor Survey estimated that 109,000 children were engaged in dangerous child labor, mostly in agriculture.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6, 7)

Reports indicate that school directors, farms, and agricultural cooperatives signed contracts in 2011 that required students to help with the harvest during the high season in autumn.(8, 9) There was no new information about whether these contracts were signed during the reporting period.

Moldovan children are trafficked abroad and within the country for commercial sexual exploitation, begging, and forced labor in construction and agriculture.(4, 8)

The latest national study on the situation of children in need and those whose parents work abroad conducted between March and July 2012 reveals that 105,270 children have one or both parents working abroad.(4) These children often lack adult supervision and may be at risk of being trafficked, especially if a parent was trafficked.(10)

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There are reports of children working in the streets, but specific information on hazards is unknown.(11, 12)

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 18.(3, 4, 13) 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.(11, 13) Government Decision No. 562 establishes a list of jobs in 32 industries, including agriculture, textile, construction, and food processing, that are prohibited to persons younger than age 18.(4, 11, 14) Article 58 of the Labor Code passed in 2012 increased fines for engaging children in hazardous work. The Law on Prevention and Combating Family Violence also has provisions against hazardous work for minors.(4)

International Conventions and Selected Laws on Child Labor and Education

	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 Constitution forbids forced labor and the exploitation of minors.(11, 15) 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.(4) Article 208.1 of the Criminal Code prohibits the production, distribution, dissemination,

and possession of pornographic images of children.(12) 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.(16)

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.(17) In 2012, the Government developed the Draft Law on special protection of children in high risk situations and children separated from their parents.(18) It is unknown at this point in time whether this law was adopted. The age for military recruitment is 18.(4) Article 6 of the Law on Child Rights also prohibits and lays out penalties for child soldiering.(11)

Education is free and compulsory until the age of 16.(4, 19) However, many schools are not adequately funded, and parents are sometimes charged for school supplies and textbooks.(8) Roma children are particularly vulnerable to barriers in accessing education due to poverty.(8, 20) The law also requires children to have access to education in their native language.(19) In August 2012, the Ministry of Education adopted and issued a decision that prohibits students from engaging in agricultural work during the school year.(4) It is unknown whether students were engaged in agricultural work while attending school during this reporting period.

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on the Elimination of Child Labor (NSC) coordinates work on child labor issues at the national level and is chaired by the Deputy Minister of Labor, Social Protection and Family. It includes representatives from the Government, workers' organizations, NGOs, and academia.(4) At the local level, multidisciplinary teams identify children involved in the worst forms of child labor, offer alternatives to child laborers, monitor children's living conditions, and use the collected information for policy development.(4, 18)

The National Commission for Consultation and Collective Bargaining includes a permanent council on child labor.(4) The National Council for the Protection of Child Rights is chaired by the Deputy Prime Minister and meets on a regular basis to

discuss the protection of child rights.(4) The Council's task is to inform and provide consultation to the National Commission for Consultation and Collective Bargaining's members about the worst forms of child labor.(4)

The Parliament appoints an Ombudsperson who specializes in child protection issues by defending children's constitutional rights and freedoms and by promoting the CRC.(4)

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 2012, the LIO operated on a budget of \$615,000 and with a staff of 96.(4)

The direct monitoring of child labor is accomplished through the Child Labor Monitoring Unit that is set up within the LIO. The Unit is a coordinating mechanism between the NSC at the national level and multidisciplinary teams at the local level. It supervises the activities related to combating child labor and coordinates the results coming out of inspections.(18) The Government has reported that the number of inspectors in the LIO and the Child Labor Monitoring Unit is not sufficient.(18)

During the reporting period, the National Confederation of Trade Unions of Moldova established its own Labor Inspection Unit, which supports the LIO by detecting child labor exploitation cases.(18)

The law permits child labor inspections for both legally registered workplaces and individual persons, thus covering informal worksites.(13) Inspectors are also allowed to seek assistance from local public administrators to suspend licenses of employers who repeatedly neglect labor inspection recommendations. However, small farms are not subjected to the inspection, which increases the vulnerability of children to the worst forms of child labor.(4)

In 2012, the LIO conducted 6,499 inspections and uncovered 116 child labor violations, 78 of which were in the agricultural sector.(4) Although information is not available on all types of the 116 violations, there were 52 children working illegally, and 39 children in hazardous work situations.(4) During this same period, the LIO referred 23 child labor violations to Moldovan courts.(4) All 39 children in hazardous activities were removed from work and another 59 children were assisted by LIO inspectors.(4)

The Permanent Secretariat under the National Committee for Combating Trafficking in Persons coordinates government efforts to combat human trafficking, including child trafficking.(21) The agenda of the Permanent Secretariat is

to implement legal provisions on combating trafficking in persons (TIP), establishing working groups for drafting of new provisions on TIP, as well as participation in anti-TIP campaigns, developing the national action plans, and seeking support for projects.(21)

The Center for Combating Trafficking in Persons (CCTIP) is responsible for investigating child trafficking cases. The CCTIP employs 43 police officers to conduct criminal investigations of trafficking, including trafficking for sexual exploitation of children.(4) Despite the training, the techniques by law enforcement are criticized because they sometimes force the victims to confront their trafficker, and victims are required to give numerous declarations and statements.(4) The CCTIP annual budget is approximately \$300,000, which is insufficient to cover the cost of the operations in all territories.(4) In 2012, the Government opened 20 investigations on child trafficking. Of those cases, 12 children were found to be victims of trafficking for sexual exploitation.(4) During the reporting period, seven criminal investigations were finalized and nine perpetrators were sentenced to prison for child trafficking.(4) The average sentence received for trafficking of children in 2012 was 13 years' imprisonment. The Government requested the NGO assistance on all cases with a minor victim that included legal, social, and psychological assistance as well as accommodations to victims of human trafficking in shelters, including children.(4)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government continued to implement the National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2011-2015.(4, 18) The National Action Plan outlines 44 action items to be implemented by 30 stakeholders working on child labor issues.(4) 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.(22) 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.(22) In 2012, officials in six districts developed local plans and formed special teams under the National Action Plan.(4)

In 2012, the Government adopted the National Plan for Prevention and Combating Trafficking of Human Beings for 2012-2013 and implemented the additional specific Plan to

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the National Plan for Preventing and Combating Trafficking of Human Beings for 2012-2013, approved in 2010.(18) With both strategies in place, child victims or potential victims are provided with different social services, ranging from psychosocial care and maternal centers to family-type children's homes.(18)

In addition, the Government continued to implement the National Plan on Community Support of Children in Need for 2007-2014, adopted in September 2007.(18) The question of whether this policy has an impact on the worst forms of child labor does not appear to have been addressed.

In December of 2012, the Government initiated a reform of child protection policies and drafted a new National Strategy for Child and Family Protection for 2013-2020.(4) The strategy calls for the protection of families in high-risk situations and children in hardship. The Action Plan for implementation of this Strategy is planned to begin in 2013.(18)

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 that exposes them to machinery, electric shock, extreme temperatures, and chemical or biological agents.(23)

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.(24)

The Activity Program of the Government of Moldova, "European Integration: Freedom, Democracy, Wellbeing 2011-2014" aims to have a direct impact on the worst forms of child labor by implementing activities such as: ensuring all citizens have access to early education; creating an adequate number of kindergartens and schools for each community; "strengthening the institutional and functional capacities of the local public administration authorities in their exercising of the functions of guardianship authority to ensure observance of children's rights;" and promoting inclusive education to ensure that children with disabilities and from socially vulnerable families have access to education.(18) 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 of Moldova continued to implement a project titled "Free, Strong and Safe—to a Better Child Protection System," which started in September 2011. The objective of the project is to establish multidisciplinary assistance for child victims and potential victims of abuse, neglect, and exploitation.(4) The Government expanded the support in 2012 by drafting and adopting a new guide for assisting child victims. A pilot version of the program was carried out from July through December 2012 in 10 localities in two districts.(4) The actions of this project for 2012 include testing the notification process of suspected cases of abuse, neglect, exploitation, and trafficking of children; creating the "Register" for tracking reported cases of abuse; training the members of the multidisciplinary teams; and providing needed assistance in monitoring of child victims and potential victims of abuse, neglect, and exploitation.(18)

In 2012, the Government of Moldova, together with the UN, launched a new program of cooperation for 2013-2017 titled "Towards Unity in Action: United Nations-Republic of Moldova Partnership Framework."(4) The responsibility of the Government and civil society under this program is to improve the social inclusion of vulnerable children and their families. Addressed in the program are child migrants, child victims of sexual exploitation and abuse, and children involved in labor.(4)

The Government participates in USDOS-funded programs to address human trafficking. These programs, with \$1.42 million in funding, build capacity of local government officials and police to investigate and try trafficking cases, as well as strengthen victim identification and assistance.(25) 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.(4)

In 2012, the Government continued to implement project titled "Addressing the Negative Effects of Migration on Minors and Families Left Behind." This 18-month, \$2.5 million project, funded by the EU, aimed to improve the Government's public information system on child protection, to promote employment opportunities for young people through vocational training, to support business startups, and to conduct awareness campaigns regarding the negative consequences of migration.(26)

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.(27) 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.(9, 28) 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.(29) 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	Adopt the Draft Law on Special Protection of Children in Risk Situations and Children Separated from Their Parents.	2012
	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, 2012
Coordinating Mechanisms	Increase funding for the CCTIP, and increase resources for hiring more labor inspectors in the Labor Inspection Office and the Child Labor Monitoring Unit.	2012
	Take steps to ensure that children working on farms and other small establishments are protected from involvement in hazardous activities.	2012
Policies	Conduct research on whether children are engaged in dangerous work on the street in order to inform policy and program design.	2012
	Assess the impact of the National Plan on Community Support of Children in Need for 2007-2014 on the worst forms of child labor.	2012
	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, 2012
Social Programs	Ensure current child labor programs are sustainable by providing increased financial support.	2010, 2011, 2012
	Increase school funding to ensure that children have access to mandated free education through age 16.	2010, 2011, 2012
	Assess the impact that existing policies and programs such as the Ajutor Social Program may have on reducing child labor.	2011, 2012

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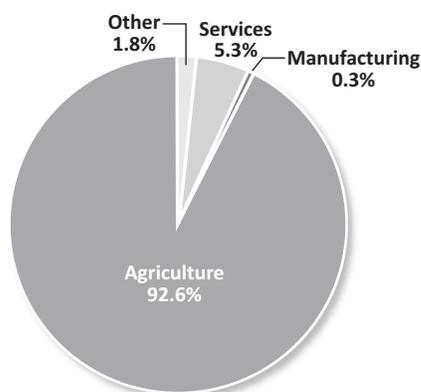
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In 2012, Mongolia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government passed a new Law on Combating Trafficking in Persons and with local government agencies, implemented child protection programs that provided services to some children engaged in the worst forms of child labor. However, during the reporting year, the Government did not implement national programs to address child labor and trafficking and dissolved or failed to appoint the relevant coordinating committees. Enforcement mechanisms for reducing child labor are minimal, and gaps persist in the legal framework and operating procedures for prosecuting criminal offenders, specifically regarding commercial sexual exploitation. Children continue to engage 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		115.3

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2013.(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 hazardous activities in herding



and animal husbandry.(3, 4) Children work in animal husbandry and herding for their own families or for others, often residing with the employer.(5) Animal husbandry exposes children to risks including bites and attacks by animals, extreme temperatures, being cut by sharp knives while slaughtering livestock, and nonpayment of wages. Herding exposes children to extreme cold and frostbite, exhaustion, wild animal attacks, assault or beatings when far from home, and accidents such as falling off horses.(4-7)

Children also perform dangerous tasks while working as horse jockeys, domestic workers, construction workers, and ticket-takers for public transportation.(3, 4, 8-11) Horse jockeys risk injury or death from accidents or falls. In 2012, the Ministry of Health reported that more than 300 children injured during horse races were treated at the National Trauma Center; this statistic does not include children treated in other facilities.(4, 12, 13) Children employed as domestics may be required to work long hours and perform strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(14, 15) Children working as ticket-takers for public transportation were sometimes injured in traffic accidents.(10)

Children are engaged in hazardous work scavenging in dumpsites, where they are exposed to unhygienic conditions, extreme weather, and health problems caused by inhaling smoke from burning garbage.(3, 4, 11) Children also perform hazardous work as porters, often carrying loads exceeding legal limits or pushing carts weighing up to one ton.(4)

Children are found in situations of forced begging on the streets. There are reports of children performing other types of work on the streets, but specific information on hazards is unknown.(10, 17) The Government reported a recent decline in homeless children due to outreach and services through social programs administered by government agencies and NGOs, which may have reduced the number of children working in urban areas.(10, 18)

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Children perform hazardous work in mining coal, gold, and fluorspar both on the surface and underground in artisanal mines.(3, 4, 9-11, 19) Although some NGOs reported a decline in child labor in the mining sector in prior years, monitoring of the artisanal sector has not been comprehensive in recent years and there is no data available on recent child labor rates. Government officials identified cases of children engaged in mining in 2012.(10) 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, which causes them to be at risk of collapse.(3, 4)

The unconditional worst forms of child labor, including commercial sexual exploitation of children, pornography, and child trafficking also exist in Mongolia.(9-11, 20-23) Commercial sexual exploitation of children, including child sex tourism, is a continuing problem.(11, 21-24) Girls are trafficked internally and forced into prostitution, sometimes in saunas, bars, hotels, karaoke clubs, and massage parlors.(11, 21-23, 25) In addition, emerging reports indicate that girls were sexually exploited at rural mining sites.(23) Children are trafficked internally for forced begging and stealing; and in some cases children may be forced to work in the construction, mining, and industrial sectors.(23) Girls may also be trafficked to China and destinations in East Asia for sexual exploitation or forced labor.(22-25) NGOs and law enforcement officials reported cases in which young girls were trafficked internationally for exploitation as contortionists in circuses, sold by their families, and subjected to physical abuse.(23)

Children may face barriers to education. Schools in Ulaanbaatar are often overpopulated; and in rural areas, schools are often distant from many children's homes, especially at the secondary level. This leads to children dropping out of school if their families cannot afford the dormitory costs.(10)

During the reporting period, the Parliamentary elections and subsequent reorganization of the Government ministries resulted in extensive personnel changes and a reduced focus on child labor and other socioeconomic issues in Mongolia.(10)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Law sets the minimum age for employment at 16 but allows children to work at age 15 with the permission of a parent or guardian. Under certain conditions, children as young as 14 may participate in vocational education.(26)

International Conventions and Selected Laws on Child Labor and Education

	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 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.(20, 27) Under the current law, protections are lacking for children who work for informal businesses, family businesses, or without a formal contract.(19, 20, 26, 27)

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.(28) Children under age 18 are barred from working as miners, load carriers, horse breakers, animal trainers, and garbage scavengers. Child herders are prohibited from pasturing small animals at distances greater than 1,000 meters during dangerous weather conditions or natural disasters.(28) The MOSWL List does not specify whether it has the same limitations as the Labor Law or whether it applies to children working in informal businesses, family businesses, or to those working without a formal contract.(28, 29) The 2002 Criminal Code and the 1996 Law on the Protection of the Rights of the Child prohibit the use of children in begging.(30, 31)

The Standards for Clothes and Safety Equipment for Horse Jockeys provides occupational safety and health standards for children engaged in this activity.(32) The Law on the National Naadam Holiday prohibits children under the age of 7 from

working as horse jockeys and mandates that child horse jockeys be insured.(12) The minimum age for working as a horse jockey does not meet the standards prescribed in international conventions and this current legislation does not fully protect children working in this sector.

In January 2012, Mongolia passed a new Law on Combating Trafficking in Persons.(33) The new Law expands the definition of trafficking to include forced prostitution and the prostitution of minors, assigns responsibilities for trafficking enforcement to Government agencies, and mandates coordination among the agencies.(22, 23) The Law also calls for the establishment of a national database on trafficking, though it does not provide funding allocation or responsibility for maintaining the database.(23) However, in the year following the passage of the Law, the Ministry of Justice (MOJ) reported that its implementation was put on hold. There were no efforts to implement the law through allocation of funding or training to law enforcement or judicial officials.(23, 34) As a result, Government officials reported that law enforcement, prosecutors, and judges lacked understanding of the application of the new law.(10, 23)

Following the passage of the 2012 Law on Trafficking, Parliament amended articles on trafficking in the Criminal Code to ensure consistency between the legislation.(23) Forced labor, human trafficking, sexual exploitation, and use of children in other illegal activities are prohibited in the Criminal Code.(30, 35) The Code also prohibits exploiting children in prostitution and in pornography.(30)

The sexual exploitation of children is also covered under the administrative Law on Banning Prostitution. Administrative law prescribes lesser penalties for the sexual exploitation of children than the Criminal Code, and penalizes child victims of commercial sexual exploitation, instead of the perpetrators.(10, 20)

These laws do not provide clear definitions of forced labor and prostitution, allowing for ambiguous interpretation by law enforcement and judicial officials. Because trafficking and sexual exploitation are covered by multiple laws, the Police and the Prosecutor's Office each have discretion to select the article under which to try each case.(9, 20, 22, 24, 35) In cases of sexual exploitation of minors, officials continued to classify the charges under lesser articles or dismissed the cases entirely.(10, 23) In addition, Government officials reported that MOJ investigators and prosecutors are ranked and promoted based on their conviction rate, encouraging them to process cases under lighter articles, which require less evidence and effort.(23) As a result, cases of child sexual exploitation

and child trafficking are often prosecuted under lenient administrative laws and receive lesser penalties.(10, 23)

NGOs providing services to victims of trafficking reported a decline in victim referral cases following the 2012 Government reorganization, citing newly appointed government officials who were unfamiliar with the referral process as the cause.(10) In addition, some child victims of trafficking or commercial sexual exploitation were arrested, detained, and prosecuted for crimes committed as a direct result of their victimization.(10, 23, 35, 36)

The MOJ is considering a revision to the Criminal Code, which would provide an opportunity to prohibit the worst forms of child labor and to strengthen the protection of children and victims of trafficking during legal proceedings.(37)

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.(38)

Primary and lower secondary education is free for 11 years and compulsory for 10 years, generally from ages 6 until the age of 16, as mandated by the Education Law.(12, 27, 39)

Institutional Mechanisms for Coordination and Enforcement

The National Authority for Children (NAC) implements the Child Protection Strategy, which includes the National Program for the Elimination of the Worst Forms of Child Labor 2011-16.(3, 10, 20, 40) The NAC is also supposed to serve as the Secretariat for the Committee on Child Labor in implementing the National Program, as called for in 2011 by the MOSWL. However, the Committee on Child Labor has not been appointed.(10, 20) Instead the National Network Against the Worst Forms of Child Labor, an NGO-led initiative that included the participation of the NAC, primarily coordinates child labor activities in Mongolia.(20)

The enforcement of labor laws, including child labor, is conducted by the General Agency of Specialized Inspection (GASI); however, 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.(10) GASI reported that no child labor-specific inspections were conducted in 2012, but that investigations were conducted following the deaths of three minor workers.(10) Two of these victims died from accidents working in the construction sector. The outcome of these cases is not known.(10) In addition, GASI reported that child labor violations found through labor inspections included work exceeding the hour limit

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set for minors, failure to pay overtime wages to the children, employing children without proper authorization from their guardians, and failure to train children on health and safety standards.(10) GASI reported identifying 182 children working in hazardous work in the mining sector and ordered the employers to provide vocational training to working minors.(10) No information on penalties or citations for these or other child labor violations was made available.

GASI inspectors have broad authority to set and collect penalties and the discretion to choose to refer cases to law enforcement. Government and NGO officials reported that administrative fines (ranging from \$525 to \$4,200 in 2012) were insufficient to deter those violating child labor legislation.(10) In addition, law enforcement and government officials reported a lack of understanding of child labor statutes, due in part to the reorganization of the Government in 2012, which resulted in new personnel in these agencies who were unfamiliar with applicable laws and operating procedures for investigations, prosecutions, and referral of victims.(10) GASI employs 47 inspectors nationwide who enforce compliance with labor laws, including child labor, occupational safety, hygiene, and social security; 10 of these inspectors cover child labor issues among other responsibilities.(10, 12) GASI did not provide or participate in any child labor trainings during the year.(10) The GASI budget was increased in 2012, but no additional funds were allocated for child labor enforcement. The Government and NGOs reported that the GASI budget and number of inspectors was inadequate for labor monitoring and enforcement.(10)

The Government reported that the National Police Agency does not view child labor to be within its responsibilities and dissolved the Children's Unit at the national level; however the Metropolitan and province-level police departments each have a Children's Department to address issues including child labor.(10, 20) Ulaanbaatar Metropolitan Police conducted a campaign during the year that identified 30 children engaged in child labor and an additional 27 children engaged in hazardous child labor. However, there was no indication that these cases were investigated or prosecuted.(10)

There is no evidence of any monitoring or enforcement mechanisms to protect children working in animal husbandry and herding, or working as horse jockeys, with NGOs reporting that provincial races are not regulated and children are not provided with helmets as required by law.(10)

There is currently no official national body that coordinates efforts to combat trafficking.(23) The 2012 Law on Combating Trafficking in Persons assigned responsibility to the MOJ for

coordination of trafficking efforts and mandated the creation of a council to coordinate Government efforts to prevent trafficking. During the year, a council was named within the MOJ but then almost immediately dissolved.(23) The MOJ reported that the council will not be established until the reforms of the criminal code and law enforcement system have been completed.(23)

MOSWL was responsible for the National Council for Coordinating the Implementation of the 2006-12 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, 20, 32) Since the Government reorganization, which rolled MOSWL into the new Ministry of Population Development and Social Welfare, there have been no meetings for stakeholders involved in anti-trafficking efforts and no evidence of continued coordination by the Ministry.(23)

In cases of trafficking or sexual exploitation, the National Criminal Police Department will conduct the initial investigation and then turn it over to the National State Investigation Department, General Intelligence Agency, and the Prosecutor's Office.(10) In 2012, the State Investigation Department's Special Police Unit to Combat Trafficking, which was responsible for enforcing criminal laws regarding child trafficking, forced child labor, and commercial sexual exploitation of children, was dissolved. This unit was folded into the unit that covers narcotics and organized crime, which is staffed by only nine officers.(10, 20) The Criminal Police Department's Organized Crime Division has three officers dedicated to trafficking who conducted the majority of trafficking investigations and organized trainings for other officials.(23)

In 2012, the police conducted 10 investigations targeting the alleged trafficking and sexual exploitation of 14 children. In addition, a Government-run shelter for homeless children in Ulaanbaatar reported referring two cases of child commercial sexual exploitation and 54 cases of forced child begging to police authorities for investigation.(10) However, information on these investigations, including the prosecutions and convictions of these cases, was conflicting as such data is not accurately documented or compiled across agencies.(10)

The National Police and the Supreme Court reported that there were no convictions pending cases of child labor, child trafficking, or child sexual exploitation during the year. The National Police Agency reported that the database they used to track cases of trafficking and sexual exploitation was infrequently updated and data was inconsistently classified.(10)

Furthermore, it is not known whether the data is disaggregated by age of majority to report on cases of minors.(10)

Government Policies on the Worst Forms of Child Labor

The National Program for the Elimination of the Worst Forms of Child Labor 2011-16 was intended to be a continuation of the USDOL-funded ILO-IPEC project that ended in 2010.(20) The Program was designed to be implemented through a National Plan of Action for the Elimination of the Worst Forms of Child Labor that identifies specific actions to combat child labor through 2016. The National Plan of Action for the Elimination of the Worst Forms of Child Labor 2011-2016 defines the responsibilities of the Ministries of Population Development and Social Welfare, Labor, Justice, Education, and Agriculture; GASI; the National Police Agency; the Confederation of Mongolian Trade Unions; and local governors.(20) However, the Plan was not implemented during the year and the Government took no steps to establish a committee, implement the Plan, or allocate a budget for the activities.(10, 12)

The National Program for Preventing and Protecting Children and Women from Trafficking for Sexual Exploitation provided an overarching framework for trafficking issues in Mongolia.(23) The National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women was extended through 2012 and addressed trafficking in persons and commercial sexual exploitation, particularly for women and children.(3, 24) In addition, the 2012 Law on Trafficking presented a policy that mandated activities to combat trafficking. However, none of these policies were implemented during the year.(23)

The Program on Development of Small-Scale Mining, 2008-15, also aims to eliminate child labor in the mining sector with provisions for providing children with informal or distance education. However, research has not confirmed whether this Program has been implemented.(3, 12) 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.(41) Research did not find any evidence that these policies were implemented throughout 2012.

The 2008 National Development Strategy calls for improvement in education, health, social welfare, and labor policies through 2020.(3, 42) 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

Due to the stalled National Plan of Action for the Elimination of the Worst Forms of Child Labor 2011-16, no programs or activities were conducted during the year.(10) Research found no evidence of any programs to address child trafficking, forced child labor, or the commercial sexual exploitation of children.

The National Statistics Office, with support from a USDOL-funded ILO project, had conducted a national labor force survey in previous years that included a module on child labor. The survey results were expected to be published in 2012, but the results were not released during the year and are now anticipated to be released in 2013.(10)

In 2012, Mongolia participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Mongolia, the project aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor.(43) The project is currently working with the Government to revise the Criminal Code to better protect children exploited through worst forms of child labor and trafficking.(37)

Provincial and district governments conducted local campaigns to raise awareness of child labor, trafficking, and prostitution for children, schools, and employers.(23) The Ulaanbaatar Mayor's Office runs centers for street children, including children working in markets, providing educational and social activities.(12) Through the Subnational Action Plan of Ulaanbaatar, social workers were 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.(10, 20, 32) The Subnational Action Plan of Ulaanbaatar continued through early 2012; however, it was not continued following the June 2012 city government reorganization, and its affiliated programs ended.(10, 12)

The Government runs a temporary shelter for homeless children, including those engaged in child labor. The shelter reported serving 56 children, mostly exploited for forced begging, during the year.(10) The NAC also operated the Road to Home program for homeless children, using \$360,000 of Government funding to provide shelter and education in 2012.(10) Due to its success, the NAC reported that the program was institutionalized as the Child Development and Protection Center, indicating Government commitment to future support and sustainability of services.(10)

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The Government provides limited social protection programs to vulnerable households. The NAC's Child Protection Strategy includes child welfare programs implemented by NGOs and local government offices. The NAC reported that their funding, approximately \$720,500 for 2012 activities, is not sufficient to provide the necessary services to children nationwide.(10) Through its Child Protection activities, the NAC reported identifying 978 children engaged in worst forms of child labor during the year; it removed 360 children from their exploitative work and referred them to NGOs for shelter, psychosocial counseling, and other services.(10)

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, and education tuition.(20, 44-47) In 2012, the Government began the Children's Money

unconditional cash transfer program, a reformulation of the prior social benefits program, which provides \$15 monthly for children under age 18.(10) The Government continued to provide a school lunch program for low-income students to encourage attendance, particularly at the secondary level.(10) The question of whether these programs have an impact on child labor does not appear to have been addressed.

The Government participates in a wide range of development programs funded by agencies such as USAID, the World Bank, the EU, the Asian Development Bank, the IMF, UNICEF, and UNDP. The programs focus on issues including rural education, universal basic education, vocational training, child rights, social protection policies, livestock-based livelihoods, water and sanitation, disaster preparedness, and HIV/AIDS. 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 Mongolia:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Law and List of Jobs Prohibited to Minors to ensure they apply to all children working in hazardous activities, including those working in unregistered or family businesses, or without a labor contract.	2009, 2010, 2011, 2012
	Amend legislation to increase the minimum age for children working as horse jockeys to adhere to international conventions.	2012
	Provide training for law enforcement and judicial officials on the Law on Combating Trafficking in Persons and allocate funding for its full implementation.	2010, 2011, 2012
	Clarify the applicability of overlapping laws on trafficking and commercial sexual exploitation and amend criminal and administrative law to ensure that child victims of human trafficking, forced labor, and commercial sexual exploitation are not prosecuted as criminals.	2010, 2011, 2012
Coordination and Enforcement	Re-activate the National Program for the Elimination of the Worst Forms of Child Labor 2011-2016 by <ul style="list-style-type: none"> Allocating resources for implementation of the National Program for the Elimination of the Worst Forms of Child Labor 2011-2016. Appointing a Committee on Child Labor to implement the National Program for the Elimination of the Worst Forms of Child Labor. 	2010, 2011, 2012
	Create mechanisms to protect children employed by unregistered businesses, family businesses, and the informal sector, including those working as horse jockeys and animal herders.	2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Increase the number of inspections for child labor compliance and impose penalties for child labor violations. <ul style="list-style-type: none"> • Provide GASI with a sufficient number of inspectors and resources to adequately monitor and enforce labor laws related to worst forms of child labor. • Collect and compile data on child labor investigations, citations, and penalties. • Ensure that criminal violations are referred to law enforcement. 	2009, 2010, 2011, 2012
	Ensure that violations of child labor laws are documented and that appropriate penalties are assessed and collected and that the cases are promptly investigated and prosecuted, to deter repeat offenses.	2011, 2012
	Ensure continued coordination of efforts protecting children from trafficking through the National Council for Coordinating the Implementation of the 2006-2012 National Program for Preventing and Protecting Children and Women from Trafficking or Sexual Exploitation or other mechanism, such as a council to coordinate efforts to combat trafficking.	2012
	Consistently document and update cases of trafficking and sexual exploitation in the national database.	2012
Policies	Reactivate the National Program for Preventing and Protecting Children and Women from Trafficking or Sexual Exploitation and implement the National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women.	2012
	Assess the impact that existing policies may have on addressing child labor.	2011, 2012
	Expand access to education, especially for children in rural areas and in overpopulated schools in Ulaanbaatar.	2011, 2012
Social Programs	Publish the results of the child labor module of the national labor force survey.	2012
	Implement programs to address child labor, particularly in sectors where children are known to work, including herding, animal husbandry, and mining.	2012
	Provide protection and direct assistance to child victims of human trafficking, forced labor, and commercial sexual exploitation.	2009, 2010, 2011, 2012
	Assess the impact that existing programs may have on child labor.	2012

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In 2012, Montenegro made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the Law on Social and Child Protection; the 2012-2018 National Strategy for Combating Human Trafficking and the corresponding Action Plan for its Accomplishments; and the 2012-2016 Strategy for the Improvement of the Position of Roma and other minorities in Montenegro. However, 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. In addition, there are no programs that specifically address the problem of children working on the streets and children involved in forced begging. The worst forms of child labor continue to be found in Montenegro in forced begging and informal work on the streets.



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		115.3

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2013.(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 are found in the worst forms of child labor in forced begging and perform informal work on the streets.(3, 4) Roma children are most commonly involved in these activities. This type of work includes washing car windows, sorting through rubbish, and selling small goods.(4) These activities are dangerous, as children perform many of them in the middle of busy intersections and streets, and in extreme heat or during seasonal downpours without adequate clothing.(5) Lacking either birth or citizenship documentation, a large number of Roma remain unregistered, which means they are not entitled to receive social protection or child support.(6, 7) The rate of unregistered children appears to be related to the costs of registration and lack of information and awareness of the process.(5)

Although evidence is limited, young children reportedly work in agriculture.(3) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(8, 9)

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.(10)

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.(11, 12) The Labor Law prohibits hard physical labor and underground or underwater work, as well as any other activities that may have a harmful impact on or increase the risk to a child's health and life. The Labor Law also prohibits children under 18 from performing overtime and night work.(11, 12) However, employees between 15 and 18 are sometimes assigned to dangerous work at night if the nature of work requires a continuation of work that was interrupted by natural disasters or to prevent damage to raw and other materials.(13)

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.(14) Article 446 of the Criminal Code prohibits any act that submits another person

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to slavery and that involves the transport of enslaved persons, penalizing such an act by imprisonment for a term of 1 to 10 years. If the offense involves a minor, the offender may receive a harsher punishment of imprisonment for a term of 5 to 15 years.(15)

International Conventions and Selected Laws on Child Labor and Education

	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 pimping and 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.(15) Article 444 of the Criminal Code explicitly bans the trafficking of minors for the purposes of labor, commercial sexual exploitation, forced prostitution, forced begging, and pornography.(15) In 2012, the Government amended this Article to include provisions on the criminalization of exploitation related to slavery and entering into an illicit marriage.(16) Other amendments include new regulations to treat a Trafficking in Persons victim's consent to exploitation as irrelevant and to consider it an aggravated offense for a public official to commit a crime during his official duties.(16) 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 who have not reached the age of 14.(15, 17)

The Law on Labor Inspection empowers labor inspectors to suspend or shut down employers who commit gross violations of labor laws.(18) An amendment to the Labor Law authorizes labor inspectors to issue monetary penalties for violation of labor provisions, including the employment of minors.(11)

The Law on Juvenile Justice, which is separated from the law for adults, provides for assistance to underage victims of crime.(6, 19)

The Government adopted Amendments to the Law on Foreigners that permit foreign nationals who are victims of trafficking, including minors, to temporarily stay in Montenegro for humanitarian reasons.(19) Furthermore, the Government ratified the European Convention on the Compensation of Victims for Violent Crimes and adopted a draft law to establish a national mechanism for the compensation of victims of violent crimes in 2011.(19) In December 2012, the Government convened a round table meeting during which a draft law was presented and discussed.(16)

The Government does not require mandatory military service and the minimum age for voluntary recruitment is 18.(20) However, the Government retains the law that permits or could result in mobilization of children under 18 in national armies in the event of war or other emergencies.(21)

Article 75 of the Constitution stipulates that education is free and compulsory for children until age 15.(14, 22)

Institutional Mechanisms for Coordination and Enforcement

The Council for Children's Rights is the main body for coordinating and implementing the National Plan of Action for Children.(3, 23) 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.(24) Reportedly, the Council met only once during the last reporting period and the issue of the worst forms of child labor was not discussed during that meeting.(3)

The Labor Inspectorate, formerly within the Ministry of Labor and Social Welfare, is responsible for enforcing child labor laws.(23) The Labor Inspectorate was transferred to become part of the new Inspection Administration, which is an independent body, in June 2012. The Ministry of Labor and Social Welfare is still responsible for the protection of children's rights and child labor cases are still referred to the Ministry and the police for further consideration.(3)

The Inspection Administration employs 35 inspectors who are responsible for monitoring working conditions in workplaces throughout the country.(3, 24) For the purpose of conducting and planning inspections, the Ministry regularly provides the Labor Inspectorate with an updated registry of companies, enterprises, and legal entities that are subject to taxation.(23, 25) In 2012, the Inspection Administration carried out 12,154 labor inspections. Although 8,359 violations were found, none involved child labor.(3)

In 2012, two inspectors from the Inspection Administration received a week of specialized training on trafficking in persons for labor exploitation.(3) During the reporting period, the Government did not provide any child labor related training because it was not considered a problem.(3)

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.(3) It regularly reports on the progress being made concerning these issues.(19, 23) Forced begging cases are the responsibility of the Ministry of Interior, the Ministry of Labor and Social Welfare, and the National Office for Combating Human Trafficking.(3)

The government agencies involved in enforcing anti-trafficking laws include the Chief State Prosecutor; Montenegrin courts; the Ministry of Internal Affairs and its Police Directorate; as well as the Ministries of Health, Justice, Labor and Social Welfare, and Education.(3, 19) Anti-trafficking efforts within the Police Directorate are led by the organized crime department.(19, 26) 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.(26)

During the reporting period, the Chief State Prosecutor filed charges against one person for human trafficking that involved two minors and seven adults. One more minor girl was trafficked from Montenegro to Serbia, but was returned by the Serbian government.(16) The Government offered assistance and shelter to all victims.(16)

Police continued with Operation Beggar in 2012.(25) The law prescribes fines ranging from \$650 to \$1,970 or 60 days in prison for organizing, inciting, or forcing others to beg.(25) There were 79 children caught begging, but charges were not filed against anyone for forcing children to beg in 2012.(25)

Generally, the police inform parents of children who are caught begging. Otherwise, children are referred to a shelter and afterwards to local social welfare centers.(25) It is unclear whether these children returned to begging.

Government Policies on the Worst Forms of Child Labor

While the Government does not have a child labor policy, it has adopted several policies that serve vulnerable children. The National Plan of Action for Children promotes and protects children's rights in the areas of social services, child protection, health services, education, and other areas relevant for their protection.(3) During the reporting period, the Government adopted a 2012-2016 Strategy for the Improvement of the Position of Roma and other minorities in Montenegro.(3) The Strategy is the plan for the Decade of Roma Inclusion 2005-15.(25) The Ministry for Minority and Human Rights is responsible for the implementation of this strategy.(3) Among other topics, the Strategy addresses issues such as Montenegro's legal framework, education, employment, child protection, housing, and participation in public life.(3) The Government appropriated \$614,000 during 2012, however there were no significant measures to advance the Strategy.(25)

In 2012, the Government, with assistance from UNICEF and UNDP, developed and adopted the Action Plans for the Country Program 2012-16.(6) The Program aims to address disparities and gaps in access to quality social services for children and families to conform to UN standards; harmonize the country's legal framework with EU and UN 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 using national and local authorities; and facilitate independent monitoring.(6, 27)

The Government adopted a new 2012-18 National Strategy for Combating Human Trafficking and the corresponding Action plan for its Accomplishments.(3) The coordinating body for the implementation of this Strategy, which includes a focus on child trafficking, is the National Office for Combating Human Trafficking. The Strategy focuses on prevention and education; the identification, assistance, protection, and reintegration of victims; efficient prosecution; international cooperation; and coordination and partnership.(3) The question of whether the above policies have had an impact on the worst forms of child labor remains unanswered due to their recent adoption.

Montenegro

The Government of Montenegro is currently implementing the Strategy for the Development of Social and Child Protection for 2008-12. The new Strategy for 2013-17 is being drafted.(13) The main objectives of the Strategy are building an integrated social and child protection system by developing efficient service networks and building capacity.(13) More specifically, the social protection called for in the Strategy includes monthly social assistance, health care, and child allowances conditioned on school attendance. There were approximately 20,000 children benefitting from family and child allowances.(13) Older children who are registered as unemployed are offered employment through re-training services and additional training.(13) For better protection of children without parents, the Government adopted the Strategy for the Development of Foster Care along with the Action Plans for the Country Program 2012-16.(13)

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

The Office of the National Anti-Trafficking Coordinator continues to fully fund the shelter in Podgorica, an expense which accounted for approximately 50 percent of the total budget of \$182,000. Each victim receives \$10 per day at the shelter.(16) The Government has a national mechanism to identify and refer victims of trafficking to shelters.(16)

Research suggests that the Government also supports social welfare centers that provide social, child, and family protection. Foreign citizens are entitled to one-term financial assistance and the right to be assigned a guardian.(16)

The Office of the National Anti-Trafficking Coordinator organized numerous training on trafficking for judges,

prosecutors, and law enforcement officials.(16) The Government participated in the Council of Europe campaign against childhood violence, “One of Five,” which addressed children vulnerable to different forms of exploitation, including trafficking, begging, and forced marriage, among other forms.(16) Despite this awareness-raising effort and the trafficking victims’ shelter in the capital city, there is no evidence of other services provided for children involved in the worst forms of child labor in street work and forced begging.

The Ombudsman’s Office, together with an NGO, contributed to drafting a regional report on child begging issues.(25)

The Government, along with the European Commission, UNDP, and UNICEF, implemented the project “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” under the Strategy for the Development of Social and Child Protection for 2008-12.(13) The project began in January 2011 and is expected to continue until June 2013.(13) It is unknown how this project has impacted the worst forms of child labor.

Under the Law on Social and Child Protection, the Government allocated approximately \$76 million to the Ministry of Labor and Social Welfare for monthly social assistance, child support, personal disability, institutional care, and the care and assistance of other persons.(13, 25) The impact of these actions on the worst forms of child labor is currently unknown. All social protection programs aim to protect at-risk children from economically disadvantaged families; children with physical, mental and sensory disabilities; abused and neglected children; orphans; and children with behavioral disorders.(13)

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, 2012
	Prevent employees between 15 and 18 years of age from being assigned to work at night.	2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Organize more frequent meetings of the Council for Children's Rights to discuss and coordinate government efforts to combat the worst forms of child labor or to establish another body to coordinate such efforts.	2012
	Ensure that children removed from the streets are not placed in the position to re-enter into begging.	2012
Policies	Evaluate the impact the Strategy for the Development of Social and Child Protection for 2008-12 has had on the worst forms of child labor.	2012
	Fully fund and implement the National Strategy for the Improvement of the Position of Roma and other minorities in Montenegro.	2010, 2011, 2012
Social Programs	Make survey results and data related to Roma children and other children involved in the worst forms of child labor publically available.	2011, 2012
	Assess the impact of the Strategy for the Development of Social and Child Protection on children found in the worst forms of child labor.	2012
	In cooperation with NGOs, address the cost of social programs and strengthen efforts to provide access to information about how to register and apply for social protection programs.	2012

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Montenegro

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In 2012, Morocco made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government provided specialized training to labor inspectors on child labor; committed funding for projects in several regions, including projects to eliminate the worst forms of child labor in handicrafts and commercial sexual exploitation; implemented programming on trafficking of girls; and conducted research on children working as domestic servants in Casablanca. In addition, the Government began Phase II of the National Initiative for Human Development (INDH), a community-based poverty alleviation program designed to enhance the lives of vulnerable families and children, and continued to invest in education in rural areas through the cash assistance program, Tayssir. Despite these efforts, the Government lacks a coordinating mechanism to combat all worst forms of child labor. Children in Morocco continue to engage 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	10-14 yrs.	4.5 (150,178)
Attending School	6-14 yrs.	82.9
Combining Work and School	10-14 yrs.	0.7
Primary Completion Rate		89.3

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from EPSF Survey, 2003-2004.(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 hazardous agricultural and dangerous activities in domestic service.(3-6) Activities in agriculture may include using dangerous machinery and tools, carrying heavy loads, and applying harmful pesticides.(7, 8) The Moroccan High Commission for Planning's annual labor surveys have indicated a steady decline in the incidence of child labor over the decade.(4, 9-11) However, this data were not analyzed prior to the release of this report and are not included in the data table above.



Young girls in Morocco are sometimes sent to work as live-in domestic servants, often before they reach age 10 and sometimes as young as age 6.(5, 12-15) Intermediaries typically recruit girls upon the request of a potential employer; they sometimes deceive parents into believing their daughters will be treated well.(14) Most often, parents receive payment of wages in exchange for their daughters' service.(6, 14) 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.(6, 14, 15) Frequently, they are sent from rural villages to more urban areas. Most *petites bonnes* are denied an education, and illiteracy rates are high among this population.(13)

Children work in construction, and may also work cutting trees and tanning hides.(4, 16-18) Limited evidence suggests that children in Morocco are engaged in fishing.(16) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(19, 20) Some boys are subject to involuntary servitude as apprentices for mechanics and artisans and in the construction industry.(6, 15)

Some children are found in commercial sexual exploitation.(10, 15) Limited evidence suggest that child domestic servants are particularly found in these activities, as domestics who flee their employers frequently end up on the streets.(21) Children, primarily boys, are exploited for sex tourism, often in Tangier, Agadir, and Marrakech, which are popular tourist sites that attract customers from the Persian Gulf and Europe.(22, 23) Children are also trafficked to countries in the Middle East and Europe for forced labor and commercial sexual exploitation.(15)

Morocco

There are reports of children working on the streets, but specific information on hazards is unknown.(18, 24)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of 2004 establishes the minimum age for employment at 15 and prohibits night work for children age 15.(25) However, the Labor Code exempts certain types of agricultural work from this prohibition, potentially exposing any children involved in this exempted agricultural work to hazardous labor. Since children 16-17 are not prohibited from agricultural night work, they may also potentially be exposed to hazardous labor.(25)

International Conventions and Selected Laws on Child Labor and Education

	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

Under the Government's hazardous child labor list, certain activities, such as work in underground mines and tanneries, and agriculture work involving the use of pesticides and sharp blades, are prohibited for children under age 18.(26) The Labor Code's prescribed penalties for employing children under age 18 in hazardous work include fines or jail time between 6 days and three months. According to the ILO Committee of Experts, the fines imposed on companies for employing children are inadequate to act as an effective deterrent.(27) The Government is further refining and expanding this hazardous child labor list, to better protect minors. The revised list is expected to be issued in 2013, but as of the writing of this report had not yet been adopted.(10)

The Labor Code does not apply to those who are self-employed, work in private residences (including domestic workers), or work in traditional artisan or handicraft sectors for businesses with less than five employees.(12, 25, 27)

The Government of Morocco has made progress on the adoption of a law to increase protections for domestic workers. Over the reporting period, the Government strengthened the draft bill on domestic workers originally proposed in 2011, to bring it closer to conforming to ILO Convention 189 on Domestic Workers.(10, 28) In July 2012, the latest iteration of the draft law was submitted to the General Secretariat for adoption.(10) However, the overhaul of the legislative system since the adoption of the new Constitution in July 2011 has delayed the passage of the law to protect male and female domestic workers until other vital laws are in place.(14, 29, 30) If passed, the law would prohibit the employment of children under 15 years of age as domestic servants and determine the working conditions, terms, and conditions of employment for those between the ages of 15 and 18.(27)

A draft bill to clarify article 4 of the Labor Code regarding child labor in traditional artisan or handicraft activities, submitted to the Secretary General of the Government of Morocco for approval in 2011, remains under review by the recently elected government. (17, 29) The draft bill would apply the minimum age of 15 in the Labor Code to traditional activities and would also regulate apprenticeships in the sector.(10, 17)

Forced or compulsory child labor is prohibited in the Labor Code and Penal Code.(25, 31) The commercial sexual exploitation of children, including pornography and prostitution, is also prohibited under the Penal Code.(10, 31) The Penal Code specifically forbids sex tourism.(31) Morocco does not have a specific trafficking in persons law, but child trafficking is prosecuted using articles from the Penal Code and the Immigration Law.(10, 31, 32) During the reporting period, the Government drafted a revised Penal Code to include further anti-trafficking provisions.(10, 33)

Morocco does not prohibit the use, procurement, or offering of a child for the production and trafficking of drugs.(34)

The minimum age for voluntary military recruitment is 18, and there is no military conscription.(35)

Education is free and compulsory for children aged 6 through 15.(30, 36) Secondary school and rural-based enrollment rates remain low, particularly among girls.(10, 29, 36, 37)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Morocco has established a coordinating mechanism to combat the worst forms of child labor.

The Ministry of Social Development, Family, and Solidarity (MOSDFS) coordinate the implementation of the National Plan of Action for Children (PANE) (2006-2015).(10) The Plan, which includes activities to combat child labor in domestic work and on the streets, is administered through a technical committee in cooperation with other ministries.(3, 10, 17) Over the reporting period, the PANE technical committee analyzed the results of the project's first phase, which ended in 2011, and began to draft an action plan for phase 2, which should be available later in 2013.(10)

The Child Labor Task Force, headed by the Director of Work under the Ministry of Employment and Professional Training (MOEPT), enforces child labor laws.(3, 10) The MOEPT has 51 labor inspector focal points nationwide to carry out the implementation of labor legislation, particularly the provisions regulating the worst forms of child labor. These inspectors received child labor training of up to 14 weeks from ILO-IPEC and further child labor training through an international agreement with Spain.(6, 10) During the reporting period labor inspectors found and removed 2,089 children under 15 years old from child labor.(38) Information is not available regarding the specific penalties imposed on these employers found to be in violation of child labor laws. Stakeholders, including the Government, indicate that inspectors lack adequate finances and manpower to adequately monitor and enforce the labor code.(6, 10)

The Ministry of the Interior (MOI) is responsible for enforcing the Penal Code's prohibitions on prostitution and trafficking, including minors.(3) Morocco has a specialized group of 3,171 judicial police officers dedicated to children's issues and child units within the courts designed to help child victims.(10) In addition, the Ministry of Justice (MOJ) prosecutes criminal offenses against children, such as commercial sexual exploitation of children and child trafficking. Over the reporting period, the MOJ organized training roundtables on trafficking and victim identification for judges, judicial police officers, and representatives of civil society.(10, 33) The MOJ held sessions at its children's units to review procedures and protocols for dealing with trafficking cases. In addition, the National Observatory for Children's Rights continued to operate a toll-free telephone number available to children who have been victims of violence, including sexual exploitation.(10)

Information on the number of cases involving sexual exploitation and trafficking investigated or prosecutions carried out was not available. However, over the reporting period, the courts handed down some of the toughest sentences to date, including a 10-year prison sentence for a Moroccan woman charged with the assault of a child domestic worker, which resulted in the child's death.(14) A Spanish retiree living in Morocco was convicted on charges of commercial sexual exploitation and child pornography, for which he received a 30-year sentence.(10, 33)

Government Policies on the Worst Forms of Child Labor

MOSDFS continues to implement activities as prescribed in the first phase of PANE (2006-2015). PANE calls for efforts to promote children's health, protection, civic participation, and education.(3, 10, 17, 18)

Over the reporting period, MOSDFS developed a new child protection strategy (2012-2016) that pools together child protection mechanisms from different organizations and government agencies. Before finalizing the new strategy, government representatives from different ministries are analyzing information from the first phase of PANE to determine best practices and what further mechanisms are needed to alert authorities to violence against children, including those involved in child labor.(10, 30, 39)

The Government has initiated several education policy initiatives in order to increase enrollment rates in its schools, most recently through the \$3 billion Educational Emergency Plan (EEP) (2009-2012).(10, 40) The program successfully increased the enrollment rates of children into primary schools, even in rural areas; however, the number of children dropping out of school after primary education remains high, and the system still struggles with the provision of quality education to meet all of the needs of the school-going population.(10, 29, 36) Despite increasing enrollment and completion rates, access barriers remain at the secondary level, especially for girls, including long distances to schools and the lack of reliable transportation.(3, 41) Under a United Nations Development Assistance Framework involving several UN agencies, the Government began implementing a new anti-poverty action plan (2012-2016) that addresses education, health, and socio-economic development. Budgeted at \$32 million, the plan includes a focus on equal access to education for vulnerable children.(42)

Morocco

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

In 2012, Morocco participated in the USDOL-funded, 4-year Global Action Program on the Child Labor Issues Project, which is active in approximately 40 countries. In Morocco, the project aims to improve the evidence base on child labor and forced labor through data collection and research.(43)

The Moroccan High Commission for Planning conducts annual labor surveys, which includes the collection of data on the number of children under age 15 who work.(11, 30, 44) The most recent data, from 2011, shows a steady decline in child labor over the decade.(9, 44) Nonetheless, the survey does not take into account child labor in the informal sector or domestic work. Furthermore, the survey lacks a breakdown or further analysis of the number of children between the ages of 15 and 18 working in the worst forms of child labor.(3, 4, 9)

The MOSDFS launched a survey on the domestic work of girls in Casablanca during the reporting period. The results and publication are due for release in early 2013.(29)

In December 2012, the Minister of Employment and Professional Development (MEPD) signed an agreement with eight Moroccan NGOs to continue providing services to children engaged in the worst forms of child labor in the country. The MEPD committed \$180,000 for 2013.(11, 45) In addition, the Ministry of Handicrafts launched a child labor project in Fes (2012-2013) and in Marrakech on child labor in the handicraft sector. The \$46,000 Ministry of Handicrafts project in Marrakesh aims to remove children under 15 from child labor and reintegrate them into school and to improve the conditions of working children between the ages of 15 and 18.(11, 46)

Over the reporting period the MOSDFS put out a solicitation to grant \$1 million for programs that served child victims of sexual exploitation, street children, and other child workers in the regions of Agadir, Oujda, and Tangier.(47) MOEPT provided alternative certificates of completion to former street children who enrolled in and finished a course on animal husbandry and farming techniques, and also ran awareness campaigns on the dangers associated with child domestic labor in Oujda, Tangier, and Fez.(10, 30, 48)

The King's INDH is Morocco's first program that allocates significant resources directly to communities based on poverty and social exclusion criteria, which includes child workers and those vulnerable to work. Building on the first phase (2005-2010), the Government is investing nearly twice as many resources to phase two (2012-2015) of INDH.(49, 50)

The program reaches out to the most vulnerable, including those in far reaching rural areas, through better access to basic services, such as schools; enhanced income-earning opportunities, such as micro-credit for women; and improved participation at the local level, to assure sustainability. During phase one, the project succeeded in reducing the school dropout rate for the 6-15 year old cohort by about 6 percent.(10, 49, 50)

The *Taysir* program, managed by the Ministry of National Education (MONE) aims to increase school enrollment and reduce dropout rates, particularly in the rural areas, by awarding stipends amounting to between \$7 and \$16 a month to qualifying families provided the children meet school attendance criteria.(10, 17, 51) Over the 2011-2012 school year, 406,000 families received monthly financial allowances that enabled them to keep their children enrolled in school.(10, 52) During the reporting period the program succeeded in reducing public school dropout rates among its beneficiaries by 68 percent and in increasing school enrollment by 10 percent.(10, 52)

MONE manages additional education activities, such as the "one million school bags" program, which reached more than 4 million children during the 2011-2012 school year.(10, 30) A MONE subsidy gives girls from isolated areas of Morocco who were previously unable to attend school due to the cost of schooling and safety issues the opportunity to attend schools while residing in school dormitories.(53) During the 2011-2012 school year, the program reached 119,868 children.(10) The Government also continues to run an alternative education program to allow school dropouts the opportunity to reenroll in school. The program has enrolled a number of working children, including child domestics.(10)

The Government oversees numerous child protection centers for victims of violence, neglect, and sexual exploitation. Child Protection Units (CPUs), managed through the PANE project and based in Casablanca, Marrakesh, Tangier, Meknès, and Essaouira, provide temporary shelter for these children and offer medical, legal, and psychological services and service referrals.(10, 36) The CPUs have also served children employed in domestic work.(14) Additionally, over the reporting period the Government's National Observatory for the Rights of the Child operated 75 Child Reception Centers that provided services to child victims of violence, sexual abuse, or neglect.(10)

The Childhood Division of the Ministry of Youth and Sport manages Child Protection Centers (CSC) that provide social and educational services to minors referred by the

courts.(54, 55) The minors served at the centers are victims of abuse or legal offenders, which include child domestics and street children. The goal of the program is to strengthen the children's ties with their families and with society.(54, 55)

The Government cooperates with the UN on a \$32 million program (2012-2016) that aims to create a more protective and

fair environment for vulnerable children in Morocco through improved access to equitable and quality education and health services; an enhanced protection mechanism for vulnerable children exposed to abuse, exploitation, and violence; and a coordinated programmatic response at the local policy level to issues related to the rights of children and adolescents.(42, 56)

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	Ensure that children 15-18 are protected from involvement in dangerous agricultural work at night.	2009, 2010, 2011, 2012
	Approve legislation to protect domestic workers from dangerous work and to prevent children under the legal working age from working in domestic service. Also approve legislation to prohibit children under the legal working age from employment in the handicraft sector and to regulate apprenticeships in traditional sectors.	2009, 2010, 2011, 2012
	Amend legislation to increase the penalties for those who employ children under age 18 in hazardous work.	2012
Coordination and Enforcement	Establish a coordinating mechanism to specifically and comprehensively combat the worst forms of child labor.	2012
	Publish information on the number of investigations and prosecutions and the amount of penalties imposed for violations of child labor and child trafficking laws.	2012
	Increase funding and number of inspectors employed under the Ministry of Employment and Vocational Training.	2012

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In 2012, Mozambique made minimal advancement in efforts to eliminate the worst forms of child labor. The Council of Ministers approved the new National Plan of Action for Children (2013–2019). The Ministry of Labor trained provincial labor inspectors on child labor, which included material on national and international child labor laws. The Government began preparing the National Plan for Eradication of Child Labor to be presented jointly with the members of the Community of Lusophone Countries at the Global Conference on Child Labor in 2013. However, a number of gaps remain in Mozambique's legal framework. There is no list of hazardous activities prohibited to children and the prohibitions on child prostitution are incomplete. Current social protection programs focus on raising awareness and on street children, but fail to address sectors in which children engage in dangerous work. Children in Mozambique continue to engage in the worst forms of child labor, including dangerous activities in agriculture and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	22.5 (1,526,560)
Attending School	5-14 yrs.	69.5
Combining Work and School	7-14 yrs.	22.4
Primary Completion Rate		56.2

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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, particularly in dangerous work in agriculture and domestic service.(3-8) The largest number of children work in the Inhambane region.(9)

Children working in agriculture work on farms and small plots known as *machambas*. Limited evidence suggests some of these children produce cotton, cashews, copra (dried coconut meat), seaweed, tea, and sugar.(3, 5, 6, 10-13) Children also work in the production of tobacco.(6, 13) Children working



in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5, 14, 15) Limited evidence suggests that children in agriculture often work with no pay and that there are cases of children used as laborers to pay off family debt.(16-19) Some children in Mozambique are subject to debt bondage.(4, 17-21) Children also work in the forestry sector.(12) Children working in forestry may be exposed to falling from ladders and trees, extreme temperatures, and hazardous chemical substances.(22)

Children in Mozambique perform domestic labor in third-party homes.(6, 7, 10, 13, 23-25) Some domestic servants work up to 15 hours per day and may be subject to physical abuse, including burns.(3, 7, 26, 27)

Children in Mozambique herd livestock. Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(28, 29) Limited evidence indicates that children are involved in fishing.(3, 6, 12) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(30, 31)

Mozambique

Mozambique is a source, destination, and transit country for child trafficking.(11, 18, 19) Children are trafficked internally and to South Africa for commercial sexual exploitation and forced labor in agriculture, mines, and domestic service.(17, 18, 32-39) Girls from Zimbabwe, Zambia, and Malawi are trafficked to Mozambique for commercial sexual exploitation and forced domestic service.(4, 8, 18, 40-45) Commercial sexual exploitation is especially prevalent in rural areas, border towns, and in the regions of Maputo, Beira, Napula, Tete, and Nacala.(4, 7, 8, 34, 46-50) There are reports of children working on the streets but specific information on hazards is unknown.(4, 7, 23, 47, 51-54)

Access to education in Mozambique is limited because of teacher shortages, indirect schooling costs, and the lack of schools and sanitation facilities.(4, 11, 20, 48, 53, 55, 56) The Government of Mozambique estimated in 2011 that nearly 200,000 school aged children were out of the school system.(57) Despite government efforts to provide birth registration to children, some children may not attend school because they do not have the birth records needed for enrollment.(49, 58, 59) Even though the National Organization of Professors established 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.(7, 60) For many children, especially girls, this type of abuse leads to withdrawal from school.(4, 7, 8, 11, 20, 58, 60) Additionally, there are an estimated 900,000 orphaned children in Mozambique, many of whom lost their parents to HIV/AIDS.(21, 57, 61, 62) The Government of Mozambique estimates that nearly 20,000 children are heads of households and are responsible for their younger siblings.(57, 63) As a result, these children are particularly vulnerable to poor school attendance and engagement in the worst forms of child labor.(4, 7, 61)

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 noncommercial 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.”(64) The provision makes it unclear if the Ministry of Labor (MITRAB) has the authority to inspect in these noncommercial establishments.(6, 25) 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.(16) During the reporting period MITRAB offered training to provincial labor inspectors on child labor and national and international laws regarding child labor.(25)

International Conventions and Selected Laws on Child Labor and Education

	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	13
	Free Public Education	Yes

Children between ages 12 and 14 may work with written approval by their legal representative. (6, 64) These children are issued legal documents establishing the conditions under which they are allowed to work and must undergo a prior medical examination.(6, 64) 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.(64) The Labor Code prohibits children between ages 15 and 18 from working at night.(64, 65) The Labor Code does not specifically identify hazardous activities from which children are prohibited.(4, 6, 7, 21, 66)

The Constitution guarantees the right to education for all.(67) The Child Protection Act provides for free and compulsory education through primary school.(65) However, evidence suggests these goals have not been met.(11, 56, 58) Primary school covers a period of 7 years and begins at age 6, making education compulsory until the age of 13.(6, 20, 68) 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.(6) 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.(11)

The Constitution prohibits forced labor.(67) The Law on Military Service sets the age for military conscription at age 18, which can be lowered in times of war.(69, 70) Act 3/97 prohibits the use of children in the transport and sale of illegal drugs.(21)

While the Child Protection Act does not directly provide children protection from sexual exploitation, it 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, 65)

Article 405 of the Penal Code establishes penalties for the prostitution of a minor, which include imprisonment and a fine.(8, 71) Children are protected from exposure to pornographic materials and acts, under article 64 of the Children's Code, which provides sanctions, although unspecified, for inciting, coercing, abusing, using, or procuring of minors for prostitution or any other illicit sexual activity.(4, 7, 8, 65)

The Trafficking in Persons (TIP) Law forbids international and domestic trafficking for forced labor, prostitution, slavery, involuntary servitude or debt bondage.(16, 72, 73) Despite the lack of implementing regulations, there were police and prosecutorial enforcement actions, prosecutions, and convictions including 16 ongoing investigations carried into 2012.(10, 12, 16, 58, 74-76) However, information on TIP cases did not identify the number of cases involving children.(16) (21, 35) Implementing regulations would clarify the roles and responsibilities of the ministries involved in anti-trafficking efforts.(76)

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, 21, 24, 75)

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, the National Council on the Rights of the Child (CNAC), an interagency commission led by the Ministry of Women and Social Action (MIMAS), coordinates efforts

to promote the welfare of children.(12, 17) 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, 10, 12, 58, 77)

MITRAB is responsible for the enforcement of child labor laws in an operating environment that is accepting of child labor as a response to poverty or the death of parents due to HIV/AIDS.(3, 10, 78-80) Within MITRAB, the Labor Inspection Office employs 130 labor inspectors who primarily inspect commercial establishments.(3, 10, 12, 25) In 2012, MITRAB had a budget of \$40,000 for child labor-related issues.(81) This office routinely lacks resources to conduct inspections.(3, 10, 12) Information was not found on the type of inspections nor what kind of labor law violations were detected.(12, 17, 82) 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 (LIG) 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, 10, 12, 40, 76) A telephone hotline Speak Child-116 was established in 2009 to report cases of child abuse and exploitation.(83) Between January and March 2012, the hotline registered 366 cases, of which 51 were referred to the police, 45 to the Women and Children Victim Assistance Unit (GAMC), and 33 to the Family Council.(84) The Government also maintains approximately 215 help desks where trafficking victims can go to police stations to file complaints and receive assistance.(16, 40, 75, 81) In addition, there are twenty Victims of Violence Centers run by the GAMC that can provide temporary shelter to children who have been victims of trafficking.(81) 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, 48, 85) Despite these efforts, the Ministries of Justice and Interior, including the police and the LIG, have insufficient financial and human resources to improve their effectiveness in enforcing laws pertaining to children.(6, 12, 58, 81, 82)

Mozambique

Government Policies on the Worst Forms of Child Labor

The Council of Ministers approved the second National Plan of Action for Children (PNAC II) 2013–2019 during the reporting period.(81, 86) The four key priority areas are: child survival, child development, child protection, and child participation. The PNAC II establishes 13 goals which include an increase in birth registrations, access to education, decrease in child marriage, and an increase in participation of children in social protection programs. Efforts under the PNAC II are coordinated by the CNAC.(81, 86)

During the reporting period, the Government continued to support and implement several policies 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.(11, 61) 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.(87) 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.(87) 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.(55, 77)

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).(11, 77) The Government and civil society representatives also form part of the Southern African Regional network against Trafficking and Abuse of Children (SANTAC).(44)

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.(12) Anti-trafficking training now forms part of the regular training curriculum for new officers. Mozambique's Center

for Judicial Training included a session on trafficking that was provided to 50 judges.(12, 82) Furthermore, 20 Mozambican judges were trained in Brazil and produced an electronic manual on TIP.(12) 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, 12, 19, 76, 82)

In 2012, Mozambique participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Mozambique the project aims to improve the evidence base on child labor and forced labor through data collection and research.(88) Additionally, the Government continued to participate in a 2-year \$500,000 USDOL-funded project that assisted participating countries in developing a National Plan for Eradication of Child Labor and promoted south-south cooperation between Lusophone-speaking countries for the purpose of eliminating worst forms of child labor.(89, 90) During the reporting period, the Community of Portuguese Speaking Countries (CPLP) met jointly with the ILO to discuss progress and planning for the Global Conference on Child Labor to take place in Brazil in 2013, and produced a documentary regarding child labor in the member countries.(91-93)

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.(82)

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.(21) 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.	2009,2010,2011,2012
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009, 2010,2011, 2012
	Ensure children under age 18 are prohibited from military conscription in all circumstances.	2010, 2011, 2012
	Amend the revised Penal Code and Child Protection Act to include protection for all children from all forms of sexual exploitation, including child prostitution, child pornography, child trafficking, and child sex tourism.	2010, 2011, 2012
	Adopt implementing regulations for the Trafficking in Persons Act and the Child Protection Act.	2009, 2010, 2011, 2012
	Clarify whether MITRAB has the authority to conduct labor inspections in non-commercial establishments.	2011, 2012
Coordination and Enforcement	Create a mechanism to coordinate policy and efforts on the worst forms of child labor.	2010,2011,2012
	Allocate sufficient resources to MITRAB to conduct inspections.	2009, 2011, 2012
	Ensure the Labor Inspection Office targets sectors where children are known to work, including agriculture.	2009, 2010, 2011, 2012
	Create mechanisms to identify victims of child trafficking and commercial sexual exploitation.	2011, 2012
	Use the provisions from the Child Protection Act prohibiting sexual exploitation to prosecute those involved in sexual exploitation of children	2012
	Make information publicly available on the sectors in which inspections were carried out and sanctions imposed for child labor violations.	2009, 2010, 2011, 2012
Policies	Ensure the National Plan of Action for Children (2013–2019) has the resources necessary for implementation.	2012
	Take measures to ensure children, particularly girls, have access to quality education and safety in schools, including prosecuting teachers who demand sex with students as a condition for advancement.	2010, 2011, 2012
	Assess the impact that existing educational and other policies may have on child labor.	2010, 2011, 2012
Social Programs	Develop social protection programs that assist children working in sectors such as agriculture, domestic service and for victims of trafficking.	2010, 2011,2012
	Assess the impact of the UNESCO literacy program on child labor.	2010, 2011, 2012

Mozambique

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In 2012, Namibia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government published the Plan of Action on Gender Based Violence (2012-16), which includes comprehensive recommendations to combat trafficking; established the National Agenda for Children (2012-2016) to guide various sectors in the protecting of child rights; and abolished the requirement that forces parents to contribute to primary school development funds. Gaps remain in existing laws regarding child prostitution and the use of children for illicit activities, passage of the draft Child Care and Protection Bill is still pending, and resources for enforcement are insufficient. Children continue to engage in the worst forms of child labor, particularly in 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		81.1

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 agriculture and domestic service.(3-6) Children in Namibia herd and tend to cattle. Although evidence is limited, there are reports that children also herd sheep and goats.(4, 5, 7) Children herding livestock may be at risk of snake bites, animal-borne illnesses, long hours in the heat, and abuse.(8) Children's work in agriculture may involve unsafe activities, such as using dangerous tools, carrying heavy loads, and applying harmful pesticides.(9, 10)

Girls, and to a lesser extent boys, are engaged in sex work in Namibia.(6, 11, 12) Although evidence is limited, it is reported that girls from Angola, Zambia, and Zimbabwe are involved in commercial sex work within the country.(6)

Some children in Namibia work as domestic servants.(6, 11) Children working as domestic servants may work long hours

for little to no pay and be exposed to physical, psychological, and sexual abuse.(13, 14)

There are reports of children being used by adults to commit crimes that include drug trafficking and stealing, in particular, cattle theft.(6, 15-17)

Although the extent of the problem is unknown, children in Namibia are trafficked within the country for domestic service and commercial sexual exploitation. Children from the marginalized *San* ethnic group are particularly vulnerable to this type of exploitation.(11, 18) There are also reports of children being trafficked for livestock herding.(14, 17-22)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act sets the minimum age for work in Namibia at 14. Children between the ages of 14 and 18 are prohibited from hazardous and harmful work; night work; and work in mining, construction, and other specific forms of dangerous labor. Children between the ages of 14 and 18 are also prohibited from working on premises that may put their health; safety; and physical, mental, spiritual, moral, or social development at risk, except if the Minister of Labor and Social Welfare puts forth regulations permitting such work.(6, 23) The Constitution outlaws the economic exploitation of children less than 16 years of age and prohibits their employment in work that would interfere with their education or that is likely to harm their physical health or mental, spiritual, moral, or social development.(24) A list of hazardous work activities for children has been finalized and submitted to the Tripartite Labor Advisory Council for its

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consideration and to the Minister of Labor and Social Welfare for recommendations.(25)

International Conventions and Selected Laws on Child Labor and Education

	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 Constitution and the Labor Act prohibit slavery and forced labor and provide penalties for violators.(23, 24) The 2004 Prevention of Organized Crime Act prohibits and criminalizes all forms of domestic and international trafficking in persons, including the recruitment, harboring, transportation, transfer, and receipt of persons.(6, 18) The Combating of Immoral Practices Act and the Children's Act of 1960 prohibit parents, guardians, or those possessing custody of a child from offering the child for prostitution.(11)

The Government, in collaboration with civil society, has drafted a Child Care and Protection Bill to specifically address child trafficking and other crimes including prostitution, pornography, and the use of children for illicit activities. The Child Care and Protection Bill is with Parliament for review and consideration.(6, 11)

The Labor Act explicitly allows labor inspections of private farms.(26)

Namibia does not have military conscription and the Namibian Defense Force Personnel Policies set the minimum age for voluntary military service at age 18.(27)

The Constitution mandates free and compulsory education for all children, beginning at age 7 and continuing until the child has completed primary school or reached the age of 16, whichever is sooner.(24) During the reporting period, the Ministry of Education (MoE) abolished the requirement that forces parents to contribute to their child's school development fund. This requirement had previously been a barrier to some children's ability to attend school.(17, 28, 29)

Institutional Mechanisms for Coordination and Enforcement

Although worst forms of child labor issues are handled by the Ministry of Labor and Social Welfare (MLSW), in conjunction with the Ministry of Home Affairs and Immigration; Namibian Police (in particular its Women and Child Protection Units [WACPU]); Ministry of Gender, Equality, and Social Welfare (MGECW); and MoE, research found no evidence that the Government of Namibia has established a formal coordinating mechanism to combat the worst forms of child labor. The ministries coordinate their efforts through the WACPU (regional offices that house police, social workers, legal advisors, and health workers) and regional Child Care and Protection Forums led by local councils and also containing participation from civil society.(6) The Tripartite (workers, employers, and the Government) Participatory Advisory Committee on Child Labor (PACC) comprises several government ministries, businesses, trade unions, and international organizations; it is responsible for sharing information and coordinating government responses to child labor concerns. The PACC, established under a USDOL-funded regional child labor project, is supposed to meet quarterly; however, the Committee has not met since the regional project ended in June 2012.(4, 6, 30, 31)

The Government has several interministerial groups that coordinate its trafficking efforts. The MGECW coordinates a group to draft trafficking legislation.(11) During the reporting period, an interministerial group on border and migration issues was established by the Ministry of Home Affairs and Immigration. Trafficking is one of eight main topics being addressed by this group.(11) In addition, regional councils throughout the country convene interministerial Child Care and Protection Forums on a quarterly basis that include discussions about trafficking.(11)

The MLSW is the main agency responsible for enforcing child labor laws and investigating allegations of child labor law

violations, including those involving forced labor. MGECW is responsible for cases involving trafficking and the commercial sexual exploitation of children.(6, 14) MLSW inspectors work together with the Ministry of Safety and Security (WACPU and Criminal Investigations Division), MGECW, Namibia Central Intelligence Service, and the MoE on child labor matters.(4, 6, 14) The MLSW leads these ministries in joint inspection teams and manages the Permanent Joint Child Labor Inspection Committee.(6, 14) Children removed from child labor situations during inspections may be brought to a regional WACPU to receive assistance from MGECW social workers or to an MGECW shelter, six of which exist throughout the country.(6)

The Labor Inspectorate employed approximately 40 labor inspectors during the reporting period. Although none of the labor inspectors were child labor specialists, they were all trained to identify and manage child labor violations, and to look for these violations when conducting routine inspections; however, MLSW and MGECW officials report that additional training is needed.(4, 6) MLSW officials report that its funding is sufficient to carry out inspections and investigations in areas where child labor has been reported, but while child labor inspections have increased significantly over the last 4 years, funding for additional inspections, including spot inspections, is insufficient. The MLSW lacks the budget, transportation, and personnel necessary to conduct frequent and comprehensive inspections throughout Namibia's vast, remote, and sparsely populated land.(6, 29) Inspections are reportedly carried out in all areas where work is performed. (32) However, inspectors sometimes have difficulty gaining access to large communal and family-owned commercial farms and to private households.(14, 26) NGOs report that difficulty accessing private farms makes addressing child labor challenging.(26)

During the reporting period, the MLSW conducted approximately 3,000 labor inspections, with a particular focus on agriculture. Six probable child labor violations in herding in communal areas were identified.(6) However, lack of age documentation prevented the MLSW from being able to prove the violations and issue penalties or citations. The MLSW instead issued warnings and instructed the cattle owners to return the children to their homes.(6)

The WACPU and Criminal Investigations Division enforce criminal laws and frequently conduct site visits with labor inspectors in the event a criminal case needs to be opened. The WACPU employ officers in 16 units around

the country.(19, 30, 33) The MGECW leads anti-trafficking efforts for the Government and coordinates closely with the Namibian Police's WACPU.(6) The MGECW employs 62 social workers throughout the country, whose duties include providing counseling and referral services to victims of trafficking; it has also established six safe houses for survivors.(14, 19, 30, 33) The number of prosecutions and convictions for child labor violations during the reporting period is unknown.

Investigation continued into the case of two women in the area of Walvis Bay and Swakopmund who allegedly sold three minor girls for sex.(33, 34) The women are being held until their court date and the minors are being provided with counseling.(33)

Government Policies on the Worst Forms of Child Labor

Namibia's National Action Plan to Eliminate Child Labor ended in 2012 and a new plan has not yet been drafted.(6) During the reporting period, the Government released several national plans that include child protection concerns, such as National Development Plan Four (2012/2013-2016/2017) and the National Plan of Action on Gender Based Violence (2012-2016), which delineate comprehensive recommendations for combatting trafficking.(6, 35) The Government initiated the National Agenda for Children (2012-2016) in order to guide various sectors in protecting children's rights.(22) Child labor concerns are included in the Education for All National Plan (2001-2015) and the Decent Work Country Program (2010-2014).(3, 36-38) In addition, the MGECW is in the process of publishing Namibia's National Protection Referral Network, a chart indicating the flow of services for children experiencing any form of abuse.(39)

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. Child welfare grants are administered by the MGECW.(6, 36)

The Namibian School Feeding Program continued to provide a mid-morning meal to about 270,000 schoolchildren

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throughout the country. The National Youth Service also continued to offer training in civic education, national voluntary service, and job skills to unemployed youth, some of whom have never attended school.(33) Lack of birth registration is an issue in Namibia. Unable to prove citizenship, some unregistered Namibian children lose access to school.(40, 41) During the reporting period, the Government of Namibia continued to make efforts to ensure that children are appropriately documented.(40) The Government, in coordination with UNICEF, has opened 21 hospital-based birth registration facilities and 22 subregional offices in rural areas.(41, 42) The impact of the above programs on the worst forms of child labor is unknown. The impact of the grants, school feeding program, and birth registration efforts on the worst forms of child labor has not been assessed.

The Government runs a toll-free hotline, operated by the Namibian Police, for reporting crimes, including child trafficking.(30) The Government has established six shelters for women and children to assist victims of sexual assault, gender-based violence, trafficking, and the worst forms of child labor.(6, 19) In addition, Namibia runs three “one-stop-shops” for victim protection. These facilities provide lodging, medical, and psychosocial care for victims. The Government also provides subsidies and funding to NGOs that assist victims of trafficking.(42)

During the reporting period, Namibia participated in a \$4.8 million USDOL-funded regional project lasting 3 years and 9 months, to support the implementation of national child labor action plans. The project, which helped the Government of Namibia mainstream child labor issues into legislative and policy frameworks, ended during the reporting period.(6, 36, 43, 44) The project provided services to withdraw or prevent children from the worst forms of child labor, particularly in hazardous work in agriculture and commercial sexual exploitation, with a special focus on children affected by HIV/AIDS.(31)

In 2012, Namibia participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries.(45) In Namibia, the project aims to build the capacity of the Government and to develop strategic policies to address the elimination of child labor and forced labor. It also aims to strengthen legal protections and social service delivery for child domestic workers.(45)

While the Government implements programs to assist vulnerable children, its efforts do not target the worst forms of child labor in which some children work, namely domestic service, commercial sexual exploitation, agriculture, and herding.

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	Pursue the finalization and adoption of the hazardous worklist.	2012
	Continue to seek passage of revisions to the Child Care and Protection Bill to better address child trafficking, child prostitution, and the use of children in illicit activities.	2009, 2010, 2011, 2012
Coordination and Enforcement	Make efforts to convene the PACC on a regular basis or establish an alternative coordinating mechanism for efforts to combat the worst forms of child labor.	2012
	Provide additional training to MLSW and MGECW officials on child labor issues.	2012
	Provide appropriate levels of personnel and vehicles to the Labor Inspectorate to carry out regular enforcement.	2011, 2012
	Make information available on the number of prosecutions and convictions related to child labor violations.	2012

Area	Suggested Actions	Year(s) Action Recommended
Policies	Draft and adopt a new National Action Plan to Eliminate Child Labor.	2012
Social Programs	Develop programs to prevent children's involvement in the worst forms of child labor, namely domestic service, commercial sexual exploitation, and agriculture and herding.	2009, 2010, 2011, 2012
	Assess the impact that existing child assistance programs may have on addressing child labor.	2011, 2012

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In 2012, Nepal made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government conducted a raid on embroidery factories employing child laborers and rescued 124 children from exploitative labor. In addition, the National Children's Policy, which protects children from physical, mental, and sexual abuse as well as exploitation, was approved during the reporting period. However, the lack of compulsory education and legal protections for children ages 16 and 17 still leaves children vulnerable to the worst forms of child labor. Resources for enforcement are insufficient and data on enforcement are 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral 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.(3-7) More girls than boys are subjected to exploitative labor, including commercial sexual exploitation, and many children work under informal work arrangements.(3, 8, 9)

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.(10-12) Children are also found working in mining and stone breaking, which exposes them to dangers such as falling off steep hillsides, working in unstable tunnels at risk of collapse, and injuring their eyes and hands while breaking rocks.(11, 13, 14) In the construction sector, children operate heavy machinery and may face many dangers due to a lack of proper safety



precautions.(11, 15, 16) Child rag pickers and recyclers in Nepal are exposed to sharp glass, metal objects, and dangerous chemicals. They work long hours in the early morning and late evening collecting items to recycle.(4, 17) Boys working on the street are sometimes subjected to sexual exploitation.(9)

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.(18) 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.(19) Children as young as 7 years old are also subject to working long hours in poor lighting and cramped working conditions in embroidered textile production.(11, 20, 21) Child porters carry heavy loads for long hours and are vulnerable to injuries.(12, 22) Children also work long hours in domestic service where they perform physically demanding tasks that can have harmful effects on their physical, mental, and social development and in shops and restaurants where they often work in small, unhygienic, and poorly ventilated workspaces. Other children work in the transportation industry where they face mental and physical abuse or the entertainment industry where they are sexually exploited.(11, 12, 16, 23-26)

Bonded labor exists in Nepal. Some children, called *Kamaiyas*, are born into a family legacy of bonded labor, while other bonded child laborers come from large, landless families.(20, 27) As bonded laborers, children work in carpet weaving, domestic service, rock breaking, brick manufacturing, and embroidery of textiles.(14, 15, 20, 27) Limited evidence also indicates that bonded child laborers are exploited as commercial sex workers.(27) Girls who are forced to work as household servants are sometimes sexually abused.(25, 28-30)

Nepali children are also vulnerable to being trafficked.(31) They are trafficked to India to work in various industries

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including the embroidery, leather, and garment industries. Some also work in domestic service or are forced to beg.(31-33) Limited evidence suggests that some children are also trafficked to India to work in circuses—although reports suggest that in recent years the number of children working in circuses has declined significantly.(34) 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.(14, 31, 35) Some children are trafficked for forced begging.(31)

Children continue to perform illegal tasks for criminal organizations.(36, 37)

Research indicates that not all children have access to education, which increases the risk of children engaging in the worst forms of child labor. Some rural villages do not have secondary schools, leaving children to walk for hours to attend classes.(38) The costs of teacher fees, books, and uniforms are prohibitive for many families. Some children, often girls, are not sent to school.(8, 39) In addition, children with disabilities face barriers to education, in some cases including denial of school admission.(40) A lack of sanitation facilities in schools also deters some girls from attending.(41)

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.(42) However, the Act does not cover nontraditional establishments in which many child laborers are found, including home-based enterprises and unregistered establishments in the informal and agricultural sectors.(3, 43, 44) The Act also establishes a list of occupations prohibited for children including tourism-related occupations such as working in hotels, restaurants, and bars.(41, 42) However, 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.(45) The Child Labor Prohibition Act of 2000 and the Children's Act of 1991 also prohibit forced labor and practices similar to slavery.(4, 42, 46) The voluntary military recruitment age in Nepal is 18.(47) In addition, the Interim Constitution prohibits the use of children in armed conflict.(48)

International Conventions and Selected Laws on Child Labor and Education

	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 against sexually exploiting children and involving children in illicit activities. The Human Trafficking and Transportation Control Act prohibits many, but not all, forms of trafficking in persons and prostitution and prescribes imprisonment for violations.(31, 34, 49) The Children's Act punishes persons who use children younger than age 16 in immoral activities, including taking pornographic pictures.(46, 50) 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.(46) However, children ages 16 and 17 are not covered. These children may face criminal penalties if found participating 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.

Education is free for children between the ages of 6 and 12, but it is not compulsory.(28, 51, 52)

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 Employment (MoLE) and comprises other government departments, NGOs, employers, trade unions, and donors.(4, 5) According to MoLE officials, the

Committee did not meet during the reporting period; however, in the absence of the National Steering Committee, an informal network of child labor stakeholders met regularly to provide feedback on activities under an IPEC project charged with supporting the implementation of the country's National Master Plan on the Elimination of Child Labor.(48, 53)

The National Human Rights Commission's Office of the National Rapporteur on Trafficking in Women and Children is responsible for monitoring the Government's response to trafficking and the effectiveness of its anti-trafficking policies.(4, 5)

MoLE is the primary national agency responsible for enforcing child labor laws.(4, 5) In fiscal year 2012-2013, MoLE's Department of Labor operated on a budget of approximately \$235,300.(48) MoLE, which includes the labor inspectorate, budgeted for 10 inspector positions; however, not all positions are filled. MoLE officials report that this number of inspectors is inadequate.(48) Inspectors are tasked with handling all labor code violations.(5) Labor inspectors received basic training for enforcement in the formal sector, but they had insufficient guidance or protocols to effectively address child labor issues.(4, 5) MoLE 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 through the labor inspection process.(48)

At the local level, District Child Welfare Boards (DCWBs) have limited legal authority to enforce child labor laws and may issue civil fines.(15) 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.(15) MoLE reports that there is no official referral system for children removed from child labor, and coordination between agencies and NGOs providing rehabilitation services remains weak.(48)

In July 2012, the Bhaktapur District Administration Office, along with the police and NGOs, rescued 124 child laborers from embroidery factories in the Bhaktapur District. Police referred 39 factory owners to the labor office for employing children under age 14.(21) The Chief District Officer, the Women Development Officer, hundreds of police, and officials of the Ministry of Women, Children, and Social Welfare (MWCSW) collaborated with NGOs to accomplish this rescue.(54)

The Ministry of Land Reform and Management is responsible for enforcing laws that prohibit bonded labor

in agriculture.(15) The 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) investigate crimes against women and children, including trafficking, at the district level.(4) There are 110 WCSCs throughout Nepal's 75 districts and 477 investigators.(48, 55) From July 2011 through July 2012, at least 118 trafficking cases were registered with police and 189 people were convicted for trafficking, although it is unclear how many of the victims may have been children.(34) However, MoLE officials indicate that the number of investigations and convictions for child trafficking is inadequate relative to the scope of the problem.(48)

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.(11) Limited evidence suggests the Nepal Police lack sufficient resources to investigate all possible trafficking cases.(56)

Government Policies on the Worst Forms of Child Labor

MoLE's National Master Plan on Child Labor 2004-2014 calls for eliminating the worst forms of child labor by 2009 and all forms of child labor by 2014.(57) The Plan identifies bonded child labor, rag-picking, portering, child domestic service, mining, carpet weaving, and child trafficking as the worst forms of child labor to be addressed.(58) The Government has been in the process of revising this Plan since 2009; it expects to unveil a new plan with a revised timetable (2011-2020) in 2013. 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, 48, 53)

Over the reporting period, the ILO-IPEC continued to work with the Government to improve the policy and legal framework for child labor through the implementation of the National Master Plan.(53, 59)

In 2012, the Government approved the National Children's Policy 2012. This policy includes provisions for protecting children from exploitation and physical, mental, and sexual abuse.(54)

The Government's School Sector Reform Plan aims to expand access to education and to provide alternative schooling and

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nonformal education to vulnerable populations.(4) Out-of-school children (which include child laborers) are the primary beneficiaries identified in the plan.(60) In 2012, the Ministry of Education continued to mainstream 189,000 out-of school children into school.(61) Research indicates that overall financial resources for education are still inadequate.(62)

The MWCSW sets standards for registering brick kilns. Each kiln must have a certified school for children of kiln workers to attend, distribute nutritious food, and provide decent living conditions.(63)

At the local level, Village Development Committees (VDC) and District Development Committees (DDC) have taken action on child labor. The DDC in Kavre committed funding to support livelihood opportunities for families of vulnerable children.(61) The municipality of Lalitpur also has a 5-year strategic work plan to protect child rights and reduce child labor, including a plan to implement a child labor monitoring system.(61)

The Government of Nepal has a National Plan of Action to Combat Trafficking.(64) NGOs received limited funding to provide rehabilitation services, medical care, and legal services to trafficking victims.(4) In 2012, the MWCSW completed a review of this Plan and revisions were approved by the Council of Ministers.(65)

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 USDOL-funded, 3-year, \$4.75 million New Path New Steps Project runs through April 2013.(66) 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.(11) During 2012, the Project was instrumental in the embroidery factory raid that resulted in over 100 children being rescued.(54) The Project also conducted a 2-week long proposal and report writing training workshop for 20 partner NGOs, thereby facilitating sustainability of project efforts through building the capacity of local organizations. As a result of this training, participants have reported success in obtaining funding for future child labor elimination efforts.(54)

In 2012, the Government continued to participate in a \$375,000, one-and-a-half year, Danish-funded ILO-IPEC

project to support the implementation of the National Master Plan on the Elimination of Child Labor. The project worked with the Federation of Nepalese Chambers of Commerce and Industries to produce and air radio spots, and hold consultations, workshops, and focus group discussions targeting employer's organizations and the general public on the worst forms of child labor and the National Master Plan on the Elimination of Child Labor.(53)

The Government participates in a UN Interagency Rehabilitation Program to provide rehabilitation assistance to children formerly associated with the Maoist rebel forces. Each former child soldier can access rehabilitation and reintegration services.(37)

MoLE also supports several programs to reduce child labor. In addition to its annual funding, MoLE manages a Child Labor Elimination Fund, currently funded at \$23,530; however, the fund is inactive because the Child Labor Elimination Commission has yet to be formulated.(48) The Ministry also manages the Child Labor and Rehabilitation Fund, currently budgeted at \$117,650, which provided support to five daycare centers for children at risk of entering child labor in Kathmandu.(48) During the reporting period MoLE implemented two 1-year projects to provide educational opportunities to children at risk of child labor. One of these programs operated in Birtnagar and the other in Timi Municipality.(48) Together, these two small projects were funded by MoLE at approximately \$27,000.(48) According to MoLE officials, these programs and the annual budget for implementing them were not sufficient compared to the size of the problem.(48, 67, 68)

The Government of Nepal continued to rescue and rehabilitate Kamaiya bonded laborers, some of whom are children, and provide them with land, home construction materials, and livelihood training.(28) 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.(25)

The Government supports several education programs that 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.(69) 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 that target

out-of-school youth.(4) One local district education office operates a dormitory for Chepang children, a disadvantaged indigenous group. The school provides free food and lodging for 40 children per year.(38)

The MWCSW supports 15 emergency shelters for victims of abuse, including child victims of trafficking and 8 NGO-run homes for female trafficking victims and victims of domestic violence and sexual assault.(31) However, there is a lack of standard guidelines for the care and support of child victims in these centers, and funding is limited.(68) 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, police report 20 suspected trafficking victims are identified each day.(56)

In 2012, the release of budgeted government funds for all programs was delayed due to the lack of a parliament after May 2012.(52) This jeopardizes the sustainability of ongoing programs and may also negatively affect child labor programs.(70)

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. • 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, 2012 2009, 2010, 2009, 2010, 2011, 2012
	Make primary education compulsory to ensure children are attending school and are therefore less vulnerable to the worst forms of child labor.	2012
Coordination and Enforcement	Increase the number of labor inspectors and devote more resources to enforcing child labor laws.	2010, 2011, 2012
	Provide inspectors with adequate guidelines and protocols to effectively inspect establishments for child labor violations.	2011, 2012
	Enhance data collection and ensure data available on the worst forms of child labor 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 MoLE conducts and sanctions imposed on violators. • Data collected identifying the number of child trafficking victims. 	2009, 2010, 2011, 2012 2009, 2010, 2011, 2012 2009, 2010, 2011, 2012
	Institute a referral system to ensure coordination between enforcement agencies and NGOs providing rehabilitation services to children removed from child labor.	2012
	Provide additional resources for the Nepal Police so that they are able to pursue those engaged in child trafficking.	2011, 2012
Policies	Finalize the draft National Master Plan on the Prevention and Elimination of Child Labor 2011–2020 and allocate sufficient funds for implementation.	2010, 2011, 2012
	Increase financial resources committed to implementing the School Sector Reform Plan.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Put in place the Child Labor Elimination Commission to manage programs under the Child Labor Elimination Fund.	2012
	Increase financial resources for and ensure a timely release of funds budgeted to child labor reduction programs.	2011, 2012

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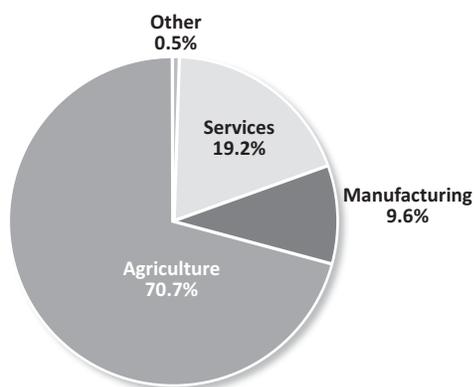
Nicaragua

In 2012, Nicaragua made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established a National Plan of Youth Employment (2012-2016) and expanded its Youth Employment and Migration program to protect working adolescents and increase their employment opportunities. It also expanded programs to improve livelihoods for families and eliminate child labor in stone quarries. Nicaragua was one of the first countries to ratify the ILO Convention on Domestic Workers. Labor inspectors have authority to inspect working conditions of domestic workers. However, the Government's enforcement of labor laws in agriculture is still inadequate due in part to resource constraints. 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 victims of 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2005.(14)



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 hazardous work in agriculture and commercial sexual exploitation.(2-6) Children work in hazardous conditions producing crops such as coffee, bananas, tobacco, and African palm.(7-13) Children have been found working in dangerous conditions in the production of oranges, rice, and sugarcane, although the extent of the problem is unknown.(2, 7, 8, 10, 12) These children often carry heavy loads, use dangerous tools, and are exposed to hazardous pesticides and fertilizers.(7, 8)

Children also work long hours risking injury in tasks such as breeding livestock, crushing stone, extracting pumice, mining for gold and collecting shellfish.(2, 7, 8, 10, 12, 13) Children are employed as domestic servants in third-party homes in which they may face long hours and are often subjected to abuse.(2, 3, 15, 16) Some children engage in construction, which may expose them to intense heat and dangerous machinery.(7, 13, 17) Children may also work as bus drivers' assistants, often riding precariously on the exterior of vehicles or entering and exiting moving vehicles.(6, 13) Children work as street vendors and street performers at traffic lights, which may expose them to multiple dangers, including severe weather, vehicle accidents, physical and psychological risks, and crime.(2, 8, 12, 13, 16, 18, 19) Some children work as garbage scavengers and are exposed to toxic substances.(2, 8, 13, 20, 21)

Children in Nicaragua are exploited in commercial sexual exploitation, and although the information is limited, child pornography has been reported as a problem.(2, 6, 22, 23)

Nicaragua is a source and transit country for minors trafficked for sexual exploitation.(5, 6, 22, 24) Some children are trafficked within Nicaragua for sex tourism, which is reportedly on the rise, and to work as domestic servants.(6, 22) 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.(2, 25) 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 into commercial sexual exploitation in urban areas or neighboring countries.(6, 23) The Government reports that trafficking is a significant problem and that trafficking victims and brothel owners are linked to organized crime.(6, 26, 27) The Government has stated 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.(28)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at age 14.(29, 30) Children ages 14 to 16 must have parental permission and be under the supervision of the Ministry of Labor (MITRAB) in order to work.(2) 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.(29) The law imposes fines for violators and allows inspectors to close establishments employing children.(2, 31) The Labor Code requires employers of adolescent domestic workers under age 18 to facilitate and promote their education.(29, 32)

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 from working in mining and manufacturing or engaging in activities with exposure to toxic substances or that interfere with schooling.(13, 33) The Childhood and Adolescence Code prohibits the use of children in illicit activities.(30) MITRAB issued regulations specific to the 2011-2012 coffee harvest prohibiting children under age 14 from working, protecting adolescents of legal working age, and ensuring minimum wages.(34, 35) In October, Nicaragua became one of the first countries to ratify ILO Convention No. 189: Decent Work for Domestic Workers, which addresses

issues such as working conditions, wages, and child labor in the sector.(36)

International Conventions and Selected Laws on Child Labor and Education

	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

In October 2012, the National Assembly approved a law to simplify, modernize, and streamline the public administration of labor justice, including child labor cases. The new law aims to improve the labor justice process by addressing complaints in a timely manner without sacrificing due process for employers and workers.(37)

The Constitution prohibits forced labor, slavery, and indentured servitude.(2, 38) The Constitution was amended in 1995 to prohibit compulsory military service. The minimum age for voluntary entry into the armed forces is 18.(16, 39)

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.(40) Promoting, filming, or selling child pornography is prohibited.(40) The Penal Code also prohibits trafficking of persons and imposes increased penalties for trafficking of individuals under age 18.(40)

The Constitution requires compulsory education through primary school, which is about age 15.(38) The Constitution establishes the right to free primary education, but associated school costs prevent some children from attending school.(11, 21, 38, 41-43)

Nicaragua

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.(44) 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.(31, 44) The Labor Code designates CNEPTI to receive the revenues from fines issued for child labor violations and to use them to raise awareness and protect minors.(45) However, it is unclear if CNEPTI remains 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 Roadmap for the Elimination of the Worst Forms of Child Labor.(12, 16, 17, 33, 34, 46-50) The National Social Welfare System (SNBS) requires government institutions to protect the rights of children and adolescents.(51) Under the SNBS, Program Love (*Programa Amor*) is responsible for the protection of the rights of children and adolescents at risk, including those involved in street work, and their families. The program is overseen by First Lady Rosario Murillo, in coordination with the Ministries of Government, Family, Health, Education, and Labor.(26, 42, 51-53) Child labor experts have indicated that coordination between Program Love, CNEPTI, and MITRAB has been weak.(12, 16, 17, 33, 34, 46-48)

MITRAB's Inspector General's Office is responsible for all labor law inspections, including those on child labor.(12, 17, 51) MITRAB's Child Labor Inspections Unit conducts training on child labor for inspectors. It also is charged with ensuring that child labor issues are integrated into labor inspections and works with the Nicaraguan National Police (NNP), the Ministry of Family, and the Human Rights Attorney for Children to enforce child labor laws.(12, 17, 31, 32) The Ministry of Family and NNP administer a general hotline to report on the welfare of children, including reporting on trafficking and exploitation of children.(12, 16, 17)

In 2012, MITRAB had 90 labor inspectors whose responsibilities included investigating for child labor violations.(12, 16, 17) Government officials and child labor experts have reported that child labor inspections throughout the country, and especially in agricultural areas, are limited due to resource and personnel constraints.(16, 17) From January through June 2012, MITRAB conducted 2,546 child labor inspections, which was a notable increase from 761 during the same time period in 2011.(16, 17) During the first 6 months

of 2012, MITRAB identified 178 child labor infractions by employers, affecting 3,543 children.(16, 17) MITRAB reported that of the children found during these inspections, it removed 759 children from work, including from hazardous conditions, which was an increase from 148 children during the same time period in 2011.(16, 17) However, no information on fines associated with these child labor violations was publicly available.(16) In addition, although labor inspectors have the authority to enter private homes to monitor the working conditions of child domestic workers, research found no information on those types of inspections in practice.(54)

The Ministry of Governance 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.(16, 23, 27, 51) The NCATIP consists of government ministries, civil society organizations, and international NGOs, which aim to detect, prevent, protect, and rehabilitate trafficking victims.(27) 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.(55, 56) Research found no evidence to indicate whether these weaknesses have been addressed.

The Public Prosecutor's Office 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, 16, 17) The NNP also has three units that address cases of human trafficking, including child trafficking. These units are the Police Intelligence Unit, which is responsible for detection; the Special Crimes Unit, which is responsible for investigation; and 54 Women's Commissions, which are responsible for prevention and protection.(6, 16, 17) In 2012, the Government closed three businesses in the City of Granada because of trafficking and sexual exploitation of minors.(16)

In 2012, the Public Prosecutor's Office prosecuted 24 trafficking cases and reached convictions in 14 of those cases; 17 child victims were involved in those cases.(16, 24) Prosecution began in October for a case of trafficking of three minors for sexual exploitation.(16) 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.(51) During the reporting period, 30 child trafficking victims were referred to the Ministry of Family for social services.(16) Although the Government provides shelter

and other services to some child trafficking victims, current services do not appear to be sufficient to assist the majority of child trafficking victims in Nicaragua. Instead, international organizations and NGOs are the principal service providers assisting trafficking victims.(6, 16, 17)

Government Policies on the Worst Forms of Child Labor

The Government's Roadmap for the Elimination of the Worst Forms of Child Labor sets the goal of eliminating the worst forms of child labor by 2015.(16, 34, 48) The Government's current efforts to address child labor support the goals of the Roadmap, although an action plan to implement the broad goals of the Roadmap has not yet been issued.(47, 48, 50)

Data on child labor were collected in 2010 for the National Survey on Child and Adolescent Labor to better understand the country's current child labor situation.(57) However, data had not yet been released as of the end of the reporting period.(16)

The Government of Nicaragua prioritizes assistance for children and adolescents who work in stone quarries, mines, and in African palm cultivation through its Plan of Integrated Attention.(51, 58) 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.(51, 58, 59) In addition, during the reporting period, the National Commission of Youth Employment established a National Plan of Youth Employment (2012-2016) to eliminate child labor and protect the rights of working adolescents.(58, 59)

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.(60) 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.(60) The Government oversees the implementation of the 10-year National Action Plan for Children and Adolescents, which supports children's rights.(61)

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.(41) Additionally, the Government of Nicaragua's poverty reduction strategy incorporates policy actions to eradicate child labor through the provision of comprehensive care and education.(16, 17, 50, 62) Despite this progress, the Government has not fully developed action plans to implement the above policies and programs.

The Government has adopted the UN Millennium Development and Education for All Goals, with an aim to meet them 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.(62-65) However, access to secondary education is more limited, primarily due to school costs and the need for youth to work to support themselves and their families.(21, 43, 62, 66) The ILO Committee of Experts indicated in 2009 and 2011 that secondary schools have not been targeted as a priority and secondary school attendance remains low—increasing the risk of older children's engagement in exploitative work.(22, 67)

In August 2012, the Government of Panama hosted the Meeting of Labor Ministers of Central America, Belize and the Dominican Republic to highlight good practices and lessons learned.(68-70) At the meeting, the Ministers signed the Panama Declaration committing themselves to specific actions by country to eradicate the worst forms of child labor.(71-73) MITRAB highlighted its programs in coffee plantations and stone quarries to address child labor as a good practice and its intent to continue expanding these programs.(71, 74)

Nicaragua also is a member of the Regional Conference of Migration, which implements an Action Plan with a special focus on child migrants and their repatriation.(75, 76)

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

The Ministry of Family has 23 departmental offices and 7 district offices in Managua that provide at-risk children and adolescents with educational and recreational opportunities.(51) The regional project, *Primero Aprendo* (First, I Learn), originally funded by USDOL and currently supported by the European Union, promotes the eradication of child labor through access to quality education, in support of Nicaragua's Roadmap to Eliminate Child Labor.(77)

Nicaragua

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.(78-80) 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, 22, 59, 74, 81) MITRAB and the 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.(47) The EB program was expanded in the 2011-2012 harvest, which included training an additional 60 EB facilitators and guiding improvements of EB venues at 40 coffee farms.(47) The Ministry of Education's School Passport pilot program 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.(47)

During the reporting period, MITRAB expanded a program in support of the Plan for Integrated Attention that aims to reduce child labor in stone quarries through improved livelihood opportunities for families. The Government reported removing 334 children and adolescents from stone quarrying and assisting 155 families in Chinandega, El Rama and El Bluff.(16, 17, 47, 59, 74, 82) The initiative provided the families of those children with training and equipment to generate self-employment.(51)

The Government of Nicaragua participates in a 4-year, \$8.4 million regional project funded by the Government of Spain to eradicate child labor in Latin America.(50) In February 2013, *La Chureca* garbage dump in the City of Managua was permanently closed and a recycling plant was opened in its place through a \$50 million project funded by the Government of Spain. This project also created a school and houses for the 258 families who used to find their subsistence in the garbage dump.(83-85)

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.(26, 42, 52, 53) A 2012 technical progress report stated that in the reporting period, Program Love assisted 20,000 working children by integrating them into schools and other initiatives.(50) However, there are varied reports about the program's effectiveness.(16, 17, 86, 87) The Ministry of Education and Sport implements a national literacy and education campaign for children and young persons excluded from the educational system.(42)

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.(88, 89) In the reporting period, more than 22 additional municipalities joined the program and pursued strategies that facilitate employment and self-employment for youth between the ages of 15 and 24.(59, 62, 88-91) 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.(51, 92) However, the impact these programs may have on child labor is unknown.

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 the record of birth certificates needed to access basic social services.(46, 93)

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 shellfish, pumice and agricultural products, such as 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.(2, 17, 51, 78, 80)

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	Clarify the role of CNEPTI in coordinating government efforts to reduce child labor and ensure that progress toward this goal, including the forthcoming action plan, is monitored on a regular basis, including by convening more frequently.	2009, 2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Publicly report on the enforcement of the law on adolescent domestic workers, which includes the employers' obligation to ensure the education of adolescent workers.	2011, 2012
	Dedicate more human and financial resources to the enforcement of child labor laws, in particular, in agriculture, such as hiring and retaining more labor inspectors.	2009, 2010, 2011, 2012
	Report fines imposed for child labor violations.	2012
	Enhance coordination and information sharing among actors involved in child labor issues and anti-trafficking campaigns.	2009, 2010, 2011, 2012
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, 2012
	Develop strategies and devote resources to improve attendance in secondary education.	2009, 2010, 2011, 2012
	Make publicly available the results of the latest national child labor survey.	2012
Social Programs	Expand birth registration programs nationwide in order to ensure that children have access to basic services.	2009, 2010, 2011, 2012
	Dedicate greater resources to expand services that assist child trafficking victims.	2010, 2011, 2012
	Assess the effectiveness of Program Love on reducing the worst forms of child labor and publicize its results in order to inform future efforts.	2010, 2011, 2012
	Expand programs to address the worst forms of child labor to more sectors in which exploitative child labor exists, such as shellfish and African palm.	2009, 2010, 2011, 2012
	Assess the impact of the Youth, Employment and Migration Program and the National Technological Institute's pre-employment program on reducing child labor.	2011, 2012
	Apply good practices and strategies used to eliminate child labor in the coffee sector to other sectors, including raising awareness and partnering with business owners to eliminate child labor in their production processes.	2009, 2010, 2011, 2012

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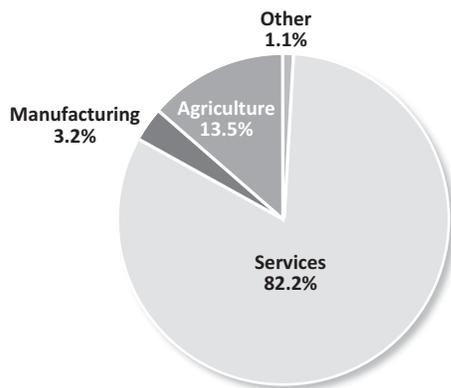
In 2012, Niger made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government secured a number of child trafficking convictions, passed a new Labor Code that criminalizes the exploitation of children in prostitution, incorporated child labor concerns into its new Social and Economic Development Plan, and continued to participate in programs to combat the worst forms of child labor. However, gaps remain in the country's legal framework and implementation of policies. Enforcement efforts and programs are still insufficient. Children in Niger continue to be engaged in the worst forms of child labor, particularly in dangerous activities in the agriculture and mining sectors.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	47.8 (1,561,570)
Attending School	5-14 yrs.	51.7
Combining Work and School	7-14 yrs.	26.3
Primary Completion Rate		46.2

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENTE Survey, 2009.(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.(3-7) Children engaged in agriculture are commonly involved in dangerous activities, such as using

sharp tools, carrying heavy loads, and applying harmful pesticides.(8, 9) Limited 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, although evidence is limited, also, goats; they are exposed to long working hours and severe weather conditions.(5, 10) Limited evidence also suggests that children are engaged in fishing, and in this sector, they may work long hours, perform physically demanding tasks, and face dangers such as drowning.(7, 11, 12)

Children work in dangerous conditions in mines and quarries, including in the production of trona, salt, gypsum, and gold. They break rocks, transport heavy loads, and extract, process, and hoist ore.(7, 13-22) Limited reports suggest that children also work in natron mining.(23) Risks in the mining sector include exposure to mercury, suffocation, and death from cave-ins.(13, 19) Girls working near the mines commonly deliver food and water to workers and risk harassment and sexual exploitation.(10, 24, 25) While evidence is limited, research indicates that children also work in stone quarries, crushing rocks and carrying heavy loads.(17)

There are reports of children working on the streets in urban areas, but specific information on hazards is unknown.(22, 26-28) Some children work in tanneries.(4) Children, especially girls working in domestic service, are vulnerable to working long hours, as well as physical and sexual harassment.(3, 6, 27)

A 2011 results report on the 2009 National Child Labor Survey implemented by the Government's National Institute of Statistics estimates that 55,000 children (or 3 percent of children) are engaged in forced labor.(29, 30) For example, 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.(10, 31, 32) Traditional forms of caste-based servitude commonly involve children of slaves who in turn become slaves, and are passed from one owner to another as gifts or as part of dowries.(10) Slaves, including children, are typically forced to work long hours as shepherds, cattle herders, agricultural workers, or domestic servants, and are often sexually exploited.(32, 33)

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 only four wives).(17, 34-36) 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.(17, 34, 35, 37) The practice of *wahaya* is common among Tuareg and Hausa communities in the Tahoua region.(17, 34, 35) Reports suggest that this practice may be increasing as a result of poverty due to droughts, while the practice represents a source of income for some families.(38)

Reports note the ongoing traditional practice of sending boys (called *talibés*) to Koranic teachers to receive education, which sometimes includes provision of vocational training or apprenticeship.(39, 40) However, 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.(7, 10, 17)

Limited reports suggest that girls are engaged in commercial sexual exploitation along the main east-west highway between the cities of Birni-N’Konni and Zinder along the Niger-Nigeria border.(10, 36) Niger serves as a source, transit, and destination country for children trafficked for forced labor and commercial sexual exploitation.(17) Children are trafficked internally for forced labor in mines, agriculture, begging, domestic service, and commercial sexual exploitation.(26, 41) Children from Benin, Nigeria, Togo, and Ghana are trafficked to Niger for exploitative labor on the streets as menial laborers.(26, 41) Nigerien children are trafficked to work as beggars or manual laborers in both Nigeria and Mali.(41, 42) Nigerien girls are reportedly trafficked to countries in West Africa and the Middle East under the auspices of marriage for the purpose of commercial sexual exploitation.(17)

Due to the conflict in Mali, more than 24,000 Malians and Nigeriens residing in Mali crossed the border into Niger during

the year. The country also experienced flooding and cholera outbreaks.(43, 44) The situation was compounded by ongoing food shortages in the Sahel region, where Niger faced a nationwide cereal shortage.(45-52) Reports suggest that to cope with economic decline, many families pulled their children out of school and into child labor. The Government’s Ministry of Education estimates that more than 47,000 children left school during the year as a result of the food crisis.(44, 45) 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.(13, 53)

Laws and Regulations on the Worst Forms of Child Labor

The 2012 Labor Code sets the minimum age for employment at 14, including for apprenticeships.(54) While children ages 14 to 18 may work a maximum of 4.5 hours per day, the law also requires that no child or apprentice be employed in work that exceeds his or her strength.(10, 55) In addition, the law allows children between the ages of 12 and 13 to perform nonindustrial light work, including domestic work and fruit picking and sorting, for up to 2 hours per day.(10) However, light work requires a labor inspector’s authorization, must take place outside school hours, and must not harm the child.(10) The law does not explicitly include protections for children involved in domestic service and street work.(40, 55, 56)

International Conventions and Selected Laws on Child Labor and Education

	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	18
	Free Public Education	Yes

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Decree No. 67-126/MFP/T of September 1967 establishes the minimum age for hazardous labor at 16, and prohibits children from performing hazardous work with saws, explosives, chemicals, and in underground mine work, among others.(54, 57, 58) The Labor Code and Decree do not address related safety concerns such as requiring training, instruction, supervision, or other necessary protections for this group of workers, as called for in ILO C. 138.(57, 58) The Labor Consultative Council is currently reviewing the September 1967 decree—the regulations section implementing the Labor Code—in order to make it compliant with the 2012 Labor Code.(59)

Children in Niger are required to attend school until age 18 according to the Law on the Orientation of the Educational System in Niger.(59) Despite the legal guarantee of 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.(60-62) Furthermore, the Government failed to implement teacher pay increases, which resulted in teacher strikes and the loss of education for children during some of the year.(63) However, reports suggest that the Ministry of Education will likely extend the school year to make up for the time the students missed.(59)

The new 2012 Labor Code prohibits the use of children in illicit activities and pornography, the recruitment and offering of children for prostitution, and all forms of forced and bonded labor, including slavery.(54) The 2006 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.(16, 64, 65) According to the ILO Committee of Experts, the law is not enforced.(66)

In March 2012, the Government adopted and implemented decrees for its 2010 Law on Combating Trafficking in Persons, which protects children from recruitment and harboring in instances of trafficking.(63, 67) Traffickers of children may also be prosecuted under the Penal Code that criminalizes kidnapping.(64)

The 2012 Labor Code prohibits the recruitment and use of children in the military and armed conflicts, and establishes the minimum age of voluntary recruitment at 18. In March 2012, the Government of Niger acceded to the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict.(54, 68) During

the reporting period, the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the “Kampala Convention”) came into force in Niger. The Government of Niger is a party to the convention, which prohibits the recruitment and use of children in armed conflicts, as well as the trafficking, abduction, and forced labor of women and children.(69, 70)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor and Civil Service’s (MLCS) national child labor steering committee is composed of representatives from eight ministries, including the Ministry of Population, Women’s Promotion, and Child Protection; NGOs; and UN agencies. It coordinates efforts to reduce the worst forms of child labor.(65, 71) The steering committee is responsible for conducting child labor studies, raising awareness, and drafting action plans on the worst forms of child labor.(65, 71) 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.(56)

The MLCS and the National Commission on Human Rights and Fundamental Liberties are responsible for receiving labor violation complaints, investigating violations, and referring cases to the courts.(54, 72) The MLCS is charged with enforcing labor laws related to child labor, 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.(4, 55, 73) Inspectors conduct both routine and complaint-based inspections in the formal sector.(4, 74) 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. As a result, children working in the informal sector, including on the streets and as domestic servants, remain unprotected.(4, 74) Additionally, the ILO Committee of Experts notes that although the regional inspection service has a number of vehicles to visit worksites, the labor inspectorate lacks both human and material resources.(75) While law enforcement officials, with support from nongovernmental organizations, rescued 326 children from forced begging, the actual number of resulting arrests or prosecutions is unclear.(59, 63) For example, in December 2012, police arrested and detained five individuals who attempted to traffic 14 children (between

10 and 11 years old) to North Africa, with the intention of using the children to work in gardening and animal herding. In January 2013, each of these individuals was convicted and sentenced to 2 years' imprisonment.(59) Additionally, no information is available regarding child labor inspections.

According to the Government of Niger, each of the 10 district courts and 36 magistrate courts has at least one judge designated to address children's issues, including child labor.(10, 54) In addition, the Ministry of Population, Women's Promotion, and Child Protection works with law enforcement authorities to provide referral, education, legal, and other services to vulnerable children in 13 sites throughout Niger.(54) Nigerien government officials, with support from nongovernmental organizations, rescued 326 children from forced begging during the year. No additional information was available at the time this document was written.(54)

The Ministry of Mining and the MLCS are responsible for inspecting and enforcing labor laws in the mining sector.(16, 55) 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.(72) Additionally, research indicates that the Government does not provide sufficient oversight of the informal 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.(72) However, during the reporting period, the Ministry of the Interior issued a circular prohibiting the use of children in mining operations in the locations of Tillabéri, Tahoua, and Agadez, directing the Ministry of Mining to take this issue into consideration while preparing mining contracts.(66) While it is unclear the extent to which the circular was implemented, the local Government of Tillabéri did hold an awareness-raising workshop on the issue during the reporting period.(36) Additionally, the Government reports removing 600 children from labor in the mines and placing them in school.(10)

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).(41, 67) While the CNLTP and the ANLTP were created in March 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.(4) In Niger, regional committees—supported by vigilance committees in 30 localities—report suspected cases of child trafficking to law enforcement personnel.(4, 39, 72) During the reporting period, the Government reported a number of child trafficking investigations, resulting in the arrest of 25 people, and conviction of nine people for child trafficking.(36, 54) Despite these advances, the Government did not adequately investigate, prosecute, or enforce antislavery and trafficking laws during the year. In addition, there was a general lack of information or data regarding enforcement statistics.(10, 17, 54)

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 commercial sexual exploitation.(4, 56, 76-78) The NAP aims to eliminate the worst forms of child labor in Niger by 2015, and all forms of child labor by 2025.(39) However, the NAP lacks a budget and implementation timeline, and the Government has not adopted or financed the policy yet.(7, 66)

In 2007, the Government developed an action plan to target the exploitation of children by religious instructors, but the plan has reportedly not been adopted or implemented due to a lack of funding.(17) The Government has a national action plan to combat the sexual exploitation of children. No further information was available at the time this document was written.(4, 56, 63)

Child labor concerns were incorporated into the country's new Social and Economic Development Plan (2012-2015).(54) 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), and UN Development Assistance Framework (2009-2013).(4, 21, 54, 79-82) Reports suggest that 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.(83) However, government policy also dictates that children of any age who fail the same grade twice are expelled from public schools. This practice makes children particularly vulnerable to the worst

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forms of child labor, as they may not be permitted to be in school but are not legally permitted to work either.(4, 39, 61) Order No. 09/MPF/PE of 2007 of the National Committee to Combat the Phenomenon of Street Children under the Ministry for the Promotion of Women and Child Protection provides a framework for action to address the issue of street children.(66) Research indicates that the committee is active.(63) According to the World Bank, the Government's social protection policies and programs are fragmented and weak, with insufficient coverage.(84)

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

During the reporting period, President Mahamadou Issoufou publicly acknowledged the existence of—and spoke out against—forced labor, slavery, and trafficking in persons in Niger.(17, 36) During the reporting period, the Government held a number of workshops in Niamey, Tillabéri, and Dosso to raise awareness on such laws.(54)

In July 2012, the Government of Niger and the ILO signed an agreement (“Protocole d’Accord”) to implement the country’s Decent Work Plan. The ILO pledged to fund 25 percent of the plan’s budget, which amounts to \$6.5 million.(85-87) In August 2012, the Government, with assistance from the ILO, finalized its list of 20 Decent Work Plan indicators, which includes the number of children engaged in dangerous child labor and the number of children working.(85-87) The Government also participated in the EU-funded Measuring and Monitoring Decent Work project (2009-2013) that aims to support a transition toward decent work through facilitating the identification of indicators, establishing a monitoring and data collection mechanism (including related to child labor), and drafting an inspection manual.(86, 87)

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.(88, 89) The Government participates in a \$1 million, regional project funded by France. This 3-year project, ending in 2014, aims to combat child labor in the domestic service sector.(90)

The Government of Niger participated in a program that allowed the Red Cross, World Food Program, USAID, IOM, and other organizations to provide uninterrupted assistance to the Malian refugees in Niger.(10, 45) With donor assistance,

the Government supported cash-for-work schemes, food banks, and other initiatives to address the food crisis, supporting over 600,000 beneficiaries in Niger.(47, 51, 91, 92) 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.(93) The project targets over 1 million beneficiaries, with 60,000 of these receiving cash for work benefits. The project is scheduled to end June 2017.(93) Research suggests that these programs may support vulnerable children and families, and mitigate exploitative child labor.

During the reporting period, UNICEF sponsored “catch-up” classes for children who had dropped out of school due to the food crisis. 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.(10) The Government participated in programs financially supported by UNICEF, which provided assistance to local nongovernmental organizations to combat child labor, including educational training centers run by Action Against the Use of Child Workers and case management training by the Niger Human Rights Association. The Government of Niger also participated in programs by local nongovernmental organizations, Volunteers for Education Integration, which provides vulnerable children with educational opportunities.(54)

The Government of Niger continued to participate in the USDOS-funded Program of Assistance for the Return and Reintegration of Trafficked Children in West Africa. Since 2006, the project has rescued over 250 children throughout West Africa (including Niger), providing them with necessary shelter, voluntary return, and reintegration and other assistance.(94) In addition, the Government participated in the UNODC 2010-2013 regional West Africa program that covers 15 countries and supports implementation of the ECOWAS Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking and Organized Crimes in West Africa.(95)

The question of whether these social, educational, and economic development 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 Niger:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the minimum age for hazardous work to 18.	2009, 2010, 2011, 2012
	Update the law to ensure protection for child domestic servants and children working on the streets.	2010, 2011, 2012
	Amend the Penal Code to provide more severe penalties for inciting an individual to beg and more vigilantly enforce the existing law.	2009, 2010, 2011, 2012
	Implement the Law on the Orientation of the Educational System in Niger, which establishes free education.	2010, 2011, 2012
Laws and Regulations	Adopt legislation that would formally make the issuance of mining licenses contingent on an agreement not to use child labor.	2011, 2012
Coordination and Enforcement	Render completely operational and provide resources for the CNLTP and the ANLTP.	2011, 2012
	Increase resources to conduct systematic inspections on the worst forms of child labor in all sectors of the economy, including the informal sector.	2009, 2010, 2011, 2012
	Increase efforts to prosecute and enforce child labor laws, particularly antislavery and anti-trafficking laws.	2010, 2011, 2012
	Collect and make public information on the number of labor inspections and penalties assessed, as well as criminal investigations, prosecutions, and convictions related to the worst forms of child labor.	2012
Policies	Adopt and implement the action plan to target children exploited by religious instructors.	2011, 2012
	Adopt and implement the updated NAP to Combat Child Labor and ensure the plan has a budget and implementation timeline.	2009, 2010, 2011, 2012
	Implement strategies to improve school retention by reducing the incidence of grade repetition.	2010, 2011, 2012
Social Programs	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, 2012
	Evaluate the impact that existing social, educational, and economic development programs may have on addressing child labor.	2011, 2012
	Improve access to education by building more schools and ensure timely and consistent compensation for teachers.	2010, 2011, 2012

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In 2012, Nigeria made a minimal advancement in efforts to eliminate the worst forms of child labor. The National Steering Committee for the Elimination of the Worst Forms of Child Labor in Nigeria appointed a committee to identify child labor involving hazardous work. The Government also supported the development of curriculum to increase the capacity of school teachers and managers who work with *almajiri* (children who are often forced into begging after being sent to study and live with Islamic scholars) through the *Almajiri Education Program*. Gaps remained in legislation, such as a minimum age that falls below international standards, and in social protection programs. In addition, the number of labor inspectors and inspections decreased during the period. Children in Nigeria continued to engage in the worst forms of child labor, particularly in domestic service and dangerous agricultural activities.



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, 2013.(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 domestic service and dangerous agricultural activities.(3-6) In rural areas, most children work in agriculture, producing crops, such as cassava and cocoa. Although evidence is limited, there are reports that children also produce tobacco.(3-9) Children working in agriculture may step on sharp objects, wound their hands and legs, and suffer from insect stings.(4) 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.(8, 10, 11) Children, primarily boys, work in cattle herding. Children engaged in herding livestock may suffer injuries, such as being bitten, head butted, gored, or trampled by animals.(3, 6, 9, 12-14)

In urban areas, many children work as domestic servants.(3, 6, 15) Children employed as domestic servants are isolated in private homes and are susceptible to physical and sexual abuse, and forced labor. Children employed as domestics may also be required to work long hours and perform strenuous tasks without sufficient food or shelter.(16-19)

Both boys and girls engage in street-hawking, sometimes dropping out of school to work.(12, 20-22) Increasing numbers of children also engage in begging. (5, 6, 23-26)

Commercial sexual exploitation of children, especially girls, also occurs in some Nigerian port cities and refugee camps.(5, 6, 15, 29)

Children work 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.(9, 12, 20, 28, 30) Children also work breaking granite into gravel at various sites near Abuja.(31) Children reportedly 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, 32-35) Some of the children working in mines and quarries do so under conditions of forced labor.(36)

In northern Nigeria, many families send children, known as *almajiri*, from rural to urban areas to live with and receive a Koranic education from Islamic teachers. Some of these children receive lessons, but teachers often force them to beg on the streets and surrender the money that they collect; these children may go without adequate food or shelter.(6, 23, 37) Although evidence remains limited, information indicates that

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some *almajiri* in Nigeria may undergo deliberate scarring or injuries to arouse sympathy and thus encourage donations.(38) In December 2010, the Ministerial Committee on Madrasah Education estimated that Nigeria has about 9.5 million *almajiri*.(3, 6)

Nigeria is a source, transit, and destination country for child trafficking.(15, 38, 39) Children in Nigeria are trafficked internally to work in domestic service, agriculture, street peddling, and begging.(8, 15, 29, 40) Children are also trafficked from Nigeria to work in the worst forms of child labor in Equatorial Guinea, Sierra Leone, and Saudi Arabia.(41-43) There are reports of Nigerian girls being trafficked to Italy for commercial sexual exploitation.(15)

Children from Benin, Ghana, and Togo are trafficked to Nigeria, where many are forced to work in granite mines.(15) Some children from the Central African Republic (CAR) are trafficked back and forth between CAR and Nigeria for forced labor and commercial sexual exploitation (44) Boys from Niger are subjected to forced begging and forced labor in Nigeria.(45)

Laws and Regulations on the Worst Forms of Child Labor

The Government of Nigeria has the authority to establish labor standards, though legislative power to protect children is reserved for its states.(46-49) The Labor Act sets the minimum age of employment at 13 and is in force in all 36 states of Nigeria. This minimum age is below that called for in international standards. Furthermore, the Labor Act permits children of any age to do light work alongside a family member in agriculture, horticulture, or domestic service, which likewise fails to meet international standards calling for a minimum age for light work of 12 in most cases.(50, 51)

The Federal 2003 Child Rights Act, which codifies the rights of children in Nigeria, must be implemented by each State in its specific territory.(49, 52) Prior to 2012, 24 of the 36 states had adopted the Child Rights Act; there have been no new adoptions during the reporting period. In total, 24 of the 36 states have adopted the Child Rights Act, all of which adopted the Act before the reporting period.(3) The Child Rights Act states that the provisions related to children in the Labor Act apply to children under the Child Rights Act, but also that the Child Rights Act supersedes any other legislation related to children. This language makes it unclear what minimum ages apply for certain types of work in the country. The Child Rights Act, for example, restricts children under the age of 18 from any work aside from light work for family members,

while the Labor Act applies the same light work restriction only to children under the age of 12. (26, 53)

International Conventions and Selected Laws on Child Labor and Education

	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	13
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Act forbids the employment of youth under the age of 18 in work that is dangerous to their health, safety, or morals. However, it allows children to participate in certain types of dangerous work by setting different age thresholds for various activities. (50) It prohibits youth under the age of 15 from working in industrial undertakings and youth under the age of 16 from working underground or with machines.(50) Additionally, the Labor Act does not apply to youth working in domestic service.(50) As a result, children are vulnerable to dangerous work in industrial undertakings, underground, with machines, and in domestic service. The Labor Act allows youth above the age of 16 to work at night in gold mining and the manufacturing of iron, steel, paper, raw sugar, and glass.(50) This standard may leave children who work at night in gold mining and the above manufacturing activities vulnerable to hazardous work. In addition, neither the Labor Act nor the Child Rights Act lays out a comprehensive list of hazardous activities prohibited to children.(51, 54) While the Child Rights Act appears to apply appropriate penalties for violating the hazardous labor provisions, the Labor Act's penalties may not be stiff enough to deter violations.(26, 50, 51)

States may also enact additional provisions to bolster protection for working children within their territory. Some states within Nigeria have taken such action and closed gaps in the law.(55) For example, the 2006 Abia State Child’s Rights Law prohibits all children under age 18 from engaging in domestic service outside of the home or family environment.(56)

The Constitution of Nigeria prohibits forced labor, slavery, and servitude.(50, 57) The 2003 Trafficking in Persons (Prohibition) Law Enforcement and Administration Act applies throughout Nigeria and prohibits commercial sexual exploitation, pornography, drug trafficking, and trafficking for the purposes of forced or compulsory recruitment into armed conflict. Nigerian law punishes such offenses with fines and imprisonment.(3, 58)

The Child Rights Act prohibits the worst forms of child labor, including the forced labor of children and the use of children for commercial sexual exploitation and armed conflict. In addition, this law prohibits the use of children in street hawking and begging.(26) The Child Rights Act imposes strict penalties for abuses and creates family courts.(26, 59)

Some states that apply *Shari’a* (the moral code and religious law of Islam), however, 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.”(54) Treating child victims of commercial sexual exploitation as offenders runs counter to internationally accepted standards for the treatment of such children.(54)

The minimum age for voluntary recruitment into the armed forces is age 18.(26, 60) There are no reports of children being used in the Government’s armed forces; however, while evidence is limited, children as young as age 8 reportedly undergo recruitment into non-state armed groups—particularly in areas in which security has deteriorated. There is no law to prohibit the recruitment of children by non-state armed groups.(61-63) Pervasive poverty, coupled with mass unemployment and a poor education system, has created an atmosphere in which 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.”(64-67)

The Compulsory, Free Universal Basic Education Act (2004) provides for free and compulsory education for children until the age of 15.(68) The Federal Constitution (1999) also provides for free and compulsory primary education

“when practicable.” However, the term “practicable” introduces ambiguity in the concept of free universal compulsory education, which does not yet fully exist in Nigeria.(3, 6, 57, 63) The Ministry of Labor and Productivity reports that only six states provide free education. As the laws providing for free and compulsory education are not systematically enforced, children are more likely to enter the worst forms of child labor.(63) Inadequate facilities and school fees may also deter enrollment.(3, 6)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee for the Elimination of the Worst Forms of Child Labor in Nigeria serves as the country’s mechanism for coordinating efforts to combat child labor. Represented on the Steering Committee are the Ministries of Labor and Productivity (MOLP), 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 Prohibition of Traffic in Persons and Other Related Matters (NAPTIP) and the National Bureau of Statistics.(3) 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. The Committee met twice in 2012 and appointed a committee to identify hazardous work involving child labor.(3) NAPTIP is the agency responsible for coordinating efforts against trafficking and also chairs the National Task Force on Trafficking in Persons that considers issues of child labor and trafficking. NAPTIP and the Ministry of Women’s Affairs and Social Development coordinate social services for trafficked children and repatriation to their families.(3)

The MOLP is responsible for ensuring the enforcement of federal labor laws. The MOLP’s Inspectorate Division employed about 500 inspectors during the reporting period, 100 fewer inspectors than in the previous year.(3) Labor inspectors are deployed across 36 regions as well as the Federal Capital Territory (including Abuja), and are responsible for investigating all labor law violations, including those related to child labor.(3, 5, 69) The number of inspectors employed appears to be inadequate to address child labor issues sufficiently, given the size of the country and the scope of the worst forms of child labor in the country. The 2012 budget allocated about \$29,000 to the MOLP for child labor inspections, but as of the end of the year, the Finance Ministry had not yet released the funds.(3) Training for inspectors was limited.(3)

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During 2012, the Government of Nigeria conducted 7,840 labor inspections, 4,200 fewer inspections than in the previous year. The MOLP reported 500 labor violations in 2012, but did not have information on the number of child labor specific violations.(3) The Ministry rescued 25 children from child labor in Oyo State during the year. There is no information about whether these children received adequate services.(3) Labor inspectors do not possess a mandate to conduct inspections on seafaring vessels. Since children age 15 and older may work onboard these vessels, this leaves such children unprotected by the country's enforcement framework.(50, 70) In addition, rather than issuing citations upon discovery of labor infractions, MOLP sends letters of caution to employers encouraging them to resolve violations and then conducts follow-up inspections. It is unclear whether this system sufficiently encourages compliance with labor laws.(3, 63)

NAPTIP is responsible for enforcing anti-trafficking legislation and has an overall budget of about \$11.9 million, though the amount of funding received is unknown.(3) The last known training for NAPTIP officials occurred in May 2011. Both the MOLP and NAPTIP are supported by the Nigeria Police Force (NPF).(3) The NPF and the Nigerian Immigration Service have anti-trafficking units responsible for combating trafficking, while other agencies, such as the National Drug Enforcement Agency, help identify traffickers and their victims.(38, 71) NAPTIP reports that authorities turn over rescued children to state-level agencies.(3) 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.(38) NAPTIP reportedly used this database during 2012.(63)

During the reporting period, NAPTIP began 117 trafficking investigations and 17 prosecutions and made 25 convictions. The number of investigations represents a decrease from the previous year.(19) NAPTIP reported that 8 trafficking convictions involved children. There is no information available on the number of trafficking investigations that involved children and whether the trafficking convictions involving children resulted in offenders serving jail time or paying a fine.(3)

The NPF is responsible for enforcing all laws prohibiting forced labor and commercial sexual exploitation.(3) However, the NPF is not trained on state laws and may not have knowledge of such laws that protect children from a particular worst form of child labor within a specific state. This limits the capacity of the NPF to enforce the laws protecting children from the worst forms of child labor.(47) Research did not uncover the number

of child labor violations and resulting penalties issued by the Police during the reporting period.

States may also undertake other measures that aid in the enforcement of labor provisions. For example, Ondo State has established a child labor monitoring system in cocoa plantations.(71)

Government Policies on the Worst Forms of Child Labor

The Government of Nigeria, with support from ILO-IPEC, finished drafting a National Policy and National Plan of Action on the worst forms of child labor in late 2011. In 2012, consultations on the drafts were held in each of Nigeria's six geo-political zones.(3) The National Steering Committee on Child Labor adopted the policy and plan, but as of the writing of this report, the plans had yet to be presented to the Federal Executive Council for official adoption. (72) If adopted, the Policy would identify and assign roles to participating government law enforcement and agencies, trade unions, community organizations, and other groups.(3)

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.(73, 74) 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.(73) Moreover, it is unclear what methodology the Ministry used for data collection or how many state governments had participated in the survey.

During the reporting period, the Government of Nigeria had a National Plan of Action on Trafficking in Persons (2010-2012) to provide government entities and NGOs with a framework for coordinating anti-trafficking activities.(75) The Plan set forth NAPTIP's budget and programming costs through 2012.(76) 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.(77-79)

The 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. Under the framework, state governments regulate *almajiri* schools to address more effectively the challenges that the traditional Islamic Education Sector faces on itinerancy and begging.(80, 81) Also under the framework,

the Government announced plans to build about 400 schools for *almajiri* children by 2015.(82) By the end of 2012, 89 schools were built, including 18 schools with housing facilities.(63) In early 2012, the Almajiri Education Program developed a curriculum to increase the capacity of *almajiri* school teachers and managers throughout the country as well as a strategic plan of action to guide the Program.(81)

In 2012, the labor ministers of the 15 ECOWAS countries, including Nigeria, adopted a regional action plan on child labor, especially in its worst forms. The plan seeks to eliminate the worst forms of child labor in West Africa by 2015 and continue progress towards the total elimination of child labor.(83)

The Government of Nigeria ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), which entered into force on December 6, 2012.(84) The Convention prohibits armed groups from recruiting children, or otherwise permitting them to participate in conflict, and engaging in sexual slavery and trafficking, especially of women and children.(85)

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

The Government of Nigeria continued to participate in several regional projects to combat the worst forms of child labor, including the regional \$7.95 million USDOL-funded ECOWAS Project (2009-2014). This Project has assisted ECOWAS member states to develop systems to help member countries, including Nigeria, reduce the worst forms of child labor.(86-88) During the reporting period, ECOWAS member countries adopted a Regional Action Plan on child labor.(83) As part of the ECOWAS Project, Nigeria also 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.(86)

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, which is active in 15 countries. In Nigeria, the project aims to withdraw and prevent 540 children from being trafficked from Benin to Nigeria for mining and

associated activities around mining sites in Nigeria's Ogun and Oyo States and to provide livelihood alternatives to 118 households.(89)

In 2012, Nigeria participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project that is active in approximately 40 countries. In Nigeria, the project aims to build the capacity of the national government to implement the National Action Plan (NAP) in Nigeria. During the reporting period, the project supported four consultation workshops to review the draft NAP.(90-92) In addition, since 2007, the MOLP has worked to develop codes of conduct for various sectors, including mining, construction, and fishing. Research did not uncover additional information about the codes of conduct.(48, 80)

In 2011, the last date for which information is available, the Anambra, Lagos, and Ogun States supported efforts to ban children from street trading. As of 2012, the Bayelsa State's bill to ban children from street trading was awaiting approval in its State Assembly.(73, 93) *Terre des hommes*, along with other groups, is implementing a program to provide services to children exploited and trafficked between the Zakpota community in Benin and Nigeria's gravel quarries in Abeokuta.(94)

The Government continued to operate shelters for trafficking victims and to reunite or repatriate trafficked children.(3, 38, 73, 76) The Government, largely through NAPTIP, operated eight shelters for rescued children in regions across the country.(73, 80) In addition, the Ministry of Women's Affairs and Social Development operates four shelters across the country with the capacity to serve 240 children along with nonresidential drop-in centers, in which at-risk children can access social services.(3, 80) 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 could only care for a very limited number of victims.(76, 95) While NAPTIP's Victims of Trafficking Trust Fund in 2010 remained in existence, no additional funds were added to or disbursed from the Fund in 2012.(3, 73)

Despite the various projects across Nigeria, the scale of such programs remained insufficient to reach all Nigerian children engaged in or vulnerable to the worst forms of child labor, especially children engaged in begging, mining, domestic service, and agriculture.(3)

Nigeria

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	Raise the minimum wage for regular work to at least 14, in accordance with international standards.	2012
	Amend and harmonize the Labor Act and Child Right's Act to ensure that provisions related to light work conform to international standards.	2009, 2010, 2011, 2012
	Publish a comprehensive list of hazardous activities prohibited to minors and ensure that children working in domestic service are protected.	2009, 2010, 2011, 2012
	Strengthen penalties for child labor violations in the Labor Act.	2009, 2010, 2011, 2012
	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, 2012
	Adopt legislation to ensure all children under the age of 18 are prohibited from military recruitment, including by non-state armed groups.	2011, 2012
	Implement the constitutional provision and Compulsory, Free Universal Basic Education Act, which establishes free and compulsory education.	2012
Coordination and Enforcement	Provide adequate resources and inspectors to effectively address issues of child labor.	2011, 2012
	Collect and make publicly available statistics on the number of: child labor violations and resulting penalties assessed, child labor inspections, and investigations conducted.	2009, 2010, 2011, 2012
	Ensure that child labor inspections occur on vessels and in all other sectors and locations in which child labor is prevalent.	2010, 2011, 2012
	Ensure that National Police Force is aware of the state laws addressing the worst forms of child labor.	2010, 2011, 2012
Policies	Adopt the draft National Policy and National Plan of Action on the worst forms of child labor.	2009, 2010, 2011, 2012
	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, 2012
Social Programs	Establish and expand programs to provide services to children working in agriculture, begging, domestic service, and mining.	2009, 2010, 2011, 2012
	Provide adequate resources to shelters to ensure delivery of necessary services for trafficking victims.	2011, 2012

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Oman

In 2012, Oman made no advancement in efforts to eliminate the worst forms of child labor. Oman continues to delay publishing a list of hazardous occupations prohibited for children. In addition, education is not compulsory in Oman, which puts children at risk of the worst forms of child labor. Although the problem does not appear to be widespread, there are limited reports that some children in Oman are 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	5-14 yrs.	Unavailable
Primary Completion Rate		107.0

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 dangerous activities in agriculture and fishing.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5) Children engaged in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(6)

Information on the worst forms of child labor in Oman is lacking. Research has found limited evidence of child trafficking in Oman.(7, 8)

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment in Oman is 15.(9) Children between ages 15 and 18 are barred from working between 6 p.m. and 6 a.m., and for more than six hours a day.(9) Oman's Labor Law further restricts children between ages 15 and 18 from working on weekends and holidays or from working overtime.(9) Pursuant to a government decree passed in 2005, children under 18 are prohibited from working as camel jockeys 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.(11, 12)

International Conventions and Selected Laws on Child Labor and Education

	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

Under the Labor Law, inspectors have jurisdiction to inspect private sector entities for labor law noncompliance.(13)

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.(14) Research did not identify whether other activities associated with prostitution, such as soliciting a child for prostitution, are also prohibited. The Anti-Trafficking Law criminalizes trafficking in persons and imposes a stiffer sentence for trafficking of a child.(15) The Law also makes it a crime for a person to produce, keep, distribute, or expose pornographic letters or pictures.(16)

Oman has no laws prohibiting the use of children for illicit activities.(17)

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 (approximately age 18), but it is not compulsory.(3, 17) 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.

The Government is considering enacting a draft Children's Law in 2013 to further protect children.(17) It is also considering raising the minimum age for work to 16.(12)

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.(17)

The Ministry of Manpower (MOM) and Royal Oman Police (ROP) are responsible for monitoring and enforcing child labor laws.(17) 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.(19) The Department employs 180 inspectors.(17) Research found no information on funding levels for the labor inspectorate. Labor inspectors are trained by the ILO on international labor standards including those regarding the worst forms of child labor.(17)

The MOM and ROP share information on labor cases in which criminal penalties are sought.(17) There were no child labor violations and therefore no prosecutions.(17)

The Public Prosecution is responsible for prosecuting trafficking cases in court with the assistance of the ROP.(17, 20)

Government Policies on the Worst Forms of Child Labor

The National Committee for Combating Human Trafficking is mandated to oversee the National Plan for Combating Human Trafficking that outlines the Government's human trafficking prevention plan.(20) The Plan also lays out the roles and responsibilities of governmental organizations that are involved in combating trafficking.(20) Research found no evidence of a plan to address other worst forms of child labor, including agriculture and fishing.

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.(4) Recent reports by the ILO Committee of Experts, UNESCO, and the Overseas Development Institute found that available government data were weak, especially on 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 ensure that adequate protection mechanisms are in place for vulnerable children.(8, 11, 21, 22) The lack of data available on the incidence, nature, and the types of child labor impedes the Government's and civil society's ability to measure the extent of the worst forms of child labor in the country in order to systematically inform policies and programs.

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.(23)

The Government has implemented an education model that aims to equip all children in Oman with the knowledge, tools, attitudes, and values that enable lifelong learning.(24) Research found no evidence of the impact this policy has had on reducing child labor.

Oman

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.⁽¹⁹⁾

The Government invests in Oman's youth through the Fund for Development of Youth, or *Sharakah* that Sultan Qaboos began in 1998.⁽²⁵⁾ The Fund provides youth (ages 15-24) with equity and loan support for existing and proposed small and medium enterprises, and provides guidance and technical assistance needed to start a new business.⁽²⁵⁻²⁷⁾ In addition, the Ministry of Social Development provides microfinance opportunities to unemployed youth to start their own

businesses.⁽²²⁾ 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.⁽²⁰⁾ The Government operates a 24-hour hotline for reporting suspected cases of trafficking.⁽⁷⁾ The Government continued to operate a shelter for victims of trafficking that can accommodate up to 50 men, women, and children. However, given strict entry policies and requirements regarding who may stay in the shelter and when the shelter is underutilized.⁽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, 2012
	Establish a compulsory education age of 15.	2009, 2010, 2011, 2012
	Establish a law prohibiting the use of children for illicit activities.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
Policies	Conduct in-depth research and measure the prevalence of child labor, especially in agriculture, fishing, and child trafficking, and develop a plan to address the worst forms of child labor in those industries in which it is prevalent.	2010, 2011, 2012
	Develop formal mechanisms and procedures to proactively identify victims of trafficking or other worst forms of child labor.	2011, 2012
	Ensure that migrant worker children are afforded protection from exploitation through access to social services.	2011, 2012
Social Programs	Assess the impact that existing policies may have on addressing child labor, especially in agriculture, fishing, and child trafficking.	2012
	Review policies regarding residents of the government shelter to ensure children in need may be admitted.	2012

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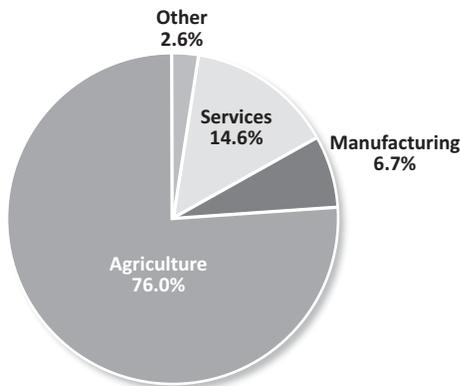
Pakistan

In 2012, Pakistan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Human Rights Act, increased access to education for children ages 5 to 16 through the Right to Free and Compulsory Education Act, and launched the Waseela-e-Taleem initiative under the Benazir Income Support Program. In addition, the Punjab provincial government passed the Punjab Bonded Labor System Act and launched a 5-year \$2 million project to combat the worst forms of child labor. Despite these efforts, Pakistan continues to lack sufficient legal protections for working children. While provincial government units drafted legislation to protect children from the worst forms of child labor in response to a government-wide decentralization effort, only one province passed such legislation while the Federal law remains in effect in the remaining provinces. These laws fall short of meeting international standards. Enforcement efforts remain weak. 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	10-14 yrs.	13.0 (2,449,480)
Attending School	5-14 yrs.	72.3
Combining Work and School	10-14 yrs.	1.6
Primary Completion Rate		66.8

Working Children by Sector, Ages 10-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2010-2011.(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 use dangerous tools, carry heavy loads, and apply 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.(6-8) There is limited evidence that children weave cloth using power looms. Children working with power looms suffer respiratory disease, work long hours, and face physical and sexual abuse.(9) In the carpet weaving industry children also work long hours and are vulnerable to physical and sexual abuse.(3, 9) Some children are found working in hazardous conditions in the informal construction, transport, leather tanning, and surgical instrument industries. Although evidence is limited, children are reportedly involved in deep-sea fishing.(7, 10-13) While tanning leather, children are exposed to toxic chemicals and dyes and often contract respiratory diseases and sustain chemical burns.(7) Such work also makes them susceptible to eye and lung diseases.(14)

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.(15, 16)

Children scavenge for medical waste to recycle, 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 and in shrimp processing.(12, 17, 18) Some children in Pakistan are forced to work as bonded laborers, often in brick making. This practice also occurs in carpet weaving, agriculture, glass bangle making, fish raising, and coal mining.(3, 12, 14, 16) Entire families sometimes become bonded after borrowing money from a landowner. (19) 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.(20) Children bonded in coal mining often use donkeys to haul coal to the surface and are vulnerable to multiple dangers, including sexual abuse by miners.(14)

Child trafficking continues to be a problem with children kidnapped, rented, or sold for work in agriculture, domestic service, and begging and trafficked into commercial exploitation.(16, 20) Girls who are sold into forced marriages are sometimes subsequently trafficked internationally into commercial exploitation.(16) Disabled children are sold or kidnapped and taken to countries such as Iran, in which they are forced to beg.(16, 21, 22)

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, 16, 22-24) Non-state groups kidnap children or coerce parents into giving away their children to spy, fight, or die in suicide attacks.(16, 22, 25, 26) These children are subjected to physical, sexual, and psychological abuse.(16) Reports indicate that children as young as age 12 are recruited by pro-Taliban insurgents, trained as suicide bombers and trafficked between Afghanistan and Pakistan.(3, 16, 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.(22, 24) There are reports of children working on the streets but specific information on hazards is unknown.(3, 8)

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.(3, 15, 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, 22, 30) Children

displaced by conflict also have limited access to education in displaced persons camps and in the communities to which they have fled.(28) Pakistan is also recovering from multiple natural disasters and a deteriorating security situation that has weakened the economy, driving some children out of school and into dangerous work.(24, 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 labor issues from the national level to the provincial government units. Until each province repeals or adopts a replacement law, federal laws on child protection and labor are in force.(12) 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.(11, 12, 24) The Road Transport Workers Ordinance prohibits children under age 18 from working in the road transportation sector.(32) As of 2002, 29 occupations and 34 processes appear on the Government's hazardous list of prohibited occupations or processes. They include manufacturing; mixing and applying pesticides and insecticides; working at railway stations or ports; carpet weaving; deep-sea fishing; construction; working in the glass bangle industry and manufacturing cement, explosives, and other products that involve the use of toxic substances.(11, 13) Brick making and domestic service, sectors in which many child laborers work, are not covered by the list of prohibited hazardous occupations or processes.(24) 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.(12, 32) The Government also lacks protections for children involved in street work.

Punjab is the only province to have passed a law on the employment of children. This law mirrors the existing national laws.(12) Each of the remaining four provinces proposed new draft legislation pending approval by the provincial governments. Reportedly, this draft legislation prohibits work for children under age 14 and hazardous work for children under age 18 in all four provinces.(24) Under the current laws, children remain vulnerable to the worst forms of child labor.

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) In 2012, the Punjab provincial government passed the Punjab BLSA becoming the first province to pass such legislation

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as required by the 18th Amendment.(16) 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 exploitive activities; however, it does not address trafficking within Pakistan.(14) The Government uses the Penal Code and Sections 17 through 23 of the Emigration Ordinance, which address fraudulent immigration, to prosecute internal trafficking cases.(34, 35)

International Conventions and Selected Laws on Child Labor and Education

	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 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 other objects.(37, 38)

In 2012, the Government passed the National Commission of Human Rights Act. The Commission will work to ensure that Pakistan is meeting its international treaty obligations including those related to child labor.(24, 39)

Pakistan does not have military conscription. The minimum voluntary recruitment age is 17.(27) The law prohibits the involvement of children in armed conflict.(14) Section 122 of the Pakistan Penal Code prohibits any organization other than State forces from recruiting and or arming people.(12) The Anti-Terrorism Act addresses the issue of forced conscription.(12)

The 18th Amendment to the Constitution guarantees free and compulsory education to children through age 16.(40) In 2012, the Government passed the Right to Free and Compulsory Education Act which provides free and compulsory education to all children from age 5 to 16 years. The Law prescribes penalties for individuals who employ children covered under the Act including fines and/or imprisonment.(41)

Institutional Mechanisms for Coordination and Enforcement

There are no national-level coordinating committees on child labor in Pakistan.(24) Provincial governments and labor ministries are 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.(24, 42) Work remains to be done to effectively coordinate at the provincial level. Additionally, there is a lack of sharing and coordination nationally amongst provinces.(24)

Labor inspection is carried out at the provincial, rather than national level.(43) Provincial departments of labor 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.(44) 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.(42) 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.(12, 42) In Punjab and Sindh, inspectors are instructed not to inspect a business for one year following its establishment. In addition, inspectors must seek permission from employers before labor inspections can be conducted.(14)

Research has not revealed the number of labor inspectors or inspections conducted throughout Pakistan.(12) 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.(12)

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.(45) 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.(3, 46)

Police lack the necessary personnel, training and equipment to confront the armed guards who often oversee bonded laborers.(14) 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.(16)

The anti-trafficking unit of the Federal Investigation Agency (FIA) is the lead agency responsible for enforcing transnational trafficking-related laws.(42) FIA cooperates with other governments on trafficking cases, operates a hotline for victims, and publishes information on anti-trafficking efforts on its Web site.(47) 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 smuggling of illicit goods may be treated as criminals rather than victims.(12, 42)

The Child Protection and Rehabilitation Bureau provides housing for trafficked children, including 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.(14)

Government Policies on the Worst Forms of Child Labor

The Government'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.(12) 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.(48) The National Commission for Child Welfare and Development is in charge of the ongoing policy implementation. The Commission continues to exist after devolution and was moved under the Ministry of Human Rights in December 2011.(12) The National policy outlines resources to be allocated to implementation, including \$1.16

million from the Government; a fixed yearly contribution by the quasi-governmental education assistance agency, Pakistan Bait-ul-Mal; and the nonprofit Islamic educational trust, the Iqra Fund.(12, 48)

A principal goal of the Government's National Action Plan for Children is to prohibit, restrict, and regulate child labor with an eventual goal of its ultimate elimination.(49) 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 nonformal education for child laborers; providing microcredit for families of child laborers; and conducting national surveys on child labor. The Action Plan also addresses child trafficking and outlines key objectives for its elimination.(49)

Both of the aforementioned plans mandate child labor surveys; however, such surveys have not been conducted since 1996.(24) 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 FIA 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.(50) 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.(50)

The National Education Policy focuses on increasing the literacy rate and providing livelihood skills to children engaged in child labor. The Policy aims to expand nonformal and vocational education programs to children, including child laborers.(51)

The Government 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.(12, 52) The Poverty Alleviation Strategy includes preferential access to microfinance for families of working children.(12)

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

The Government continued to administer the National Centers for Rehabilitation of Child Labor.(12) The centers aim to remove children ages 5 to 14 from hazardous labor and provide them with education, clothing, and a stipend. There are currently 151 centers.(12) During the reporting period,

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the centers withdrew children from hazardous labor in brick making, carpet weaving, mining, leather tanning, construction, glass bangle manufacturing, and agriculture.(42)

Pakistan continued to participate in a \$4.14 million, European Commission-funded project to combat the worst forms of child labor; the project ends in 2013.(53) The project, which covers many informal sectors that have 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 that will monitor the implementation of a national child labor program.(32)

In 2012, the Punjab Provincial Child Labor Unit began to implement a 5-year, \$2 million project to combat the worst forms of child labor; this project is funded by the Government.(24, 54) The project provides nonformal education and literacy services to children in the worst forms of child labor in four of Punjab's districts. The project also provides livelihood services to target families and improves working conditions.(54)

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 had helped nearly 7,000 child bonded laborers and provided \$467,000 in micro loans to help free laborers from debt as of the most recent information available.(42) The project also helps bonded laborers to obtain national identification cards.(12) 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.

During the reporting period, the national Government launched the *Waseela-e-Taleem* initiative under the Benazir Income Support Program. This initiative will provide financial assistance and livelihood skills to 3 million poor families who commit to enrolling their children into primary school.(24, 55)

The Government participated in a counter-trafficking program that aims to create 18 district task forces to combat trafficking. These task forces identify trafficking victims, create referral mechanisms to guide victims to appropriate services, and build cooperation between local government, law enforcement, and civil society.(14) This project also supports a dialogue between Pakistan, Afghanistan, and the Islamic Republic of Iran on migration management.(14)

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.(12, 56) However, this Scheme only reaches a small portion of students and the other four provinces of Pakistan lack the resources to ensure that all children receive a free and compulsory education as assured in the Constitution.(12)

The Government of Pakistan has a number of initiatives to address the worst forms of child labor, but 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.(14)

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	Establish a minimum age for employment.	2009, 2010, 2011, 2012
	Create comprehensive prohibitions against additional specific hazardous activities and clearly establish a minimum age for hazardous work at 18.	2009, 2010, 2011, 2012
	Enact laws to provide protections for child domestic servants and children working on the streets.	2011, 2012
	Adopt amendments to the Pakistan Penal Code to clearly criminalize child pornography and internal child trafficking.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Ensure that the response to the worst forms of child labor can be coordinated at both the regional and national levels.	2011, 2012
	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 inspection.	2010, 2011, 2012
	Allow labor inspectors to conduct inspections at any time, without notice, including within the first year of an enterprise's establishment and within agricultural settings.	2011, 2012
	Provide adequate funding for training to enable investigators to combat the worst forms of child labor.	2010, 2011, 2012
	Create mechanisms that enable consistent enforcement of child labor laws.	2011, 2012
	Ensure that child victims of the worst forms of child labor are not treated as criminals.	2011, 2012
	Collect and publish enforcement data for child labor violations and criminal violation of child trafficking laws.	2010, 2011, 2012
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, 2012
Social Programs	Expand government programs to reach a larger number of bonded child laborers.	2009, 2010, 2011, 2012
	Expand education programs to provide free and compulsory education as required in the Right to Free and Compulsory Education Act.	2011, 2012
	Implement programs to raise awareness and provide assistance to children used by non-state militant groups to engage in armed conflict.	2011, 2012
	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, 2012

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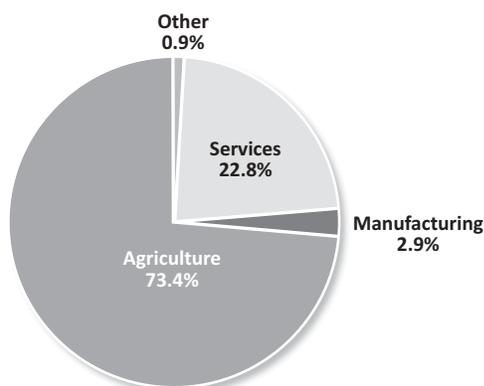
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In 2012, Panama made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor conducted a child labor survey in October 2012 and increased the funding for child labor inspections. The Ministry of Health added child labor into Executive Decree 268, which determines the health categories that require immediate notification to health or local authorities. Additionally, the Ministry of Labor increased the number of scholarships offered to child laborers to attend school as part of its direct action program. However, the National Action Plan for the Prevention and Elimination of Commercial Sexual Exploitation of Children and Adolescents and the National Plan for the Eradication of Child Labor and the Protection of Young Workers have not been finalized and gaps remain in legal prohibitions on some worst forms of child labor. Children continue to engage in the worst forms of child labor, including dangerous activities in agriculture and street work in urban areas.

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		101.2

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 dangerous activities in agriculture and street work in urban areas.(3-6) Children cultivate coffee, tomatoes, melons, and sugarcane.(7-14) Although limited, there is some evidence that the worst forms of child labor are also used in the production of beans, rice, bananas, corn, yucca, and onions.(9, 10, 14-16) Children from indigenous communities frequently migrate with their families to work in agriculture.(10, 14, 17) 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, 14) Children in Panama are engaged in dangerous activities in agriculture. Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5) Limited evidence indicates that children in Panama are engaged in fishing.(6, 14) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(15, 18-20)

In urban areas, children work in hazardous activities on the streets selling goods, shining shoes, washing cars, and assisting bus drivers by collecting fares.(6, 14, 21). Children working on the streets may be vulnerable to severe weather, traffic accidents, and crime.(15, 20, 22-26) Limited evidence suggests that children also scavenge the ocean for metal and items from boats that can be sold, an activity that may also expose them to drowning and injuries.(6, 14, 18, 20, 26)

Many children, mostly girls of indigenous descent, work as domestic servants, and there are reports of abuse, including domestic servitude.(3, 6, 19, 23, 27-29) Some children are victims of sex trafficking in other countries, but most are exploited within the country.(14, 29) Children from Panama are also recruited by Colombian non-state armed groups.(30, 31)

According to the Government of Panama, 25.5 percent of indigenous children between the ages of 5 and 17 are in child labor.(19, 23, 32) 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.(19)

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. According to the survey in 2010, there were 60,702 children and adolescents economically active or working, compromising 7.1 percent of the population between ages 5 to 17.(3, 6, 15, 32) The results indicated 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.(33, 34)

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.(35-37) 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.(38) Panama provides free and compulsory education for children between the ages of 4 and 15.(6)

International Conventions and Selected Laws on Child Labor and Education

	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.(35, 39) The Family Code and the Labor Code allow for light work in agriculture starting at age 12, as long as it does not impede school attendance.(14, 36, 37) The Labor Code states that minors ages 12 to 15 may be employed in agriculture if the work is outside regular school hours and limits work of minors under 16 to 6 hours per day and 36 hours per week.(37, 40) Similarly, the Agriculture Code permits children between ages 12 and 14 to perform agricultural labor, as long as the work does not interfere with their schooling.(36, 37, 41) Neither provision defines the kind of light work that children may perform in agriculture.(14, 36, 37)

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.(6, 36, 37) Both the Labor Code and the Penal Code establish penalties for employing children in dangerous or illegal occupations.(37, 42) Panamanian law also criminalizes the use of children in certain activities involving illegal substances.(42) Executive Decree No. 19, of 2006, provides a list of 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. The Decree also prohibits children from using heavy equipment or dangerous tools, carrying heavy loads to transport goods or people, and recycling trash.(26) 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.(26, 43)

The 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.(14, 35, 42, 44, 45) 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.(14, 35, 42) The Family Code guarantees children protection against being kidnapped, sold, or trafficked for any purpose, but it does not include penalties.(36)

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 as

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well as benefiting from the proceeds of child prostitution.(42) Additionally, the Penal Code provides comprehensive prohibitions against child pornography, including its production, distribution, possession, or promotion. Child sex tourism is also prohibited.(14, 42) Trafficking of minors domestically and internationally for sexual purposes is punishable with prison and fines.(42, 46) Law No. 79 on Trafficking in Persons and Related Activities prohibits 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 that minors who are victims of trafficking are entitled to receive.(20, 45) Additionally, Law 79 adds offenses involving trafficking in persons activities to the Penal Code.(20, 45)

Panama does not have armed forces; therefore, there is no military conscription.

During the reporting period, the National Assembly drafted and sent to first debate Law No. 412, which prevents and eradicates child labor in coffee growing and other agricultural regions.(6) Additionally, the Ministry of Health (MINS) added child labor into Executive Decree 268, which determines the health categories that require immediate notification to health or local authorities.(47, 48)

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. 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.(49) 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.(50)

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). The Bureau oversees child labor inspections; carries out education programs for employers, parents, and children on child labor; and implements the National Plan for the Eradication of Child

Labor and the Protection of Young Workers.(15, 51, 52) The MITRADEL employs 138 labor inspectors, 7 of whom are assigned to child labor issues in Panama City.(6) However, all labor inspectors are trained to look for evidence of child labor.(53, 54) In 2012, MITRADEL had a budget of \$2.1 million, with \$1.3 designated for the Labor Inspectorate and \$815,000 for DIRETIPPAT, to conduct inspections, coordination, and programs, among other activities. The budget allocated for child labor inspection was \$188,472, an increase of \$18,472 from 2011.(55, 56) MITRADEL had sufficient resources such as vehicles and computers to carry out activities in 2012.(55) During the reporting period, the MITRADEL carried out 3,340 labor inspections and found 30 child labor violations.(6) In 2012, DIRETIPPAT removed 1,700 working children from the street and from hazardous labor.(6) Additionally, MITRADEL investigated 48 complaints of child labor offenses, found 30 to be substantiated, and issued fines.(6)

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.(15, 22) 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).(15)

The Organized Crime Unit within the Public Ministry is responsible for investigating trafficking cases and operates a unit dedicated to investigating trafficking in persons for sexual exploitation.(15, 22) CONAPREDES has three units within the section of Sexual Exploitation that conduct investigations. Turnover in personnel of these units results in a lack of permanently trained staff at CONAPREDES.(20) In 2012, CONAPREDES worked with the government of the United States to train two specialized units within the CONAPREDES organized crime unit.(6) During the reporting period, there were 25 investigations for child pornography and one for commercial sexual exploitation.(6)

Panama also is a member of the Regional Conference of Migration, which implements an action plan with a special focus on child migrants and their repatriation.(57, 58) During 2012, five workshops with 111 participants were carried out, nationally targeting labor inspectors and social workers who covered issues on the rights of migrant workers as well as children's rights in Latin America.(6)

Government Policies on the Worst Forms of Child Labor

The Government of Panama continues to implement the National Plan for the Eradication of Child Labor and the Protection of Young Workers (2007-2011).^(6, 49, 59) The National Plan is 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.⁽⁴⁹⁾ Although 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, a new National Plan was not finalized.^(6, 59) Currently the National Action Plan for the Prevention and Elimination of Sexual Commercial Exploitation of Children and Adolescents 2008-2010 continues to be implemented.⁽⁶⁾ 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.^(6, 60)

In August 2012, the Government of Panama hosted the Meeting of Labor Ministers from Central America, Belize, and the Dominican Republic to highlight good practices and lessons learned. At the end of this meeting, the Ministers signed the Panama Declaration, committing themselves to specific actions by country to eradicate the worst forms child labor.^(61, 62) During the meeting, the Minister of Labor of Panama highlighted the Direct Action Program that has benefited 3,499 beneficiaries by providing scholarships.^(63, 64) Participating Labor Ministers had the opportunity to identify remaining challenges to eradicate child labor in the region as they prepare for the Global Conference on Child Labor in Brazil in 2013.⁽⁶³⁾ Also in preparation for the Conference in Brazil, the Government of Panama, in collaboration with Fundación Telefónica, hosted the Fourth International Meeting on Child Labor in October 2012.^(65, 66)

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

During the reporting period, the Government of Panama carried out a child labor survey.^(6, 67) The Government of Panama continues to implement 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 based on their participation in health and education services.^(6, 68) The 2010 Survey of Child Labor indicates that in indigenous areas, there was a decrease in the percentage of children involved in hazardous work, and an increase in educational opportunities. The Government of Panama attributes these trends to the high participation rates in the program.⁽³²⁾ The cash transfer program also offers training to beneficiaries to improve income-generation opportunities.^(14, 68, 69) The impact of this conditional cash transfer program on child labor does not appear to have been assessed.

SENNIAF implemented programs to identify children engaged in the worst forms of child labor and commercial sexual exploitation, remove them from exploitative situations, and provide them necessary services.^(6, 14) DIRETIPPAT, together with Fundación Telefónica, carried out two workshops in 2012. The first workshop was on child labor and human rights and the second workshop was a certificate program in strategies to prevent and eradicate child labor, facilitated by the Universidad Especializada de las Americas (UDELAS).⁽⁶⁾

The office of the First Lady sponsored a march in June to celebrate World Day Against Child Labor. There was participation from private business, NGOs, and government institutions.^(70, 71) MITRADEL joined the National Council of Private Businesses (CoNEP) in creating a partnership with 105 businesses across Panama to sign the Voluntary Agreement of Corporate Social Responsibility to prevent and eradicate child labor. The agreement was signed during the Meeting of Ministers.^(62, 72)

Additionally, MINSAs prepared a guide for comprehensive health attention for children and adolescents who are victims of commercial sexual exploitation. The national coordinator of the children and adolescents' program at MINSAs together with an interagency team gave awareness and training seminars on the guide to doctors to ensure proper usage of the guide.^(6, 47)

An alliance among 10 coffee plantations to address child labor in the coffee sector remains in the early planning phase with participation of the office of the First Lady.⁽¹⁰⁻¹³⁾ As part

Panama

of the MITRADEL'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.(16, 73) The Government of Panama offered 1,483 new scholarships to child laborers, an increase of 1,200 from 2011.(20, 55, 74) As a result of an agreement signed in 2011, the Government of Panama began discussions with Telefónica Movistar to coordinate programs to eradicate child labor.(75, 76)

The Government of Panama also participates in two USDOL-funded regional projects funded in 2012 to combat child labor among vulnerable groups and to promote lesson sharing between Panama, Ecuador, and other countries. The \$3.5 million project strengthens policy and enforcement of child labor laws and occupational safety, and the \$6.5 million project combats the worst forms of child labor among the

most vulnerable populations, including Afro-descendants and migrant and indigenous children by providing them with educational and livelihood services. In Ecuador, both projects are piloting efforts to address the link between child labor and disabilities.(77, 78)

Additionally, Panama participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Panama, the project aims to strengthen legal protections and social service delivery for child domestic workers.(79)

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.

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, 2012
	Clarify what penalties apply for violations of Executive Decree No. 19.	2011, 2012
Coordination and Enforcement	Revise Ministry of Public Security assignment policies to address turnover in personnel so that CONAPREDES has permanently trained staff.	2011, 2012
Policies	Update and implement the National Action Plan for the Prevention and Elimination of Commercial Sexual Exploitation of Children and Adolescents.	2011, 2012
	Finalize and implement the National Plan for the Eradication of Child Labor and the Protection of Young Workers.	2012
Social Programs	Expand social programs that address child labor in urban informal work.	2010, 2011, 2012
	Assess whether the conditional cash transfer program- Network of Opportunities has an impact on child labor.	2012
	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, 2012

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In 2012, Papua New Guinea made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Papua New Guinea established a Child Labor Unit; conducted trainings to sensitize labor inspectors and law enforcement officials to the worst forms of child labor; published a research report on the situation of children in commercial sexual exploitation and working street children in Port Moresby; and worked with the Tackling Child Labor through Education (TACKLE) project to implement a project to prevent and withdraw children from the worst forms of child labor, including the commercial sexual exploitation of children. However, Papua New Guinea does not have a comprehensive list of hazardous occupations from which children are prohibited, Papua New Guinea's child labor laws are not effectively enforced, and the lack of compulsory education may increase the risk of children's involvement in the worst forms of child labor. 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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, particularly in domestic service and in commercial sexual exploitation.(3-10) Some children working in domestic service are held in indentured servitude in order to pay off family debts.(3, 6-8, 10, 11) These children work long hours, lack freedom of mobility, do not have access to medical treatment, and do not attend school.(6) Children employed as domestic servants may also be required to work long hours, performing strenuous tasks, without sufficient food or shelter. They may be isolated in private homes and are susceptible to physical and sexual abuse.(12)

The commercial sexual exploitation of children in Papua New Guinea typically occurs in bars, nightclubs, and brothels.(7, 9) Although information is limited, there are reports that children are exploited through the production of pornography. There are also reports that children are trafficked both internally and from neighboring countries.(8, 13) Limited evidence suggests that members of the Papua New Guinea police are responsible for committing acts of sexual violence against children, and for facilitating trafficking by accepting bribes and ignoring victims forced into commercial sexual exploitation or labor.(6-9, 14)

Children also work in dangerous activities in agriculture.(4, 5, 7, 15, 16) Although information is limited, there are reports that children in Papua New Guinea work on tea and coffee farms, and on copra, cocoa, and rubber plantations.(7, 9, 16) These children may use dangerous tools, carry heavy loads, apply harmful pesticides, and work long hours.(7, 15)

In urban areas, there are reports of children working on the streets, but specific information on hazards is unknown.(4, 7, 9, 10, 17) In Papua New Guinea street work also includes children chopping firewood for sale, moving furniture, loading and unloading boxes from containers, scavenging for scrap metal, and begging. Children working on the streets work very long hours, work closely around cars and trucks, and are subjected to physical, verbal, and sexual abuse.(7)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for work at 16.(3, 4, 9) The Act only prohibits children aged 16 and younger from working in industrial undertakings in the fishing and mining industries, or under circumstances that are injurious or likely to be injurious. The minimum age for hazardous work in Papua New Guinea is set to 16.(5) This

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is not consistent with ILO Convention 182, which states that hazardous work by children under the age of 18 should be prohibited. There is no comprehensive list of hazardous work from which children are prohibited, but the Department of Labor and Industrial Relations (DLIR) is developing one.(5-7, 9, 13)

International Conventions and Selected Laws on Child Labor and Education

	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

During the reporting period the DLIR also worked on labor law reform, including the revision of the Employment Act. Current revisions to the Employment act aim to address legislative gaps in the child labor laws, supporting the development of a national child labor policy, and in the compilation of a hazardous list.(18) The Government will conduct a formal review of the revised Employment Act before it is given to parliament, but a review committee has yet to be established.(19)

Children ages 11 to 16 may work in family businesses by obtaining medical clearance, parental permission, and a work permit.(7, 20) A permit would not be issued for work considered harmful to the child's health, their physical, mental, or spiritual development or work that interferes with their schooling. 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.(21) The Child Welfare Act prohibits street trading by children of any age between the hours of 8 p.m. and 6 a.m.(22)

The Lukautim Pikinini (Child) Act of 2009 prohibits the employment of children in conditions that are likely to be hazardous, interfere with their education, and will be harmful to their overall wellbeing. The Act also prescribes penalties of up to 10 years imprisonment if an individual is found guilty of such an offence.(4, 22-24)

The Constitution prohibits forced labor.(4, 25) The Criminal Code prohibits the use, procurement, or offering of a child less than 18 years of age 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.(4, 9, 13) 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 children, including commercial sexual exploitation.(26)

Papua New Guinea does not have legislative provisions for offenses 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, 6, 8, 13, 27) However, the Department of Justice and Attorney General (DJAG), in partnership with the International Organization for Migration, continued to push the newly drafted People Smuggling and Trafficking in Persons Bill through parliament as part of a USDOS-funded project, Combating Trafficking in Persons in Papua New Guinea. The Bill is expected to be presented to Parliament soon.(8, 27-29) 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.(28)

There is no compulsory military service in Papua New Guinea. The minimum age for voluntary military service is 18, or 16 with parental approval.(4, 30)

In 2011, the Government abolished school fees for students up to grade 10, and introduced subsidies for grades 11 and 12, as well as university and other tertiary colleges.(10, 31) 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.(5, 9) There is limited evidence that the threat of sexual violence against young girls, and the shame and stigma that follows this violence, prevents many girls from attending school.(32)

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 DLIR 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.(13, 22) The DLIR established a Child Labor Unit with a Child Labor Desk in 2012, which will liaise with the Employers and Workers Unions and other line agencies.(9)

The DLIR has chaired a Project Advisory Committee (PAC) on Child Labor for the regional TACKLE child labor project since 2008. DLIR has also endorsed the establishment of a new permanent, interagency committee on child labor. The endorsement is pending signature by the Secretary of DLIR.(9)

The Government employs 55 labor inspectors who cover all 19 provinces in the country.(4) They are responsible for enforcing the country's labor laws, including child labor laws.(4, 22) DLIR conducted three workshops in 2012 to sensitize labor inspectors to child labor, particularly its worst forms. DLIR reports that further training is required.(9) 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.(4) Government authorities did not report investigating, arresting, or prosecuting any trafficking offenders.(8)

In 2012, the DJAG, in partnership with the IOM, as part of the USDOS-funded project, Combating Trafficking in Persons in Papua New Guinea, provided a 2-week counter-trafficking training program for approximately 200 law enforcement officers, civil servants, and NGO workers.(29) DJAG and IOM also launched a mass information campaign to raise awareness of human trafficking in all targeted provinces. The campaign will run for 6 months and include a toll-free counter-trafficking hotline.(29)

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 and cultural acceptance of child labor.(6, 13, 22) 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.(4, 9, 22)

Government Policies on the Worst Forms of Child Labor

The Government of Papua New Guinea does not have an overall policy on the Worst Forms of Child Labor. A draft National Action Plan (NAP) for Child Labor was proposed and endorsed in 2012.(9) The endorsed NAP is awaiting technical input before being finalized, and approved by the Secretary of Labor.(9)

The report on "Child Labour in Papua New Guinea: Rapid Assessment in Port Moresby on Commercial Sexual Exploitation of Children (CSEC) and Children Working on the streets" was published in 2011 and launched by the DLIR at a high-level event in April 2012.(7, 18) The results of these data were used to form the basis for discussing and initiating the draft framework for the National Plan of Action for Child Labor, and DLIR cited this report as the definitive source for government statistics on child trafficking.(9, 33)

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

The Government of Papua New Guinea continued to participate in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Papua New Guinea, the project aims to strengthen legal protections and social service delivery for child domestic workers.(34)

The Government of Papua New Guinea continued to participate in the 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.(35) 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. TACKLE has been extended until late 2013.(36)

DLIR reported that Papua New Guinea has undertaken a social program in Port Moresby with the Young Women's Christian Association (YWCA) as part of the TACKLE project. The program began in April 2012 and is working to withdraw children involved in child labor and prevent those at risk from becoming involved.(9, 18) This program will also focus on the commercial sexual exploitation of children.(18)

Research found no evidence of any other programs to address the worst forms of child labor for children working on the streets and in commercial sexual exploitation.

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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 work from which children under age 18 are prohibited.	2009, 2010, 2011, 2012
	Reform child labor legislation to conform with international child labor conventions, including raising the minimum age for hazardous work to 18, and expanding the law to prohibit the abduction, kidnapping, or procurement of children for the purpose of labor exploitation.	2011, 2012
	Enact the proposed anti-trafficking legislation.	2011, 2012
	Establish a compulsory school age, for all children, that is equivalent to or greater than the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Make enforcement data on the worst forms of child labor publicly available.	2009, 2010, 2011, 2012
	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.	2009, 2010, 2011, 2012
Policies	Finalize and implement the draft National Action Plan to Eliminate Child Labor.	2009, 2010, 2011, 2012
Social Programs	Institute programs that address the worst forms of child labor, with a particular focus on children engaged in street work and in commercial sexual exploitation.	2010, 2011, 2012

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Paraguay

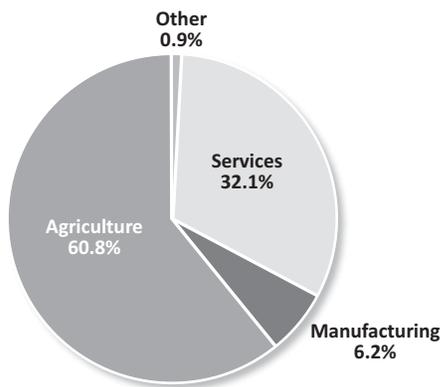
In 2012, Paraguay made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government expanded a nationwide program to combat the worst forms of child labor by more than doubling its geographical coverage from 10 to 23 municipal districts. The Government also created a comprehensive legal framework and outlawed internal trafficking, including forced labor and commercial sexual exploitation. In addition, the Paraguayan judiciary trained more than 400 judicial advisors and judges on child labor, forced labor, and child domestic labor issues. Despite these gains, Paraguay's child labor inspection system conducted significantly fewer inspections in 2012 than in 2011 and the inspection system remains underfunded relative to the scope of the problem. In addition, the Government did not make information available on whether businesses were fined for child labor infractions. Children continue to engage in the worst forms of child labor, including in hazardous activities in agriculture and in domestic service.



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		90.9

Working Children by Sector, Ages 10-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(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 and in domestic service.(3-5) Children, primarily indigenous boys, work in hazardous activities in the production of cotton.(6, 7) Children are also involved in the worst forms of child labor in sugarcane production.(7-10) A 2011 quantitative study on child labor in Paraguay's sugarcane sector estimated that children comprise more than 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 obtained 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.(6, 11) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6, 8, 12)

Children, primarily girls of indigenous descent, work as child domestic servants.(4, 10) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(5, 11, 13) Children also work as street vendors and street beggars, and are vulnerable to severe weather, traffic accidents, and crime.(4, 9, 10, 14-17)

Children, primarily boys, also work in the production of limestone and bricks, which involves carrying heavy loads, the use of dangerous tools, and exposure to toxic dust.(6, 9, 10, 15, 18) Although the evidence is limited, there are reports that children work in the production of charcoal, which involves working long hours and carrying heavy loads.(12, 15)

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.(19-21) Paraguayan children are found in sex trafficking in Argentina.(20, 22) Children are also reportedly used to traffic drugs.(10, 11)

Limited evidence suggests that in the Chaco region, indigenous children work raising cattle and sometimes work under conditions of debt bondage.(4, 16, 23, 24) The production of child pornography is a problem in Paraguay.(25, 26)

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 ages 12 and 14. However, the Government has not yet adopted regulations governing the nature and conditions of the light work permitted for children between ages 12 and 14.(27, 28) The List of Hazardous Work for Children (Decree 4951) prohibits children under age 18 from working in 26 broad classifications of work including work with dangerous tools, toxic substances, livestock, prolonged exposure to extreme climactic conditions, and work in public transport, public areas, mines, and domestic service.(17) The Labor Code establishes fines for employing children under age 18 in hazardous forms of work.(29) 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.(17, 28, 29)

The Penal Code prohibits commercial sexual exploitation of children and adolescents, including recruiting, facilitating, and benefitting economically from child prostitution.(30) It also prohibits child pornography, including its production, distribution, and possession.(30) Both the Constitution and the Penal Code prohibit slavery, forced labor, or analogous conditions. The Penal Code establishes penalties for forced labor.(30, 31)

In 2012, the Government significantly strengthened its legal framework on human trafficking by passing the Comprehensive

Law Against Human Trafficking.(32) The Law specifically prohibits all forms of human trafficking carried out both internally and on international borders, including trafficking for the purposes of forced labor and commercial sexual exploitation.(32) The Penal Code requires increased penalties for crimes involving the trafficking of a child.(30)

International Conventions and Selected Laws on Child Labor and Education

	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

Paraguayan law establishes the minimum age for conscription into the military at 18.(10, 33) The Penal Code prohibits the use of children in illicit activities.(9) The law establishes free and compulsory education until the completion of ninth grade, approximately age 15.(34-36)

Institutional Mechanisms for Coordination and Enforcement

The National Commission to Prevent and Eradicate the Exploitation of Children (CONAETI) is responsible for coordinating efforts to prevent and eliminate child labor.(28, 32, 37) CONAETI is led by the Ministry of Justice and Labor (MJT) and includes representatives from the Ministry of Health and Social Welfare, the Ministry of Education and Culture, the National Secretariat for Children and Adolescents, the Social Action Secretariat, the Women's Secretariat, as well as representatives of business groups, workers' groups, and civil society.(37) In 2012, Paraguay's main

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business association of sugarcane producers, the Paraguayan Sugar and Alcohol Center, joined the CONAETI.(32) 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. During the reporting period, the National Council met regularly.(32)

The MJT is responsible for inspecting workplaces for child labor.(10) It can issue fines against businesses found employing children in work prohibited by the Labor Code.(10) Child laborers identified by inspections are referred to other agencies for educational and social services. In 2012, the MJT employed 43 labor inspectors in eight state-level branch offices, the same number of inspectors as in 2011.(10) These inspectors inspect for all types of labor violations, including child labor.(10) Government and civil society groups have noted that the number and capacity of inspectors to address child labor is inadequate given the scope of the problem.(10) Inspectors lack resources, such as vehicles, which are necessary to reach remote areas with a high incidence of child labor.(10) From January to December 2012, the MJT conducted 399 labor inspections, a significant decrease from the 1,544 inspections that occurred between August 2010 to July 2011.(9, 10) Three inspections specifically targeted child labor in brick factories in Tobatí, but these did not discover child labor infractions.(10) Information was not available on whether the MJT issued or collected fines for child labor infractions or whether working children were removed as a result of inspections during the reporting period.(10) In 2012, the MJT arbitrated dozens of settlements among victims or relatives of child labor victims who were injured in their workplaces and are seeking compensation from their employers.(10) Also in 2012, the MJT trained 43 inspectors and MJT directors on conducting child labor inspections; the CONAETI conducted six workshops on the implementation of a new internal government guide on how to detect child labor.(10, 32)

The Government's Inter-Institutional Working Group on Preventing and Combating Human Trafficking, located within the Ministry of Foreign Relations, coordinates the Government's efforts to combat child trafficking.(10, 32) 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.(37) In 2012, the unit employed three specialized prosecutors, an increase of one from the previous year, and 23 assistants.(10) These prosecutors regularly receive

high-quality training in human trafficking and the sexual exploitation of children.(10, 37) During the reporting period, the Human Rights Directorate of the Paraguayan judiciary trained more than 400 judicial advisors and judges on child labor, forced labor, and child domestic labor issues.(32)

The National Police operates a unit that investigates cases of trafficking and the commercial sexual exploitation of children. In 2012, the unit employed 33 staff members and operated in five cities, the same as in 2011.(10, 37) The National Police has established mandatory training on human trafficking.(38) Along with local prosecutors, the anti-trafficking unit at the Attorney General's Office investigates and prosecutes human trafficking cases.(38) The National Secretariat for Children and Adolescents maintains a unit dedicated to fighting child trafficking.(22) In addition, the Ministry of Women's Affairs (MWA) has five dedicated personnel to the handling of female victims of trafficking; half of female trafficking victims are estimated to be children.(10)

The MWA and the National Secretariat for Children and Adolescents have offices dedicated to combating trafficking of children. 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; these agencies provide social services to trafficking victims upon receiving referrals from law enforcement agencies.(37, 39) During the reporting period, the MWA provided assistance to 18 child victims of trafficking through its shelters and drop-in centers throughout the country.(21)

Although the Public Ministry sometimes acts on referrals from the MJT and the National Secretariat for Children and Adolescents, in dangerous cases of child labor and criminal law violations, there is no established mechanism for exchanging information between prosecutors at the Public Ministry and other agencies that receive complaints.(10) There was one conviction by the Public Ministry regarding the worst forms of child labor during the reporting period.(10)

Government Policies on the Worst Forms of Child Labor

The Government of Paraguay's policy framework to address child labor is the National Strategy for the Prevention and Eradication of Child Labor and Protection of Working Adolescents (2010-2015).(10) The objectives of the Strategy are 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 public awareness of child labor, and improve enforcement of child labor laws.(32, 40) During the reporting period, the Government worked with the ILO to create a monitoring tool to measure Paraguay's progress in implementing the Strategy.(32) The Government also has a National Plan for Development (2010-2020), which includes goals for reducing child labor as part of broader efforts to reduce social exclusion and poverty.(41)

In 2012, the Government's National Statistics Office worked with the ILO to analyze and prepare publications on the results of Paraguay's first national survey on child labor, conducted in 2011.(9, 32, 42-44) The study was released in April 2013.(22) In 2012, the National Statistics Office also conducted a national census that included questions on child labor.(10) The Ministry of Education and Culture also captures statistics on the working status of children through its student enrollment forms.(45)

The Government of Paraguay and other MERCOSUR countries are carrying out the Southern Child Initiative to defend the rights of children and adolescents in the region.(10) 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.(46-48) During the reporting period, the Government of Paraguay implemented a public campaign to raise awareness about commercial sexual exploitation and child labor in agriculture and domestic service as part of the Regional Plan to Eradicate Child Labor implemented in MERCOSUR member countries.(32, 49)

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.(50, 51)

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.(52)

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 engaged in or at risk of the worst forms of child labor. The Embrace Program assists children engaged in exploitative work by providing children and their families with health and education services, and by providing cash transfers conditioned on children's school attendance and withdrawal from work.(10, 32) Originally targeted at children working in urban areas, this program was expanded in 2011 and 2012 to target all children working in the worst forms of child labor, especially work involving garbage dumps, limestone quarries, and the production of sugarcane and bricks.(32) During the reporting period, the Embrace Program significantly increased its coverage, from 13 program centers in 10 districts in 2011, to 43 centers in 23 districts in 2012.(10, 32, 53) The Program has a budget of approximately \$7 million, operates in 9 of Paraguay's 17 departments and, as of May 2012, has helped more than 5,331 children and 2,843 families.(32)

The Government also operates the Tekoporá Program, which provides conditional cash transfers to families in moderate to extreme poverty in the Concepción, San Pedro, Canindeyu, Caaguazu, and Caazapa departments.(10) The cash transfer is provided in exchange for the family's commitment to send children to school, be vaccinated, and attend regular medical checkups.(9, 10, 37) As of January 2013, the Tekoporá Program assists 88,320 families and operates with a yearly budget of approximately \$40 million.(10)

The Ñopytyvô Program is another conditional cash transfer initiative funded by the Government. The Ñopytyvô Program serves impoverished indigenous families in the Chaco region.(54) The cash transfer is conditioned on families withdrawing children from child labor and meeting education and health requirements.(54) The Program assists approximately 700 families, including 1,320 children younger than age 14.(54)

The Ministry of Education and Culture works with the ILO to carry out child labor awareness-raising activities among students and teachers, to help school administrators identify child laborers, and to prevent children from engaging in the worst forms of child labor.(32) During the reporting period, these awareness-raising activities were initiated for the first time in schools in the Chaco region.(32)

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The Comprehensive Attention Program for Street Children and Adolescents is managed by the National Secretariat for Children and Adolescents; it provides assistance and services to children living on the streets.(32) The program’s goal is to assist approximately 200 children.(32) The National Secretariat for Children and Adolescents also carries out actions to improve the livelihoods of indigenous communities through its Directorate of Indigenous Communities and Welfare.(32)

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 indigenous children and children of Afro descent.(23) 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.(23) The project supports programs to reduce child labor in garbage dumps in Encarnación and brick factories in Tobatí through the provision of educational opportunities for child laborers and children at risk of entering child labor.(55) In 2012, the Municipality of Encarnación’s garbage dump was declared “free of child labor” after the Municipality worked with the Embrace Program to withdraw child workers from working in the dump.(10)

In 2012, Paraguay participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is

active in approximately 40 countries. In Paraguay, the Project aims to build the capacity of the Government of Paraguay and develop strategic policies to address the elimination of child labor and forced labor.(56)

The Government also participated in donor-funded initiatives and collaborated 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. The regional project aims to strengthen local organizations and governments that work in prevention, detection and victim assistance.(57) The Government also provided funding to NGOs to assist trafficking victims in Asunción and Ciudad del Este by providing victims with short-term legal, medical, and psychological services.(9)

During the reporting period, the MJT and the National Secretariat for Children and Adolescents worked with the Paraguayan Industrial Union and other NGOs on a pilot initiative to reduce child labor in sugarcane production by distributing information on child labor in sugarcane-producing communities in the interior of the country.(32)

Although the Government implements and participates in a range of programs to combat child labor, no known studies have been undertaken to assess the impact of these programs in reducing child labor.(10) Additional programs are needed to reach the magnitude of working children, especially in agriculture and domestic service.(10)

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, 2012
	Create and publicize the legislation that establishes sanctions for violations of Decree 4951, the List of Work Endangering Children.	2010, 2011, 2012
Coordination and Enforcement	Increase personnel and resources available to the Ministry of Justice and Labor.	2009, 2010, 2011, 2012
	Increase the number of child labor inspections, including those with a focus on occupational safety and health to reduce the occurrence of injury or permanent disability among children as a result of dangerous child labor.	2012
	Make information publicly available on penalties issued to employers for child labor infractions.	2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Increase efforts to prosecute crimes related to employing children in the worst forms of child labor, including by developing a coordination mechanism for government agencies to refer relevant complaints to the Public Ministry.	2012
Social Programs	Further expand Government programs to assist more families and children affected by the worst forms of child labor, especially in agriculture and domestic service.	2010, 2011, 2012
	Assess the impact existing programs have had on reducing the worst forms of child labor.	2012

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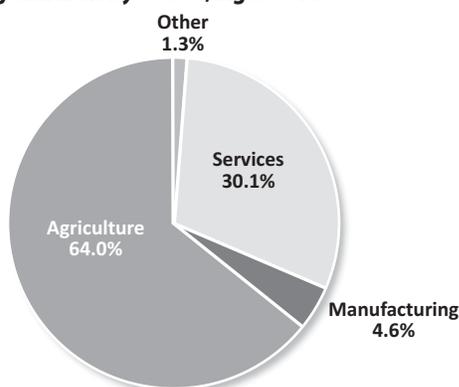
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In 2012, Peru made a significant advancement in efforts to eliminate the worst forms of child labor. The Government approved and began implementing its second National Strategy for the Prevention and Eradication of Child Labor for 2012-2021. As part of the strategy, the Government funded and launched two new pilot programs to reduce child labor in urban and rural areas. The Government also began collecting more detailed annual statistics on children's work and initiated two impact evaluations on programs to combat child labor. Further, the Ministry of Labor hired additional inspectors and increased the number of employers sanctioned for child labor violations. The National Police released public information on the number of children rescued from situations of trafficking, as well as information on criminal prosecutions of traffickers. While these efforts demonstrate positive steps, child labor inspections remain underfunded and are insufficient in number, especially in regions with the highest rates of child labor. There is also a lack of coordination and information-sharing between Government agencies dealing with child labor issues. Children continue to engage in the worst forms of child labor, including in hazardous activities in agriculture and mining.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	38.5 (2,392,997)
Attending School	6-14 yrs.	97.0
Combining Work and School	6-14 yrs.	40.5
Primary Completion Rate		96.8

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 in Peru are engaged in the worst forms of child labor, including in hazardous activities in agriculture and mining.(3, 4) According to the Government's 2011 Household Survey, 68 percent of child laborers under the legal working age work in rural areas.(5) Though evidence is limited, in agriculture children reportedly produce cotton, rice, barley, coffee, broccoli, cacao, avocado, and sugarcane, which often exposes them to harmful pesticides, long working hours, and extreme weather.(6-8) Although information is limited, there are reports that children also perform hazardous activities in the production of Brazil nuts.(6-8) Children are responsible for shepherding and caring for farm animals, as well.(9) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(10)

Children work in mining, particularly gold mines, which requires them to carry heavy loads and work in poorly ventilated, unsafe conditions.(4, 6, 8, 11) Evidence suggests that forced child labor is a problem in informal gold mines.(8, 12-14) Children, principally boys, also work in fishing.(15, 16) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(3, 17)

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In urban areas, children produce bricks and fireworks, which may cause them to be harmed by dangerous chemicals, extreme heat, and carrying heavy loads.(8, 18) Children work on the streets as vendors, performers, beggars, and car washers, which exposes them to the risk of vehicle accidents. Children also work as fare collectors on buses and as scavengers in garbage dumps.(6, 8, 9, 19-21) Children also reportedly work in battery recycling, which exposes them to hazardous substances.(4)

Children, mainly girls, work in domestic service in both rural and urban areas and are vulnerable to physical and sexual abuse.(6, 22) Some children, especially girls from the poorest areas of Peru, are trafficked into commercial sexual exploitation and domestic service through false offers of employment in other occupations or promises of education.(12, 23, 24) Girls are reportedly particularly found in commercial sexual exploitation near mining camps.(25, 26) Child sex tourism is a problem in Cuzco, Lima, and Iquitos.(12, 23)

Drug traffickers and the terrorist group Shining Path are reported to use children to grow and process coca, sometimes using hazardous chemicals, as well as to transport drugs.(12, 21, 23) There are credible reports that Shining Path employs child soldiers, including through forced recruitment, in the Apurimac-Ene River Valley.(21, 23, 27)

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 older 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.(28) Additionally, the Child and Adolescent Code requires children under age 18 to receive a permit from the Ministry of Labor or the municipality in order to work and prohibits night work for children under age 15.(29)

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 hazardous activities and allows for updates to the list as necessary. These hazardous activities include domestic work in third-party homes, work in fireworks production, public transportation, garbage dumps, manufacturing, and street work.(24, 30) The list also prohibits minors from engaging in hazardous activities in fishing, mining, and agriculture, such as carrying heavy loads, working underwater or underground, and handling pesticides or sharp tools.(30)

International Conventions and Selected Laws on Child Labor and Education

	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

Peru's Constitution and Penal Code prohibit all forms of compulsory labor, including forced labor, debt bondage, and servitude.(31, 32) 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.(33) The Law against Trafficking in Persons and Illegal Migrant Smuggling prohibits all forms of trafficking in persons; penalties increase significantly for child trafficking.(34) The Military Service Law sets the minimum age at 18 and prohibits forced recruitment into the armed services or any defense or armed groups.(35, 36) Peru's Decree No. 22095 prohibits the recruitment of children for the production, sale, and trafficking of illicit drugs.(37)

The Constitution provides for free primary and secondary education. Education is compulsory through the completion of secondary school, generally at age 17.(32, 38)

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.(21) Members of CPETI include several

government ministries, such as the Ministry of Education, the Ministry of Justice, and the Ministry of the Interior, as well as representatives from business associations, unions, and NGOs.(21, 24) The Government of Peru also operates the National Commission Against Forced Labor, led by the MOL, and the Multi-Sector Committee Against Trafficking in Persons, led by the Ministry of Interior, which coordinate government efforts to combat forced labor and trafficking in persons, respectively.(21) In practice, however, there has been a lack of coordination and information sharing between government agencies dealing with child labor issues, including child trafficking.(21, 24)

The MOL and the National Police enforce laws regarding child labor and child exploitation.(5, 39) The MOL is responsible for carrying out labor inspections in the Lima region.(40) Regional governments maintain regional labor inspectorates which receive support from but are not under the direct control of the MOL.(40) In 2012, the MOL employed 416 inspectors nationally, an increase from 385 inspectors in 2011.(5, 39) Some regional governments employed additional labor inspectors, as well.(41) Inspectors are required to address possible child labor violations during routine inspections.(42) The MOL coordinates with municipal-level child protection offices, the Public Ministry, and the Ministry of Women and Vulnerable Populations to document and investigate complaints of violations of child labor laws. Cases of child labor are also referred to relevant social protection and legal services.(39, 42)

In general, inspectors in Peru lack sufficient resources, such as transportation and fuel, to effectively carry out inspections.(21, 42) The United Nations Committee on Economic, Social, and Cultural Rights has noted that Peru's labor inspection system lacks sufficient capacity to effectively carry out its mandates.(4) In addition, many regional labor inspectorates outside of Lima and Callao are particularly understaffed and underfunded.(40)

During the reporting period, the MOL carried out 1,022 inspections, resulting in 52 employers being sanctioned for illegally employing children—an increase from 48 businesses in 2011.(21) However, the number of inspections carried out nationally is insufficient given the prevalence of child labor.(21) The law permits the MOL to fine employers that employ children in the worst forms of child labor up to \$54,000 per violation.(43, 44) In 2012, fines imposed on businesses for child labor violations totaled approximately \$97,000, an increase from \$50,000 in 2011. Information on whether

the fines were collected was unavailable. As a result of these inspections, the MOL assisted 33 children in Lima who were found to be working illegally.(21) Data on the number of children assisted in other regions was not available. Employers sanctioned for child labor violations were mainly in the mining, agriculture, fishing, and commercial sectors.(21)

The Trafficking Investigation Unit of the Peruvian National Police investigates cases of trafficking in persons and the commercial sexual exploitation of children.(5) During the reporting period, the police investigated 211 reports of trafficking in Cusco, Lima, Loreto, and Madre de Dios regions, resulting in the rescue of 71 minors.(5, 21) Of those minors, 20 were reported to be victims of forced labor and nine of forced begging.(21) As a result of the investigations, 263 persons were arrested and 76 criminal groups were disbanded.(5) The police worked with the Public Ministry to place rescued minors in the care of family members or state social services.(5) The Government of Peru maintains a hotline to receive reports of trafficking in persons.(5, 12) In 2012, the hotline received 801 calls, which resulted in the rescue of nine child trafficking victims.(5)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government of Peru approved the National Strategy for the Prevention and Eradication of Child Labor (ENPETI) for the period 2012-2021, replacing the previous strategy which expired in 2010.(5, 45) The Strategy aims to eliminate hazardous child labor by improving the livelihoods of poor families, improving education opportunities, raising awareness about child labor, improving work conditions for adolescents, and increasing efforts to sanction violators of child labor laws.(9) The ENPETI complements the Government's wider policy for children and adolescents, the National Action Plan for Children and Adolescents for 2012-2021 (PNAIA), which includes the goal of eradicating hazardous child labor.(5, 21) One goal of the ENPETI is to improve the quality of child labor data in Peru.(9) To this end, in 2012, Peru's National Statistics Agency modified its annual National Household Survey to collect more detailed data on the occupations and number of hours worked by children and adolescents.(5)

Ministerial Resolution 215-2011-TR requires the MOL to implement the Sector Strategy on the Prevention and Eradication of Child Labor, which was developed jointly by the MOL and ILO.(39) The Strategy includes the objectives

Peru

of increasing the availability of child labor data, raising public awareness, strengthening coordination between public and private entities on child labor issues, and improving investigations of child labor violations.(39, 40) In 2012, the MOL began implementing the Strategy, including by providing training to regional CPETI commissions to increase their capacity to foster public-private cooperation on child labor issues.(5)

Supreme Decree 052-2011-PCM requires the MOL to implement specific actions to eradicate the worst forms of child labor, including the creation of regional CPETI commissions in areas with high rates of child labor.(46) By the end of 2012, the CPETI had established regional commissions in 23 of the 25 regions in Peru.(5) However, not all of the regional commissions have plans of action against child labor in place, and some are not funded.(24, 42) During the reporting period, the Government worked with the ILO and the nonprofit organization Desarrollo y Autogestión to provide technical assistance to some regional CPETI commissions.(5, 7) In addition, in 2012 the MOL worked with Desarrollo y Autogestión to participate in a training workshop hosted by the Government of Ecuador to learn about best practices in eradicating child labor in garbage dumps.(7)

Peru is also a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism.(47)

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

In 2012, the Government supported three new programs to address the worst forms of child labor: the Seed Project implemented in the regions of Huancavelica, Junín, and Pasco; a project in the Carabayllo district of the Lima region to address child labor in garbage dumps; and a project in the Huánuco region to improve educational opportunities for child laborers. The Seed Project is a USDOL-funded 4-year project to combat rural child labor, which targets 6,500 children and 3,000 families, providing them with education and livelihood services to reduce the incidence of child labor.(7, 19) In 2012, the Project began providing children engaged in or at risk of exploitative child labor with afterschool assistance and worked with their families to reduce child labor on family farms.(7) The Seed Project also began working with the Ministry of Social Development to study the impact of the Government's conditional cash transfer program, the Together Program, on child labor. In addition, the Project worked with an external evaluator to assess the effectiveness of some of the Project's interventions in reducing child labor.(7)

The Carabayllo and Huánuco projects are 2-year pilot projects to reduce child labor; they are funded by the Government and are subject to impact evaluations to determine their effectiveness in reducing child labor.(9) In Carabayllo, the Government will provide scholarships, education assistance, psychological help, and other services to 1,000 families and 1,500 children with the aim of reducing urban child labor, especially in garbage dumps.(5, 9) The Huánuco project seeks to improve school retention and attendance rates among child laborers in rural areas. In conjunction with the Together Program, the Huánuco program will assist approximately 25,000 children and 4,900 families by providing them with cash transfers, education, and livelihood services. To carry out the impact evaluation of this program, the Government will provide families with different packages of services to assess if there is an optimal program design or package of interventions that would more effectively reduce child labor.(5, 9) The Together Program provides cash transfers to approximately 650,000 low-income households in 14 of the country's 25 departments.(48, 49)

The Government also implements anti-poverty and education programs that benefit children and families vulnerable to the worst forms of child labor. The MOL runs the Peru Works Program, which offers temporary work and technical training to low-income households and requires beneficiaries to commit to withdrawing their children from child labor.(21, 39) The MOL also runs the Youth to Work Program, which provides 16-to-24-year-olds with free job training, and the Go Peru Program, which provides job training, assistance for entrepreneurs, and job placement services to the unemployed, including youth.(21) The Street Educators Program provides counseling and training to children engaged in begging and street work in 20 cities throughout Peru.(50) 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.(42, 50)

Although some programs target children engaged in 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 also insufficient, given the scope of the problem.(21) Information is not available on 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	Increase the level of funding allocated to the MOL and to regional governments to help ensure effective enforcement of child labor laws, particularly in regions with high rates of child labor and underfunded labor inspectorates.	2009, 2010, 2011, 2012
	Increase information publicly available about child labor law enforcement efforts, particularly at the regional level, including the number of children rescued from child labor and the number of fines imposed and collected for child labor violations.	2012
	Strengthen coordination and information-sharing mechanisms among government agencies dealing with child labor issues.	2012
Policies	Establish regional commissions for the prevention and eradication of child labor in all regions, develop regional plans of action against child labor, and allocate sufficient funding to implement them.	2010, 2011, 2012
Social Programs	Initiate social programs to address child labor in mining and domestic service.	2009, 2010, 2011, 2012
	Expand social programs to reach a greater number of children working in hazardous occupations in agriculture and urban hazardous work.	2009, 2010, 2011, 2012

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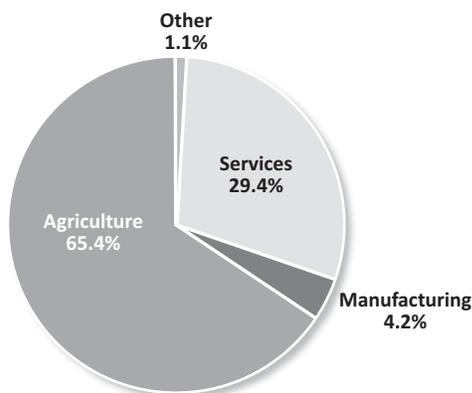
In 2012, the Philippines made a significant advancement in efforts to eliminate the worst forms of child labor. The Government ratified ILO Convention 189 on Domestic Workers and passed both the Domestic Workers Act and the Expanded Anti-Trafficking in Persons Act. In addition, the Government launched the national Child Labor-Free Philippines campaign and the Child Labor-Free Barangays (Villages) program, and developed a new national Convergence Plan to reduce hazardous child labor. The Conditional Cash Transfer program was expanded to include child laborers and redesigned to include conditionality on child labor. However, there continues to be a lack of enforcement of child labor laws. In addition, a gap between the minimum age for work and the age of compulsory education continues to leave children ages 12 through 14 particularly vulnerable to the worst forms of child labor. Children continue to be engaged 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2012.(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.(3-7) Children work primarily in the production of sugarcane, as well as in coconuts, corn, rice, rubber, tobacco, bananas, and hogs. Limited evidence suggests that children also work in the production of other fruits and vegetables.(3, 4, 8) 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, 9)

In 2012, the Government released and widely publicized the preliminary results of the national Survey on Children, which included findings on child labor. The Survey was conducted by the National Statistics Office with support from the ILO in 2011. Preliminary results indicate that 3.21 million children are engaged in child labor, of which 2.99 million work in hazardous labor.(10) The complete report is scheduled to be released in 2013.

Philippines

Children are commonly employed as domestic servants or *kasambahays*.(3, 4, 11-13) Many child domestics work long hours, and their isolation in homes makes them susceptible to sexual harassment and verbal and physical abuse.(4, 9, 11, 12, 14) Child domestic servants are often denied access to education.(6, 12-14) Domestic workers are sometimes subjected to nonpayment or garnishment of wages or conditions of forced labor.(9, 11, 13-15)

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.(3-5, 7, 9) Mining requires children to carry heavy loads and use dangerous tools and machinery; and gold mining exposes children to mercury, acid, and cyanide.(4, 9)

Deep-sea fishing is another dangerous occupation in which children work.(3, 4, 7, 16, 17) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning or entanglement in fishing nets.(4, 16-18)

Children manufacture pyrotechnics, a hazardous activity that exposes them to explosives and flammable substances.(3, 4, 19, 20) In addition, boys and girls work in factory and home-based manufacturing industries such as the production of fashion accessories, which may involve hazardous activities.(3, 4, 7, 20-22)

The commercial sexual exploitation of children including in pornography and sex tourism is a significant problem.(4, 5, 15, 20, 23, 24) In addition, children, primarily girls, are trafficked domestically from rural to urban areas for forced domestic service and commercial sexual exploitation.(12, 15, 20) Emerging reports indicate that boys are increasingly trafficked for commercial sexual exploitation, particularly for child pornography.(15) Limited evidence suggests that children are also trafficked from the Philippines internationally throughout Asia and the Middle East for forced labor.(15, 23)

Although evidence is limited, children are also known to be involved in other illicit activities such as the trafficking of drugs.(5, 21)

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.(12, 15, 20, 25-27) The Moro Islamic Liberation Front and the New People's Army have indicated willingness to stop the recruitment and use of children as soldiers; however, reports indicate that children continue to be found in their ranks.(5, 12, 15, 20, 23, 25-30) Children have also been reported in the Bangsamoro Islamic Freedom Movement.(20, 27) The Abu

Sayyaf Group, a terrorist organization, continues to recruit and use children.(15, 20, 23, 25-29)

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.(3-5, 31, 32) In addition, distant school locations are often not accessible for rural students, especially at the secondary school level.(31, 33)

There are reports of children working on the streets, but specific information on hazards is unknown. (3, 4, 7, 21) Children also work as scavengers in dumpsites, where they sort garbage and risk exposure to sharp objects, toxic substances, fumes, and bacteria.(3, 4, 9, 20)

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)

International Conventions and Selected Laws on Child Labor and Education

	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

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.(34) It defines and prohibits the 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; and prescribes stringent penalties for violations.(34)

In 2012, the House and Senate approved the revised domestic workers bill, Republic Act No. 10361, and An Act Instituting Policies for the Protection and Welfare of Domestic Workers was signed into law in January 2013.(5, 35) The Act, also referred to as the Domestic Workers Act or *Batas Kasambahay*, prohibits the employment of children below age 15 and requires that children ages 15 to 18 receive minimum wage and all benefits and protections afforded in the Act.(35) The Act also stipulates that employers allow domestic workers the opportunity to complete their basic education.(35)

In September 2012, the Government ratified ILO Convention 189, Decent Work for Domestic Workers, which requires signatory states to take specific measures to prohibit child domestic labor.(36) Specifically, ILO Convention 189 requires states to ensure that domestic workers above the legal working age are not deprived of educational opportunities and to establish a minimum age for domestic labor that is consistent with the ILO Conventions 138 and 182.(37) The Philippines ratification was only the second by an ILO member state, and served to enter the Convention into force.(36)

In 2012, Congress passed the Expanded Anti-Trafficking in Persons Act of 2012, which was signed into law in February 2013 as Republic Act No. 10364.(38) This Act amends Republic Act No. 9208 of 2003 to establish a permanent Interagency Council Against Trafficking with a staffed Secretariat to carry out the mandate; creates a database on trafficking cases; expands provisions to protect victims of trafficking; and establishes stronger penalties for violations, including those against children.(5, 38) The Anti-Trafficking in Persons Act of 2003, Republic Act No. 9208, prohibits trafficking in persons, including the recruitment, transfer, or harboring of children for prostitution, pornography, or forced labor.(39, 40)

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.(41) In 2012, the Cybercrime Prevention Act was signed into law. The Act increases the punishment for crimes of child pornography using a computer.(20) The Comprehensive Dangerous Drugs Act, Republic Act No. 9165, prohibits the use of children in the production and trafficking of drugs.(42)

Military recruitment is voluntary at age 17 for training and at age 18 for service.(26, 43) 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.(26, 34, 39, 44)

The Enhanced Basic Education Act of 2012 was approved by both houses of Congress between November 2012 and February 2013 and was signed into law by the President in May 2013.(45) The Act extends formal education from 10 to 12 years; however the Act failed to make secondary school compulsory.(46, 47) The Kindergarten Education Act, Republic Act No. 10157, passed in 2012, extends free and compulsory education to children for one additional year, starting at age 5.(5) Primary and secondary education is free for all children; however, school attendance is compulsory only at the primary level, from ages 5 to 11.(19, 20, 32, 48, 49) 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.

Institutional Mechanisms for Coordination and Enforcement

The National Child Labor Committee (NCLC), headed by the Department of Labor and Employment (DOLE) and comprising more than 15 other agencies and NGOs, coordinates national efforts to combat child labor.(19) New member agencies include the Department of Agriculture and the National Youth Commission.(5, 50) 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 2012, the NCLC conducted workshops to prioritize action plans for each member agency and held trainings on the Child Labor Knowledge Sharing System, the National Survey on Children, the Domestic Workers Act, and the modified *Pantawid Pamilyang Pilipino* Program conditional cash transfer program.(5)

DOLE is the primary government agency responsible for enforcing child labor laws.(19) In 2012, DOLE employed 224 labor inspectors nationwide, 30 fewer labor inspectors than in 2011, to enforce the Labor Code, including child labor laws.(5) DOLE regularly trains inspectors and regional personnel on child labor laws.(19) In 2012, DOLE conducted trainings for labor inspectors and issued a Manual of Procedures in Handling Complaints on Trafficking in Persons, Illegal Recruitment and Child Labor.(5) DOLE did not disclose the labor inspection budget for 2012.(5)

Philippines

In 2012, DOLE inspected 25,348 of an estimated total of 800,000 establishments nationwide, a decrease from the 30,727 inspected in 2011.(5) The DOLE inspection strategy focuses 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.(19, 51, 52) However, it is not known whether this targeting is focused in sectors and establishments with high rates of child labor. Through the 25,348 workplace inspections conducted in 2012, DOLE identified only 56 children exploited through violations of child labor legislation.(5) Of these, 27 were victims of trafficking for sexual exploitation, and DOLE issued closure orders on four restaurant and karaoke bar establishments found to be employing the victims.(5, 15)

DOLE also leads a regional mechanism for rescuing children who work in abusive and dangerous situations through the Rescue the Child Laborers (SBM) Quick Action Teams.(19) SBM is composed of government agencies and law enforcement, local governments, the business community, unions, and NGOs.(19) 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.(5, 19) In 2012, SBM rescued 223 child laborers across nine regions.(5, 15)

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.(19) In 2012, DSWD Special Action Units assisted 406 victims of child labor or trafficking of children.(5)

The Philippine National Police (PNP) and the National Bureau of Investigation (NBI) reported that no child labor cases were referred to them for investigation or prosecution by DOLE or DSWD during the year; however, victims may have filed cases directly.(53) The Government of the Philippines did not resolve any pending child labor cases, nor were there any new child labor convictions in 2012.

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.(5, 15) The Government of the Philippines provided IACAT with a budget of \$1.2 million in 2012.(5, 19) In 2012, 19 cases involving minors were identified through calls to the IACAT national trafficking hotline.(5)

The National Anti-Trafficking Task Force, through the IACAT and DOJ, serves as a mechanism for collaboration between the police and prosecutors, as well as social service providers, to develop strong cases against traffickers. In addition, local and regional Anti-Trafficking Task Forces, composed of officials from the DOJ, DSWD, PNP, NBI, seaport and airport police, and NGOs, serve as interagency teams to respond to cases of trafficking.(15) IACAT and DOJ provide funding and personnel to each local Task Force. In 2012, the number of local Task Forces increased from 6 to 14.(15) The DOJ/IACAT Anti-Trafficking Task Force was staffed with 19 prosecutors in 2012, an increase from 17 in 2011. Nationally, DOJ increased the number of trafficking in persons prosecutors from 58 in 2011 to 96 in 2012.(15) The DOJ is responsible for the prosecution of child trafficking cases.(19)

The PNP and the NBI are the principal law enforcement agencies for child trafficking and commercial sexual exploitation.(15, 19) The NBI operates a national Trafficking in Persons Task Force (TIP Task Force) as well as a Task Force on the Protection of Children from Exploitation and Abuse.(15) The PNP's Women and Children's Protection Center (WCPC) leads the enforcement of child trafficking and commercial sexual exploitation of children (CSEC) laws and employs 3,038 personnel nationwide.(15, 19) In 2012, WCPC conducted 37 training sessions on trafficking, including child labor legislation, for 1,737 officials.(5) WCPC also maintained a 24-hour hotline to report trafficking cases.(19) During the reporting period, the Government of the Philippines conducted 194 trainings for 2,646 government personnel to investigate and prosecute trafficking cases.(5)

In 2012, PNP investigated 89 cases of child trafficking involving 126 children; 78 of these cases involved sexual exploitation and 48 involved child labor.(5) Between April and December 2012, NBI investigated 193 new trafficking cases, prosecuted 66 cases, and closed 125 cases; however, NBI does not disaggregate data by age group, so it is not known how many of the investigated cases involved minors.(15, 19, 24) Convictions were obtained in cases involving 21 minors.(15) In addition, some of the cases investigated were likely initiated in prior years, and it is unclear whether any of the same cases were counted by both agencies.(15) During the year, the Government of the Philippines attained convictions in 12 cases of sex trafficking; these cases involved both adult and child trafficking victims. The 16 convicted traffickers received sentences in accordance with the law.(5) IACAT estimates that the average length of trafficking cases is 5 years, despite the 6-month limit imposed by the Supreme Court.(15)

The Philippine Drug Enforcement Agency (PDEA) is the lead agency responsible for the enforcement of the Comprehensive Dangerous Drugs Act, Republic Act No. 9165. PDEA maintains a national hotline for reporting cases of children used in illicit activities.(5) In 2012, PDEA conducted training on handling children arrested for illegal drug activities for 35 drug enforcement officers who will serve as first responders for cases involving children.(5) In 2012, 121 minors were arrested who worked as pushers, couriers, messengers, and cultivators of illegal drugs, however no minors were convicted of those crimes during the year.(5)

The Interagency Council for the Welfare of Children, through its Subcommittee on Children Affected by Armed Conflict and Displacement, operates a monitoring and response system for situations of children engaged in armed conflict, including the recruitment and use of child soldiers.(15)

Government Policies on the Worst Forms of Child Labor

The goal of reducing exploitive child labor is included in the Medium-Term Philippine Development Plan (2011-2016). The Plan specifies government commitments to strengthen mechanisms for monitoring the implementation of child protection laws, to develop strategies to respond to child trafficking and pornography, and to implement an enhanced program for preventing children from being engaged in armed conflict.(5)

The goal of reducing exploitive child labor is mainstreamed into the Labor and Employment Plan (2011-2016).(5) 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 UN Development Assistance Framework (2012-2018).(19, 49, 54-56)

In addition, the Government of the Philippines has 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.(19, 57)

The tripartite Philippine Program Against Child Labor (PPACL) Strategic Framework lays out the blueprint for reducing the incidence of child labor by 75 percent.(19, 58, 59) To achieve this goal, PPACL identifies five strategic approaches to prevent, protect, and reintegrate children from the worst forms of child labor.(58, 60) 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.(19, 61) In 2012, the PPACL was extended through 2016, and Secretaries of NCLC member agencies signed an agreement to strategically scale up its implementation.(5, 50)

In 2012, the President tasked the Human Development Cabinet cluster, led by DOLE and DSWD, to develop a Convergence Action Plan, called HELP ME, to reduce the worst forms of child labor by 2016 under the PPACL.(59, 62) The directive included a funding allocation of \$220,000,000 over 4 years for implementation, from 2013 to 2016.(62, 63) The Convergence Action Plan is designed to remove 893,000 children from hazardous child labor across 15,568 target barangays.(62) The HELP ME plan focuses on outcomes that include a multilevel information system, more accessible education and livelihood services, child labor agendas mainstreamed in policy development at all levels, a compilation of policies and laws, and strengthening of enforcement (including prosecution of child labor offenders).(50, 62, 63) HELP ME was launched in January 2013.(62)

In June 2012, the NCLC launched the *Batang Malaya* Child Labor-Free Philippines campaign.(64) Campaign objectives include the institutionalization of the Survey on Children to be regularly implemented by the Government; mainstreaming child labor into local development plans; adding child labor elimination as a conditionality in conditional cash transfer programs; strengthening the labor inspectorate to monitor child labor; improving enforcement of Republic Act No. 9231; and strengthening the NCLC through a legal mandate, budget, and dedicated secretariat.(64)

A revised National Strategic Action Plan Against Trafficking in Persons (2012-2016) was launched in December 2012 and contains specific provisions on the prevention of trafficking of children, including awareness raising and local programs to prevent children from being lured by traffickers.(5)

The Department of Education implemented a new program in 2012 that extends the education system from 10 to 12 years, ahead of the approval of the draft Enhanced Basic Education Act, which would formally legislate the extended education.(5, 20)

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. Through the *Pantawid*

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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.(19, 65) In 2012, the budget was increased to \$960,000, from \$570,000 in 2011, benefiting 3.1 million households and 7.4 million children through age 14.(5, 53) A 2010 assessment of the Program demonstrated an increase in school enrollment and attendance among beneficiaries; however, results also showed that child labor persisted among beneficiaries.(19) In January 2013, DOLE announced that the *Pantawid Pamilyang Pilipino* Program would be expanded and modified through the Conditional Cash Transfer Program for Families in Need of Special Protection to specifically target households of child laborers.(63, 66) This initiative was in response to the new Convergence Action Plan under the PPACL. Child eligibility was expanded from age 14 to age 17. The additional conditionality prohibiting hazardous child labor was added to the program requirements as a mechanism to reduce the worst forms of child labor.(63, 67) The 2013 budget will be further increased to \$1.08 million.(53)

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 a certificate of education equivalency.(17) However, with limited resources, representing less than 1 percent of the Department of Education's budget, and only one teacher for every 24 communities, ALS is unable to reach many out-of-school youth.(31, 55) While 77 percent of ALS students complete the coursework, of those students who take the Accreditation and Equivalency Exam, only 22 percent pass at the elementary level and 26 percent pass at the secondary level.(31) However, for many child laborers, this program may serve as one of the few available options to earn an equivalency certificate, which is required to gain access to formal institutions, such as those that provide higher education, vocational training, or workforce development. No assessment of the impact of this program on reducing child labor has been identified.

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.(68, 69) In 2011, more than 26,000 adult sugar workers received support for livelihood projects.(55) Data were not available for 2012. No assessment

of the impact of this program on reducing child labor has been identified. As part of the SAP, DOLE's Integrated Services for Migratory Sugar Workers Program (I-SERVE SACADAS) seeks to improve the livelihoods of migrant sugar workers and their families and increase their income.(19, 69) In 2012, I-SERVE SACADAS provided assistance valued at \$7,500 to 233 children engaged in or vulnerable to child labor in the sugar industry. Services included educational materials and scholarships.(53, 55)

Under the PPACL, the Government of the Philippines is implementing a number of programs designed specifically to reduce child labor, including the DOLE Child Labor Prevention and Elimination Program (CLPEP). In 2012, DOLE launched a new Child Labor-Free Barangays campaign to transform 89 targeted villages nationwide into child labor-free communities through Barangay Councils for the Protection of Children.(5, 70) At the community level, the program implements local awareness-raising campaigns, institutes child labor monitoring mechanisms, and requires barangays to develop child labor elimination plans with short- and long-term objectives.(71) The Program encourages convergence of services from different Government agencies, including education services to child laborers and livelihood assistance to their households.(50) During the year, the Program was piloted in 6 villages, and it will be expanded to an additional 10 villages in 2013.(5) DOLE reports that between July and December 2012, 4,863 children and 1,849 households benefited from program services.(72) Most of the child beneficiaries were reportedly engaged in hazardous work, such as scavenging, deep-sea fishing, farming, mining, domestic work, hauling logs, loading ships, and production of fireworks.(72) During the year, DOLE regional offices reactivated and provided support to 171 Barangay Child Protection Committees.(72)

DOLE regional offices allocated at least 5 percent of their Workers Income Augmentation Program (WINAP) funds, approximately \$295,000 in total, for implementation of CLPEP activities.(19, 53, 55, 73) WINAP improves the livelihoods of workers through training and material support for income-generation activities.(74)

DOLE's Livelihood for Parents of Child Laborers (KASAMA) program provides funds to parents of working children for projects such as raising livestock, producing souvenirs, food vending, and other service professions.(53, 55, 71) The KASAMA program is one mechanism under the DOLE's Campaign for Child Labor-Free Barangays.(71) In 2012, the KASAMA program provided livelihood support to 270 parents

of child laborers, with a budget of \$56,000.(53) Another initiative, Project Angel Tree, redistributed shoes, school bags, toys, and other supplies donated by private sponsors to 6,271 children at risk of, or engaged in, child labor.(19, 53, 55)

DSWD implements the new comprehensive Recovery and Reintegration Program for Trafficked Persons (RRPTP) with an allocated budget of \$615,000 to provide services to victims of trafficking and to raise awareness in vulnerable communities. In 2012, 285 child trafficking victims received services through RRPTP.(15) In 2012, DSWD established a new shelter near Manila for male victims of trafficking, a critical improvement, as most centers provide services only to women and girls.(15) DSWD provided services to victims of exploitive child labor and CSEC, including crisis intervention and residential facilities.(19, 23) Supplementing wider efforts to raise awareness on trafficking, IACAT funded school-based and community-based awareness campaigns that target children.(15) Although the Government has implemented programs addressing the commercial sexual exploitation of children, particularly those in situations of prostitution, research found no evidence that it has carried out programs to identify and assist children exploited for pornography.

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.(75) In 2012, the budget was \$60,000, and 59 children received services, including 40 who were used as couriers, medics, spies, or combatants and 19 who were affected by armed conflict through cross-fire or displacement.(53) Services include emergency evacuation and rescue; family reunification; provision of food, clothing, and shelter; and psychosocial rehabilitation.(53) However, reports indicate that children continued to be recruited into armed conflict, and the reach of this program does not appear to be sufficient to prevent children's recruitment into anti-government and terrorist organizations.

During the year, the Government of the Philippines participated in programs to reduce child labor; these programs were funded by international donors and implemented through international organizations or NGOs. USDOL funded a \$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 noneducational services in Quezon, Masbate, Northern Samar, and Bukidnon.(76, 77) As of October 2012, a total of 6,533 children had been withdrawn or prevented from participating in hazardous

child labor.(59) The project targets children engaged in farming, mining, fishing, and domestic service. The project developed an Internet-based information system that promotes communication on child labor issues among government and nongovernmental agencies, improved program monitoring, and automated child labor case referrals. With the NCLC, the project is assessing project models and documenting best practices to be replicated.(59)

USDOL funded a \$15 million project in 2011 to reduce child labor in sugar-producing areas in 11 provinces of the Philippines, and this project will be implemented through 2015.(78) It will provide education services to 52,000 children engaged in, or at risk of engaging in, the 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.(78) During the first year, the project provided educational services to 10,592 children working in sugarcane.(50)

In 2012, the Philippines participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues project, which is active in approximately 40 countries. In the Philippines, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor; improve the evidence base on child labor and forced labor through data collection and research; and strengthen legal protections and social service delivery for child domestic workers.(79) The project is conducting an analysis of legislation regarding worst forms of child labor, focusing specifically on child domestic labor. It is also strengthening child labor legislation enforcement mechanisms, with a focus on child domestic labor.(80) During the reporting period, the project made preparations for a national rapid situational analysis of child domestic workers as well as a gap assessment of social services for child domestic workers.(81)

The Government of the Philippines participated in a program, with \$29,550 funded by the Eliminating Child Labor in Tobacco Growing Foundation, which provided educational services to 94 children and livelihood assistance to 100 parents during the year.(82) Through DOLE, the project also conducted awareness raising through activities for youth, teachers, and school administrators, as well as through comic strips and other advocacy materials.(82)

The Government, at the national and regional levels, also coordinates with the Kasambahay Program to provide

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immediate services to trafficking victims and child domestic workers including shelter, psychological support, and reintegration. Information on the activities, beneficiaries, and funding level in 2012 was not available.(12)

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 from 11 to 15, the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Ensure that child labor legislation is effectively enforced by identifying, through inspections, children who are engaged in the worst forms of child labor.	2009, 2010, 2012
	Ensure that identified instances of criminal child labor violations are systematically referred to law enforcement authorities for investigation and prosecution.	2012
	Prioritize child labor and trafficking cases to provide timely prosecutions and convictions and to ensure that convictions serve as a deterrent to further violations.	2011, 2012
	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, 2012
	Take steps to ensure that all children have access to nearby schools and do not face prohibitive costs for education-related expenses.	2010, 2011, 2012
Social Programs	Provide necessary resources for more out-of-school youth to access ALS to complete their basic education.	2011, 2012
	Assess the impact that social programs may have on child labor.	2011, 2012
	Expand programs combating child labor, especially targeting children exploited for pornography and working in hazardous activities including agriculture, fishing, mining, and domestic service, or engaged in armed conflict.	2009, 2010, 2011, 2012

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In 2012, the Federation of Russia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government approved a National Children's Strategy until 2017 that covers issues such as child protection and access to quality education, and contains a listing of responsible agencies and timelines for its implementation. Russian law, however, still lacks provisions that criminalize the possession of child pornography. Russia also continues to lack a mechanism to coordinate nationwide efforts to combat the worst forms of child labor. Children in Russia continue to be found in the worst forms of child labor, including in work on the streets and in commercial sexual exploitation, and many of these children are victims of human trafficking.



These children are forced into begging or commercial sexual exploitation.⁽⁴⁾ The primary victims of commercial sexual exploitation are street children, including those who are homeless and orphaned. Child pornography remains a problem in Russia.⁽⁵⁾

Although evidence is limited, children are found working in the agricultural sector.^(5, 11, 12) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.^(13, 14)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age of employment at 16. Exceptions to the minimum age exist for 15-year-olds who have completed primary education or 14 year olds with the approval of a parent or a guardian, if such work does not interfere with the child's health or welfare. Children under age 14 are permitted to work in the performing arts, if such work will not harm their health or moral development.⁽¹⁵⁾ 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; gambling; working at night cabarets and clubs; and producing, transporting, and selling toxic substances (including tobacco, alcohol, and drugs).⁽¹⁵⁾

The Constitution and the Criminal Code prohibits forced labor. The Criminal Code explicitly outlaws engaging a known minor (a person under 18 years old) in slave labor.^(16, 17) 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 the commission of a crime is punishable under article 150 of the Criminal Code.⁽¹⁷⁾ Article 228.1 of the Criminal Code prohibits using a minor to make, sell, or transport illegal narcotic drugs or other psychotropic substances.⁽¹⁷⁾

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, 2013.⁽¹⁾

All other data: Understanding Children's Work Project's analysis, 2013.⁽²⁾

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Russia are found in the worst forms of child labor, including in work on the street and in commercial sexual exploitation.⁽³⁻⁵⁾ Children are engaged in work on the streets in Russia. The Government has recognized children working on the streets as a worst form of child labor in the country.⁽⁶⁻⁸⁾ Migrant families face language and cultural barriers that may make it difficult to seek or receive social assistance.^(4, 5) Regional authorities often deny school access to unregistered children, including Roma, asylum seekers, and migrants.⁽⁵⁾ The inability to access education and other social services may make children in these groups especially vulnerable to the worst forms of child labor.

Commercial sexual exploitation of children, especially in large cities, remains a concern.^(4, 9-11) Moscow and St. Petersburg are hubs of child trafficking and child commercial sexual exploitation.⁽⁴⁾ Children, both boys and girls, are trafficked internally from rural to urban centers and between regions.

Russia

International Conventions and Selected Laws on Child Labor and Education

	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. Although there was a proposal to amend the Criminal Code to define and criminalize possession of child pornography in the first half of 2011, the authorities did not approve the original draft and proposed new legislation.⁽¹²⁾ The new legislation, which 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.⁽¹⁸⁾ However, the law excludes a definition of child pornography and a provision that criminalizes possession of child pornography, items which were the initial bill's main objectives.⁽¹²⁾ Lack of a definition for child pornography and failure to criminalize possession of child pornography may hamper enforcement efforts.

The Government signed the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography on September 28, 2012.⁽⁴⁾ The Government also signed the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse on October 1, 2012.^(4, 19) The Conventions were not ratified during the reporting period.

The minimum age for both voluntary and compulsory military recruitment in Russia is 18.⁽²⁰⁾ Education is free and compulsory for children up to age 15.^(21, 22)

Institutional Mechanisms for Coordination and Enforcement

The Government of Russia has not established a coordinating mechanism to combat the worst forms of child labor.

The Federal Labor and Employment Service and the Public Prosecutor are responsible for enforcing laws relating to child labor, and the two agencies formally coordinate joint inspections.⁽⁴⁾ The Ministry of Internal Affairs (MVD), the Federal Security Service, the 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.⁽¹²⁾ The Government of Russia also has a federal office to protect children's rights in the Office of the Children's Rights Ombudsman in all existing 83 regions.⁽¹²⁾ Regional Ombudsmen have the authority to investigate potential violations of children's rights, monitor offices dealing with minors, and evaluate legislation affecting children.⁽³⁾

The Federal Labor and Employment Service (FLES) employs approximately 1,700 labor inspectors whose responsibilities also include enforcement of child labor laws. According to FLES, the number of labor inspectors is insufficient to effectively enforce labor laws.^(4, 12) In 2011, the most recent period for which statistics are available, FLES conducted 3,600 inspections out of which 3,400 child labor violations were found. As a result of these inspections, 257 children were removed from work because of labor safety violations.⁽⁴⁾ Child labor violations resulted in fines totaling \$64,530 in 2011.⁽⁴⁾ However, it is unknown whether the assessed fine is a sufficient deterrent for preventing child labor violations. Research did not reveal information on the number of labor inspections or penalties assessed in 2012.

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.⁽¹²⁾ In 2012, the MVD brought at least 25 criminal cases against the trade of child pornography on peer-to-peer- file sharing networks.⁽⁴⁾

In addition, the Government continues to cooperate with the private sector and nongovernment institutions to combat the dissemination of child pornography on the Internet.⁽⁴⁾ Under

this initiative, cyber watch volunteers enabled the initiation of 150 criminal cases in 2012 on the distribution of child pornography and sexual abuse of children.(4)

However, official data is unavailable on the number of investigations, prosecutions, or convictions for child trafficking or other crimes relating to the worst forms of labor.(4) Based on unofficial sources, there were criminal cases prosecuting criminals for trafficking 21 child victims in 2012 under article 127.1.(23) The specific data based on type of crime and the number of minors victimized under each relevant article of the Criminal Code is lacking.(23) 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.(24)

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, but has policies focused on child protection. In 2012, the Government established a National Children's Strategy through 2017 that covers issues such as child protection, accessibility of quality education, and the need for child-friendly healthcare, equal opportunities for children in need of special care by the State, and a child rights protection system.(4) Lack of access to quality education and other State services increases children's vulnerability to involvement in the worst forms of child labor. The Government designated responsible agencies and created tasks and timelines for its implementation.(4)

During the reporting period, the Government provided regular training designed to guide government officials in handling trafficking cases. However, there was no regular framework

to direct officials on how to proactively identify trafficking victims or to refer them to available services.(23) Currently, trafficking victims cases are assessed by law enforcement on a case-by-case basis, which involves a long process before cases are adjudicated.

The Government of Russia does not collect national statistics on child labor that would enable the development of relevant policy and programs to combat the problem.(12)

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 for Children in Difficult Life Circumstances, a child welfare program it initiated in 2008. Among other goals, the Fund helps rehabilitate orphaned, disadvantaged, and homeless children through social programs and activities.(12)

Children receive assistance through some of the Fund's programs, including mobile crisis centers, psychological centers, and social and physical rehabilitation services. There is no information available on the total Fund's budget for 2012, however the Fund's budget for 2011 was approximately \$32 million.(4) No assessment of these programs' impact on the worst forms of child labor has been identified.

There is no complete information available about government financial assistance for Trafficking in Person related programs in 2012 or the number of trafficking victims assisted during the reporting period.(4, 9, 12, 23) Reportedly, the Government's sole provision of funding for trafficking victims was the allocation of space for an eight-bed shelter in St. Petersburg.(23)

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, 2012
	Codify a legal definition of child pornography.	2009, 2010, 2011, 2012
	Ratify the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012

Russia

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Determine whether the assessed fine for a child labor violation is a sufficient deterrent in preventing child labor violations.	2012
	Gather, report, and make statistics on the investigation and prosecution of child labor violations publicly available, including the worst forms of child labor.	2009, 2010, 2011, 2012
	Increase the number of labor inspectors and inspect the sites where child labor is most likely to be found.	2009, 2010, 2011, 2012
Policies	Collect data on the nature and prevalence of child labor to guide the design of policy and programming.	2009, 2010, 2011, 2012
	Develop formal procedures at the national level to educate and guide law enforcement officials, labor inspectors, and other professionals on trafficking cases, victim identification, assistance, and referrals.	2011, 2012
	Set up the process of registration for undocumented families and children and provide easier access to the registration process.	2012
Social Programs	Assess the impact of the Child Support Fund on addressing the worst forms of child labor.	2009, 2010, 2011, 2012
	Implement programs to combat all relevant worst forms of child labor, especially child victims of commercial sexual exploitation.	2010, 2011, 2012
	Fund anti-trafficking efforts that include financing to shelters for victims of human trafficking.	2011, 2012

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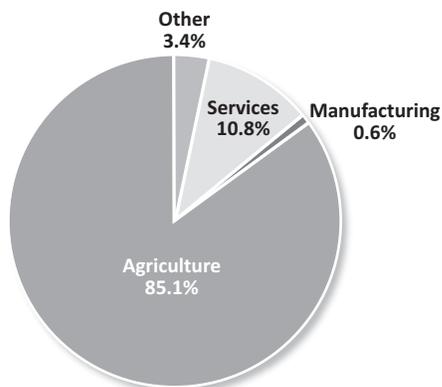
Rwanda

In 2012, Rwanda made a minimal advancement in efforts to eliminate the worst forms of child labor. In March 2013, the Government of Rwanda approved its National Policy for the Elimination of Child Labor and 5-year Action Plan to Combat Child Labor. Rwanda also adopted the Law Relating to the Rights and Protection of the Child, which includes provisions on the worst forms of child labor, and the Organic Law Instituting the Penal Code, which provides penalties for persons who recruit children for armed conflict or do not report offenses committed against children to the authorities. Despite these efforts, in 2012, children were recruited by M23 for armed conflict in the Democratic Republic of the Congo. M23 is an armed group based in the Democratic Republic of Congo that the Government of Rwanda supports. Rwanda has received an assessment of minimal advancement because the Government's support for M23 in 2012 undermined other advancements made during the year to eliminate the worst forms of child labor. Children continue to be engaged in the worst forms of child labor, including in 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENTE 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.(3-6) Children are involved in the production of sugarcane, bananas, and tea.(3, 4, 7, 8) Although information is limited, there are reports that children also work in the production of cabbage, coffee, manioc, peas, pineapple, potatoes, sweet potatoes, corn, beans, sorghum, pyrethrum, and rice.(3, 4, 8-11) In Rwanda, children working in agriculture carry heavy loads, use dangerous tools such as machetes, and are vulnerable to insect and snakebites. These children may also work close to harmful pesticides and fertilizers.(4, 11) Although the full extent of children's involvement is unknown, children herd cattle and care for sheep, goats, pigs, and chicken. These children may work long hours and carry heavy loads of food and water.(3, 11, 12) In 2011, the latest year for which information is available, a survey conducted by ICF International found that approximately 20 percent of children tending livestock in Rwanda reported having been injured while at work.(8)

In Rwanda, children work as domestic servants.(3, 4, 10) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and susceptible to physical and sexual abuse.(13, 14) Children also work on construction sites and reportedly engage in strenuous manual labor such as digging pit latrines. Although evidence is limited, there are reports that children are also found making bricks.(3, 15-18) Although the extent of the problem is unknown, there are reports that children mine coltan.(15, 19, 20) Children who work in mining are at risk of eye and lung damage from stone dust.(15)

Commercial sexual exploitation of children and trafficking also occur in Rwanda. Older women sometimes coerce girls into commercial sex work in exchange for food and living quarters.(21) Loosely structured prostitution networks recruit children from secondary schools for commercial sexual exploitation.(21) Kigali City and the districts of Ginsuzu, Rusizi, and Musanze are the areas most affected by the commercial sexual exploitation of children.(22) Children are also trafficked to Asia; Europe; and North America; and to eastern, central, and southern Africa for forced agricultural labor, commercial sexual exploitation, and domestic service. Limited reports suggest that children are also trafficked into Rwanda from neighboring countries and from Somalia.(21, 23-27) There is a lack of information on the extent of child trafficking into, transit through, and from Rwanda.(28)

In 2012, children within Rwanda were recruited, some of them forcibly, by the M23 armed group, which is supported by the Government of Rwanda, for armed conflict in the Democratic Republic of the Congo. These children were recruited from refugee camps and from the Nkamira transit center.(10, 18, 29-33) In addition, the UN Group of Experts reported that the director of the Rwanda Demobilization and Reintegration Commission (RDRC) forcibly recruited a small number of children from the child soldier rehabilitation center in Mutobo.(32, 33) Children associated with armed groups in the Democratic Republic of the Congo may be forced to serve as combatants, porters, spies, domestic servants, and sex slaves.(10, 18)

There are reports of children working on the streets, but specific information on hazards is unknown.(34, 35)

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 the age of 18 from night work and work that is difficult, unsanitary, or dangerous. It also prohibits children from working in the worst forms of child labor, including slavery or similar practices, forced or bonded labor, armed conflict, illicit activities or commercial sexual exploitation, and any work whose nature is detrimental to the health, security, or morals of a child.(36)

Ministerial Order 2010-06 sets forth a list of the worst forms of child labor: It prohibits children from working at industrial institutions and in domestic service, mining, quarrying, construction, brickmaking, carrying heavy loads, and applying fertilizers and pesticides.(37) Penalties for violations of the

Labor Law provisions on the worst forms of child labor and hazardous work are stringent, with penalties of up to 20 years of incarceration and fines.(36) However, the Labor Law covers only contractual employment, leaving most of Rwanda's working children unprotected.(36, 38)

International Conventions and Selected Laws on Child Labor and Education

	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 2012, Mimuri sector authorities in Nyagatare District created guidelines to combat child labor in the sugar and rice sectors, and these guidelines include punitive measures for those found employing children.(39) The districts of Bugesera, Nyamagabe, Gatsibo, Gicumbi, and Nyaruguru have also enacted laws against hazardous child labor that sanction employers and parents for violations.(40)

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."(36, 41) The Law Relating to the Rights and Protection of the Child, which came into effect in June 2012, includes provisions on the worst forms of child labor, protects children from violence and economic exploitation, and provides children with the right to rest and leisure.(10, 42) This Law also commits the Government to establishing a center for children living and working on the streets and ensuring the psychological recovery and social reintegration of children affected by armed conflict.(10, 42) In addition, the Labor Law and Presidential Orders 155/01 and 72/01 prohibit children under age 18 from being recruited for military service.(43, 44)

Rwanda

In 2012, Rwanda adopted the Organic Law Instituting the Penal Code.⁽⁴⁵⁾ This Law prohibits slavery; child trafficking; child rape; violence against children; recruitment, use, or profit from the commercial sexual exploitation of children; and use of children for armed conflict, in pornographic publications, or for illicit activities. The Law also provides penalties, including jail time and a fine, for persons who recruit children for armed conflict or do not report offenses committed against children to the authorities.⁽⁴⁵⁾ Despite this protection, in 2012, children were recruited within Rwanda by M23 for armed conflict in the Democratic Republic of the Congo.^(10, 29-31, 46)

In April 2012, the Kigali City Security Council drafted guidelines on child labor, including domestic work. These guidelines have been translated into English and French and are awaiting the Prime Minister's approval.^(10, 47)

Institutional Mechanisms for Coordination and Enforcement

The National Advisory Committee on Child Labor in Rwanda coordinates government efforts related 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 to raise awareness of child labor.^(10, 24) This Committee meets quarterly and includes representatives from the Ministry of Public Service and Labor (MIFOTRA), 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 Rwandan National Police (RNP), the National Human Rights Commission, the RDRC, trade unions, the ILO, UNICEF, the Private Sector Federation, and Winrock International.^(10, 24, 48)

The National Commission for Children (NCC) works to monitor, promote, and advocate for children's rights, as well as to develop action plans to protect children from abuse and exploitation.^(10, 49) The NCC is an independent structure under the MIGEPROF and is supported by a board of directors and an advisory council of 14 institutions.^(10, 50) The NCC met twice during the year and had a budget of approximately \$2.4 million, which includes \$1.5 million for district governments to implement child protection programs. The NCC employed 49 staff members during the reporting period, including a child protection officer who is responsible for child labor issues.^(10, 51)

The Government also has established the Inter-Ministerial Committee on Child Rights, National Commission on Orphans and Vulnerable Children, and Child's Rights Observatory within the National Commission for Human Rights.^(10, 50) The Inter-Ministerial Committee on Children's Rights is mandated to meet at least once a year to coordinate and assess the progress of the National Integrated Child Rights Policy (ICRP) and the Strategic Plan for the ICRP in Rwanda. The National Commission on Orphans and Vulnerable Children and the Child's Rights Observatory monitor and protect the rights of children in Rwanda.^(10, 24, 44)

There are 149 local child labor committees nationwide that monitor incidents of child labor.^(10, 40) Gender-based violence committees operate at the district level, and child protection committees are active at the district, sector, and cell levels to identify and report cases of child rights violations.^(47, 52) In addition, the Kigali City Council operates a task force to combat child labor in the districts of Kicukiro, Gasabo, and Nyarugenge.^(19, 47, 53)

To enforce labor laws, including laws on child labor, the MIFOTRA employs 30 labor inspectors (one per district) who are supervised by the district authorities and work with the RNP.^(10, 54-56) At the national level, there is also supposed to be one labor inspector supervised by the Directorate General in charge of labor. However, this position remained vacant for most of 2012.^(54, 57) According to the MIFOTRA, one labor inspector per district is not enough to conduct all of the necessary inspections.⁽⁴⁸⁾ In 2012, the MIFOTRA provided labor inspectors with laptops and funds for Internet service. In addition, half of all labor inspectors received motorcycles and funds for fuel and maintenance.⁽¹⁰⁾ Despite this improvement, the MIFOTRA reports that many labor inspectors still lack transportation to carry out inspections.^(48, 57) During the reporting period, the ILO Committee of Experts was concerned that vulnerable workers, including children, may not be adequately protected, as the budget allocated to labor inspection depended on district authorities and the availability of resources.⁽⁵⁶⁾ To address this concern, in 2012, the MIFOTRA instituted an auditing mechanism to ensure that funds disbursed for labor inspectors were not reprogrammed by district officials.⁽¹⁰⁾

The MIFOTRA assesses the performance of its labor inspectors every 6 months and provides them with training twice a year on identifying and investigating child labor violations.⁽¹⁰⁾ In 2012, labor inspectors held quarterly trainings for employers and local authorities in their district on child labor issues.^(10, 48) The MIFOTRA's training budget for labor inspectors was \$180,000 in 2012.⁽¹⁰⁾

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. If the violation is not corrected within 7 days, the labor inspector may ask the authorities to temporarily close the institution under investigation.(54) However, Law No. 13/2009 permits labor inspectors to enter workplaces only during normal business hours, even though ILO Convention 81 notes that inspectors should be able to enter workplaces at all times. This practice may exclude protection for children who work irregular hours.(58) Labor inspection reports do not contain information on inspections related to the worst forms of child labor.(59) Data regarding child labor inspections, prosecutions, and penalties are not publicly available.(10, 48)

Within villages, citizens can report instances of child labor to the police or to a 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.(57) The district authorities' personal performance contracts include targets for reducing child labor and increasing school enrollment.(10)

The RNP enforces criminal laws related 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.(10, 60, 61) The RNP also operates a free hotline to report incidences of gender-based violence; this hotline is also used for reporting child abuse, including child labor.(57, 62) Some MIGEPROF and RNP employees do not always follow government-approved procedures for screening children and referring them to services, which may impact the quality and timeliness of services provided to children.(10, 24) During the reporting period, the RNP referred some child domestics and children engaged in commercial sexual exploitation to the Isange Center within the Kacyiru Police Hospital for police assistance, legal aid, shelter, medical exams, and counseling. In 2012, five similar centers at public hospitals were open in other districts.(10) During the reporting period, police in Kigali arrested two suspects for trafficking girls to Asia and investigated one case of forced commercial sexual exploitation of a child.(18, 63)

Trafficking cases are referred to the RNP and to the Directorate General of Immigration and Emigration.(57) The Directorate General of Immigration and Emigration retains an anti-trafficking specialist, and the RNP operates an anti-trafficking unit staffed with 15 full-time officers, an increase of 12 officers

from 2011.(10, 21) Despite this increase, RNP officials report that the number of officers in this unit is still insufficient to address the problem.(10) The RNP is trained on several issues, including crimes against children, and 112 police officers were trained in 2012 on transnational child trafficking. However, some officials lack awareness about the laws pertaining to internal trafficking, as they have not been trained.(10, 21) In addition, there have been indications that some members of the RNP are not sensitized to the needs of child trafficking victims, and that some children found engaged in commercial sexual exploitation were detained in transit centers for months before being released.(10, 64) There is no information on the number of trafficking investigations or prosecutions.(10)

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.(10, 24) During the reporting period, the RNP opened Interpol offices at 13 border crossings and at the Kigali International Airport to combat trafficking in persons.(10) The Government also created a special court for international crimes, including human trafficking, during the reporting period.(21) Research found no information about the number of children prevented from crossing the border in 2012.

Government Policies on the Worst Forms of Child Labor

In March 2013, the Government of Rwanda approved its National Policy for the Elimination of Child Labor and 5-year Action Plan to Combat Child Labor.(65, 66) The National Policy for the Elimination of Child Labor and 5-year Action Plan to Combat Child Labor aim to prevent at-risk children from entering exploitative child labor; withdraw children engaged in exploitative labor through the provision of education; rehabilitate former child laborers through counseling, life skills training, and medical care; raise community awareness on child labor; establish monitoring and evaluation mechanisms on child labor; and carry out other initiatives.(10, 38, 66, 67)

In 2012, the MIGEPROF continued to implement its ICRP and Strategic Plan (2011-2016) to address all children's issues, including child labor.(24, 44, 50) The ICRP and Strategic Plan are guided by the principles that abuse, exploitation, and violence against children are intolerable and that the Government and caretakers are accountable for the well-being of children.(44, 68) The ICRP prohibits child labor,

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and the Strategic Plan provides \$9,000 to develop timebound programs to eliminate child labor.(44, 68) When the ICRP and Strategic Plan were adopted in 2011, all other national policies specific to children's issues were subsumed, including the National Policy for Orphans and Other Vulnerable Children, National Strategic Plan of Action for Orphans and Other Vulnerable Children, National Strategic Plan on Street Children, and National Policy for Family Promotion. However, it is unclear how the ICRP and Strategic Plan will complement the National Policy for the Elimination of Child Labor and 5-year Action Plan to Combat Child Labor.(10, 69-72) Rwanda also made policy commitments to combat child labor in its National Employment Policy and Economic Development and Poverty Reduction Strategy II (EDPRS II) (2008-2012).(48, 73-75)

The Government's National Youth Policy and Vision 2020 include child protection issues.(57, 76-78) In addition, Rwanda's National Social Protection Strategy defines social protection and outlines social development activities to assist poor households, such as providing vulnerable children with grants and free education.(79) However, it appears that no research has been conducted on whether these policies have an impact on preventing or reducing the worst forms of child labor.

In 2012, Rwanda began implementing its Twelve Years Basic Education (12YBE) policy, which provides free education for 12 years, by hiring new teachers and building schools.(10) Education is compulsory, beginning at the age of 7, until the age of 16. However, in practice, the costs of uniforms, school supplies, and unofficial school fees prohibit many families from sending their children to school.(57, 77, 80-82) Although the Strategic Plan for the ICRP in Rwanda calls for registration of the births of all children 16 years of age and younger by 2015, approximately 20.0 percent of children in Rwanda remain without birth certificates, which may make it difficult for them to access education.(44, 83)

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

In 2012, the RDRC relocated the child rehabilitation center for former child combatants returning from the Democratic Republic of the Congo from the Muhazi District in the Eastern Province to the Musanze District in the Northern Province. The new center raises awareness of child soldier issues and provides a 3-month course to former child soldiers, including counseling, education, recreational activities, and vocational training.(10, 18, 21, 44) During the reporting period, the RDRC rehabilitated 66 former child combatants and reunited

53 with their families.(10, 18) The RDRC receives funding from UNICEF, the World Bank, and the Governments of Sweden, the Netherlands, Japan, and Germany.(21) In addition, Rwanda is working with the UN High Commission for Refugees to improve protection measures and provide access to education for children in Rwanda's four refugee camps who may be impacted by the conflict in the Democratic Republic of the Congo.(84)

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.(12)

Rwanda also continued to participate in the USDOL-funded, 4-year Global Action Program on Child Labor Issues project, which is active in approximately 40 countries. In Rwanda, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor.(85, 86)

In 2012, the National Agricultural Export Board participated in discussions on child labor in the agriculture sector with companies and NGOs.(39, 47) The MIFOTRA and district authorities also raised public awareness on the importance of education and on children's involvement in the worst forms of child labor through radio shows, television announcements, and skits.(10)

Rwanda continued to collaborate with the Eastern Africa 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.(87-89) The Government also initiated a campaign against child abuse, sexual exploitation, and human trafficking.(10)

In 2012, Rwanda 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. By March 2012, this Program assisted 1,074 children in 25 centers across the country.(10, 79, 90, 91) The Government also continued to operate the Gitagata center for former street children; this center was located in the Bugesera District during the reporting period. The center provided education support and recreational activities to more than

700 boys, ages 7 to 19.(10, 67) In addition, the Government sustained its partnership with private organizations to support 33 orphanages that provided shelter, basic needs, and rehabilitation for 3,153 street children, orphans, and vulnerable children.(10) However, in August 2012, the MIGEPROF announced that it would begin phasing out Rwanda's orphanages and integrating children with families across the country. The MIGEPROF closed three orphanages by the end of 2012.(10, 68, 78, 92) It is too early to determine the impact that the Vision 2020 Umurenge Program and the closing of childcare institutions will have on child labor.

The WFP continued to provide meals to 350,000 children in 300 primary schools. Rwanda, in collaboration with the

Government of Brazil, also began developing a home-grown school feeding program in 2012.(93, 94) In addition, Rwanda implemented the One Cup of Milk per Child program, funded by the EU, to provide milk to children in nursery and primary schools. As of January 2012, 30 schools benefited from the program.(95, 96) The question of whether the school feeding programs have an impact on the prevention or reduction of the worst forms of child labor does not appear to have been studied.

Despite the many programs detailed in this section, Rwanda's social programs are not sufficient to assist the numerous children working in domestic service.(35)

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 noncontractual labor activities.	2009, 2010, 2011, 2012	
	Revising Law No. 13/2009 to allow labor inspectors to enter workplaces outside of normal business hours.	2012	
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"> Ensuring that the MIFOTRA and the RNP have sufficient human and financial resources to carry out their mandates. Making information publicly available on investigations and prosecutions related to the worst forms of child labor. Ensuring that the MIGEPROF and RNP provide training to staff on government-approved procedures for screening children and referring them to services. Increasing training among enforcement officials on internal child trafficking and the rights of trafficking victims and children engaged in commercial sexual exploitation. 	2009, 2010, 2011, 2012 2009, 2010, 2011, 2012 2012 2009, 2010, 2011, 2012	
	Ensure that Government of Rwanda officials enforce the law with regard to the recruitment of children for armed conflict.	2012	
	Policies	Assess the impact that policies such as the National Youth Policy, Vision 2020, and National Social Protection Strategy may have on addressing the worst forms of child labor.	2011, 2012
	Ensure that school costs, such as uniforms, school supplies, and unofficial school fees, do not diminish the impact of the 12YBE policy.	2010, 2011, 2012	
	Implement the Strategic Plan for the ICRP in Rwanda, which requires the birth registration of all children 16 years and below by 2015.	2012	
	Undertake an assessment on the extent of child trafficking in Rwanda.	2012	

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Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Take steps to ensure that children in Rwanda are not recruited by armed groups in the Democratic Republic of the Congo.	2012
	Conduct an assessment of the impact that the Vision 2020 Umurenge Program, closing of child care institutions, birth registration programs, and school feeding programs may have on the worst forms of child labor.	2009, 2010, 2011, 2012
	Develop additional social protection programs to assist child domestic servants.	2009, 2010, 2011, 2012

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In 2012, Saint Kitts and Nevis made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government implemented the Child Protection Protocol and established a Special Victims Unit to assist children involved in the worst forms of child labor. All labor inspectors also received child labor training to better identify, protect, and assist children found in such conditions. However, there are some legislative gaps in protecting children ages 16 and 17 from employment in hazardous conditions. 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.



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		92.9

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(4)

Limited evidence suggests that there have been isolated occurrences of child prostitution.(5)

Laws and Regulations on the Worst Forms of Child Labor

The Employment of Women, Young Persons, and Children (EWYPC) Act and the Employment of Children (Restriction) Ordinance set the minimum age for work at 16, including

International Conventions and Selected Laws on Child Labor and Education

	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

employment that is likely to harm the health, safety, or morals of the employed children. Carrying heavy loads, working on ships, or in industrial undertakings fall into this category.(6) Work that constitutes industrial undertakings is defined in the Employment of Children (Restriction) Ordinance and includes mining, construction, and manufacturing. However,

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these prohibitions do not apply to family businesses, and children ages 16 and 17 appear to lack legal protections from employment in dangerous conditions.(6, 7) Moreover, a hazardous list, delineating the occupations and activities that children should be prohibited from engaging in, has not been established.(6, 8)

The Constitution explicitly prohibits forced or slave labor.(9) The Trafficking in Persons Act of 2008 prohibits and criminalizes human trafficking.(10, 11) The Act prohibits the exploitation of all persons, including children, for prostitution and commercial sexual use. Procuring, offering, engaging, pandering, or profiting from prostitution or child pornography is illegal.(8) However, there are currently no legal frameworks prohibiting the use, procurement, or offering of a child for the production and trafficking of drugs.(8)

The Probation and Child Welfare Board Act prohibits the infliction of non-accidental injuries on a child, especially by a caretaker. These injuries include sexual abuse or engaging the child in activities that they cannot give consent to, such as engaging the child in prostitution, photographing, or depicting the child in an indecent manner, and conducting oneself in a sexual manner that causes harm to the child's welfare.(12)

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.(13, 14)

The Education Act of 2005 makes schooling free and compulsory until the age of 16, and attendance is strictly enforced by school truancy officers.(3, 6, 15)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor (MOL) is responsible for enforcing child labor laws and works closely with the Ministry of Social Development to refer working children for services. In 2012, the MOL employed six labor officers who also served as labor inspectors.(16) The labor officers are responsible for investigating all labor violations, including those related to children. This reporting period, the inspectors received training on child labor and carried out over 70 inspections.(16)

The police force leads all criminal investigations. They work closely with the Department of Gender Affairs and Child Welfare services to assist child victims.(16) A Special Victims Unit has been created by the police and the Child Protections Services agency to carry out investigations on the worst forms

of child labor. The Department of Gender Affairs has signed a Child Protection Protocol with the police force to ensure that identified victims receive the appropriate services.(16) There were no child labor violations reported.(16)

The Government continued the National Advisory Board for the Elimination of Hazardous Child Labor (NABEHCL), which implements legislation that would eradicate Hazardous Child Labor (HCL). The Labor Commissioner chairs the NABEHCL, which comprises members from other government agencies, as well as representatives from workers' groups, employers' groups, and other civil society stakeholders.(5, 16) To ensure that the proposed legislation for the hazardous list is enforceable; the NABEHCL is first tasked with developing a National Consensus Policy and then revising current laws to reflect the desired changes. Ultimately, the purpose of the legislation will be to ensure that no child under the age of 16 is employed and to legally protect those children between the ages of 16 and 18 who are able to work, from being able to do so in hazardous occupations.(15) The Government is working on developing draft legislation that will also establish a list of hazardous occupations.(16)

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 goals and objectives for the education system. These goals include, but are not limited to, improving the access and quality of education for all children.(17) An official at the Ministry of Education reports that working children are not a problem and school dropout rates are negligible in Saint Kitts and Nevis; therefore, working children are not a major concern for the Government.(18) There is no recent data, however, on the actual number of children who are engaged in economic activities. A National Census was conducted in 2011, and it is expected to contain such information.(7) Results from the Census are not available, and it is unknown when they will be published. Research was unable to discover any additional policies addressing the worst forms of child labor.

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

Since 2009, the Government has operated the Support Services for Families of Children at Imminent Risk Program in an effort to prevent engagement in child labor activities, as well as child abuse or neglect.(13) They have also continued to support several social assistance programs that enable children to

remain in school. These programs include provisions for food vouchers, school supplies, uniforms, textbooks, and a school meal program.(13) The Government continues to run Project Viola, a monetary assistance program for teenage mothers to pursue higher education.(13, 16)

The Ministry of Education offers vocational educational opportunities to at-risk children who are not doing well academically. These programs are geared at preventing child labor by providing children with alternatives.(19) However, the actual impact these programs have on child labor, especially on those engaged as domestic workers, is unknown.

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, 2012
	Extend labor provisions to cover children working in family businesses.	2011, 2012
	Adopt a list that would define work that is hazardous for children.	2009, 2010, 2011, 2012
	Draft and adopt legislation to prohibit the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs.	2012
Policies	Publish the results for the 2011 National Census to assess the prevalence of child labor and its worst forms.	2012
Social Programs	Assess the impact that existing policies and programs may have on addressing the worst forms of child labor, especially in domestic service.	2010, 2011, 2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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.
- U.S. Department of State. “St. Kitts and Nevis,” in *Country Reports on Human Rights Practices- 2013*. Washington, DC; April 19, 2013; <http://www.state.gov/j/drl/rls/hrrpt/humanrightsreport/index.htm#wrapper>.
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18. U.S. Embassy- Bridgetown official. E-mail communication to USDOL official. March 11, 2011.
19. U.S. Embassy- Bridgetown. *reporting, January 28, 2011*.

In 2012, Saint Lucia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted the amended Labor Act of 2006, raising the minimum age for employment to 15. In addition, the Government continued to support an afterschool program for underprivileged youth. Despite these efforts 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 information on the prevalence of the worst forms of child labor in Saint Lucia is limited, children are reported to be engaged in dangerous activities 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		93.2

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 are reported to be engaged in dangerous activities in agriculture.(3-5) There is some information that children in rural areas harvest bananas after school and during the holidays.(3-5) Children working in agriculture may be engaged in dangerous activities. They may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6, 7)

There are reports of children working on the streets, but specific information on hazards is unknown.(4, 5, 8)

Laws and Regulations on the Worst Forms of Child Labor

In 2012, the Government adopted the amended Labor Act of 2006, which repeals the Employment of Women, Young Persons, and Children Law Revised Ordinances of 1957.(9-11) The amended Act sets the minimum age for employment at 15 and prohibits the employment of children who have



International Conventions and Selected Laws on Child Labor and Education

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

not yet reached the minimum age for compulsory education.(9-11) The Labor Act of 2006 and the Education Act of 1999 both prohibit the employment of children under the age of 16 during the school week, unless for vocational training, but allows children above the age of 13 to be engaged in light work during the weekends and on holidays.

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The Government has identified, among other occupations, car washing, delivering newspapers, cake sales, and other fundraising school activities to constitute light work.(9, 12)

The Occupational Health and Safety Act prohibits the employment of persons under age 18 in industrial undertakings.(3, 13, 14) This includes, but is not limited to, cleaning, lubricating, or adjusting any machinery while in motion; working on a steam boiler, a kiln, an oven, and other equipment that involves high temperature exposure; working on machine tools and other high speed machinery; and operating cranes, winches, and other lifting appliances. Young persons—those who have attained the age of 16 but not yet 18—are also prohibited from engagement in these hazardous activities unless they are being supervised as part of an apprenticeship or vocational training program.(3, 13, 14) Research found no evidence that there are prohibitions on hazardous work in other sectors of the economy.

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.(15, 16)

The Constitution prohibits slavery, servitude, and forced labor for children of all ages.(17) The Criminal Code bans prostitution and the procurement of or engagement in sexual relations with any male or female under age 18.(18) The Counter-Trafficking Act No. 7 criminalizes the trafficking of children for labor and commercial sexual exploitation.(3, 19) However, the Government lacks adequate protections for children used in child pornography and drug trafficking.(14)

The Education Act No. 41 (1999) mandates compulsory primary and secondary schooling from ages 5 to 15.(11, 12) Under the Act, tuition is free for children attending public institutions; however, other unspecified charges can be applied if approved by the Minister.(12) Although school is compulsory for all children under the age of 15, the Ministry of Education reports that truancy has led to child labor in the informal sector. In an effort to keep children from entering the labor force and in school, an additional Truancy Officer has been hired.(11) It is unknown whether this is sufficient to address the problem.(11)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a specific coordinating mechanism to combat the worst forms of child labor in Saint Lucia.

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.(3, 4) The Department of Labor, within the Ministry of Education, Human Resource Development and Labor, conducts workplace inspections to ensure compliance with the labor law.(11) 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.(3) Ministry representatives noted that the current number of inspectors is insufficient to carry out their responsibilities. The amount of funding allocated for child labor inspections is unknown.(3) During the reporting period, there were no reports of inspections being conducted regarding child labor or of penalties and citations issued for child labor violations.(3, 11)

Enforcement of all criminal laws, including those involving the worst forms of child labor, is the responsibility of the Royal Saint Lucia Police Force. They have a Vulnerable Persons Unit to investigate all cases of child abuse and neglect, including child labor, and work in collaboration with the Division of Human Services.(3, 4) The Vulnerable Persons Unit did not receive specific child labor training during the reporting period. (3)

The Government of Saint Lucia had previously established the National Coalition against Trafficking in Persons, which was meant to detect, investigate trafficking cases, and protect victims. Research found no evidence that the Coalition was in place during the reporting period.(20) No formal training was provided to the Saint Lucia police, immigration authorities, health workers, or child protection officials in recognizing trafficked victims.(21)

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.(22) Enacted by the Ministry of Social Transformation, Youth, and Sports, the program engages

children in three poor communities in various afterschool activities. As of the writing of this report, it was expected to continue until 2013.⁽²²⁾ The impact of the program on child labor is unknown.

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	Enact prohibitions on hazardous work in sectors other than industrial undertakings for children under age 18.	2009, 2010, 2011, 2012
	Draft and adopt legislation to prohibit procuring or offering a child for the production of pornography or for pornographic performances.	2011, 2012
	Draft and adopt legislation to prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2011, 2012
Coordination and Enforcement	Increase the number of labor inspectors so that child labor laws are adequately enforced.	2011, 2012
	Establish a specific coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Provide child labor and human trafficking training to relevant authorities working with vulnerable populations, including child laborers.	2012
	Make information on inspections for child labor and results of those inspections publically available.	2012
Policies	Conduct a comprehensive study to assess the nature and extent of the worst forms of child labor in the country.	2009, 2010, 2011, 2012
	Adopt policies to combat the worst forms of child labor in dangerous forms of agriculture and street work.	2010, 2011, 2012
Social Programs	Determine the impact of the Ministry of Social Transformation, Youth, and Sports afterschool program on child labor.	2011, 2012
	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 other identified worst forms.	2009, 2010, 2011, 2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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 2012, Saint Vincent and the Grenadines made a minimal advancement in efforts to eliminate the worst forms of child labor. In implementing the Prevention and Trafficking in Persons Act this year, the Government established a ministerial National Task Force Against Trafficking in Persons. An anti-trafficking unit has also been established within the Royal Police Force. 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 are 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 is limited evidence suggesting that children are involved in dangerous activities within the agricultural sector, including the cultivation of marijuana.(3-5) Although information is limited, there are reports that children are also found working on banana plantations and in family-owned cottage industries.(5, 6) Such work may put them at risk by requiring them to use dangerous tools, carry heavy loads, and apply harmful pesticides.(7, 8)

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 work in agriculture.(9) Limited reports from NGO and government sources state that girls are encouraged by their mothers to engage in sexual activities with older men for money as a way to supplement the family income.(6) However, the Government has acknowledged that due to the lack of data on the prevalence of child labor, especially the sexual exploitation of children, the full extent of the problem is unknown.(10) In



addition, there is limited evidence that children are involved in the trade of marijuana.(3-5)

Laws and Regulations on the Worst Forms of Child Labor

The Employment of Women, Young Persons, and Children (EWYPC) Act establishes the minimum age for employment, including hazardous work, at age 14.(10, 11) This law does not meet the international minimum age standard of 18 for hazardous work.(10, 11) Children under the age of 18 are prohibited from working at night and in any industrial undertaking.(10, 11)

The EWYPC Act also authorizes the Governor-General to establish regulations regarding the health, welfare, and safety of children and young persons. However, there are no regulations defining or prohibiting hazardous occupations or conditions for children.(10, 11).

Saint Vincent and the Grenadines

International Conventions and Selected Laws on Child Labor and Education

	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 Prevention of Trafficking in Persons (PTIP) Act of 2011 prohibits the sale and trafficking of all children under the age of 18. The Act prohibits the involvement of any trafficked person, including children, in forced labor, prostitution, and pornography.(12, 13) It also prohibits the use of a child in the trafficking of illicit goods.(12, 13) However, there are no legal frameworks prohibiting the use of children in the production and trafficking of illicit drugs.(10)

The Constitution (1979) prohibits all forms of forced and compulsory labor.(14)

Saint Vincent and the Grenadines does not have a national army.(15) The Royal Saint Vincent and the Grenadines Police Force is responsible for the security and protection of the people. The minimum age for voluntary recruitment into the Police Force is 19.(15, 16)

The Education Act of 1992 was revised in 2006 to offer universal access to primary and secondary schooling. The Act mandates free and compulsory education for all children between the ages of 5 to 16.(17-19)

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 coordinates the prosecution of trafficking cases.(5)

The Ministry of Labor is responsible for enforcing all child labor laws. There are five labor officers who are responsible for monitoring all labor issues for the country and the island of the Grenadines.(4-6) Inspectors investigate child labor only in response to complaints; there were no reports of inspections or violations involving child labor this reporting period.(5) The Government recognizes that there are not enough inspectors to carry out the full extent of their assigned duties and this has led to difficulties in inspecting workplaces.(20) In 2012, the Government allocated \$377,777 to the Ministry for all enforcement activities. Labor inspectors did not receive training on child labor and its worst forms this reporting period.(5)

The Royal Police Force is responsible for making all criminal arrests, including those involving the worst forms of child labor and human trafficking. An anti-trafficking unit has also been created within the Royal Police Force in an effort to address the problem.(5, 21) In 2012, the budget for the police force was \$650,250. This reporting period, the entire force received training on trafficking victim identification, care, and sensitization.(21) Children who are identified by the police force as victims of human trafficking or engaged in child labor are referred to the Ministry of Social Development for social services by the Ministry of Labor.(5, 21)

In 2012, the Government established a ministerial National Task Force against Trafficking in Persons.(22) The functions of the Task Force are to develop a national plan to address trafficking, to coordinate the collection of data amongst government agencies, to establish policies to enable government agencies to work with nongovernmental organizations to prevent trafficking and assist victims, as well as to coordinate and provide training for all relevant government officials and authority figures.(13, 22)

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.(10)

Saint Vincent and the Grenadines

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

The Government of Saint Vincent and the Grenadines does not have any programs that are specifically designed to address child labor. However, several programs exist to reduce poverty, increase educational attainment, and improve the overall lives of its people.(4, 5, 18) Some of the services include free medical and health care services for children 16 years and younger, subsidization of textbooks, and school feeding programs.(18)

The Ministry of Education developed the Education Sector Development Plan to serve as a guide in the comprehensive development of the education system.(4, 18, 19) Programs, such as Children Against Poverty, were developed to address gaps in the schooling system and break the cycle of intergenerational poverty.(4, 18) This program specifically targets low achievers between the ages of 5 to 16, using innovative and integrated approaches to learning, in order to keep children engaged.(18)

The impact of these programs on the worst forms of child labor is unclear.

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, 2012
	Develop a list of hazardous occupations and working conditions prohibited to children under the age of 18.	2009, 2011, 2012
	Draft and adopt legislation to prohibit procuring or offering a child for the production and trafficking of illicit drugs.	2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat all worst forms of child labor.	2009, 2010, 2011, 2012
	Provide training to inspectors on child labor and its worst forms.	2011, 2012
Policies	Conduct a national child labor 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, 2012
	Develop a national plan of action to address the worst forms of child labor, particularly for children engaged in commercial sexual exploitation and in illicit activities within the agricultural sector.	2009, 2010, 2011, 2012
Social Programs	Assess the impact that existing programs may have on addressing the worst forms of child labor.	2009, 2010, 2011, 2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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 2012, Samoa made no advancement in efforts to eliminate the worst forms of child labor. Children age 15 or older can perform any kind of work and have no protections against their involvement in 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 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		98.4

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's Analysis, 2013.(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.

Most boys in Samoa begin working on plantations as preteens or young teenagers planting, harvesting, and tending to domestic animals. Limited evidence suggests that children gather crops such as coconuts.(3, 4) In some cases, children working in agriculture may use dangerous machinery and tools, carry heavy loads, and apply harmful pesticides.(5, 6)

Children are reportedly employed as domestic servants.(3, 4, 7) Children working as domestic servants may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(8, 9)



There are reports of children working on the streets, but specific information on hazards is unknown.(4, 7, 10)

Laws and Regulations on the Worst Forms of Child Labor

The Labor and Employment Act 1972 sets the minimum age for employment, including hazardous work, at 15 and allows children under age 15 to engage in “safe and light work suited to the capacity of the child.” Samoa’s labor laws do not include protections against hazardous work for children age 15 to 18. 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.(11) The Act only applies to individuals who work in a fixed place of employment.(4) Although Samoa does not have a list of work activities considered hazardous, the Government reportedly commenced the process of drafting one in 2011.(12) Information is unavailable on whether the draft was finalized. The lack of clarity regarding hazardous work and work outside of a fixed place of employment leaves children vulnerable to the worst forms of child labor.

The Constitution prohibits forced or compulsory labor, but also explicitly includes an exception to this provision for work or service required by Samoan custom.(13) Research did not identify which work or service activities would be required by Samoan custom.

Though Samoa has no criminal provision targeted specifically at child prostitution, the Crimes Ordinance 1961 provides protection for girls, prohibiting the inducement of a female of any age into sexual relations through fraudulent means.(14) Soliciting or procuring a female of any age for prostitution, or benefiting from the earnings thereof, is also punishable under the Ordinance.(14) The Crimes Ordinance does not provide adequate protection against the commercial sexual exploitation of boys, since the provisions detailed above exclude males. No specific criminal provision exists regarding child pornography, but there is a provision of the Crimes Ordinance that generally

Samoa

prohibits the distribution or exhibition of indecent matter.(14) In 2012, parliament tabled a bill to repeal the Crimes Ordinance 1961 and replace it with the Crimes Act 2012. If passed, the Crimes Act 2012 would impose additional penalties on individuals who engage children under the age of 18 in forced labor, or commit sexual crimes against children.(15)

International Conventions and Selected Laws on Child Labor and Education

	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	15
	Free Public Education	No

No comprehensive law prohibits trafficking in persons, but kidnapping any person with the intent to transport him or her out of the country, or holding the individual for service, is a crime punishable under the Crimes Ordinance. Children are also protected by the provision of the Ordinance providing that no person under age 16 may give consent to being sent or taken out of Samoa.(14) However, it is unclear whether the law provides for complete protection against domestic human 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 work of any kind at any time during which this work would interfere with the child's school attendance, participation in school activities, or educational development.(16) The Act does not provide for free education.

As there are no armed forces maintained by the Government of Samoa, there is no minimum age for conscription.(17) 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.(10, 18) The Ministry of Women, Community, and Social Development and the Ministry of Education may be called upon to help with investigations.(7)

The MCIL's inspectors investigate Labor and Employment Act violation complaints, including complaints related to child labor violations, and refer them to the Ministry of Police (MOP) and the Office of the Attorney General for enforcement.(10, 18) In 2012, the MCIL assigned 11 inspectors to carry out inspections. No child labor violations were reported to MCIL during the reporting period.(15) No cases involving child labor were prosecuted in 2012.(4)

Trafficking-related investigations are conducted by the Transnational Crimes Unit of the MOP.(19) No information was identified on the number of trafficking-related enforcement actions or violations found during the reporting period.

Government Policies on the Worst Forms of Child Labor

Research found no evidence of any policies in place to address the worst forms of child labor, namely in dangerous activities in agriculture or domestic service.(3)

The Government did not collect information on exploitative child labor in 2012. The last official study on child labor was conducted in 2005.(15, 20)

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, 15, 21-23) Approximately 99 percent of Samoan primary school students are enrolled in schools covered by the SSFGS Program, while the remainder are enrolled in private schools. One of the Program's aims is to make school enrollment and attendance affordable to parents who are otherwise unable to pay school fees.(22)

The Government continues to implement the Education Sector Program II to create a more equitable and effective education system. The Program is designed to improve curriculum, learning materials, the national assessment system, teacher training, and educational facilities.(15, 24) Program II is being implemented with help from the Asian Development Bank and the Governments of Australia and New Zealand. It will run through a part of 2013.(15, 24)

The Strategy for the Development of Samoa 2008-2012, compiled by the Economic Policy and Planning Division of the Ministry of Finance, focuses on Samoan developmental goals and strategies for achieving them. One area of focus is

on improving education standards, such as school attendance, particularly for girls. Goals included creating more water sources closer to homes to reduce the time girls spend fetching water for their households and constructing separate restroom facilities at schools for boys and girls.(25) Information was unavailable on the progress made toward these goals, and the impact of the strategy on child labor appears not to have been addressed.

Research has not uncovered evidence of any government programs specifically intended to address the worst forms of child labor in agriculture or domestic service.

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 prohibit hazardous work activities for all children under age 18.	2009, 2010, 2011, 2012
	Amend provisions in the Crimes Ordinance 1961 to prohibit the commercial sexual exploitation of all children.	2009, 2010, 2011, 2012
	Ensure appropriate legal protection for children who do not work in a fixed location.	2009, 2010, 2011, 2012
	Complete and adopt a list of hazardous occupations for children.	2011, 2012
	Provide complete protection against domestic human trafficking.	2011, 2012
	Ensure that primary education is free by law.	2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Collect and make data on the number and type of inspections related to the worst forms of child labor publicly accessible.	2009, 2010, 2011, 2012
Policies	Establish policies to address the relevant worst forms of child labor in Samoa.	2009, 2010, 2011, 2012
	Conduct comprehensive research to better understand the extent and nature of the dangers contributing to the worst forms of child labor in sectors such as agriculture and domestic service.	2010, 2011, 2012
Social Programs	Assess the impact that the Strategy for the Development of Samoa 2008-12 may have on child labor.	2012
	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, and domestic service.	2009, 2010, 2011, 2012

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2. UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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 2012, São Tomé and Príncipe made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government held a tripartite national seminar on the worst forms of child labor, and the National Assembly ratified a new Penal Code that criminalizes human trafficking, setting steeper penalties for labor trafficking that involves minors younger than 16. However, São Tomé and Príncipe's legislation does not fully protect children from the worst forms of child labor. Further, the Government has not established a coordinating mechanism or national policy to combat the worst forms of child labor, and current Government programs do not target all sectors in which child labor occurs. Children in São Tomé and Príncipe 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		99.1

Sources:

Primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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 domestic service.(3-10) Children employed as domestics may work long hours, performing strenuous tasks, without sufficient food or shelter. They may be isolated in private homes and are susceptible to physical and sexual abuse.(11, 12) Some reports suggest that children may also perform unsafe tasks in carpentry and artisanal workshops.(3, 4)

The most common form of work children do in São Tomé and Príncipe is light work on farms and plantations in rural areas.(5, 6, 8-10, 13) However, there is limited evidence that some agricultural work is dangerous.(14) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(14, 15)

There is some evidence that children are engaged in fishing, though the significance of the problem is thought to be limited.(5, 13) These children may work long hours, perform physically demanding tasks, and face dangers such as drowning.(16, 17)

Limited evidence suggests that the commercial sexual exploitation of children is also a problem in São Tomé and Príncipe.(18, 19)

There are reports of children working on the streets, but specific information on hazards is unknown.(3-6)

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.(20) The law also limits children younger than age 18 from working more than 7 hours per day and 35 hours per week.(20) In order to work legally, children ages 14 to 17 must obtain written parental consent and provide proof of school attendance.(9, 10) The legislation calls for the development of a list of hazardous occupations from which children will be prohibited, and although the Government intends to issue a list, one has not yet been developed.(21)

The Constitution of São Tomé and Príncipe and the Penal Code prohibit forced or compulsory labor.(6, 21, 22) In 2012, the National Assembly ratified a new Penal Code. The legislation prohibits engaging in a sexual act with a child younger than 14 as well as directing a child younger than 14 to engage in a sexual act, protecting some young children from sexual exploitation.(21) The Penal Code also explicitly penalizes engaging in or facilitating sexual acts with a child under 14 for profit or gain.(21) However, laws do not fully

Sao Tomé and Príncipe

protect all children younger than age 18 from commercial sexual exploitation, and child prostitutes between 14 and 18 are viewed by the law as criminals and are subject to prosecution.(18, 19, 23) The new Penal Code proscribes human trafficking for the purposes of labor and sexual exploitation.(21) The Code sets steeper penalties for labor trafficking when the crime involves a minor under 16 years of age.(21)

International Conventions and Selected Laws on Child Labor and Education

	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.(9, 10) The minimum age for compulsory recruitment into the military is 18.(23, 24)

The Constitution guarantees the provision of free and compulsory basic education.(22) 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.(9, 10, 25) However, in practice, some students in rural areas stop attending school after fourth grade.(26) 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.(18, 27) 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. However, the Government is working to form a Tripartite committee to combat child labor.(13, 28) Although the body is not yet formalized, the Government has begun working informally with labor unions and the Chamber of Commerce on efforts to combat child labor, including the development of a national action plan and a list of hazardous activities prohibited for children.(29)

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.(10) Due to budgetary restrictions, 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, 8, 10) 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, 8-10) The Government employs 15 labor inspectors who work in these small teams throughout the country.(8-10, 30)

Complaints regarding the worst forms of child labor may be lodged with the Department of Labor Inspection.(8) During the reporting period, no complaints of exploitative child labor were received and no labor investigations involved children.(10)

The Ministry of Justice, Public Administration, and Parliamentary Affairs 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.(9, 10)

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, during the reporting period, the Government expressed its intention to draft a national action plan against child labor.(13, 21, 28)

Sao Tomé and Príncipe

São Tomé and Príncipe and other members of the Community of Portuguese-Speaking countries have approved four target areas in which they will focus their efforts to combat child labor. These areas consist of the exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data, and technical cooperation and training.(31-33)

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 targets 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.(34) Under this project, the Government held a three-day national seminar on child labor in August 2012.(13, 28, 35) The seminar included union, government, and business representatives.(13) During the meeting, participants laid the framework for a national action plan against child labor and expressed an intent to form a Tripartite Committee to combat child labor.(13, 28, 35, 36)

The Government also supports three centers that provide shelter, education, and skills training to approximately 250 at-risk children, including street children and orphans.(8-10, 26, 37) Apart from partial funding, the Government provides the centers with land, buildings, social work staff, and school stipends for beneficiaries.(9, 10) During the reporting period, the Government also continued a media campaign to prevent child labor.(38)

The Government continues to implement 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.(39) The Government also runs a program to help poor mothers and provides assistance for some low-income families to keep their children in school.(6, 40) However, the question of whether these programs have an effect on child labor does not appear to have been addressed.

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, 2012
	Amend the law to protect all children younger than age 18 from commercial sexual exploitation, including prostitution and pornography.	2009, 2010, 2011, 2012
	Amend the law to ensure that children in prostitution are treated as victims rather than offenders under the law.	2011, 2012
	Explore ways to increase access to schooling and enforce the compulsory education law.	2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2010, 2011, 2012
	Address the resource needs of the Department of Labor Inspection to effectively conduct inspections and enforce child labor laws.	2009, 2010, 2011, 2012
Policies	Adopt policies to address the worst forms of child labor, particularly for children working in agriculture, domestic service, and commercial sexual exploitation.	2009, 2010, 2011, 2012

Sao Tomé and Príncipe

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Assess the impact of existing education programs on child labor.	2011, 2012
	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, 2012

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Senegal

In 2012, Senegal made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government approved a National Strategy under the Interagency Committee Against Child Labor in November 2012 and allocated funding for its implementation. 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. 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 impedes effective coordination and implementation of efforts. Children in Senegal 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.	14.9 (510,420)
Attending School	5-14 yrs.	53.6
Combining Work and School	7-14 yrs.	8.3
Primary Completion Rate		62.8

Sources:

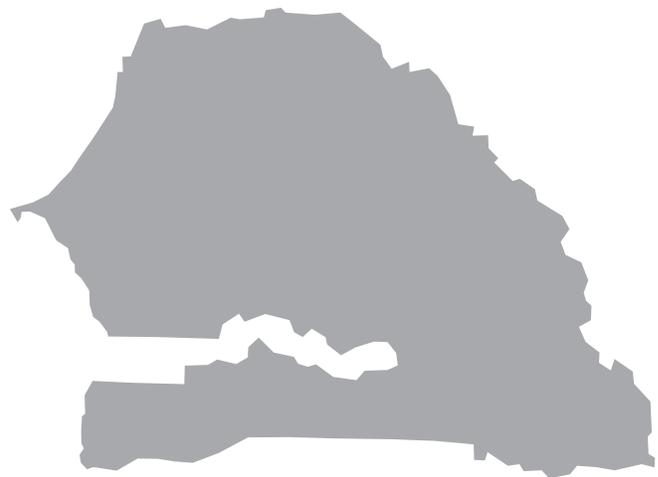
Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2010-2011.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Senegal are engaged in the worst forms of child labor, including in dangerous activities in agriculture and in forced begging. Children working in agriculture may use dangerous tools, carry heavy loads, and apply pesticides.(3-8) Limited evidence suggests that children in rural areas also work in cattle herding.(3, 5-7) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(9, 10)

While the prevalence is unknown, children also work in the fishing sector.(3-7) In Senegal, fishing sometimes involves the use of explosives to kill large quantities of fish.(11, 12) In addition to the hazards associated with using explosives,



children in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(13, 14)

Children are also engaged in domestic service.(3, 4, 7, 15-17) Children employed as domestics may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(15, 18, 19) 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.(3, 6, 17, 20) Children are also trafficked domestically and internationally for work in prostitution and sex tourism.(4, 20, 21)

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.(7, 17, 22-24) *Marabouts* who force their *talibés* to beg typically set a daily quota that *talibés* must meet or face beatings.(7, 22, 23) Some *talibés* who fail to meet quotas are forced to spend the night on the street.(23) There are tens of thousands of *talibés*, mostly under age 12, estimated to be in situations of forced begging. These boys often live in overcrowded, unsanitary conditions; receive inadequate food and medical care; and are vulnerable to sexual exploitation.(23) According to various stakeholders, including the UN Committee on the Elimination of Racial Discrimination, the problem of forced begging appears to be increasing in Senegal.(5, 25)

Although evidence is limited, there is reason to believe some *talibés* are used to harvest cashews, mangoes, and oranges.(7) 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.(7, 26) Limited evidence also suggests that *talibés* in Thies collect garbage from homes, sometimes carrying very heavy loads.(27) There are also reports of other children working on the streets, but information as to specific activities and hazards is unknown.(4, 6, 7, 20, 29)

Talibés typically come from rural areas within Senegal and from neighboring countries, sometimes as a result of trafficking.(3, 17, 23, 28) Senegalese children are also trafficked to Gambia and to Mauritania, where religious teachers force them to beg.(29)

Limited evidence suggests that children in Senegal may work in dangerous conditions in gold mines. Although the extent of the problem is unknown, children also work in salt mines and rock quarries.(3, 7, 16, 17, 30, 31) These children 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.(7, 11, 31) Children also perform dangerous work in construction.(32)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment, including apprenticeships, at 15.(33) However, section L.145 of the Labor Code grants the Minister of Labor authority to waive the minimum age based on local needs.(34) *Arrêtés ministériels 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.(35, 36) 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, or if they are handling ventilation equipment.(3, 24, 34, 36, 37) However, limiting children of any age to “light work” in underground mines and quarries is inconsistent with the international standards set forth by ILO Convention 138.(38) *Arrêté ministériel n° 3749* prohibits some of the activities considered to be worst forms of child labor, including 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.(39)

The Constitution bans forced labor.(3) Senegalese law also defines slavery as a crime against humanity.(4) The minimum age for compulsory military recruitment is 20. The minimum age for voluntary recruitment is 18.(3, 40)

International Conventions and Selected Laws on Child Labor and Education

	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 Penal Code prohibits the procuring a person for prostitution and acting as an intermediary for prostitution. If the crime involves a minor younger than age 13, sentences are more severe.(41) The Penal Code also prohibits using, procuring, or offering a child for pornography.(37) Law n° 2005-06 prohibits all forms of trafficking and prescribes stringent penalties.(42) Law n° 2005-02 proscribes begging and establishes penalties for those who enable, coerce, or force others to beg for their profit.(4) Research did not find laws that fully protect children from involvement in illicit activities.

The Constitution mandates state provision of free education.(43, 44) Law n° 2004-2037 establishes compulsory education until the age of 17.(3)

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.(3, 5, 6) The committee comprises employers’ organizations, 20 ministries, religious leaders, international agencies, and governors from various regions.(45) The Committee receives limited technical support from the ILO and no program funding from the Government.(6)

Senegal

The Ministry of Family (MOF) coordinates another national committee against child labor.(3) The Government also has a third body with child labor in its purview, the National Task Force Against the Mistreatment of Persons, in Particular Women and Children (NTAMP). The Task Force is charged with reporting on human trafficking in Senegal and coordinating efforts to combat the problem.(46) During the reporting period, NTAMP received only a minimal budget of \$20,000.(5, 46) Redundancy between these three bodies creates confusion and hinders effective collaboration and implementation of efforts.(4, 23)

MOL is responsible for enforcing child labor laws through the Labor Inspections Office and the use of social security inspectors.(3, 27). Labor inspectors are responsible for enforcement in the formal sector, which covers state-owned corporations, private enterprises, and cooperatives.(27, 29) 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.(27) 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.(6, 27) 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 has no full-time staff. MOL staff whose primary responsibilities are to other units work part-time for the Child Labor Unit(45, 47) No child labor violations were reported as a result of inspections during the reporting period.(3)

The Ministry of Justice and the Senegalese police are responsible for enforcing laws on child trafficking, begging, commercial sexual exploitation, and the use of children for illicit activities. However, these laws are rarely enforced in practice, especially those against forced begging.(3, 6, 29) With few exceptions, Koranic schools (*daaras*) are not subject to government regulation or inspection.(23) The Ministry of Education (MOE) has a *daara* inspection unit, which was intended to increase monitoring of *daaras*, and integrate religious schools, including *daaras*, into the national education system. However, the unit only inspects "modern" *daaras* that meet MOE's definition.(48, 49)

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.(3, 4)

Although other police stations in Senegal are expected to report cases involving children to the Unit, research found no evidence that this occurs regularly.(4) 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.(4) Local police and *gendarmes* (military force charged with police duties among civilian populations) are responsible for intervening in cases where children face physical abuse in forced labor situations.(3)

There were no investigations, prosecutions, or convictions involving child labor during the reporting period.(6)

Government Policies on the Worst Forms of Child Labor

In November 2012, the Government approved a National Strategy for 2012 to 2016 under the Interagency Committee Against Child Labor and allocated 8 billion FCFA of its budget to the Strategy.(6, 49) UNICEF began printing the final document in May 2013 and the President requested that the Ministry of Women, Children, and Entrepreneurship distribute the document as soon as possible in order to include discussion of the Strategy on the agenda of the next meeting of the Interministerial Council for Policy Validation.(49)

The draft National Strategy for the Protection of Children, released in 2011 by the Ministry of Women, Children, and Entrepreneurship's Office of the Rights and Protection of Children, is still awaiting approval. This policy would create a national body to coordinate social policy on child protection efforts.(5, 6, 49) Research did not identify any information about how the November 2012 Strategy will complement the National Strategy for the Protection of Children.

The Government of Senegal has a National Action Plan to Combat Trafficking in Human Beings. The Plan's goals include enhancing the legal framework to prevent human trafficking, effectively implementing laws, providing effective protection and care for victims, and strengthening social and educational initiatives for vulnerable children.(4, 20)

The Government has also integrated child labor issues into other relevant development policies. The Ten-Year Education and Training Program (2000-2015) aims to provide quality, universal primary education to all children by 2015. The National Social Protection Strategy (2005-2015) classifies children as a specific vulnerable group and includes provisions for their protection against harmful practices, exploitation, and violence.(3, 50-52)

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

The Ministry of Women, Children, and Entrepreneurship continues to run the Project to Fight Against Trafficking and the Worst Forms of Child Labor. This Project is led by the MOF's Office of Protection of the Rights of Children.(5, 6) 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.(3, 4) 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.(4)

The Government continues efforts to build and promote "modern *daaras*," where students receive Koranic instruction as well as courses in reading, writing, and mathematics.(5, 53) Approximately 60,000 students now attend these government-supported *daaras*.(16) 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.(54) However, given the rising number of *talibés* in forced begging, current government programs are not extensive enough to effectively combat the problem.(5, 23)

The Government of Senegal continued to participate in a 4-year, \$5.2 million Spanish-funded regional project focusing on the development and implementation of national action plans to combat the worst forms of child labor. In addition, the project seeks to help government institutions, private sector actors, and civil society organizations maintain sustainable action.(55)

The Government continued to participate in two USDOL-funded regional projects. The first, a 3-year, \$7.9 million 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.(56) The second, a 3-year, \$5 million project, is meant to expand and extend the work of the initial project.(57)

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.(7, 16, 53) The Center provides shelter, food, education, vocational training, family mediation, and medical and psychological care.(3, 4, 7, 23, 46) 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.(4, 17) 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.(5, 23)

Despite the efforts discussed above, existing programs do not target commercial sexual exploitation, domestic service, or hazardous work in agriculture, mining.

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.(58) In addition, some girls reportedly left school after being sexually harassed by school staff and as a result of early pregnancy.(7)

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, 2012
	Amend the law to prohibit all children under age 18 from engaging in any work in underground mines and quarries.	2009, 2010, 2011, 2012
	Ensure laws fully protect children from all illicit activities.	2011, 2012

Senegal

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Ensure the effectiveness of coordinating mechanisms on child labor by <ul style="list-style-type: none"> Eliminating redundancy and defining distinct scopes of responsibility. Providing adequate funding and resources to relevant bodies. 	2010, 2011, 2012 2011, 2012
	Penalize labor law violators on their first offense to create a stronger disincentive to illegally employ children.	2010, 2011, 2012
	Ensure that all laws related to the worst forms of child labor are adequately and evenly enforced, including those against forced begging.	2010, 2011, 2012
Coordination and Enforcement	Act swiftly to adequately equip a <i>daara</i> inspection unit to increase monitoring and remediation of forced begging practices in Koranic schools in all <i>daaras</i> .	2010, 2011, 2012
	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, 2012
Policies	Approve and implement the National Strategy for the Protection of Children.	2011, 2012
Social Programs	Develop new programs 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, 2012
	Assist families to ensure all children may attend school, including by expanding programs to address issues that serve as a barrier to girls' education, such as sexual harassment in schools and early pregnancy.	2011, 2012

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Serbia

In 2012, Serbia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government established a Parliamentary Committee on Children with the aim to review and monitor all legislation pertaining to children and their rights and align it with international standards. The Government also adopted amendments to the Law on Probate Proceedings that enabled 6,500 undocumented individuals to obtain personal documents, which are important for children to access social services. Despite these efforts, Serbia's laws fail to protect children fully 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. The Criminal Code provides insufficient minimum penalties for using children over 14 to make pornographic materials. Children in Serbia, particularly Roma children, continue to be found 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.	6.0 (54,045)
Attending School	7-14 yrs.	92.5
Combining Work and School	7-14 yrs.	6.7
Primary Completion Rate		99.3

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 Serbia are found in the worst forms of child labor as a result of being trafficked for organized begging and commercial sexual exploitation.(3-7) Victims of trafficking for commercial sexual exploitation, including children are mostly trafficked within the country. The majority of victims are Serbian nationals; most of the foreign victims of trafficking come from the region.(7)

The most vulnerable children to exploitation for labor and commercial sex include Roma children, children from impoverished rural communities, children in foster care,



children from low income families, and children with special needs.(5, 6, 9, 10)

Children are engaged in farming to a lesser extent, although evidence for this is limited.(8) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(11, 12)

There are reports of children working on the streets but information as to specific activities and hazards is unknown.(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.(13) 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.(13) However, there are no legal provisions that outline a specific list of activities or occupations that are hazardous and prohibited to children.(10, 14)

International Conventions and Selected Laws on Child Labor and Education

	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

Article 26 of the Constitution bans slavery or situations similar to slavery, including human trafficking and forced labor.(13) The Criminal Code of Serbia prohibits child prostitution, trafficking, and enslavement of children.(15) 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.(9)

The Criminal Code provides sentences of at least 5 years in prison for individuals found guilty of trafficking minors.(4, 16) The Law on Foreigners allows victims of human trafficking to obtain temporary visas.(17) The Government has also established the Law on Social Welfare that defines trafficking victims as a new category of beneficiaries.(16)

The Criminal Code prohibits using children to make pornography.(15) When this crime involves children under 14, the penalties are 1 to 8 years in prison; penalties for using children older than age 14 to make pornographic materials range from 6 months to 5 years.(14) This minimum penalty of 6 months for using older children to create pornography is insufficient for such a serious crime.

Article 247 of the Criminal Code prohibits giving drugs to minors for their own or another's use.(5) However, 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.(5)

In 2011, the Government adopted a new Law on Temporary and Permanent Residence with the aim to provide more stable solutions for displaced persons and others who are especially vulnerable to trafficking.(7) During the reporting period, the Government adopted Amendments to the Law on Probate Proceedings that enabled 6,500 undocumented individuals, a majority of whom were Roma and displaced persons, to obtain personal documents and thereby more easily access social services.(7)

The Law on Military, Labor and Material Duty stipulates that individuals under age 18 will not be subject to compulsory military service.(18)

Article 71 of the Constitution specifies that primary education is free and compulsory. Compulsory education is mandated through age 15.(13, 19) However, economic hardship and ethnic discrimination often discourage minority groups, especially Romani children, to attend the school.(8)

Institutional Mechanisms for Coordination and Enforcement

Although the Government of Serbia has established the National Anti-Trafficking Office, research found no evidence of a coordinating mechanism to combat other worst forms of child labor.

The National Coordinator for Combating Trafficking in Persons leads a team to address trafficking, which consists of representatives of multiple ministries, including the Council for Children's Rights, Center for Human Trafficking Victims' Protection, the Supreme Court, NGOs, and some international organizations.(16) Currently, there is no National Coordinator, as the National Coordinator position is not funded as a full-time position. However, the Office fulfills the functions of the Coordinator.(10)

A newly created Parliamentary Committee on Children has the responsibility to review all draft legislation in terms of children's rights to ensure that such legislation is aligned with international norms and standards and internal Serbian laws. In addition, the Office monitors the implementation of the child-related provisions of all laws pertaining to children.(6, 10)

In 2012, the Serbian Labor Inspectorate employed 259 labor inspectors. These inspectors lacked necessary equipment, such as computers and vehicles, to facilitate proper coverage of rural areas.(10) In the first 10 months of the reporting period, the labor inspectors completed 13,722 inspections relating to safety and health. There were no cases of child labor found in the formal sector.(6)

Serbia

The Ministry of Interior and the State Prosecutor's Office enforce laws against commercial sexual exploitation.(20) Every police directorate continues to have anti-trafficking units and some have cross-sectional teams of police, prosecutors, social workers and health workers.(7) 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.(9) The Government along with NGOs and international organizations continued to provide training to a variety of government officials on how to recognize, investigate and prosecute trafficking, as well as how to provide proper assistance to victims.(7)

The Ministries of Labor and Social Issues, Internal Affairs, Justice and Education, including the Office of the National Coordinator to Combat Trafficking are responsible for different aspects of combating trafficking in persons, including children.(21) The Center for Human Trafficking Victims' Protection (Center) that has been based in the Ministry for Labor and Social Policy acted as an independent agency in 2012, as mandated in the social welfare law that was passed in March 2011.(6, 16) During the reporting period, the Agency identified and rescued 33 child victims and potential victims of trafficking. More than half of the children were trafficked for either sexual exploitation or forced begging, while the remainder of the children were trafficked for labor, criminal acts, or forced marriages.(10) The National Coordinator for Combating Trafficking in Persons reported that 68 criminal charges were filed for these activities.(7) However, this statistic includes trafficking crimes involving adults as well as children.

Government Policies on the Worst Forms of Child Labor

The Government continued to implement policies that focus on social protection for Roma children, including the 2005-2015 Decade of Roma Inclusion.(6) The aim of this initiative is to improve Roma status in the areas of housing, education, employment and health as well as to include representatives of Roma communities in the process of policy implementation.(22) In contrast, 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.(23-26) This situation increases the vulnerability of children in such families to involvement in the worst forms of child labor.

In 2010, the Ministry of Internal Affairs helped launch a program for Serbia through the United Nations Global

Initiative to Fight Human Trafficking. Within this program, the Government drafted a new National Action Plan covering the period 2013-2018.(6) In 2012, the Ministry of Justice adopted the "Special Protocol on the Treatment of Trafficking Victims by Judicial Authorities," with the aim of providing judicial officials clear guidance to facilitate adequate treatment of trafficking victims.(3)

In 2012, there were no reports of victims detained, jailed and prosecuted for acts committed as a direct result of their being trafficked.(7)

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.(14) Two additional protocols are also in place that focus 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.(14)

The impact of these policies 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

In 2012, the Office for Human and Minorities Rights announced a public call for project proposals with the aim to improve the position of Roma in Serbia, including the improvement of the Decade of Roma Inclusion.(6) However, proposed programs are not required to directly address the social inclusion of Roma children and address the problem of forced begging.(7) In addition, undocumented families, particularly Roma families, continue to be deprived of social benefits that are only granted to citizens.(27)

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.(6, 28) However, the amount of overall social spending on poor families appears to be low, with spending representing approximately 0.3 percent of GDP.(28, 29) 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.(9) Research found no information assessing the impact these education programs have had on the worst forms of child labor.

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.(6, 16)

The Government committed to anti-trafficking efforts, especially to victim protection, by increasing the regular state budget for trafficking in persons and also included funding for the Center in its 2013 budget.(7) 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.(7, 16, 30)

In 2012 under the Law on Social Welfare, the Ministry of Labor, Employment and Social Policy continued to provide a range of social services, including assistance to trafficking victims.(7) Domestic and foreign victims of trafficking receive psychological, medical, legal and other services. Although there are currently no specialized shelters devoted to trafficked children, children who are victims of trafficking are accommodated in Government-run centers for children without parental care or an NGO-managed shelter for women until foster care or other services can be arranged.(7)

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 for children.	2009, 2010, 2011, 2012
	Enact a law that prohibits 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, 2012
	Amend the Criminal Code to stipulate a minimum punishment for the use of children over age 14 in the production of pornographic materials of no less than one year.	2011, 2012
Coordination and Enforcement	Provide inspectors with the necessary tools and equipment to conduct thorough investigations on child labor related laws, especially in rural areas.	2010, 2011, 2012
Policies	Implement commitments of the Decade of Roma Inclusion by providing for basic needs, such as adequate housing for Roma families that face evictions.	2011, 2012
	Conduct research on whether children are engaged in dangerous work on the street in order to inform policy and program design	2012
Social Programs	Engage Roma in the implementation process of the Decade of Roma Inclusion and address the problem of children in forced begging and working on the street.	2012
	Improve the methods of educating and guiding eligible families in need about the requirements for proper registration and documentation in order to receive social assistance.	2011, 2012
	Conduct research on the impact existing education programs may have on addressing the worst forms of child labor, especially for Roma children.	2010, 2011, 2012

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In 2012, Seychelles made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography. Seychelles also engaged in awareness-raising programs focused on risky behaviors that can lead to the commercial sexual exploitation of children; increased spending on social security benefits for vulnerable children; and began implementing the National Social Renaissance Plan of Action, which prioritizes children's rights and protects child victims of commercial sexual exploitation. However, the Government has not established a minimum age for all hazardous work or developed a comprehensive list of hazardous work activities prohibited for children. During the reporting period, the Government did not provide services and shelter to children engaged in commercial sexual exploitation. In one case, the Government prosecuted several children rather than identifying them as victims. Although evidence on the worst forms of child labor is limited, research suggests that children in Seychelles continue to be found in the worst forms of child labor in 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		133.1

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although evidence on the worst forms of child labor is limited, research suggests that children in Seychelles are found in the worst forms of child labor in commercial sexual exploitation.(3-9) There are reports of children, predominantly girls, being driven into commercial sexual exploitation by peers, family members, and pimps.(4, 5) Foreign tourists are believed to contribute to the demand for commercial sex in Seychelles.(4) Seychellois children engaged in commercial sex work are exploited in nightclubs, bars, guest houses, hotels, brothels, and in the street.(4) According to NGOs, drug addicts under age 18 are among those at risk for commercial sexual exploitation.(3-5)



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. It also stipulates that the minimum age for dangerous, harmful, and unhealthy work should be higher, though it does not specify an age.(10) The Conditions of Employment Regulations, 1991, prohibit children under age 18 from night employment and from work in the restaurant, tourism, or entertainment industries, at any time. 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.(11) Children ages 12 to 14 may engage in occasional, non-recurrent light work, provided it occurs outside of school hours.(11) The law does not specifically prohibit hazardous work for all children under 18 and the Government has not developed a comprehensive list of hazardous work activities prohibited to children.(7, 12-14)

The Constitution provides for freedom from slavery, servitude, and forced or obligatory labor.(10) The Penal Code Act of 1955 also proscribes forced labor, trafficking in slaves, or kidnapping for the purposes of involuntary confinement, slavery, or removal from Seychelles.(15) The Penal Code Act of 2005 criminalizes the prostitution and sexual exploitation of children.(15) The Act's specific provisions prohibit, domestically and internationally, the procurement, recruitment, or exploitation of girls under age 21 for the purposes of prostitution.(7, 15) The Act also criminalizes the procurement or detainment of any girl against her will with the intent to engage in sexual conduct or any woman under age 21 for the purposes of prostitution or pornography. Because these specific provisions protect girls, it is unclear whether boys are protected from being used, procured, or offered for prostitution under the law.(7, 15) The Penal Code Act also prohibits involving any

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child under age 18 in the production, possession, or exhibition of indecent material.(7, 15) In October 2012, the Act was amended to create steeper mandatory sentences for individuals who engage in sexual acts with children under 15.(16) In December 2012, Seychelles ratified the CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.(17)

International Conventions and Selected Laws on Child Labor and Education

	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	No
	Compulsory Education Age	16
	Free Public Education	Yes

In Seychelles, there is no conscription into military services. Children under 18 may be voluntarily recruited with parental consent, but no minimum age appears to be specified in the law.(18)

Research did not uncover whether Seychelles has established law to protect children from involvement in illicit activities, including drug trafficking.

Education is free and compulsory through grade 10 or approximately age 16.(5, 10, 14, 19) The Government also made secondary education free until age 18.(14)

Institutional Mechanisms for Coordination and Enforcement

The Government has a National Anti-trafficking Committee, which is composed of representatives from the police force, Attorney General's Office, and the Ministries of Social Development, Foreign Affairs, and Home Affairs.(4) However, research found no evidence that the Government of Seychelles

has established a coordinating mechanism to combat other worst forms of child labor.

The Department of Social Development (DSD), under the Ministry of Social Development and Culture, leads the Government's policies against child prostitution.(4, 5) The DSD has established 25 district task forces that address social problems at the local level, including child prostitution. These task forces comprise social workers, police, community nurses, youth workers, school counselors, NGOs, and other civil society groups.(4)

The Ministry of Education, Employment, and Human Resources is responsible for enforcing child labor laws.(14, 20) The Ministry employs four labor inspectors.(21) In 2012, 1,136 labor inspections were conducted. These inspection did not uncover any cases of child labor in any sector.(14, 16) The Ministry conducted regular checks to monitor school attendance and to manage truancy.(14)

According to reports, the Government did not take legal action against those who exploited children for commercial sex during the reporting period.(4, 14). In one case, the Government prosecuted and convicted children engaged in commercial sexual exploitation in a brothel rather than identifying them as victims.(4)

Research did not find evidence that the Government collects or makes publicly available data regarding commercial sexual exploitation and trafficking of children.(5, 20)

Government Policies on the Worst Forms of Child Labor

In 2012, the Government began implementing the National Social Renaissance Plan of Action (2012-16). The plan establishes a 5-year roadmap in the areas of education, health, employment, human resource development, social affairs, community development, and security.(8) It includes provisions to decrease violations of children's rights, bolster child protection, and enhance services to victims of commercial sexual exploitation, including child victims.(8) Several government agencies are engaged in the implementation and monitoring of the plan, including the Ministries of Home Affairs; Health; Community Development; and Education, Employment and Human Resources.(5)

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

During the reporting period, the Government continued an awareness-raising program aimed at youth that focused on

the dangers of engaging in risky behaviors that could lead to the commercial sexual exploitation of children.(4) However, according to reports, the Government did not provide protective services or shelter to child victims of commercial sexual exploitation identified during the reporting period.(4)

The National Council for Children, a partially government-funded organization, advocates for children's interests and rights through awareness-raising activities, 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 CRC.(3, 22, 23) The Council may also provide care to victims of sexual or labor exploitation.(3)

The Government engages in a number of initiatives aimed at improving children's welfare. In an effort to better support vulnerable groups, the Government's 2012 and 2013 budgets increased social security benefits, including benefits offered

to orphans and other at-risk children and youth.(5, 20) The Government supports the Children's Homes Foundation, which provides housing to orphans and children whose families face financial difficulties.(24) It also continues funding a program that subsidizes bus fares for some students in need.(25)

The Government continues to administer the National Early Childhood Care and Education Trust Fund, which is intended to promote the healthy development of children.(5) Through the fund, the Government supported several projects during the reporting period. It funded the purchase of educational materials and playground equipment, as well as the training of early child care providers.(5) However, the question of whether these social and educational 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 Seychelles:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Eliminate legal provisions that potentially allow for children to engage in hazardous work, including at night, if given the approval of a "competent officer."	2010, 2011, 2012
	Amend the law to specifically prohibit hazardous work for all children under age 18.	2011, 2012
	Develop a comprehensive list of hazardous employment activities prohibited for all children under age 18.	2009, 2010, 2011, 2012
	Clarify the Penal Code Act to explicitly protect boys from being used, procured, or offered for prostitution	2009, 2010, 2011, 2012
	Clarify whether Seychelles has established laws to protect children from involvement in illicit activities, including drug trafficking.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat all worst forms of child labor.	2011, 2012
	Identify and enforce laws against child commercial sexual exploitation, by <ul style="list-style-type: none"> Identifying and prosecuting those who engage children in commercial sexual exploitation. Ensuring child victims are not prosecuted as criminals. 	2011, 2012
	Collect and make data on cases of commercial sexual exploitation and trafficking of children publicly available.	2011, 2012
Social Programs	Assess the impact that social and educational programs may have on the worst forms of child labor.	2011, 2012
	Ensure children who are victims of commercial sexual exploitation are provided appropriate services and shelter.	2011, 2012

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In 2012, Sierra Leone made a moderate advancement in efforts to eliminate the worst forms of child labor. The Special Court for Sierra Leone found former Liberian President Charles Taylor guilty of planning, aiding, and abetting crimes committed by rebel forces in Sierra Leone, including procuring and using child soldiers. The Government passed the Sexual Offenses Act, which includes penalties for child prostitution, pornography, and sex tourism. The Government also collected data on the number of street children in the country, provided temporary shelter and support to street children and victims of trafficking, and implemented a number of initiatives to improve school attendance. Despite these efforts, limited funding has been provided for enforcement and long-term support for victims of trafficking was unavailable. Children in Sierra Leone continue to engage in the worst forms of child labor, particularly in dangerous work in agriculture and in mining.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	48.1 (872,561)
Attending School	5-14 yrs.	63.0
Combining Work and School	7-14 yrs.	35.7
Primary Completion Rate		74.4

Sources:

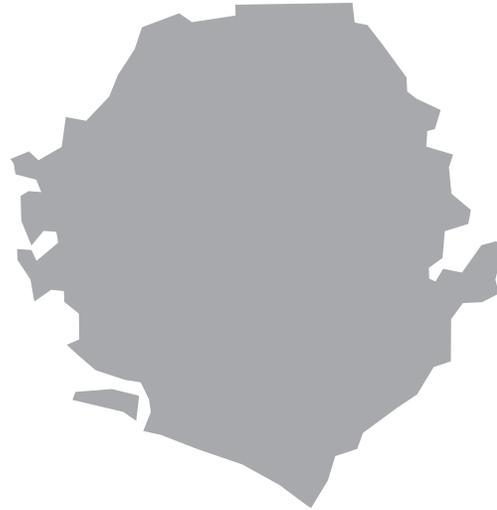
Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

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 in the mining sectors.(3) Reports indicate that child labor in agriculture is pervasive in rural areas, including the production of coffee, cocoa and palm oil, with children as young as age 5 working in the fields.(4-9) Children in Sierra Leone are engaged in dangerous activities in agriculture. Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(10)

Thousands of children in Sierra Leone, primarily boys ages 10 and 17, work in alluvial diamond mines.(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 6 days each week.(11) 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) Children break granite rocks into gravel and sell it for use in cement.(15) Children sustain injuries including broken bones from falls, leg and toe injuries from using mallets and hammers, and cuts and eye injuries from gravel shards.(15)

In large dumpsites in Freetown, children as young as age 10 are engaged in digging and gathering metal scraps and recyclable

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material, among other items.(3, 16-18) Reports indicate that children frequent dumpsites, in which they are exposed to unhealthy and dangerous labor conditions, including chemicals, and risk injury.(17)

Although the significance is unknown, 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.(19) 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.(19-22) Fishing exposes children to risks, including the risk of drowning and working in cramped and unsanitary shipping vessels.(23)

Some reports indicate that children are engaged in domestic labor that commonly involves exposure to physical and sexual exploitation by their employers.(3)

Sierra Leone is a source, transit, and destination country for children trafficked for the purpose of forced labor and commercial sexual exploitation.(27) The majority of children are trafficked from rural provinces or refugee communities to urban and mining areas.(16, 28) Reports suggest that children from Nigeria, The Gambia, Côte d'Ivoire, and Guinea may be trafficked to Sierra Leone for forced begging, forced labor, and commercial sexual exploitation.(42)

Sierra Leone has a large number of street children as a result of the 11-year civil war that ended in 2002.(24, 25) There are reports of children working on the streets, but specific information on hazards is unknown.(16, 26) Some may be exploited into commercial sex work.(18)

Laws and Regulations on the Worst Forms of Child Labor

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

International Conventions and Selected Laws on Child Labor and Education

	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

activities as hazardous: seafaring; mining and quarrying; carrying heavy loads; and working in bars, in places in which machines are used, and in environments in which chemicals are produced or used.(29) The penalty for employing children in hazardous work or violating the age restrictions under the Child Rights Act is a fine or a prison sentence of up to 2 years.(18, 29) 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.(29)

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) Information was not available on whether there are laws specifically regulating the use of children in illicit activities such as drug trafficking.

In August 2012, the Government of Sierra Leone enacted the Sexual Offenses Act.(18) The Act criminalizes and assigns penalties for sexual acts involving children.(18) According to the Act, child prostitution, child pornography, and sexual tourism violations result in penalties of 10-15 years imprisonment. The Act also identifies a sexual offense against a child as an aggravating factor punishable by a maximum sentence.(18) The Government began carrying out prosecutions under the Act in January 2013.(32)

The age for voluntary recruitment into the armed forces is 18.(29, 33)

Labor laws including the Employers and Employed Act (1960) and Regulation of Wages and Industrial Relations Act of 1971 in Sierra Leone are outdated.(34-36) Fines prescribed in the laws do not reflect the present value of Sierra Leone's currency.(34-36) 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, 37) Though education is free, in some cases fees are charged for schools to pay the salaries of unregistered teachers.(38) In rural areas, some schools are too far away for children to attend.(37) Additionally, reports indicate that families may have difficulty losing the benefit of work the child may have provided during school hours.(37)

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 National Commission for Children to coordinate and exchange information, as mandated by the Child Rights Act, the Commission has yet to be established or funded.(18, 29) Research has not identified evidence that a mechanism to coordinate efforts to combat the worst forms of child labor is currently in place.(39)

The Ministry of Labor and Employment's Child Labor Unit (CLU) 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.(34) No information was available on the CLU's 2012 budget.(18) The Ministry of Labor and Employment employs 20 full time labor inspectors and 15 factory inspectors to conduct all labor inspections, including those on child labor.(3, 16, 18) Because of funding limitations, the inspectors lack adequate equipment and transportation.(3, 16, 18) Until inspectors are provided with sufficient resources, it is unclear whether the number of

inspectors is adequate. After gathering evidence in child labor investigations, inspectors refer cases to other agencies or the police for possible action.(3) Inspections for the worst forms of child labor are usually complaint driven and are referred to the Family Support Unit (FSU) of the Sierra Leone Police.(18) There were no inspections involving child labor in 2012.(18) Though inspectors are positioned to refer cases to other agencies for action, it remains unclear whether such action was taken during the reporting period. Information on whether citations or penalties were issued is unavailable.

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) By the end of the reporting period, hundreds of village child welfare committees had been established to monitor children.(18) Chiefdom child welfare committees support these committees, and a ward committee system is being established to link villages together to reduce the current number of committees.(18) Information on the level of coordination between these committees was not available.

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.(40) 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.(36, 40) 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, 40, 41)

The National Trafficking in Persons Task Force, co-chaired by the Ministry of Justice and the MSWGCA, meets regularly and addresses the issue of child labor.(4, 18) It includes the Ministries of Labor, Education, Internal Affairs, Information, Health, Foreign Affairs, Local Government, Youth, and Tourism.(4, 34) 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. Currently, long-term shelters and other

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services are unavailable.(42) The Task Force drafted guidelines for identifying trafficking in persons victims and a 3-year anti-trafficking action plan.(16) Information was not available on whether these guidelines have been issued.

The FSU of the Sierra Leone Police is tasked with investigating and prosecuting various crimes, including child trafficking. The unit also investigates and prosecutes child labor cases identified by government monitors.(4, 16, 18) During the reporting period, seven alleged human trafficking offenders faced prosecution. All seven defendants remained on trial in February 2013; however, information on whether these cases include the trafficking of children is not available.(18)

In 2004, the Government of Sierra Leone 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.(16, 43) Research has not identified the effectiveness of the Commission on child labor issues or any related activities undertaken during the reporting period.

The Government of Sierra Leone continued to support the Special Court for Sierra Leone, which in 2012 found former Liberian President Charles Taylor, guilty of numerous charges of planning, aiding, and abetting crimes committed by rebel forces in Sierra Leone, including the procurement and use of child soldiers.(44-47)

Government Policies on the Worst Forms of Child Labor

There is no policy or plan specifically addressing the worst forms of child labor.(18) However, the Government's 2008-2012 Poverty Reduction Strategy Paper II (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.

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, 41) The report found a total 49,698 children living and working in the streets of Sierra Leone.(48)

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.

In addition, the Government of Sierra Leone has an Education Sector Plan (2007-2015) and the Primary Education Policy of 2001 implements education law.(3, 37, 49) There have been no assessments on the impact 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

The Government of Sierra Leone has a number of programs to address child labor. The Government, with support from UNICEF and USAID, has prioritized programs to improve the retention rate of girls in secondary school. The gender enrollment gap at the primary school level has narrowed as a result of these programs.(50) To improve access to education, the Government of 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.(51) The Government trained primary school teachers and developed a code of conduct to improve ethical standards in schools. Teachers in all districts of the country are now familiar with the code.(52) A task force was established to oversee the effective delivery of school materials, including textbooks.(52) The Government, with WFP, implements a school feeding program that targets 300,000 children.(52) Research on the direct impact of these programs on child labor was not identified.

The MSWGCA partners with World Hope International on a program to combat child trafficking and forced child labor in Sierra Leone.(32) The Government is also raising public awareness on child trafficking. The Government supports shelters that house child victims of forced labor and trafficking.(16, 53) However, these shelters do not provide victims with long-term support, and child victims may live with social workers.(53)

The Government supports centers for street children to receive psychological support, medical care, vocational training, and help in locating their families.(53)

The Government of Sierra Leone continues to participate in the 4-year, \$21.1 million, EU-funded TACKLE Project.(3, 18, 54, 55) 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.(54, 55)

The Government supports the UNDP-funded Youth Employment and Empowerment Program that seeks to strengthen national policy, strategy, and coordination for youth employment. The Youth Employment Network, which includes a partnership between the UN, ILO and the World Bank, manages the Youth to Youth Fund for youth-led organizations to pilot innovative, small-scale youth entrepreneurship projects.(56)

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.(3)

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 dangerous activities 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, 2012
	Clarify laws to prevent the use of children in illicit activities such as drug trafficking.	2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Fully establish the National Commission for Children.	2010, 2011, 2012
	Issue anti-trafficking guidelines.	2012
	Fully fund and staff the Child Labor Unit of the Ministry of Labor and increase efforts to enforce worst forms of child labor laws.	2011, 2012
	Establish branch offices to monitor child labor in remote areas of the country.	2012
	Provide information on the budget of the Child Labor Unit.	2012
	Provide inspectors adequate equipment and transportation.	2012
	Ensure the Ministry of Mineral Resources revokes the licenses of operators who employ child labor.	2010, 2011, 2012
	Publish data on worst forms of child labor inspections and prosecutions.	2010, 2011, 2012
Policies	Assess the impact of Poverty Reduction Strategy Paper II and the education plan on child labor.	2011, 2012
	Make child labor data available, including the data from the National Child Labor Survey.	2010, 2011, 2012
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, 2012
	Assess the impact of the youth employment, education, and agriculture programs on reducing the worst forms of child labor.	2011, 2012

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In 2012, the Solomon Islands made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified ILO C. 182. However, education is not compulsory, and laws do not adequately protect all children from hazardous work and commercial sexual exploitation. Also, the Government has 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from National Household or Child Labor Surveys, 2012.(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 commercial sexual exploitation.(3-6) 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, 6-10) In particular, girls are trafficked within the Solomon Islands to logging camps for the purpose of commercial sexual exploitation.(4) There are reports that some children are brought by their parents to foreign and local fishing ships for commercial sexual exploitation with fishermen.(4, 7) Although evidence is limited, there is some information of forced child labor on plantations.(11)

Although information is limited, there are reports that children are used in pornography.(5) Additionally, some evidence suggests that children are forced to work as domestic servants and on plantations.(4) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(12, 13)



Laws and Regulations on the Worst Forms of Child Labor

In April 2012, the Government ratified ILO Convention 182.(14, 15) The Labor Act permits children as young as age 12 to work.(16) This is not consistent with international standards, which require a minimum age no lower than 14 for admission to employment. 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.(16) Further, children between ages 16 and 18 are prohibited from working in mines or on ships without a medical certificate, and are prohibited from working at night without specific written permission from the Commissioner of Labor.(16) 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 and activities from which children are prohibited.(6, 13) 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 deterrents.(6)

The Constitution prohibits slavery and forced labor.(17) The Penal Code criminalizes the production and possession of obscene material if the purpose is to distribute or publicly exhibit the material.(18) It does not, however, specifically prohibit the use, procurement, or offering 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.(18) However, these prostitution laws do not cover boys between the ages of 15 and 18 and therefore leave them without legal protection.(18) Laws do not specifically prohibit the use of children in illicit activities such as drug trafficking.(6, 18)

In March 2012, the Government enacted the Immigration Act of 2012. The Act prohibits and punishes all forms of trafficking in persons and provides specific legal protections against the trafficking of children. However, the Act has not been implemented, and no implementing regulations accompany the legislation.(6, 19, 20)

There are no government armed forces in the Solomon Islands. (6, 21) The law allows for forces to be drawn from the Royal Solomon Islands Police Force, if necessary. The police force has a minimum recruitment age of 18. (22)

International Conventions and Selected Laws on Child Labor and Education

	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	12
	Minimum Age for Hazardous Work	15
	Compulsory Education Age	No
	Free Public Education	Yes

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. (23) However, research found no evidence that the Government has established a coordinating mechanism to combat child labor. (6)

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. (5, 6) The most recent data indicate that in 2010 the Labor Division was allocated \$3,252 for all of its operations, including conducting inspections. In 2011, MOCILI employed only three labor inspectors to enforce all labor laws, including those related to child labor. (6) Additionally, the Ministry of Labor employs a desk officer to work on ILO labor standards and child labor issues. (24) Research did not uncover the number of inspections, investigations and/or prosecutions, violations, and citations and/or penalties related to child labor during the reporting period. (5, 6) Sources, including the

Government, note that inadequate capacity and resources have prevented meaningful enforcement of the laws. (5, 6, 25, 26)

During the reporting period, Customs and Immigration officials arrested—and a court initiated prosecution of—a naturalized citizen and a noncitizen for forcing an unknown number of women and girls into prostitution. Those arrested were charged with offenses of living on the earnings of prostitution, aiding prostitution, and receiving funds derived from prostitution; prosecution is ongoing as of the writing of this report. (4, 20)

The Royal Solomon Islands Police Force, 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. (6) During the reporting period, the Government of Solomon Islands did not investigate or prosecute any trafficking cases, including sex trafficking. (26) Moreover, research did not uncover the number of investigations of commercial sexual exploitation of children in 2012.

Government Policies on the Worst Forms of Child Labor

The National Children's Policy establishes the National Plan of Action for 2010-2015, which 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 a 5-year period. (23) Objectives of the policy include ratifying the CRC Optional Protocols, raising the minimum age for employment to 18, achieving universal primary education, registering all births by 2015, and creating a mechanism for the coordination and enforcement of child protection laws and policies. (23) However, the National Plan does not specify relevant agencies in its intended coordination mechanism, and it is unclear that relevant agencies are participating in this coordinating mechanism for enforcement. During the reporting period, the Government did not ratify the CRC Optional Protocols or raise the minimum age for work. (23)

Education in the Solomon Islands is not compulsory. (5) In 2012, 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. (3, 20, 27, 28) The FFBE Policy is intended to increase educational access by subsidizing school fees for grades one through nine. (27) In 2011, the FFBE Policy enabled the Government to

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provide primary schools in rural areas with \$320 per child, and in urban areas with \$520 per child. Further, rural community high schools (years 7 to 9) received \$800 per student, and urban community high schools received \$1,000 per student.(27) This policy may not sufficiently cover all costs for schools, depending on their location; additional school fees, uniform costs, book fees, and transportation needs may still prevent some children from attending school.(27, 28) Attendance and dropout rates indicate that girls in the Solomon Islands are less likely than boys to finish school.(27, 29) Research was unable to uncover details about the degree to which the Government continued to support this program in 2012.

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

The Government of Solomon Islands collaborated with the ILO to implement its Decent Work Program for

2009-2012.(30) The program's priorities include promoting decent employment for youth and designing an expanded social protection system.(30) Research has not uncovered whether any child labor-specific activities were implemented, or whether the program concluded in 2012.

Moreover, research found no evidence that the Government carried out programs in 2012 to combat the worst forms of child labor, including the commercial sexual exploitation of children. However, during 2011, the Government supported the American Bar Association's Rule of Law Initiative (ROLI), 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.(3, 20) It is unclear whether ROLI has had an impact on the trafficking of children.

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, 2012
	Strengthen penalties for violating child labor laws.	2009, 2010, 2011, 2012
	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, 2012
	Establish a compulsory age for education that is consistent with the minimum age for employment to meet international standards.	2009, 2011, 2012
	Amend laws to prohibit the prostitution of boys under age 18.	2009, 2010, 2011, 2012
	Implement the Immigration Act of 2012 to punish all forms of trafficking in persons, including the trafficking of children.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2010, 2011, 2012
	Make information on inspections and investigations regarding the worst forms of child labor publicly available.	2009, 2010, 2011, 2012
	Ensure that relevant agencies participate in the coordination mechanism for enforcement outlined in the National Plan of Action for 2010-2015.	2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	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, 2012
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, 2012
Social Programs	Initiate programs to address the worst forms of child labor, particularly the commercial sexual exploitation of children.	2011, 2012

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Somalia

In 2012, the Federal Republic of Somalia made a minimal advancement in efforts to eliminate the worst forms of child labor. Prior to elections in August 2012, the Transitional Federal Government (TFG) signed the Child Soldier Action Plan and the Action Plan to End the Killing and Maiming of Children in Contravention of International Law, which are still in effect. In addition, the Somalia National Army (SNA) made efforts to identify and remove underage personnel, including through the medical screening of new recruits. However, reports indicate that children continue to be recruited and used in the SNA. Children were also used by the *Ahlu Sunnah Wal Jama'a* (ASWJ) militia and by *al-Shabaab*, a terrorist organization that is the main perpetrator of the abduction and use of child soldiers in Somalia. Somalia continued to lack nearly all elements necessary to address the worst forms of child labor, including a solid legal framework, law enforcement, policies, and programs. Children continue to engage in the worst forms of child labor, many of them in dangerous activities in agriculture and some as child soldiers.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	39.8 (1,012,863)
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, 2013.(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 Somalia, many of them in dangerous activities in agriculture and some as child soldiers.(3-11) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(12, 13) Children also herd livestock.(3, 10, 11) Children handling livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(14)

The terrorist organization *al-Shabaab* engages in the widespread and systematic conscription and recruitment of children for armed groups and is the main perpetrator of the use of

child soldiers in Somalia.(3-5, 7, 8, 10, 11, 15-23) Boys as young as age 8 are bribed or forcibly taken from their homes, schools, and the streets to serve as soldiers.(7, 8, 19, 21) 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, 15, 21) Some conscripted boys over age 15 are forced to fight or face execution.(10) Armed groups recruit girls through bribery or force for sexual servitude and domestic labor.(3, 7, 15, 21) Girls are also recruited to transport weapons and provide intelligence and logistical support.(3, 7, 10, 15, 21) The Government condemns the use of child soldiers. However, the UN reported that it had identified children who were associated with Somali National Armed Forces (SNSF).(23) It also reported that *Ahlu Sunnah Wal Jama'a* (ASWJ) militia recruited children.(23) Children were also used by Somalia's numerous clan and other militias.(24)

Although the extent of the problem is unknown, it is reported that children are forced to break rocks for gravel and perform construction work.(3-6, 10, 11) Children are also subject to commercial sexual exploitation.(3, 10, 25) Children work on the street as beggars and porters. Children who work on the street also wash cars, shine shoes, and sell cigarettes, *khat* (an amphetamine-like stimulant), sweets, and toothbrushes.(5, 6, 10, 26) Children working on the streets are exposed to abuse and violence, including sexual violence and being infected with diseases such as HIV/AIDS.(26)

Somalia is believed to be a source, destination, and transit country for child trafficking.(3, 21, 27) Victims are primarily trafficked within the country from Somalia’s south and central regions, to the regions of Puntland and Somaliland in the north.(24) Children are reportedly trafficked for forced labor and sexual exploitation by *al-Shabaab*, but children of minority clans can also be exploited by members from larger clans.(21) Children are forced into labor in agriculture, livestock herding, construction, sexual servitude, domestic service, and commercial sexual exploitation.(21, 25) Children are also reportedly trafficked to Tanzania and Kenya for commercial sexual exploitation.(3, 24) Ethiopian children travel to Somaliland seeking employment but may end up in forced begging or vulnerable to other forms of forced labor.(24, 25)

In Somalia, protracted violence has led to the breakdown of all basic services, including public education.(20, 28, 29) 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 groups, have limited children’s access to education, as schools are either unavailable or unsafe.(7, 8, 15, 20, 29-32) The cost of tuition, the prevalence of corporal punishment in schools, and the lack of educational infrastructure also hinder children’s access to school.(28, 29, 33, 34)

Laws and Regulations on the Worst Forms of Child Labor

During 2012, the TFG completed the Roadmap for Ending the Transition in Somalia, a document designed to create permanent political institutions in Somalia. Completion of the Roadmap included drafting a Provisional Federal Constitution, forming a National Constituent Assembly that ratified the Provisional Constitution, selecting members of a federal parliament, and holding speakership and presidential elections for a new Federal Government of Somalia.(35) Despite these changes, Somalia continues to lack a coherent central legal system.(20, 36, 37) Neither the TFG nor the newly established Government had effective control over some parts of the country, and essential governance functions were provided by regional administrations, including the self-declared Republic of Somaliland in the northwest and the semi-autonomous region of Puntland in the northeast.(7, 21, 24, 32, 35, 36) Only the laws of the internationally recognized Federal Government of Somalia are discussed in this section.

Somalia is governed by the new Provisional Federal Constitution passed in August of 2012.(11) The Provisional Constitution states that Somalis are bound first by *Shari’ah* law, followed

by the Provisional Constitution. The newly elected Parliament did not pass any laws related to child labor or child soldiers in the months before the end of the reporting period.(11)

International Conventions and Selected Laws on Child Labor and Education

	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

The Provisional Constitution does not establish a minimum age for employment, and the new government has not passed laws establishing a minimum age for employment or a list of hazardous activities. The Provisional Constitution states that no child may perform work or provide services that are not suitable for the child’s age or create a risk to the child’s health or development in any way.(38) The pre-1991 Labor Code establishes the minimum age for employment at 15, excluding children working for their families.(39) 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.(39) However, it is unclear if the Labor Code still applies. The lack of labor laws providing protections for minimum age and hazardous work, and the lack of clarity regarding the status of the Labor Code, leave children unprotected from the worst forms of child labor.

The Provisional Constitution prohibits forced labor and states that every child has the right not to be used in and to be protected from armed conflict.(38) Although laws passed by the new Government do not specifically prohibit child

Somalia

pornography or child prostitution, the 1962 Penal Code prohibits pornography, prostitution, and the pimping or forced prostitution of others. However, research was unable to determine if this law still applies.(38, 40) It is unclear under this Code 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.(21) 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 Provisional Constitution calls for free education to the secondary level, a universal free education system in Somalia is not in place.(10, 11, 38, 41, 42)

Institutional Mechanisms for Coordination and Enforcement

Evidence indicates that the Government lacks a coordinating mechanism to combat the worst forms of child labor.(11) In 2011, the Transitional Federal Government appointed a 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, 11) Although the TFG appointed Focal Point did not carry over in the transition to a permanent government, the new Government reportedly appointed a new Focal Point before the end of 2012.(11, 35)

The Ministries of Labor, Justice, Interior, and Security are responsible for enforcing laws relating to the worst forms of child labor.(3, 4, 11) However, in 2012, no funding was provided to agencies for inspections, and no inspectors were employed to enforce child labor laws.(11)

The Government lacks law enforcement and judicial capacity to enforce the Constitution.(11) The number of child labor, child trafficking, and commercial sexual exploitation of children cases reported and investigated during the reporting period is unknown, but Puntland and Somaliland did investigate and provide some protection for children subjected to human trafficking.(24, 43) 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

In July 2012, the TFG signed an UN-sponsored Child Soldier Action Plan to address the recruitment and use of child soldiers and the Action Plan to End the Killing and

Maiming of Children in Contravention of International Law. Implementation of the Child Soldier Action Plan was limited.(24) In October 2012, the Joint Technical Committee (JTC) responsible for facilitating action plan implementation was established, though it did not advance significant action. The SNSF failed to create child protection units, as called for within the Government-signed UN action plan, due to lack of funding.(24)

The Federal Government of Somalia, in partnership with UN agencies and the African Union Mission in Somalia (AMISOM), began development of a comprehensive strategy for the screening of *al-Shabaab* defectors, including child soldiers, and their placement into rehabilitation and reintegration programs. The strategy has yet to be implemented.(24, 44)

Somalia does not have any policies or capacity to address other worst forms of child labor.

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

Under the new Federal Government, the SNA has instituted medical screening to identify and remove underage recruits through the assistance of international donors. However, reports indicate that SNA and affiliated militia outside of Mogadishu do not have access to the same medical screening and may harbor underage recruits.(24, 35, 44) Current forces undergoing training abroad were vetted by an international team which included senior SNSF generals, international military advisors, and a technical monitor.(11, 24, 35, 44) Aside from the recruitment vetting process, research found no evidence of a strategy to disarm and demobilize child soldiers already serving in the SNA. In addition research identified no other Government programs to assist children in other worst forms of child labor.

A donor-funded, NGO-operated camp in Mogadishu housed some defectors from rebel groups, including families with children.(24) 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.(45) Currently, the rehabilitation facility is able to accommodate 100 to 150 children.

In addition to construction of a rehabilitation center, UNICEF maintains a Country Program.(32) 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 and to place former child soldiers into rehabilitation programs.(32, 35) In 2012, the UNICEF Country Program received \$12.5 million in

funding for education and child protection programs.(11) In addition, USAID funds a child-at-risk program in Mogadishu and other locations that accepts some children at risk of finding employment in clan militias.(24)

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 new Federal Government.	2012
	Adopt a legal framework on child labor that includes a minimum age for work and a list of hazardous work activities.	2009, 2010, 2011, 2012
	Ensure laws protect children involved in forced prostitution from criminal charges.	2011, 2012
	Adopt laws prohibiting human trafficking and the use of children in illicit activities.	2009, 2010, 2011, 2012
	Establish an age for which education is compulsory.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Enforce the prohibition laid out in the Provisional Constitution on forced labor and enforce the protection from armed conflict for children under age 18.	2012
	Establish an infrastructure to enforce laws relating to the worst forms of child labor.	2009, 2010, 2011, 2012
Policies	Adopt a comprehensive policy and action plan to combat the worst forms of child labor.	2009, 2010, 2011, 2012
	Adopt a comprehensive policy and national action plan to provide free and compulsory education for all children.	2010, 2011, 2012
	Implement the strategy to disarm and demobilize former anti-Government child soldiers and develop a strategy to disarm and demobilize child soldiers already serving in the SNA.	2012
Social Programs	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, 2012
	Develop programs to prevent and address worst forms of child labor including in agriculture in all areas of the country.	2009, 2010, 2011, 2012

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South Africa

In 2012, South Africa made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government maintained 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 continued implementation of the National Child Labor Action Program through its national child labor coordinating mechanism. The Government also maintained its no-fee schools and school feeding programs for the country's poorest secondary 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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.(3-5) Although evidence is limited, there are reports that children are involved in a variety of agricultural activities, including forestry and in harvesting sugarcane, mango, lychee, bananas, grapes, citrus, and other fruits.(4-7) There are reports that some of these children may be exposed to extreme heat and physical and sexual abuse.(4, 6) In addition, children in agriculture may work long hours, use dangerous tools, and apply harmful pesticides.(8, 9) Reportedly, children, especially boys, caring for livestock have been injured by the animals, which may result in being absent from school because of their work.(7) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(10, 11)



Children in South Africa are employed as domestic servants.(4) They may be required to work long hours and perform strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(12, 13) Limited evidence suggests children in South Africa also scavenge in landfills and dumpsites for recyclable materials. This work involves long hours and carrying heavy loads in the midst of dangerous machinery, moving vehicles, and burning toxins.(14)

Some children in South Africa are exploited in commercial sexual exploitation. In addition, children are used by adults to commit crimes, including drug trafficking, home burglaries, and gang-related activity.(4, 15) South Africa remains a country of origin, transit, and destination for children trafficked for the purposes of sexual exploitation and forced labor.(16) Children in South Africa are trafficked from rural areas to urban areas, including Johannesburg, Cape Town, Durban, and Bloemfontein.(17) Children, especially girls, from China, Lesotho, Malawi, Mozambique, Swaziland, and Thailand are trafficked to South Africa for commercial sexual exploitation.(15) South African girls are also trafficked internally and internationally for commercial sexual exploitation and domestic service.(18) South African boys are trafficked internally for farm work, food service, begging, and street vending.(17-19)

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.(20) Employers may hire children

younger than age 15 to work in the performing arts with permission from the South African Department of Labor (SADOL).(21, 22) 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.(23, 24) 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.(24) In addition, the regulations provide guidelines for the employment of children in work that requires overnight separation from their parents or guardians.(19, 24)

International Conventions and Selected Laws on Child Labor and Education

	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.(4, 25-27)

Although access to free education is mandated by law, school fees vary depending on the municipality and region.(5) The Government implements a no-fee school program that covers the poorest primary schools.(25, 28, 29) According to the Government, 81 percent of schools are “no fee.”(28, 29) The Government also provides some fee waivers to children receiving government grants.(25, 30, 31) However, some

families are required to pay local school fees and all families must pay for books, uniforms, and other school-related expenses.(4, 19, 31)

The Children's Amendment Act prohibits the use of children for slavery, slave-like practices, trafficking, commercial sexual exploitation, and illicit activities.(32, 33) The Criminal Law Amendment Act 32 of 2007 defines and criminalizes human trafficking for sexual exploitation.(15)

The Government has drafted, but not yet passed, a comprehensive national anti-trafficking law that includes specific provisions for child trafficking.(7, 19, 34)

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.(35, 36)

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.(37) It calls for the creation of one-stop child justice centers and for the prosecution of adults who use children for illicit activities.(37) 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.(37)

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).(4, 16, 19, 38) The Committee includes provincial level child labor coordinating structures that fully participate in the Committee's efforts.(5, 39). 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 on a bimonthly basis and members compile and submit progress reports to the Cabinet on efforts to implement the country's national strategy to eliminate child labor.(39-41)

SADOL and the South African Department of Justice and Constitutional Development (SADODJ) are responsible for enforcing child labor laws.(16, 19, 41) SADOL inspectors identify suspected cases of child labor and human trafficking

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and forward evidence to SAPS officials, who investigate and forward cases to SADOJ for prosecution.(16, 19) In 2012, SADOL employed 1,318 labor inspectors.(5) When cases involve foreign nationals, inspectors send the cases to the Department of Home Affairs before the cases are 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.(42) However, a shortage of social workers may delay this practice. The Department of Social Development (DSD) is addressing the need for more social workers by offering scholarships to students interested in pursuing that field of study.(42) In addition, SADOL does not have a central unit responsible for delivering training programs for labor inspectors, but SADOL is currently training inspectors to increase their knowledge of child labor.(5) Also, the training curriculum for newly inducted police includes chapters on child labor.(39)

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.(15, 19) In 2012, the Government spent \$41.44 million on SADOL inspections and enforcement.(5) In 2012, inspectors conducted both routine and unannounced inspections, with unannounced inspections focusing on high-risk sectors such as agriculture and domestic workplaces. Inspections include but were not limited to child labor cases.(5, 43) 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.(44)

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.(4) Although inspectors have legal authority, they 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.(4)

Depending on the type of offense, child labor violations are tried in either a criminal or labor court.(16) SADOL reported 11 cases of child labor violations during the Government's most recent fiscal year, between April 2011 and March 2012. Of these cases, all but two are being processed. However, two guilty verdicts were handed down with fines ranging from \$56 to \$280 or 8 months in prison.(5) It does not appear that these fines are sufficient to deter future offenses. However, SADOL

and SADOJ do not make complete statistics publicly available on the number of child labor cases opened, closed or resolved, or the number of convictions made.(16) In the beginning months of 2013, SADOL publicized a number of child labor cases through a press release to highlight the severity of child labor-related offenses.(45)

The National Prosecuting Authority (NPA) prosecutes human trafficking cases. 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.(41, 46) Among the goals of the team is the development of a national strategy against human trafficking for sexual exploitation. 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.(15)

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.(4, 16, 47) It calls for activities across the Government and the promotion of new laws against the worst forms of child labor.(4, 16) It also includes a list of indicators to monitor the Government's efforts against child labor.(4) In 2012, SADOL submitted a progress report on Phase II of the CLPA to Parliament. In addition, the Government has drafted Phase III (2012-2016), which will be tabled for approval in Parliament in early 2013.(5) 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. The eligibility age for beneficiaries of the Grant was raised from age 17 to age 18 on January 18, 2012.(16, 27, 30, 39, 50, 51) The purpose of the Grant is to alleviate economic pressures and lower the cost of raising a

child.(16, 27, 30, 39, 50, 51). Reports assessing the impact of the Grant indicate that recipients may be less likely to send their children away for child labor.(27, 52) Reports also suggest, however, that the amount of each grant is very low, which may mean the grants have little impact on child poverty.(53)

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.(51, 54) Studies also indicate a decrease in the total hours worked by children, especially among girls.(51, 54)

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.(19) 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.(4)

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 DSD administers “social relief of distress” to vulnerable individuals, including child laborers, based on referral from a social worker.(25, 30, 42, 49) The Government also provides a national school feeding program for children.(31, 55) The Government provides subsidies for registered organizations working on child labor to provide basic care to children.(47, 56)

The Government supports the IOM’s efforts to develop 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. This Program supports the Government’s National Strategy to Combat Human Trafficking through Prevention, Response and Support for Victims.(46, 58) The Government also operates Thuthuzela Care Centers that provide medical services, counseling, and legal support to victims of sexual abuse and exploitation.(15)

The Government supported a 4-year, \$4.75 million regional project funded by USDOL in three countries, including South Africa.(59) In South Africa, the project conducted awareness campaigns on child labor, assisted SADOL with technical support in implementing CLPA, and targeted 4,200 children for withdrawal from or prevention of the worst forms of child labor. The project 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.(28) The project also supported the development of a child labor code of conduct for the tourist industry.(39)

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.(27, 30) In addition, the child protection system still lacks the skilled staff to assist the majority of children who need care.(30)

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, 2012
	Ensure that education is freely available and accessible to all children.	2009, 2010, 2011, 2012
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, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Publicly report the number of child labor cases and child trafficking cases opened, closed, and resolved, and the number of convictions or penalties assessed.	2009, 2010, 2011, 2012
	Provide sufficient training and systems for law enforcement personnel to identify the worst forms of child labor, including human trafficking cases.	2009, 2010, 2011, 2012
	Increase the number of social workers to ensure protections against hazardous work for children of legal working age.	2011, 2012
Policies	Collect systematic data on the number of child laborers and on the worst forms of child labor.	2010, 2011, 2012
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, 2012
	Institute programs to address the worst forms of child labor in agriculture and domestic service.	2010, 2011, 2012
	Implement programs to ensure that all children have birth certificates.	2010, 2011, 2012
	Allocate more resources to increase the number of service providers supporting children of legal working age.	2010, 2011, 2012

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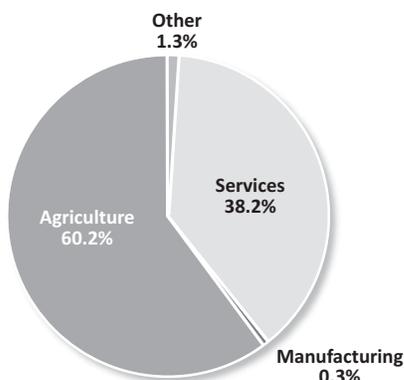
South Sudan

Because South Sudan became an independent state in 2011, 2012 is the first year of reporting on South Sudan. Therefore, no assessment was made regarding the country's efforts to advance the elimination of the worst forms of child labor. Despite ongoing political and ethnic conflict, the Government of South Sudan renewed many of the former government's policies and participated in social programs to combat the worst forms of child labor. The Government has yet to fully enforce its child labor laws, and while progress has been made on demobilizing child soldiers, policies designed to end all forms of child association with the military and armed groups have not been fully implemented. As a result, some children remain in the ranks of rebel and militia groups in South Sudan. In addition, social programs are not sufficient to meet demand. The worst forms of child labor persist, including dangerous activities in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	45.6 (463,624)
Attending School	6-14 yrs.	31.5
Combining Work and School	10-14 yrs.	10.9
Primary Completion Rate		Unavailable

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from Census Survey, 2008.(2)

Prevalence and Distribution of the Worst Forms of Child Labor

Children in South Sudan are engaged in the worst forms of child labor, including dangerous activities in agriculture.(3, 4)



Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5-7) Children in South Sudan are also engaged in cattle herding. Children herding cattle commonly work long hours and travel great distances.(3, 8-11) In addition, boys are abducted for forced labor in cattle herding and girls are abducted for forced labor in domestic service during inter-tribal and cattle rustling disputes among the Murle, Nuer, and Dinka communities in the Jonglei, Upper Nile, Lakes, and Warrab States.(8, 12-19)

In urban areas, children work on construction sites, reportedly breaking rocks. Although information is limited, there are reports children are also found making bricks.(3, 8, 9, 20) Limited reports suggest that some girls engaged in domestic labor work long hours, and also risk performing strenuous tasks, without sufficient food or shelter.(3, 18, 20) These children may be isolated in private homes and are susceptible to physical and sexual abuse.(3, 20-22)

Some sources indicate that children are engaged in mining. Some girls around the mines are subjected to commercial sexual exploitation.(3) Multiple reports suggest that a significant and growing number of girls (some as young as 10) are subjected to commercial sexual exploitation in cities such as Juba, Bor, Torit, Wau, and Bentiu.(3, 18, 19, 26, 27) Some of these girls are trafficked to South Sudan from Uganda, the Democratic Republic of Congo, and Ethiopia.(3)

The UN and USDOS report that during the year, the Sudan People's Liberation Army (SPLA), the Government of South Sudan's national army, did not actively recruit children into armed conflict and continued to release children from within its ranks. While the SPLA released at least 392 boys during the reporting period (and more than 20,000 children over the past 2 years), the UN reported 252 boys were still being used by the

SPLA and militia forces, though there were no reports of the use of child soldiers in actual combat during the year.(3, 19, 28-32) UN observational records note that children commonly serve at checkpoints or as assistants for commanders.(27) The UN confirmed reports of children being physically abused by the SPLA during civilian disarmament exercises. Some reports also suggest instances of forced labor and sexual harassment by SPLA forces, including during the exercises.(19, 33-35)

There were no new reports of Lord's Resistance Army (LRA) abductions of South Sudanese children for engagement in armed conflict during the reporting period.(19, 36-38) The UN suggests that some children remain within the ranks of the LRA and are used as cooks, porters, concubines, and combatants. Some of these children have since been taken to other countries, such as the Central African Republic and the Democratic Republic of the Congo.(18, 27)

In 2011, the Republic of South Sudan achieved its independence from the Republic of the Sudan.(3, 8, 19) Prior to this achievement, the 2005 Comprehensive Peace Agreement (CPA) ended a 22-year civil war between northern and southern Sudan with a power-sharing arrangement and permanent cease-fire between the northern interim Government of National Unity (GNU) and the southern Sudan People's Liberation Movement (SPLM).(3, 8, 19, 39) In 2012, with support from the UN and African Union, the two countries signed an MOU on nonaggression and cooperation, as well as a border security agreement.(40-45) However, the status of the Abyei Area and the demarcation of the border between the two countries are yet to be determined, resulting in violence and displacement of border communities.(19, 44, 46-49) The fighting in Sudan's southern states, Southern Kordofan and Blue Nile, has resulted in more than 200,000 new refugees into South Sudan.(19) Delivery of aid and access to education during the year was hampered by ongoing conflict and insecurity in the border regions.(19, 50-52) In addition, reports suggest that refugees, including refugee children, did not receive sufficient food, water, access to education, or protection during the year, and were at risk of violence from armed groups within refugee camps.(19, 51)

While the ILO reports that child abduction and forced labor decreased after the signing of the CPA, the ILO notes that many children remain in forced labor conditions in South Sudan.(8)

Food insecurity and high cost of living may impede access to education in South Sudan as many families may not be able to afford to send their children to school.(53-55) In addition,

during the year, the Government adopted austerity measures that led to a reduced education budget, which resulted in delayed payment of teachers and a diminished quality of education. The lack of access to education and diminished quality of education may increase the risk of children's involvement in the worst forms of child labor. Despite this situation, preliminary reports suggest that, overall, access to education has increased since the CPA was signed.(56)

There are reports of children working on the streets, but specific information on hazards is unknown.(23-25) Limited reports suggest that some street children are used in commercial sexual exploitation and are involved in violent armed gangs and in the drug trade.(8)

Laws and Regulations on the Worst Forms of Child Labor

Under the CPA, the Government of South Sudan was allowed to develop its own laws.(39) The 2008 Child Act sets the minimum age for paid employment at 14.(18, 57) Children 14 years and above are afforded the right to fair compensation and 24 hours of leave per week, as well as other rights.(3) The Child Act permits children between ages 12 and 13 to perform light work if the work does not harm the child's health, development, or school attendance.(3, 57) In addition, the Child Act includes a hazardous labor list that prohibits children from working in military forces; mining and quarrying; herding animals; tobacco production; carrying heavy loads (including heavy agriculture labor); construction and industrial work; commercial sexual exploitation; and bars and hotels.(3, 57) However, the Child Act does not clearly establish a minimum age for hazardous work, which makes children under the age of 18 vulnerable to hazardous child labor.(57) During the year, the Government, with support from the ILO, held a workshop to update the hazardous child labor list.(24) However, the current law does not cover children engaged in street work or domestic labor.

The 2012 Education Bill, the Child Act, and the 2011 Transitional Constitution provide for 8 years of free and compulsory primary education, generally through age 13.(3, 57, 59, 60) However, in practice, parents must often pay fees, and many children (especially in rural areas) do not have access to schools, often due to the lack of infrastructure.(3, 52, 56, 61).

The Child Act and the 2008 Penal Code Act criminalize the sale, trafficking, abduction (and kidnapping), and transfer of control of children under the age of 18, including practices of slavery and servitude.(3, 57, 62) The Child Act and the Penal Code Act prohibit the inducement, buying, and selling

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of a child into prostitution.(3, 57, 62) The Child Act bars the use of children in pornographic performances and prohibits the involvement of children in the production, trafficking, or distribution of drugs and other harmful substances.(3, 57) In addition, the CPA prohibits all forms of slavery, including servitude and forced and compulsory labor.(39)

International Conventions and Selected Laws on Child Labor and Education

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	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	14
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	14
	Free Public Education	Yes

The law defines the minimum age for voluntary military service in the South Sudanese army as 18.(3, 57) The Child Act and the Transitional Constitution ban the use of children in military and paramilitary positions as cooks, spies, laborers, transporters; and in sexual exploitation.(3, 57, 59) During the reporting period, the Government renewed its Action Plan to combat the use of child soldiers, which includes criminal liability of military officers who recruit and use child soldiers in their ranks.(27)

A 2012 Labor Bill is being finalized, and reports suggest that it might be passed by the National Legislative Assembly in 2013.(24)

Institutional Mechanisms for Coordination and Enforcement

During the reporting period, the Ministry of Labor and Public Service established a National Steering Committee on Child Labor to coordinate efforts to combat the worst forms of child labor.(60)

In January 2012, the Government approved the appointment of Chairpersons and Deputy Chairpersons for labor, human rights, and education ministries, committees, and commissions.(63) During the year, the Government's Child Protection Unit (CPU), the Disarmament Demobilization Reintegration Commission (DDRC), UNICEF, and the UN Mission continued to oversee and coordinate implementation of the 1-year Action Plan to combat the use of child soldiers.(22, 53) The UN Security Council suggests that mechanisms for monitoring and reporting on children and armed conflict be strengthened.(38)

The Government's Committee to Eradicate the Abduction of Women and Children (CEAWC) is responsible for facilitating the return of enslaved or abducted persons (including children), but it did not return abducted persons during the year, as the Government did not provide the Committee with any funding.(64) The Government's Relief and Rehabilitation Commission is responsible for implementing repatriation policies.(65)

The Ministry of Labor and Public Service is charged with developing labor policies, enforcing child labor laws, conducting workplace inspections, and overseeing the operation of vocational training centers.(3, 57, 66) The Ministry has an estimated 10 labor inspectors, which appears to be insufficient for the size of the population.(60) No child labor violations were reported to the Government during the year. Research did not uncover the number of labor inspections or prosecutions that were performed during the reporting period.(60) The Government of South Sudan established the Federal Labor Statistics and Information Center to compile statistics and publish reports, including those on labor inspection activities.(67) However, it appears that the Government did not collect, maintain, or make such information accessible to the public.(60) In addition, prosecutors and law enforcement officials are not familiar with the Child Act.(58)

The Ministries of Interior and Justice and the South Sudan Police Services are responsible for enforcing criminal laws to combat the worst forms of child labor.(3) In particular, the Ministry of the Interior is responsible for establishing and maintaining a database on crime statistics.(68) Research did not uncover additional information about the database. The Ministry of Justice is responsible for protecting citizens' rights and enforcing relevant provisions of the CPA and the Transitional Constitution.(69) Likewise, the Government's Human Rights Commission has a mandate to investigate

complaints regarding human rights violations, such as human trafficking.(70) Research did not uncover the number of investigations the Human Rights Commission conducted during the year.

The Government's DDRC is responsible for the disarmament and demobilization of rebels and the reintegration of children engaged in armed conflict. The DDRC oversees implementation of the Action Plan to combat the use of children in the armed forces with the SPLA's CPU.(3, 19, 27, 71) During the reporting period, the SPLA, CPU, and DDRC supported the release of about 200 children from the ranks of the SPLA and rebel groups.(3, 72, 73) However, the Government did not provide sufficient specialized training on the worst forms of child labor to police, military, or judicial personnel during the year.

Government Policies on the Worst Forms of Child Labor

In March of 2012, the Government's SPLA renewed its commitment to an Action Plan to combat the use of child soldiers, with support from the UN.(74, 75) The Action Plan requires the SPLA and militias that join the SPLA to demobilize children within their ranks.(76) During the year, the SPLA continued to remove children from within their ranks, in part by issuing military orders for the release of such children.(3, 31, 72, 77) However, the Government has repeatedly missed its agreed-upon deadlines for demobilizing all child soldiers since the 2005 CPA; most recently, the Government missed an April 2011 deadline to demobilize child soldiers.(3, 72, 78, 79)

During the reporting period, the Government developed several other policies that pertain to the worst forms of child labor. The U.S. Embassy and the Government of South Sudan developed a roadmap to address the issue of sex trafficking.(80) The Ministry of Labor, Public Service, and Human Resource Development developed a 5-year Strategic Plan to address labor issues in the country.(81) The Governments of South Sudan and Uganda agreed to fight cross-border crimes jointly.(82) At the time this report was prepared, no additional information was available on these plans.

The Government drafted a UN Development Assistance Framework (2012-2013) for improving education access and quality. The Framework includes provisions for social protection and the reintegration of ex-combatants.(83) However, it is unclear whether the Framework was adopted

or if it is being implemented.(83) The War Disabled, Widows and Orphans Commission Policy (2010-2014) aims to provide orphans with services such as education, training, and employment awareness activities.(84) However, it is unclear whether an implementation timeline and budget exist for the policy.(84) The South Sudan AIDS Commission has an HIV/AIDS Policy (2008-2012) that aims to promote the rights of orphans and vulnerable children.(85) However, research was unable to determine whether an implementation timeline and budget exist for the policy.(85)

The Governments of Sudan and South Sudan signed an MOU to allow for the voluntary repatriation of the South Sudanese from Sudan to South Sudan, with a deadline of April 8, 2012.(50) The UN reports that an estimated 350,000 South Sudanese have been repatriated to the country since the signing of the CPA.(9, 19)

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

During the reporting period, the Government of South Sudan publicly announced plans to fully address the issue of child soldiers and children engaged in armed conflict in the country.(19, 78, 86, 87)

During the reporting period, the Government of South Sudan, with support from UNICEF, continued to repatriate and reintegrate children formerly associated with the SPLA, LRA, and rebel and militia groups, and provided services such as vocational training.(88) The Government also donated the land for a UN-constructed training center to rehabilitate former soldiers (including child soldiers); this center has a capacity of 500 people and is jointly run by the DRR and the UN.(89) The Government continued to participate in the multi-donor funded, UNDP-implemented \$122.9 million (southern and northern) Sudan DDR Program, which supports national institutions with the DDR process and reintegration of persons (including children) associated with armed conflict, through June 2012.(90) The Government also continued to participate in the multi-donor funded, UNDP-implemented, \$4.79 million Promoting Access to Justice and Fostering a Culture of Human Rights in Southern Sudan project, which aims to train and build the capacity of the Human Rights Commission (which covers trafficking issues) and community-based organizations, through December 2012.(91) However, reports suggest that the level and amount of rehabilitation services provided to child soldiers are still not sufficient to meet the total need.(72, 92)

South Sudan

The Government adopted austerity measures in the form of 50 percent budget cuts from February through December 2012 as a result of the decline in oil revenues. The Government was able to pay little more than salaries and some operating expenses under the austerity measures. Reports indicated that this may have negatively impacted the Government's capacity to fund and participate in social programs.(47, 77, 93)

During the reporting period, the Government of South Sudan signed a 3-year MOU with the Government of Sudan to pay for South Sudanese secondary education examination fees (taking place in Sudan) in the amount of \$885,600.(94) The Government of South Sudan participated in distribution of 9.3 million primary school textbooks to schools throughout South Sudan, with support from the British Government valued at \$16 million.(95, 96) USAID contributes \$40 million per year to South Sudan's education through activities focused on increasing access and quality in primary, secondary, and tertiary level education, as well as overall system wide support and policy reform. The United Kingdom's Department for International Development provided funding for school construction as part of a 3-year project that will benefit 35,000 children and teachers.(97) The EU allocated \$14.3 million to improve the primary education system and build the capacity of the Ministry of Education.(98) The Government also participates in a \$12 million, 3-year project, funded by Qatar, to increase the quality of and access to primary education for 25,000 children throughout South Sudan.(99) With support from the Government, UNICEF aims to improve the quality of and access to education, including the provision of teaching and learning materials to schools in 10 states.(100-102)

The Government continued to participate in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In South Sudan, the project aims to build the capacity of the national government and develop strategic policies to eliminate child labor and forced labor.(103) The Government of South Sudan continued to participate in the 4-year (ending in 2012), EU-funded project Tackling Child Labor through Education (TACKLE).(104-107) This \$13.5 million project combats child labor through the provision of educational services in South Sudan and 10 other countries.(104-106) In South Sudan, the project is working with the Government to develop a hazardous labor list, provide training, and help develop national action plans, among other activities.(108)

The Government of South Sudan participates in the World Bank-funded \$9 million grant to improve employment and financing opportunities, focusing on youth and women. The project aims to support 50,000 small business entrepreneurs and generate 250 jobs.(109) During the year, the War Disabled, Widows and Orphans Commission distributed tricycles to vulnerable groups to encourage economic empowerment of such groups.(110) During the reporting period, the Government participated in the Sudan Productive Capacity Program, which aims to make the country food self-sufficient by 2014 by providing agricultural assistance to rural farmers, including assistance in the form of livestock, fishing gear, seeds, and other livelihood assets. The project is funded by the Food and Agriculture Organization of the United Nations at an estimated \$54 million, and the Government has pledged an additional \$5 million.(53, 111, 112)

During the reporting period, the Government participated in projects with the United Nations High Commissioner for Refugees, nongovernmental, and other organizations (such as IOM) to assist displaced persons and to support the voluntary return of the South Sudanese (including families and children) from the north. This included provision of food, shelter, and other support to South Sudanese refugees.(19, 50, 113) In FY 2012, USAID's Office of Disaster Assistance provided more than \$94 million toward emergency reintegration and livelihoods assistance to refugees and other victims in South Sudan. USAID's Office of Food for Peace provided emergency food supplies to refugees and other victims in South Sudan, and the U.S. Department of State's Bureau of Population, Refugees, and Migration provided funding for multi-sectoral humanitarian assistance to refugees and other victims in South Sudan.(114) The European Commission also contributed an estimated \$45 million to the relief efforts in border regions.(54, 115, 116) The impact of livelihoods, refugee support, and other programs on the worst forms of child labor does not appear to have been assessed.

While the Government of South Sudan attempted to address part of the child labor problem, the scope of existing programs is insufficient to address the magnitude of the problem, including in agriculture and armed conflict.

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

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.	2012
	Implement the Transitional Constitution and Child Act provisions that provide for free education.	2012
	Clarify a minimum age for hazardous labor for children that is in line with international standards.	2012
Coordination and Enforcement	Provide sufficient human resources and personnel training for effective inspection and enforcement efforts.	2012
	Expand efforts to investigate, prosecute, and enforce child labor cases.	2012
	Track and make publicly accessible information on the results of the inspections and investigations.	2012
	Fully fund the CEAWC.	2012
	Sustain efforts to demobilize and reintegrate child soldiers from the ranks of the SPLA and rebel and militia groups, while adhering to international standards regarding military codes of conduct.	2012
Policies	Reinvigorate efforts to implement existing policies, such as the Action Plan to combat children engaged in armed forces and the UN Development Assistance Framework.	2012
	Ensure that policies such as the War Disabled, Widows and Orphans Commission Policy and the HIV/AIDS Policy have appropriate budgets and implementation timelines.	2012
Social Programs	Establish and implement a program to address the lack of school infrastructure, which impedes children's access to education.	2012
	Develop and implement programs to lessen the impact that food insecurity and the high cost of living may have on rural populations.	2012
	Increase the scope of social programs to reach more children at risk of the worst forms of child labor, including in agriculture and armed conflict.	2012
	Assess the impact that livelihood, refugee support, and other programs have had on efforts to eliminate the worst forms of child labor.	2012

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South Sudan

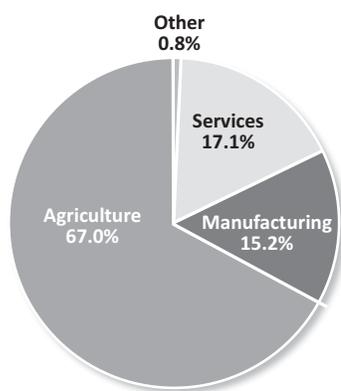
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In 2012, Sri Lanka made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government conducted an island-wide survey to determine the number of out-of-school children at risk for child trafficking and launched a project to increase primary and secondary school attendance rates. In addition, the Government continued to raise awareness about child trafficking and child labor through social media and documentaries. However, the Government's coordinating mechanism for child labor was inactive and enforcement efforts were weak, due to funding shortages and lack of institutional capacity. Children continue to engage in the worst forms of child labor, including in manufacturing and dangerous activities in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	9.2 (302,864)
Attending School	5-14 yrs.	97.8
Combining Work and School	7-14 yrs.	10.4
Primary Completion Rate		100.8

Working Children by Sector, Ages 7-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's Analysis of statistics from CAS Survey, 2008-2009.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Sri Lanka are engaged in dangerous activities in manufacturing and agriculture.(3-7) Children working in



agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(8, 9)

Children, predominantly boys, are exploited in prostitution in coastal areas as a part of sex tourism.(5, 7, 10-12) Children are also employed in domestic service, a largely unregulated and undocumented sector.(3, 5, 6, 13) Some child domestics are subject to physical, sexual, and emotional abuse; there are also reports of rural domestics in debt bondage living in third party households.(5, 10, 12) Children reportedly work in the mining, fishing, transport, and construction sectors.(4, 5, 13)

Children are trafficked internally for commercial sexual exploitation and forced labor.(3, 10, 11) Children are also trafficked internally and abroad to work as domestic servants, primarily in Middle Eastern countries, which can leave them vulnerable to labor and sexual exploitation.(10, 14) Some child domestic workers trafficked to Colombo households are subjected to nonpayment of wages, and restrictions on their movement, along with the hazards discussed above.(3, 5, 10)

There are reports that children are subjected to bonded and forced labor on dry zone farming areas (tea estates). Although information is limited, there are reports that children are also subjected to bonded and forced labor in the fireworks and fish-drying industries.(5, 10)

Most children in Sri Lanka have access to basic education.(1) However, both the two-decade-long civil conflict and the 2004 tsunami devastated parts of the country, which has increased

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educational disparities in the affected areas.(15-17) In the former conflict and tsunami affected areas of the Northern and Eastern provinces, security issues, acute teacher shortages, and the charging of school fees remain a problem, primarily for children from poor families. In addition, thousands of school children remaining in Welfare Camps lack access to continuous and quality education.(18, 19)

There are reports of children working on the streets, but specific on hazards is unknown.(4-6, 13)

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.(3-5, 20) The Government has a hazardous work activities list that includes the 51 occupations and/or working conditions in which child labor is most prevalent, with the exception of domestic service.(4)

International Conventions and Selected Laws on Child Labor and Education

	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 on family-run farms or as a part of their technical education, as long as their employment does not prevent them from attending school.(21)

The minimum age for voluntary recruitment in the armed forces is 18; there is no conscription into the military.(22) 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.(23) The Penal Code also criminalizes and prescribes penalties for individuals who engage children younger than age 18 in pornography and prostitution.(24, 25)

Education in Sri Lanka is compulsory and free until the age of 15.(6) However, there are cases where school fees are extracted from families.(18) In addition, many schools in areas with high rates of returnees from the conflict have insufficient classrooms and teachers, damaged infrastructure, and low school attendance due to the lack of adequate transport facilities.(26) Children unable to access school are particularly vulnerable to the worst forms of child labor.

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on Child Labor (NSC) coordinates the implementation of the Roadmap to End the Worst Forms of Child Labor (2011-2016), the Government's key mechanism for the elimination of the worst forms of child labor.(6, 7, 27) Chaired by the Secretary of the Ministry of Labor and Labor Relations (MOLRR), the NSC includes representatives from key government agencies, employer and workers' organizations, the ILO, UNICEF, and other NGOs.(6) The NSC met for the first time in January 2012; research was unable to determine the meeting outcomes. Nonetheless, funding and administrative deficits rendered the NSC inactive over the reporting period.(6)

The National Child Protection Authority (NCPA) is an independent agency under the MOLRR's Women and Children's Affairs Division. It shares responsibility with the NSC for coordinating actions to protect children, including protecting them against the worst forms of child labor.(5, 6) 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.(4, 28) The NCPA is mandated to assist children who are victims of physical and sexual abuse, sexual exploitation, and armed conflict.(28)

The Government of Sri Lanka addresses child trafficking through the National Anti-Trafficking Task Force's (NTF) National Action Plan. The NTF is charged with coordinating governmental ministries, departments, law enforcement and civil society anti-trafficking interventions; reviewing related legislation; and recommending legal and policy reforms on

the country's response to trafficking in persons.(6, 12, 29) In 2012, the NTF and Ministry of Child Development and Women's Affairs (MCDWA) established a center for victims of trafficking, engaged in monitoring child trafficking, and organized awareness-raising and training programs on child trafficking.(6, 12)

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, the commercial sexual exploitation of children, and the involvement of children in illicit activities.(4, 6, 28) The NCPA's Police Unit employs approximately 40 officers responsible for investigating complaints. In addition, the NCPA has child protection officers based in district-level offices that focus on the prevention of child related crimes and victim protection.(6)

The NCPA and WCBSLP work closely with the MOLRR's Department of Labor (DOL), which has legal authority to enforce child labor laws.(5, 6) The DOL's labor inspectorate employs 453 labor officers to enforce all labor laws, including those related to child labor.(6) The DOL and its district-level offices have existing mechanisms in place for the public to use when filing complaints on child labor.(6)

The WCBSLP enforces laws on child labor, child trafficking, and commercial sexual exploitation of children. The WCBSLP has 45 officers and 43 branch operations throughout the country.(6) In the remaining police stations without WCBSLP representation, the officers in charge oversee functions of the division.(4, 6) Children found during inspections are referred to the Department of Probation and Child Care Services (DPCCS), under the MCDWA, by the court.(6) Under the direction of the DPCCS, case workers refer child laborers and children involved in commercial sexual exploitation and trafficking to psychosocial and protection services, including four shelters and two national training and counseling centers. These centers provide victims with medical, legal, psychosocial, life skills, and vocational skills training.(10, 12, 30)

Complaints on child labor, child commercial sexual exploitation, and child trafficking violations can be made via a hotline to the WCBSLP and the NCPA. Both the WCBSLP and the NCPA face a shortage of funds that affects their ability to carry out their mandate.(6)

During the reporting period, the DOL conducted more than 63,000 labor inspections and received 209 child labor complaints.(6) Eight children were removed or assisted as a result of the inspections. Among the complaints received

and filed by the DOL, eight violated the child labor law. The outcome of these cases is still pending.(6)

The NCPA carried out four investigations on reported cases of child trafficking during the reporting period. The outcome of these cases is still pending.(12) The Attorney General also filed indictments in two complaints related to the commercial sexual exploitation of children.(12) Information on the total number of child trafficking and commercial sexual exploitation cases received by the NCPA during the reporting period was not available. The WCBSLP received 25 child trafficking complaints, but information on the number of violations incurred or cases filed was not available.(6)

The DOL conducted training of trainer programs for 80 labor enforcement officers and revised the handbook on labor laws to include hazardous labor regulations.(12) In addition, the DPCCS trained probation officers on the management of child abuse, child labor, and child trafficking cases.(12) Nonetheless, government officials maintain that DOL's capacity to enforce hazardous occupation regulations is weak; the officers need training on approaches to identifying children who are engaged in hazardous occupations.(6)

The Government of Sri Lanka acknowledges and is committed to investigating allegations of previous recruitment and the 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 living survivors who violated the law on children and armed conflict.(31-33)

The NCPA continues to investigate the whereabouts of missing children.(33) In addition, as of April 2012, the Family Tracing and Reunification Unit of the Northern province had registered 736 tracing applications from families of missing children since 2009, the majority of whom were recruited by the Liberation Tigers of Tamil Eelam. Of these children, 139 have been matched and referred to the Unit; 42 have been reunited with their family.(33)

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). The Roadmap specifies time bound goals, including developing and/or strengthening the management, coordination, implementation, resource mobilization, and reporting of programs that will lead to the elimination of the worst forms of child labor.(7) The Roadmap also provides district-level mainstreaming strategies

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to address 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.(7, 34)

The formation of the Roadmap's goal of child labor elimination by 2016 relied heavily on data from a 2008-2009 government survey on child labor that excluded the Northern province of Sri Lanka.(7) Although child labor rates in the rest of the country were low, the lack of recent child labor data on the Northern province could indicate a need to coordinate additional efforts prior to achieving the Roadmap's goal of complete elimination of the worst forms of child labor by 2016.

During the reporting period, the Ministry of Education (MOE) began implementation of a National Education Sector Development Framework and Program (ESDFP) (2012-2016) to increase the equitable access, quality, and delivery of education.(6) In addition, the ESDFP aims to support accelerated learning and non-formal education for drop-outs from the formal education system.(6)

During the reporting period, the NTF developed a National Plan of Action on Anti-Human Trafficking. The NTF held several meetings with civil society stakeholders to discuss best practices on ways to better collaborate.(12)

Social Programs to Eliminate or Prevent Child Labor

The DPCCS conducted an island-wide study to identify children at risk of being trafficked. The study results found that 32,000 children were not attending school.(12) During the reporting period, the DPCCS sought measures to reintegrate the out-of-school youth revealed through the survey into school. In addition, they worked with NGOs to provide protection services, such as shelter, to child victims of commercial sexual exploitation.(5) The DPCCS is undergoing a study on the institutionalization of children subjected to human trafficking and child labor.(12)

During the reporting period, the NCPA ran an undercover operation in the Southern coastal region of the country to identify perpetrators and child victims of sex tourism. In addition, the NCPA collaborated with the Government's tourism police to conduct a national awareness raising program on child sex tourism that targeted travel guides, coastal communities near tourist destinations, and children.(5)

During the reporting period, the DOL conducted awareness programs on hazardous child labor island-wide for divisional

secretaries, labor officers, teachers, welfare officers, students, law enforcement officers; and residents and employers of plantations, exporting zones, and factories beyond export processing zones. (6, 12, 27) In addition, the Government sponsored an education and development exhibition, held in February 2012, which featured several films and documentaries on human trafficking. Approximately 500,000 people attended the exhibition.(12, 27) The Ministry of Justice and NTF continued to deliver media on safe migration and human trafficking through a docudrama, TV advertisement, and a poster developed through a 2011 U.S. Department of State project.(27, 29)

In June 2012, the World Bank launched a \$100 million education project, Transforming School Education, to support the ESDFP. This project aims to increase the age of primary and secondary education completion of children ages six through 16.(6) The project appoints school attendance committees to promote school enrollment and attendance and runs school nutrition and health programs.(6)

During the reporting period, the MOE continued its efforts to improve education for the children of plantation workers, who are vulnerable to dangerous forms of child labor such as domestic work in third party homes. The MOE conducted teacher training for plantation teachers; held supplementary classes for secondary school aged children; and took steps to improve math, science, and English skills of plantation school children.(6)

The Joint Plan for Assistance for Northern Province project (JPA) is a collaborative effort among the Government of Sri Lanka, UN agencies, and local and international NGOs. During the reporting period, the Government and its partners continued to strengthen resettlement and security efforts in the conflict-affected Northern and Eastern provinces of Sri Lanka by providing support services to the recently resettled in those areas.(26, 35) One JPA program supports education services, including a sponsorship program for children who lost one or both parents during the war, and vocational training for youth unable to complete their formal education. These programs have awarded educational assistance to more than 200 children in the Northern and Eastern provinces.(26) JPA also supports construction and infrastructure development in and around schools, such as the construction of water supply systems and toilets within schools in Jaffna and Kilinochchi, which benefitted more than 2,500 children during the reporting period.(26) 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, 2012
	Ensure all children have access to free compulsory education, as called for by the law.	2012
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, 2012
	Prosecute individuals who have violated laws related to children's exploitation in the armed conflict.	2009, 2010, 2011, 2012
	Provide labor officers with training on approaches to identifying children engaged in hazardous occupations.	2012
	Provide adequate resources for the enforcement of child labor and child trafficking laws.	2012
	Provide adequate funding to coordinate planning for the Roadmap for the Elimination of Child Labor.	2012
Policies	Conduct a child labor assessment in the Northern Sri Lanka province and incorporate findings into the Roadmap.	2011, 2012
Social Programs	Assess the impact that existing programs may have on child labor.	2011, 2012

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In 2012, Suriname made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography. The Government also carried out a desk survey on child labor, identified and provided services to victims, and pursued prosecutions related to the worst forms of child labor. The Government continued to expand education programs for vulnerable populations. However, Suriname has not raised the minimum age for compulsory education to equal the minimum age for employment, nor approved a national policy to combat child labor. Further, the Government does not participate in specific programs dedicated to reducing the worst forms of child labor. Children in Suriname continue to engage in the worst forms of child labor, including in commercial sexual exploitation.



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, 2013.(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 commercial sexual exploitation. Children also engage in dangerous work in agriculture.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6, 7)

Children, predominantly boys, work in dangerous conditions in Suriname's gold mines.(3-5, 8, 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.(8)

The commercial sexual exploitation of children continues to be a problem, including in mining camps in the country's interior.(3-5, 9, 10) Limited evidence suggests

girls are also trafficked within Suriname for commercial sexual exploitation.(4, 10, 11)

Although some sector-specific research has been conducted, recent information and statistics on child labor in Suriname remain limited. The Government carried out a desk survey in 2012 to compile all available data on child labor in Suriname from the past 10 years. The results of the desk review are expected to be finalized and published in 2013.(5, 12)

There are reports of children working on the streets but this phenomenon may be declining and information about specific hazards is unknown.(3-5, 9, 13-15)

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, 8, 9, 16) However, the Labor Code allows children 12 or older to work in positions that facilitate professional skill development or that, by their nature, must be performed by a child, provided the work is not physically or mentally demanding or dangerous.(8, 17) Children under age 18 are prohibited from working between 7 p.m. and 6 a.m. Children under age 15 are banned from working on boats.(3, 5, 8, 9) In addition to the Labor Code, the Safety Act also limits children's engagement in hazardous activities. It prohibits children under age 18 from engaging in activities that may be injurious to their health and safety.(16) The Government has established a list of hazardous activities prohibited for children under 18.(18)

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The Constitution bans forced or compulsory labor.(9, 19) Suriname's Penal Code prohibits prostitution as well as the use of children for the production of pornography and illicit activities.(3, 5, 9, 16) In 2012, Suriname ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.(20)

International Conventions and Selected Laws on Child Labor and Education

	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	✓
	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 Penal Code also proscribes all forms of human trafficking.(9, 16, 21) The Narcotics Act prohibits the use of a child by an adult for illicit activities, including drug trafficking.(9)

The Legal Status of Military Personnel Act sets the minimum age for appointment to the military at 18.(9)

The Constitution guarantees free education at all levels and makes primary education compulsory.(19) The Compulsory School Attendance Act requires children to attend school until they are at least age 12.(5, 8, 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)

Institutional Mechanisms for Coordination and Enforcement

The National Commission for the Elimination of Child Labor NCECL is responsible for coordinating efforts to combat child

labor. It comprises 11 members, with representation from the Presidential Commission on Child and Adolescent Policy; the Ministries of Social Affairs, Education, Regional Development, Justice and Police (MJP), and Labor, Technology and Environment (MLTE); labor unions; private sector entities; academic institutions; and NGOs.(3, 5, 22) NCECL is tasked with formulating a national policy to eliminate child labor; monitoring Suriname's compliance with international child labor standards; and executing programs to raise awareness about, prevent, and combat child labor.(22)

The Department of Labor Inspections within MLTE is responsible for enforcing child labor and related laws.(4, 8, 9) MLTE employs 80 inspectors, an increase over the 63 inspectors employed in 2011.(5, 9) During the reporting period, it conducted inspections of companies to check for compliance in various areas, including child labor.(5) Information on the number of inspections and child labor violations found in 2012 is not available.(5)

MJP is responsible for enforcing criminal laws related to child labor and for monitoring and enforcing 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, 9) However, when the Youth Affairs Police find children working on the street, these children are sometimes registered and sent home without being referred to any relevant services.(9)

MLTE chairs the Anti-trafficking Working Group, and coordinates the Government's anti-trafficking efforts.(3, 5, 9, 11) 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, 9) During the reporting period, the working group met on a monthly basis.(11)

MJP's Anti-trafficking Police Unit (TIP) investigates reports and allegations of trafficking in persons nationwide, including those involving children.(9) TIP conducts bimonthly checks of brothels and night clubs to ensure children are not being exploited in prostitution or held in conditions of forced labor.(9, 23) The unit currently has 12 full-time officers.(5) Child trafficking victims are referred to shelters that provide the necessary services.(3, 5, 21)

According to the Government, there are five ongoing prosecutions involving the worst forms of child labor, all of which commenced in 2011 or 2012. They involve trafficking

and commercial sexual exploitation of children.(5) One case involves a local government official accused of trafficking underage girls for prostitution.(10) Seven victims were removed from exploitation in the worst forms of child labor during the reporting period.(5)

Government Policies on the Worst Forms of Child Labor

The Government has drafted a National Children’s Action Plan 2009-14 that addresses child labor issues, but it has not yet been approved by the Council of Ministers.(8) The Anti-trafficking Working Group also drafted a plan titled “Roadmap Suriname to Combat Human Trafficking 2012-2016.” However, the plan is currently being discussed with stakeholders and has not yet been approved and implemented.(11, 24)

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, 9)

Suriname 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, Peru, Uruguay, and Venezuela.(25)

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.(5)

During the reporting period, the Government continued to work with NGO partners to provide services to trafficking victims, including children.(11) Suriname’s Child and Youth Hotline provides confidential advice to children in need, including victims of the worst forms of child labor.(4, 23) The Government also runs an anti-trafficking hotline for citizens to provide information to police about trafficking cases.(10, 11)

During the reporting period, the Anti-trafficking Working Group carried out trainings on human trafficking in the districts of Paramaribo and Nickerie for law enforcement officials, educators, judicial and immigration officials, and the Youth Parliament. It also conducted awareness-raising activities, including newspaper spots to warn young people of misleading job offers, a 1-day training for Youth Parliamentarians, and a training for government information officers.(10)

During the reporting period, the Government continued to participate in a number of education programs. In 2012, the Ministry of Education launched a free afterschool program for primary students, which offers meals and homework assistance, and continued to implement a school-based feeding program for children from low-income families.(5, 9, 12) The Government also participates in a \$14 million program to improve basic education in collaboration with the Inter-American Development Bank. The project, implemented through the Ministry of Education, aims to enhance education quality and reduce student dropout rates.(5, 9) The five major project components are enacting institutional reform, updating school curricula, improving educational materials, enhancing teacher capacity, and providing technical assistance.(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	Raise the compulsory education age to at least 14, the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Collect and make publicly available information of labor inspections and violations related to the worst forms of child labor.	2012
	Create a mechanism to refer children discovered in exploitive labor to appropriate services, helping to prevent their return to work.	2010, 2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Policies	Conduct a study to better understand the extent and nature of the worst forms of child labor in Suriname in order to design appropriate policies and programs.	2010, 2011, 2012
	Approve and implement the National Children's Action Plan.	2011, 2012
	Approve and implement the Anti-trafficking Plan of Action.	2011, 2012
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, 2012
	Assess the impact that existing programs may have on child labor.	2009, 2010, 2011, 2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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 2012, Swaziland made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted the Children's Protection and Welfare Act and redrafted its Action Plan to Eliminate Child Labor (APEC) to better align with the new law. The Government also ratified the Palermo Protocol and both of the Optional Protocols on the Convention of the Rights of the Child. Despite continuing financial constraints as a result of a severe financial crisis in 2011, the Government expanded its free education program from grade four to five. There are, however, significant gaps in the laws, including the lack of a hazardous task list and a compulsory education age. Additionally, the roles and responsibilities of coordinating agencies to combat the worst forms of child labor are not clear. Children continue to engage in the worst forms of child labor, many of them working in dangerous forms of agriculture and in livestock herding.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	11.7 (35,368)
Attending School	5-14 yrs.	92.5
Combining Work and School	7-14 yrs.	13.0
Primary Completion Rate		76.9

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS 4 Survey, 2010.(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.(3-5) Although evidence is limited, there are reports that children pick cotton and harvest sugarcane.(5, 6) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(7, 8) Reports indicate that in addition to agriculture, working children are primarily engaged in herding.(3-6) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(9, 10) Boys who migrate from Mozambique to Swaziland to work in herding may subsequently become victims of forced labor, as their employers reportedly do not allow them to leave.(11, 12) Children also reportedly work in domestic service.(3-6) Child domestics may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These



children may be isolated in private homes and are susceptible to physical and sexual abuse.(7, 13)

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, brothels, and bars in which some children serve alcohol.(5, 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, 12) 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 five, 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.(5, 15-17) The inability to make these contributions and pay the fees charged by schools create additional challenges impacting students' ability to remain enrolled in school, increasing the potential of their engagement in child labor.(18)

Swaziland has one of the world's highest HIV/AIDS prevalence rates, affecting more than a quarter of the population. According to UNICEF's 2010 Multiple Indicator Cluster Survey, 23.6 percent of children under 18 have lost at least one parent, mostly as a result of HIV/AIDS, and are therefore at risk of entering into the worst forms of child labor.(15, 19, 20)

There are reports of children working on the streets, but specific information on hazards is unknown.(4, 5)

Swaziland

Laws and Regulations on the Worst Forms of Child Labor

In 2012, the Government of Swaziland passed the Children’s Protection and Welfare Act, which strengthened labor protections for children. The law defines a child as a person under 18 years old and sets the minimum age for employment at 15 years.(21) The law sets the minimum age for night work at 16, and prohibits the employment of children under the age of 18 in any form of hazardous work.(21) A list of activities that are considered hazardous will be adopted through regulation by the Minister of Labor and Social Security.(22) The law establishes that a child has the right to protection from exploitative labor. Exploitative labor is defined as labor that deprives or hinders access to health, education, or development.(21) The Employment Act of 1980 states that children 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.(23) The employment of a child is prohibited in places mainly used for the sale and consumption of alcohol, places in which their morals may be impaired, and in underground, dangerous, or unhealthy places.(23)

International Conventions and Selected Laws on Child Labor and Education

	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

Swaziland lacks a compulsory education law that is consistent with the minimum age of employment.(4, 11) The lack of standards in this area may increase the risk of children’s involvement in the worst forms of child labor.

The Crimes Act criminalizes child prostitution. The draft Sexual Offenses and Domestic Violence Bill aims to provide more stringent penalties; however, the Bill has yet to be enacted.(4, 24) The General Pornography Act prohibits pornography, including child pornography.(4) The Child Protection and Welfare act prohibits the use of children from being involved in the production, trafficking, or distribution of harmful substances. In addition, the law prohibits any person from procuring or using a child to carry out illicit activities.(21)

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.(12, 25) The Act also provides for victim compensation through a fine on convicted offenders.(12, 25)

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.(26) However, a 1998 Administrative Order, Act No. 6, granted local chiefs the power to require residents to perform work, for example agricultural work, enforceable with penalties for noncompliance. The High Court has declared the order null and void, stating that it was overridden by the constitution. However, the ILO recommends that it be repealed.(5, 27) The Umbutfo Swaziland Defense Force Act sets the minimum age for conscription and voluntary recruitment into the military at 18.(28)

During the reporting period, the Government ratified the Palermo Protocol on Trafficking in Persons, the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography, and the Optional Protocol on Armed Conflict.(29-31)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Swaziland has established a coordinating mechanism to specifically combat the worst forms of child labor. The government established a Child Labor Unit under the Ministry of Labor and Social Security (MLSS) and also maintained a National Children’s Coordination Unit under the Deputy Prime Minister’s Office. These entities are a part of the newly established National Task Team designated to develop a new child labor policy.(22) However, the distinct roles and activities of each body are not clear. In addition, community-

based child labor committees are responsible for coordinating and monitoring activities to combat child labor at the local level.(32)

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.(12, 33-35) The Task Force's Secretariat is spearheading efforts to develop a national strategy and action plan.(16)

The MLSS, 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.(4) The MLSS employs 32 labor inspectors and conducted 2,100 labor inspections in the formal sector during the 2012 reporting year. Child labor issues are included on the routine labor inspection questionnaire, but no violations were reported nor were any children removed or assisted as a result of the inspections.(4, 16, 22) However, child labor occurs primarily in the informal sector.(4) While complaints regarding child labor can be made to the above mentioned entities, reports indicate that a system to record child labor complaints does not exist.(22, 36) It is not yet clear what the role and impact of the establishment of a new Child Labor Unit under the MLSS will have on efforts to eliminate the worst forms of child labor.

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.(37) The Sexual Offences Unit also includes child-focused resources, such as a child friendly interview room.(38) The ILO-IPEC provided some training for these enforcement agencies during the period, but these trainings did not include child labor issues.(4)

Government Policies on the Worst Forms of Child Labor

During the reporting period, the Government worked with the ILO to revise its APEC.(4) The APEC, first developed in 2008, is intended to serve as the primary policy framework for the prevention and elimination of child labor, with the goal of eradicating the worst forms by 2015.(3, 39) As originally drafted, it included specific roles for the Ministry of Education and the MLSS to ensure its implementation in national institutions; however, the policy was never implemented.(4, 32, 36, 40) The new APEC is designed

to improve implementation as a result of the passage of the Children's Protection and Welfare Act. The new APEC was drafted by the National Task Team and is currently awaiting approval by the Cabinet.(4, 22). This APEC focuses on six key areas: legislation and enforcement; empowerment of vulnerable households; education and training; public awareness and social community mobilization; withdrawal, rehabilitation, and social reintegration; and institutional capacity.(4) Although the Government has conducted general labor force surveys, the surveys 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, 41, 42)

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.(16) The Plan also supports orphans and vulnerable children's (OVC's) enrollment in school.(16)

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.(27, 43, 44)

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

In the beginning of 2013, the Government expanded its Free Primary Education (FPE) program to all children in grades one through five. In the previous reporting period, the FPE only extended to children in grades one through three. The goal of the FPE is to extend free education to grade seven by 2015.(22) The Government also provided free textbooks to primary school students, supported school feeding programs, and paid the school fees of OVC.(3, 4, 15, 22, 37, 45)

With the enactment of the Children's Protection and Welfare Act as part of the National Policy on Children, the National Plan for Action (NAP) for Children (2011-2015) is currently being implemented. The NAP for Children covers children engaged in harmful, hazardous, and exploitative work.(22)

In 2012, Swaziland participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Swaziland, the project aims to improve the evidence base on child labor and forced labor through data collection and research.(46)

Swaziland

During the reporting period, however, the Government continued to suffer from the remnants of a severe fiscal crisis in 2010 and 2011 that impacted its ability to provide social services.(4, 47) 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 are still limited, and existing social programs lack components on child labor.(4, 48) In 2012, the Government continued to experience issues with temporary school closings due to teachers strikes over pay.(49)

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	Implement the Child Protection and Welfare Act and create a list of hazardous occupations.	2012
	Establish a compulsory education age that is consistent with the minimum age of employment.	2009, 2010, 2011, 2012
	Enact the Sexual Offenses and Domestic Violence Bill to further protect children from commercial sexual exploitation and prostitution.	2009, 2010, 2011, 2012
	Repeal 1998 Administrative Order, Act No. 6	2010, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor and clarify the role and report the activities of the Inter-Agency Task Force for the Prevention of People Trafficking and People Smuggling and other child labor-related entities.	2010, 2011, 2012
	Explore mechanisms to include the informal sector within the country's enforcement process.	2011, 2012
	Develop a system to record child labor complaints.	2009, 2010, 2011, 2012
Policies	Pass and implement the revised Action Program on the Elimination of Child Labor.	2012
	Collect data on the worst forms of child labor.	2009, 2010, 2011, 2012
	Assess the National Policy on Children, the National Social Development Policy, the Education Plan, and the National Development Strategy and their impact on the worst forms of child labor.	2010, 2011, 2012
Social Programs	Expand and improve programs to combat the worst forms of child labor, including <ul style="list-style-type: none"> • Integrate a child labor component into existing social programs to support vulnerable children; and • Prioritize spending on education and social protection programs to avoid disruptions of children's schooling, and increase efforts to provide free primary education for children beyond grade five. 	2010, 2011, 2012 2010, 2011, 2012

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2. UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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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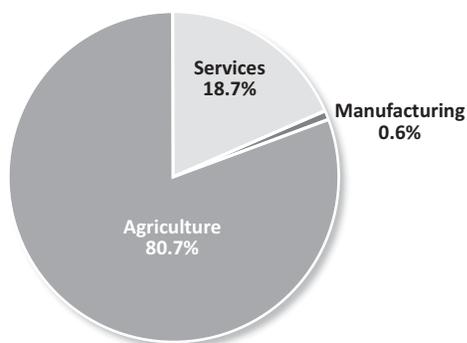
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In 2012, the United Republic of Tanzania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched the National Costed Plan of Action for Most Vulnerable Children II (2013-17), which includes plans to provide social services to vulnerable children, including child laborers. The Government also expanded the Tanzania Social Action Fund's conditional cash transfer program, which demonstrated an increase in school enrollment and a decrease in child labor. Despite these efforts, an updated and comprehensive list of hazardous work activities prohibited for children has not been implemented in either the mainland or Zanzibar. Gaps remain in laws regulating light work for children 12-14 and children engaging in illicit activities. Children continue to engage in the worst forms of child labor, including 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		89.9

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics.(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 dangerous activities in agriculture and fishing. In mainland Tanzania, children cultivate coffee, sisal, tea, and tobacco.(3) In Zanzibar, they work in the production of cloves.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6) Although evidence is limited, reports indicate that children are involved in the production of rice and sugarcane.(3, 7-16) Children, especially boys, care for livestock.(14, 17-19) Along the Tanzania-Kenya border, Tanzanian children are found working as cattle herders.(20) Children herding livestock may suffer injuries from being bitten, butted, gored, or trampled by animals.(21)

Children in Tanzania are engaged in fishing, including for Nile perch.(6, 22-24) They are susceptible to diseases from standing water and heat exposure and to injury from being entangled in nets and cleaning fish with sharp tools.(9, 22, 25) Children in fishing camps are also vulnerable to sexual exploitation.

Children work in artisanal mines and stone quarries.(26) They carry heavy loads and use dangerous tools to crush stones. They also work close to dynamite and in dusty conditions and suffer from diarrhea, typhoid, and other water-borne diseases.(25) Children mining gold and Tanzanite work without safety gear and are exposed to crime, drugs, and alcohol in mining zones.(27, 28) Some children are also found in commercial sexual exploitation in mining camps.(27) Although extent of the problem is unknown, children in Tanzania reportedly make

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gravel and may use sharp tools to cut stones.(29) Although information is limited, there are reports that children work in the manufacturing, construction, and transportation sectors.(16)

Girls are commonly employed as domestic servants.(6, 30-32) They are sometimes forced to work long hours and may be subjected to physical and sexual abuse. Girls fleeing abusive households may be vulnerable to commercial sexual exploitation.(30, 33)

Some children in Tanzania work on the streets.(7, 15, 23, 31, 34) In Tanzania, children working on the streets are vulnerable to severe weather, traffic accidents, and crime.(23, 25, 35) 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.(7, 23, 31, 34). Some children may be forced by adults to beg or commit crimes. Children working as porters in markets are reportedly beaten, deprived of food, and shoulder goods over long distances.(35) Children in urban areas, primarily boys, work in informal garages and are exposed to dust, oil, grease, paint, and other substances that affect their skin and respiratory systems.(25)

In Zanzibar, children work long hours in the tourism industry as guides, street vendors, and hotel cleaners. Girls employed as cleaners have been used for commercial sexual exploitation.(5, 9, 30, 31, 33) Children in mainland Tanzania are also exploited in the sex industry within tourism areas along the Indian Ocean beach hotels.(36, 37) Girls involved in commercial sexual exploitation are vulnerable to sexual assaults.(18) They may also work as barmaids, serving alcohol until late at night and sometimes falling into commercial sexual exploitation.(23, 38)

In urban areas, children affected by HIV/AIDS are at increased risk of entering into the worst forms of child labor. These children may become the heads of their households or primary caretakers to a sick parent and work to supplement household income.(25)

Trafficking for forced labor and commercial sexual exploitation is a problem in Tanzania, which particularly affects poor rural children trafficked internally. (3, 31, 33, 38, 39) Some Tanzanian girls are coerced into commercial sexual exploitation in tourist areas and are forced into domestic work and childcare.(33, 40) Children are trafficked for domestic service and sex work in surrounding countries, Europe, and the Middle East.(25, 33) Children from Burundi, Rwanda, and Uganda are trafficked to Tanzania including for fishing,

domestic servitude, agricultural labor, and sexual exploitation, which includes commercial sexual exploitation in brothels.(33)

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.(41-43)

International Conventions and Selected Laws on Child Labor and Education

	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

Mainland Tanzania is subject to 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.(42, 44) The law does not include clear provisions regulating light work for children ages 12-14.(45)

The Child Act of 2009 harmonizes all laws of mainland Tanzania pertaining to children.(29, 46, 47) The Act 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.(31, 47) The act defines exploitative work as that

which deprives a child of his or her health or development, exceeds 6 hours a day, and/or is inappropriate to his or her age. The act includes an incomplete list of hazardous activities from which children in mainland Tanzania are prohibited.(48)

Zanzibar is subject to Zanzibar Employment Act No. 11 2005, which prohibits the employment of children under 17, except in the case of domestic work. The law also prohibits the employment of children younger than 18 in hazardous sectors; however, it does not include a list of hazardous work activities prohibited for children.(5, 44) The Zanzibar Children's Act of 2011 prohibits child labor and any work that would inhibit a child's ability to attend school.(17) The law is similar to mainland Tanzania's Child Act of 2009; however, no information was available on its implementation.

The Government maintains a list of hazardous types of work activities in both mainland Tanzania and Zanzibar, which includes fishing and other work identified in the country's most recent integrated labor force survey.(3, 29) However, the list has not been published in the government gazette or placed into law, as it is still pending the confirmation and signature by Ministry of Labor officials.(49-51)

The Sexual Offences and Provisions Act of 1998, which applies to mainland Tanzania, includes penalties for procuring a child younger than age 18 for sexual abuse, indecent exhibition, or sexual intercourse.(52, 53) The mainland Tanzania Penal Code also prohibits knowingly living off the earnings of prostitution and sets forth penalties for doing so.(54) The Penal Code of Zanzibar includes provisions relating to the worst forms of child labor.(5) Tanzanian law does not prohibit or establish penalties for the use of children for illicit activities, including the production and trafficking of drugs.(48)

The Anti-Trafficking in Persons Act of 2008 is applicable to both mainland Tanzania and Zanzibar.(31, 33) 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.(55) Compulsory recruitment of children younger than age 18 years to the military is prohibited by law.(56) Tanzania has a voluntary recruitment age of 18, though children ages 16 and 17 may volunteer with the consent of parents, guardians, or, if orphaned, that of the local district commissioner.(56) The law does not stipulate any restrictions on children ages 16 and 17 engaging in combat and therefore, it is unclear whether this law is in compliance with the provisions of ILO Convention 182.

By law, education in both the mainland and Zanzibar is compulsory for children until the age of 15.(57) 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.(58, 59) These requirements may prevent some children from attending school. Corporal punishment in schools is lawful in Tanzania, and reports indicated that violence in schools may increase dropouts.(25, 60)

In addition to mainland Tanzania and Zanzibar's legal frameworks on child labor, some districts have incorporated restrictions against child labor into their local by-laws.(31, 61)

Institutional Mechanisms for Monitoring and Enforcement

The Prime Minister's Office—Regional Administration and Local Government (PMORALG) oversees 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.(31) The committee met once during the reporting period to circulate child labor policies and collect regional and district-level data on the prevalence of child labor. Twenty-three District Child Labor Committees are active at the district level.(16)

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, Gender, 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.(24, 30) The Ministry of Labor maintains a separate Child Labor Unit, which is responsible for enforcement of child labor laws at the national level.(16) During the reporting period, the Unit initiated three cases of criminal charges related to violations of child labor law.(16) No information was available on the Unit's budget during the reporting period. The Ministry also created the position of child labor commissioner, however, the position remained vacant during the reporting period.(24)

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In 2012, the Ministry of Labor issued its annual labor administration and inspection report, which included data on the number of children identified and withdrawn from the worst forms of child labor, primarily from agricultural activities on tobacco farms.(16, 62) The report also summarized the Ministry's efforts to raise public-awareness. Inspectors conducted 2,401 labor inspections, issued 147 compliance orders, and brought 15 cases to court.(62) However, the number of child labor inspections conducted and violations found were not reported.

In addition to labor inspectors, the Ministry of Labor has a total of 71 labor officers in mainland Tanzania.(16, 17) Ministry of Labor regulations dictate that one or more labor officers must be assigned to each region. As of the writing of this report, labor officers were not assigned to four regions in Tanzania.(16, 31, 63) 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.(24, 30)

Zanzibar's Ministry of Labor, Economic Empowerment and Cooperatives is responsible for enforcing the archipelago's child labor laws.(30, 63) The Labor Commission, under the Ministry of Labor, Economic Empowerment and Cooperatives, is responsible for matters related to labor inspections.(63) Information on the number of labor inspectors in Zanzibar was unavailable. 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.(30) In some districts, the police, social welfare and education officers, magistrates, and health workers improved child protection systems to expedite processing cases related to children.(64) Information is not available on the effectiveness and prevalence of these systems in the country.

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.(7, 30) 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. The distance and cost of traveling to district courts may deter rural inhabitants from taking complaints to them.(7) 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.(17) However, no information is available on when the unit will be fully operational. Information was not available on whether any child labor cases were taken up in Zanzibar during the reporting period.

The Anti-Trafficking Secretariat and Committee is responsible for promoting, defining, and coordinating policy to prevent trafficking.(55) The Secretariat produced Tanzania's National Anti-Trafficking in Persons Action Plan.(49) The Secretariat has not received a budgetary allocation for its assigned task to support antitrafficking efforts.(17, 30) 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.(30) Focal points to handle child victims of trafficking are assigned in every police station.(45) The police also have an independent trafficking desk.(30, 43) New police officers, investigators, and prosecutors receive training on child labor and human trafficking.(17, 30) However, training is reportedly inadequate, as many police remain unaware of child labor laws and anti-trafficking laws. Information on whether trainings had been provided in 2012 is unavailable.(17) Child trafficking cases can be reported through the Interpol Office and NGO hotlines.(30, 31) The police anti-trafficking desk reported initiating one investigation involving child trafficking and confirmed two prosecutions in 2012. No convictions for child trafficking were reported.(16)

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.(38) 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.(17, 30) Zanzibar also has a National Action Plan for the Elimination of Child Labor (2009).(5) 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.(5, 30) District labor officers oversee the implementation of the national action plans in individual districts within mainland Tanzania and Zanzibar in partnership with education officers, social welfare officers, and women and child welfare officers.(5) 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.(17, 65) Efforts to implement the plan have been stalled due to lack of funding.(16)

The National Strategy for Growth and Reduction of Poverty II contains provisions for improving literacy rates, promoting 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.(66) The Zanzibar Strategy for Growth and Poverty Reduction (2010-15) includes a number of specific activities to reduce child labor, including providing support for the rehabilitation and reintegration of children withdrawn from 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.(5, 67) 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.(5, 68)

A number of other government policies target child labor. The National Costed Plan of Action for Most Vulnerable Children II (2013-17) was officially launched during the reporting period.(69, 70) The plan, which includes child laborers among the most vulnerable children, aims to provide children with access to adequate care, support, protection, and basic social services.(69, 70) The National Employment Policy of 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.(71-74)

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.(43)

Child labor committees also exist in some districts.(31) 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.(29) 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.(29)

The Ministry of Community Development, Gender, and Children developed a National Plan of Action to Respond to Violence against Children, which assigns responsibilities to various government agencies to address the problem and gives Most Vulnerable Children Committees, Council Multi-Sectoral AIDS Committees, and District Child Protection Teams the responsibility of implementing the plan at the local level.(25, 35) Information on the Ministry's 2010 Plan of Action to Combat Commercial Sexual Exploitation of Children is not available.

The Primary Education Development Plan (PEDP) and the PRSP eliminated primary school fees in Tanzania.(52, 55, 75, 76) 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.(77) 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 program targets child laborers and provides child labor components in its curricula.(10) The Vocational Education and Training Authority offers skills and entrepreneurship training to rural populations and incorporates child labor targets.(5, 77-79) In 2012, the Government launched the third phase of PEDP, PEDP III, which includes the Ministry of Labor as a member of the Education Sector Development Program Inter-Ministerial Steering Committee. While PEDP III and the Secondary Education Development Program (SEDP) contribute to increased enrollments in schools, there was no mention of child labor in these plans.(65, 80) PEDP III and SEDP were launched in 2012 and their impact on child labor issues has not yet been assessed.

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

The Government supports the 4-year, USDOL-funded, \$10 million WEKEZA project, which began in December 2012.(16, 81) The project supports children and youth “at-risk” or engaged in child labor in the Tanga and Kigoma regions, including those in domestic service and commercial agriculture, and especially those working in the sisal and tobacco sectors. The project targets 8,000 children and 3,360 households with education and livelihood services.(81)

The Government continues to implement the 2025 Timebound Program on the Elimination of Child Labor and, with ILO assistance, has prioritized child labor in Tanzania’s Decent Work Country Program.(17)

Tanzania is also partnering with other UN agencies to address child labor. The UNICEF-supported Common Country Program (2011-15) recognizes child labor as a barrier to education and targets efforts towards achieving universal primary education in Tanzania.(82) The Government also teams with UNICEF to address the issue of violence against children, which may impact child laborers.(83) 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, funded by the ECLT Foundation, which addresses forces that fuel child labor and strengthens local and national structures to achieve child-free tobacco production in target districts.(17, 51, 84) The Government also supports the provision of income generating activities, education materials, and other social services as a part of the Jali Watoto program.(17, 85) The Government provides logistical support to Fighting Child Labor in Zanzibar and Eradicating the Worst Forms of Labor in the Eight Mining Wards of Geita District, two EU-funded projects.(16) The Government also supported the Women Empowerment in Zanzibar program, which withdrew children from child labor and put them in school. The program ended in January 2012.(86, 87)

At the regional and policy levels, 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.(88) The Regional Program for East Africa covers 13 countries, including Tanzania 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.(88)

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.(89) The National Economic Empowerment Fund and Zanzibar Empowerment Fund support poverty reduction efforts at the regional and district levels, channeled through government and financial institutions in rural areas. The question of whether 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.(29, 90) The Tanzania Social Action Fund provides grants and a conditional cash transfer program (CCT) to vulnerable populations, including children. During the reporting period, reports demonstrated an increase in child school enrolment as a result of the CCT.(63) CCT recipients in the Chamwino District reported an increase in school attendance and household savings and a decline in child labor.(91) Despite these reports, a formal study on the impact of this program on the worst forms of child labor has not been conducted.

The Government of Tanzania contributes funds to the East African Regional Training Academy for immigration officials, which provides instruction in anti-trafficking efforts.(48, 92) The Government signed an MOU with the IOM to further increase Government capacity to attend to the needs of victims of trafficking.(93)

The Government has not built on 2010 USDOL-funded efforts to address child labor in the fishing sector.

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 of work activities in Tanzania, which includes hazards in fishing and other dangerous activities identified by the Government.	2011, 2012
	Clarify whether the minimum age for military recruitment meets the standards established in ILO Convention 182.	2011, 2012
	Establish laws and regulations to control corporal punishment in schools across the country.	2012
	Establish penalties for the use of children for illicit activities, including the production and trafficking of drugs.	2012
Coordination and Enforcement	Make available information on child trafficking violations and prosecutions in mainland Tanzania and in Zanzibar.	2010, 2011, 2012
	Conduct regular meetings of the National Intersectoral Child Labor Committee and Anti-Trafficking Secretariat and Committee and develop concrete goals for the committees to work towards.	2011, 2012
	Encourage Zanzibari labor officers to use their new authority to prosecute labor cases in order to identify and prosecute child labor cases.	2011, 2012
	Establish and assess the effectiveness of child protection systems.	2012
	Provide the number of inspections, violations of laws, and citations related to child labor, including the number of child labor cases prosecuted in Zanzibar.	2012
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, 2012
	Ensure that the Plan of Action to Combat Commercial Sexual Exploitation of Children is implemented and information on its activities made available.	2010, 2011, 2012
	Assess the impact of all relevant policies on the worst forms of child labor.	2010, 2011, 2012
	Coordinate efforts to address the worst forms of child labor through implementation and full funding of the National Action Plan for the Elimination of Child Labor and ensure that the National Plan of Action to Respond to Violence Against Children is implemented and coordinate national- and district-level activities in support of this plan.	2011, 2012
	Ensure child labor is integrated into PEDP III and SEDP, and study the impact of the programs on the prevalence of child labor.	2012
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 fishing sector.	2010, 2011, 2012
	Assess the impact that the Government's basic education programs, the Tanzania Social Action Fund, and National Empowerment Fund have on addressing the worst forms of child labor.	2011, 2012

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In 2012, Thailand made a significant advancement in efforts to eliminate the worst forms of child labor. The Government passed the Ministerial Regulation on Labor and Welfare Protection for Domestic Workers, which offers protections to child domestic workers, including setting the minimum age for domestic work at 15 years. The Government also updated the list of hazardous occupations and working conditions prohibited to children and increased the minimum age for children to work in sea vessels from 16 to 18. In addition, the Government announced a new provision to extend healthcare benefits for all Thai and migrant women and children, including free healthcare for children, and continued to participate in a project to eliminate child labor in the shrimp and seafood processing industry. However, enforcement of child labor laws continues to be weak and the Government lacks current nationwide data on child labor. Children continue to be engaged in the worst forms of child labor, including in hazardous activities in agriculture, and 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, 2013.(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 hazardous 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, 7) Children may face such conditions in the production of sugarcane. There is also limited evidence that children face such conditions in the production of rubber, roses, and oranges.(4, 5, 8, 9)

Children process shrimp and seafood processing and are subject to long and late hours, in difficult working conditions and engage in heavy lifting.(3, 4, 10)



Children also work at entertainment venues, restaurants, markets, and gas stations.(4, 12) In these workplaces, they may be required to work at night or for long hours and, in some cases, may be exposed to high levels of noise, dust, and smoke.(12)

Children, primarily girls, work in domestic service, and may face long working hours. In some cases, they experience physical and sexual abuse from their employers and confinement in the employer's home.(4, 5, 13, 14) Children also work in manufacturing, including garment production. They work long hours and operate dangerous machines.(4, 5, 15) Children are also paid to fight in a dangerous form of boxing called Muay Thai, in which they use knees, elbows, hands, and feet to fight, with no protective equipment.(17, 18) In urban areas, there are reports of children working on the streets, but specific information on hazards is unknown.(16)

Children in Thailand are found in commercial sexual exploitation, including pornography.(4, 16, 19) Children from

Thailand

Burma, Cambodia, and Laos are trafficked to Thailand for commercial sexual exploitation.(20) Children are also trafficked into Bangkok or other urban areas to sell and beg on the streets and to work as domestics.(4, 20, 21)

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, 13) Most migrant children lack access to healthcare and other social services, which contributes to this vulnerability, as does the fact that many migrant children lack proper supervision while their parents are at work.(22, 23) Migrant children may be subjected to forced labor such as begging, selling flowers, agriculture, garment factories, shrimp and seafood processing, deep-sea fishing, and domestic service.(3, 4, 16, 24, 25) There is limited evidence that children work in conditions of forced labor in the production of salted vegetables, brass jewelry, and fish balls.(4)

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.(26-28) NGOs have reported that insurgents have trained and used children in the armed conflict.(29, 30) There are also reports of children's involvement in village defense militias.(30)

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.(31, 32) The LPA provisions on minimum age were recently modified to include domestic workers in third-party households.(4, 32)

The LPA outlines hazardous working conditions prohibited to children, including exposure to chemicals and heavy equipment. The LPA prescribes penalties for employing children under such conditions.(32) 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.(33)

During the reporting period, the Government updated the list of hazardous occupations and working conditions prohibited to children.(5) The updated list consolidates occupations and hazardous working conditions prohibited to children in

existing legislation into one comprehensive list. In addition, the Government added children working on sea fishing vessels.(5) The updated list is meant to serve as a consolidated tool for labor inspectors to use in their efforts to detect and address cases of child labor and also as the basis for raising awareness on the issue.(5)

International Conventions and Selected Laws on Child Labor and Education

	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 Ministerial Regulation for the Protection of Workers in the Agricultural Sector permits children age 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, the number of hours or the times of day permitted for children to perform light work in agriculture is not clear.(31, 34, 35)

The Occupational Safety, Health, and Environment Act establishes the Ministry of Labor (MOL) Occupational Safety, Health, and Environment Committee and authorizes the appointment of a Safety Inspector.(36) The Act requires employers to provide protective equipment and occupational safety and health training for workers throughout the supply chain.(36) This Act impacts workers in all sectors, including children of legal working age in sectors such as shrimp and seafood processing, and penalizes employers who employ children under hazardous working conditions with a monetary fine and/or imprisonment.(5)

The Ministerial Regulation on Sea Fishing Vessels was approved by the Cabinet in 2012 and, as of this writing, was to be officially announced in the Royal Gazette in 2013. Consistent with the hazardous list of occupations and working conditions, this regulation increases the minimum age for children to work in sea vessels from 16 to 18 years.(5)

In 2012, the Government passed the Ministerial Regulation on Labor and Welfare Protection for Domestic Workers, which offers protection to domestic workers in third-party households. This regulation includes coverage for child domestics, sets the minimum age for domestic work at 15 years, prescribes weekly and annual holidays, and prohibits sexual harassment and gender discrimination in domestic service.(4) However, the regulation fails to define the number of allowable working hours.(5)

During the reporting period, the Government ratified the Optional Protocol to the Convention on the Rights of the Child, on a Communications Procedure, which allows children to bring a complaint before the UN Committee on the Rights of the Child (CRC).(5) The Government also agreed to participate in the Global Alliance against Child Sexual Abuse.(37)

The Prevention and Suppression of Prostitution Act establishes penalties for the sexual exploitation of children.(38) The Child Protection Act prohibits the involvement of children in illicit activities, including gambling and alcohol-related activities.(33) The Anti-Trafficking in Persons Act prohibits all forms of trafficking, including trafficking for the purposes of forced labor and sexual exploitation.(39) The Anti-Trafficking in Persons Act and the Penal Code specify penalties for violations involving the trafficking of children.(39, 40)

The Constitution prohibits forced labor.(41) According to the Military Service Act, the age of voluntary and compulsory military recruitment is 18.(42) Furthermore, a ministerial regulation prohibits children under age 18 from taking part in village defense trainings.(43)

Education is compulsory until age 15 for both Thai and migrant children. The Constitution entitles all children to free education until grade 12.(3, 41) 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 and migrant families of migrant children's right to education; class instruction only in the Thai language; long distances to school; the costs of school lunches; burdensome student registration requirements; and pressure from families for children to work

rather than attend school.(23, 30, 37, 44-46) 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 organizations and/or individuals to undocumented and non-Thai persons in migrant learning centers.(5) The regulation states that each student must meet certain criteria to receive a certificate of completion from the Ministry of Education. The Government has committed to provide management, technical, and financial support through subsidies to the migrant learning centers.(5) Formerly, instruction could only be provided by government schools. This regulation will improve access for migrant children to education, including in their native languages.(5)

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, facilitates cooperation among various coordinating ministries and reports semi-annually to the Thai Cabinet on child labor issues.(16) The National Committee is chaired by the MOL, with representation from other government agencies, employer and worker associations, and civil society groups.(47) In addition, the National Committee oversees three subcommittees: a subcommittee that monitors the National Policy and Plan to Eliminate the Worst Forms of Child Labor (2009-2014); a subcommittee that updates the list of hazardous activities related to the worst forms of child labor; and a sub-committee that works on key performance indicators to measure and eliminate the worst forms of child labor.(16, 48) During the reporting period, the subcommittees collected and presented performance data on implementation of the National Policy and Plan; updated the list of hazardous activities related to the worst forms of child labor; and developed a situational analysis on the worst forms of child labor in Thailand.(5)

As part of the MOL, the Department of Labor, Protection, and Welfare (DLPW) enforces labor laws, including child labor laws, through workplace inspections.(4, 16) In 2012, the DLPW's operational budget for the labor inspectorate was \$398,513.(5) The DLPW employed 678 labor inspectors, a number that the Government recognized as insufficient to adequately monitor all workplaces covered by the law. To address this issue, the DLPW authorized the Thai Police and Thai Navy (in the case of sea fishing vessels) to conduct labor inspections.(5) The DLPW reported that, in addition to regular

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annual training, 212 labor inspectors participated in training specifically on the worst forms of child labor.(5)

Also in 2012, DLPW labor inspectors inspected 549 workplaces specifically for child labor violations and found 29 workplaces that were in violation of the law. The violations included failure to pay holiday wages or to keep written records of wage payments and timesheets.(5) No further information was available about penalties, if any, for these violations.(5) The DLPW continued to prioritize 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 targeted inspections in workplaces with high concentrations of illegal migrant laborers and working children ages 15 to 17.(16, 49) During the reporting period, the MOL publicly announced that employers found illegally deducting wages of migrant workers or employing children under age 15 will be subject to immediate prosecution and required to pay back wages.(50) However, few Thai labor inspectors speak migrant or ethnic minority languages, which may impede their ability to conduct adequate inspections.(4, 51)

The MOL used the Child Labor Protection Action Network (CPAN) as another mechanism for oversight of labor violations. The 45,875-person network is composed of government agencies, NGOs, employers, academics, and community groups.(48, 52) Its purpose is to raise awareness, disseminate information, and provide a mechanism for reporting labor violations.(5) During the reporting period, the DLPW trained 8,060 members of CPAN on identifying child labor violations and reporting them to the DLPW.(5)

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.(24) The Government expanded the list of Burmese interpreters to provide interpretation services for the trafficking hotline.(37, 53) In general, however, international organizations and NGOs believe labor law enforcement is weak and workers lack an adequate grievance mechanism to report violations, particularly in remote areas and in the informal sector.(5)

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.(24, 54, 55) The ATP has multiple subcommittees that cover a range of topics, including data

collection and implementation of the national anti-trafficking policy.(56) The various subcommittees meet regularly.(49) In 2012, the Government of Thailand allocated \$3.7 million to support Anti-Trafficking in Persons (TIP) activities, and over \$5.1 million to support these activities in FY13.(5, 50, 57) Of this \$5.1 million, \$1 million will be allocated to the Anti-Human Trafficking Division (AHTD) of the Royal Thai Police.(5)

AHTD and the Department of Special Investigations (DSI) of the Ministry of Justice have 300 officials and 20 officials, respectively, who are responsible for enforcing laws specifically related to child forced labor, trafficking, and commercial sexual exploitation.(48) In 2012, the Royal Thai Police identified 305 cases of trafficking, a more than three-fold increase from 2011. These trafficking cases included 226 prostitution cases, 36 forced begging cases, and 43 forced labor cases.(58) The number of children involved in these cases, however, is unknown.

During the reporting period, 56,423 police officers nationwide continued to participate in workshops on anti-trafficking. The workshops focused on the Anti-Trafficking in Persons Act and the new Preliminary Trafficked Victims Identification Process (PVIP).(59) In 2012, the Immigration Bureau standardized the screening process for potential trafficked victims (the PVIP) at provincial immigration offices, and now require these offices to conduct PVIPs without delay. In addition, the process is now conducted in collaboration with local interpreters, further increasing its effectiveness.(59) During the reporting period, immigration offices interviewed a total of 397,167 individuals, and identified 57 individuals as trafficking victims.(59) Again, however, the number of children among these victims is unknown.

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, 16, 49) 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, 16, 49) There are 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) During the reporting period, the DLPW held consultations with relevant agencies on these performance indicators. The DLPW planned to begin to collect data on these indicators in mid-2013.(5)

During the reporting period, part of the Government's budget of \$2.7 million assigned to the NPP was used by the various subcommittees to update the list of hazardous occupations and working conditions prohibited to children, and to provide services to support over 96,000 anti-Trafficking in Persons activities, with more than 1.3 million beneficiaries.(5)

The Government's National Policy Strategies and Measures to Prevent and Suppress Trafficking in Persons 2011-2016 is a comprehensive Anti-Trafficking in Persons Policy.(56) The Policy contains five strategies to be operationalized in annual action plans. The strategies are: prevention; prosecution; protection and assistance; development of policy and promotion mechanisms; and development and management of information.(60) The 2012 Anti-Trafficking in Persons action plan prioritized, among others, the following actions related to children: (1) victim identification; (2) investigation and prosecution of trafficking offenders and officials engaged in trafficking-related corruption; (3) labor inspection standards and procedures; (4) protection of workers in the fishing sector; (5) protection of migrant workers; and (6) ratification of the United Nations Convention on Transnational Organized Crime.(61) During the reporting period, the Thai Cabinet approved \$5.1 million for the 2013 Anti-Trafficking in Persons action plan.(62) In addition, the Ministry of Tourism and Sports recently established a subcommittee to draft new measures to address child sex tourism.(63)

During the reporting period, the Government adopted the National Child and Youth Development Plan 2012-2016.(28) This plan is based on five main principles, among which include: the enforcement and implementation of the National Child and Youth Development Promotion Act of 2007 and relevant laws; the idea that every child and young person has the right to receive basic education of the highest quality; the notion that children and youth have the right to basic healthcare services with the highest standard; and the idea that children and youth have the right to play, rest, and participate in recreational activities.(50)

During the reporting period, the Government also announced a new policy to extend healthcare benefits to all Thai and

migrant women and children, including free healthcare for children, pre-natal care for expecting mothers, vaccinations for children, and early child care centers.(5) In addition, the Government reduced visa fees for workers from Laos, Cambodia, and Burma to encourage workers to enter Thailand legally, and announced measures to register up to 200,000 children of migrant workers through the National Verification process, after which these children could gain legal status in the country.(23, 30)

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) In 2012, the Provincial Operation Centers removed 435 children from the worst forms of child labor. The DLPW trained 12,663 children and young workers on their basic labor rights under the LPA, ILO conventions, and other relevant Thai laws and explained how they could report child labor cases.(5, 48) The DLPW also held awareness raising events with 150,228 people in rural areas on the worst forms of child labor. DLPW worked with community leaders to organize meetings, at which their mobile units conducted community discussions on child labor and the worst forms of child labor, and explained how people could report these cases.(5, 48)

The Government continued to participate 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 provide education and other services to at-risk children and families in the targeted areas.(3) During the reporting period, the project worked closely with the DLPW to design and adopt its 2011-2014 Child Labor Action Plan; the Ministry of Agriculture and Cooperatives' Department of Fisheries to develop guidelines on good labor practices for shrimp and seafood processing, as well as the fishing industry; and the Thai Frozen Foods Association, to launch its policy against child and forced labor.(5, 64-66) In addition, the Government participated in a multi-year, \$3.67 million, UNODC-funded project to build the capacity of law enforcement officials in Thailand, Cambodia, Laos, and Vietnam to identify and prosecute child sex offenders.(59, 67)

MSDHS' Bureau of Anti-Trafficking in Women and Children coordinates services to trafficking victims through the National

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Operation Center on the Prevention and Suppression of Human Trafficking. The National Operation Center oversees 76 temporary Provincial Operation Centers for the Prevention and Suppression of Human Trafficking and 9 long-term shelters.(5, 55) The Centers offer medical care, psychosocial services, education, and life skills education.(20)

In 2012, the Government worked with international organizations, universities, and NGOs to conduct baseline

surveys on child labor in areas with high concentrations of migrant workers. The study found that child labor exists amongst both Thai and migrant children. As of the writing of this report, the study was to be publicly disseminated in June 2013.(5) Despite these efforts, the Government lacks current nationwide data on the worst forms of child labor.(4) In addition, current reporting and statistics on child labor often omit street children and migrant children.(30)

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	Clarify the maximum number of hours and the times of day that children age 13 to 15 may perform work in the agricultural sector.	2011, 2012
	Revise the Ministerial Regulation on Labor and Welfare Protection for Domestic Workers to define the number of allowable working hours for child domestics.	2012
Coordination and Enforcement	Improve mechanisms for labor complaints that workers can easily access to report labor law violations, particularly in remote areas and in the informal sector, including in shrimp and seafood processing.	2012
	Ensure, including through training, that labor inspectors speak migrant or ethnic minority languages useful for labor inspections.	2009, 2010, 2011, 2012
	Provide disaggregated statistics on adult and child trafficking victims.	2012
Social Programs	Reduce children's barriers to education by providing class instruction in the migrants' native language; increasing educational opportunities to reduce long distances to school; addressing the cost of school lunches; and simplifying student registration requirements.	2012
	Raise awareness of migrant children's right to education among migrant families and local government officials.	2012
	Initiate a national child labor survey.	2009, 2010, 2011, 2012
	Ensure that national reporting and statistics on child labor include children working on the streets and migrant children.	2012

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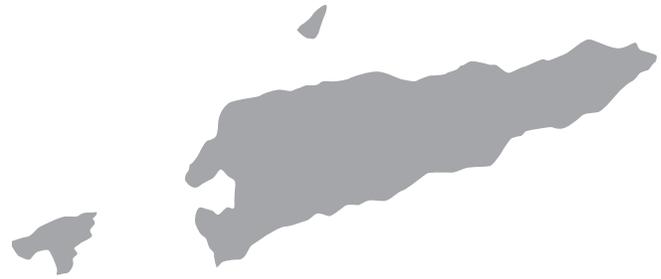
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In 2012, Timor-Leste made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed a new labor law that specifically prohibits forced labor and contains several provisions on light work, including an increase in the minimum age for light work from 12 to 13. The new law also provides protection for children working in family-owned businesses. The Child Labor Commission working group finalized a list of hazardous activities from which children would be prohibited and submitted it to the Council of Ministers for approval. However, Timor-Leste still lacks a mechanism to fully coordinate all Government efforts to combat child labor. Furthermore, the Government has not established any programs targeting the worst forms of child labor, which are needed especially for children in agriculture. Children continue to engage in the worst forms of child labor in Timor-Leste, particularly in dangerous activities in agriculture.



Prevalence and Sectoral 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.(3-7) Within agriculture, many children cultivate and process coffee, especially on family farms.(4, 7-9) Children working in agriculture may use dangerous machinery and tools, carry heavy loads, and apply harmful pesticides.(5, 6) Although evidence is limited, there are reports that children also work in fishing.(8) Children working in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(5, 8, 10)

Children are also engaged in domestic work.(7) These children may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(5, 11)

In a few cases, families place their children in indentured servitude or bonded labor in order to settle outstanding debts.(12-14)

Limited evidence suggests that some children can be found in commercial sexual exploitation and may be trafficked for that purpose.(7, 9)

There are reports of children working on the streets, but specific information on hazards is unknown.(7, 8)

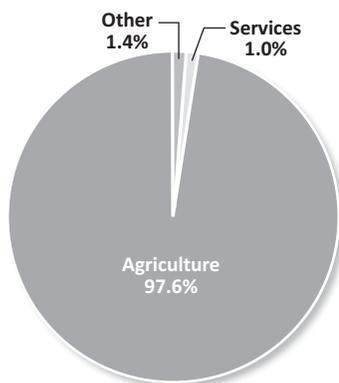
Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 15, although the law creates exemptions for work done at vocational schools.(9, 14, 15) The exemption exists to allow children attending technical and artistic schools to engage in supervised, hands-on activities in school.(9) In addition,

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	19.9 (26,228)
Attending School	10-14 yrs.	69.7
Combining Work and School	10-14 yrs.	12.6
Primary Completion Rate		65.5

Working Children by Sector, Ages 10-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from TLSLS Survey, 2007.(2)

Timor-Leste

the Labor Code prohibits employing a child between ages 15 and 18 in work that jeopardizes his or her health, safety, or morals, but the Labor Code does not explicitly define hazardous activities or occupations from which children are prohibited.(15) During the reporting period, Timor-Leste's Child Labor Commission working group finalized a list of hazardous activities from which children would be prohibited and submitted it to the Council of Ministers for approval.(4, 7)

International Conventions and Selected Laws on Child Labor and Education

	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	14/15
	Free Public Education	Yes

Likewise during the reporting period, the Government passed a new labor law that specifically prohibits forced labor and includes several provisions on light work. The law raises the minimum age for light work from 12 to 13 years, removes the previous exemption for children working for family-owned businesses other than farms, prohibits children from working at night, and sets the number of hours that can be worked to no more than five hours per day or 25 hours per week.(7, 16) In addition, the law provides a definition for light work that includes “not jeopardizing their schooling or participation in Government-approved vocational training programs.”(16) However, the law does not provide a list of activities that qualify as light work.(7)

The Law of Basic Education provides free and compulsory primary education for children for nine years.(7, 14) The Law requires children to start school in the year they turn 6,

regardless of whether they have reached that age by the time the school year begins. As such, some children start school at age 6 and therefore finish at age 15, whereas children who begin at age 5 finish at age 14.(9) Because some 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.

The Constitution, Labor Code, and Penal Code Article 163 forbid compulsory labor at any age.(9, 15, 17) Trafficking in persons is prohibited, and the Immigration and Asylum Act and Penal Code Article 164 stipulate aggravated penalties for those who traffic minors. Penal Code Article 175 also includes penalties for those who offer, obtain, seek, or deliver minors for purposes of child prostitution.(9, 12, 18) The Penal Code also prohibits child pornography and the use of children in illegal activities such as drug trafficking.(4)

The Labor Law prohibits forced or compulsory recruitment of children for use in armed conflict.(7) The minimum age for compulsory and voluntary recruitment into military service is 18.(19)

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.(7, 20-22) The CLC is located within the Office of the Prime Minister, but is chaired by the Chief Labor Inspector of the Secretary of State for Vocational Training and Employment Policy.(9) The CLC comprises the Secretariats of State for Vocational Training and Employment Policy, Youth and Sports, and Promotion of Equality; the Ministries of Education, Agriculture, Finance, Justice, Health, Social Solidarity, Tourism, Public Works and Commerce, Industry, and the Environment; trade unions; the Chamber of Commerce and local NGOs.(9) The mission of the CLC is to recommend policies, raise awareness, and contribute to efforts to ratify the international conventions related to child protection.(4)

During the reporting period, members of the CLC participated in child labor conferences in both Mozambique and Guinea-Bissau.(7)

The Secretary of State for Vocational Training and Employment Policy (SEPFPOE) works in collaboration with the Ministry of Social Solidarity (MSS) and the National Police of Timor-Leste (PNTL) to enforce child labor laws.(7) In 2012, the

total budget for the inspectorate directorate of SEPFOPE was \$190,000 and included an allocation of \$70,000 for labor inspector training. In addition, the office had two cars, one of which was inoperable during the reporting period.(7) According to SEPFOPE and the ILO the available resources are insufficient to adequately conduct inspections, particularly outside of Dili.(7)

In 2012, the Government employed 20 labor inspectors, and three had formal responsibilities both to investigate child labor cases and to enforce child labor laws. The ILO noted that this is an appropriate number of inspectors.(7, 9) SEPFOPE inspectors did not receive any specific child labor related training in 2012; however, in collaboration with the ILO-IPEC and the Brazilian Government, SEPFOPE plans to conduct a child labor specific training for inspectors in 2013. There was no information on whether this training occurred as of the writing of this report.(7) During the reporting period, SEPFOPE reportedly conducted 10 random and unannounced inspections of businesses in the formal sector and found no child labor violations.(7) The Government continues to lack a formal mechanism for filing complaints regarding hazardous and forced child labor.(13, 23) In addition, the inspectorate directorate does not publish data on the overall number of investigations.(3) Finally, 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 Inter-Agency Trafficking Working Group, chaired by the Ministry of Foreign Affairs and Cooperation, coordinates the Government's anti-trafficking efforts. The Trafficking Working Group also includes the MSS, Ministry of Justice (MOJ), the Ministry of Defense and Security, the Secretary of State for the Promotion of Equality, the SEPFOPE, and the immigration police component of the National Police (PNTL).(13)

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.(4, 7)

In 2012, three investigators from the PNTL's Vulnerable Persons Unit attended a UNICEF training on appropriately handling cases that involve children, including those children in the worst forms of child labor.(7)

The Vulnerable Persons Unit carried out three investigations involving children between the ages of 7 and 10 found in domestic service. The investigations resulted in the discovery of three violations and each of the children was referred to the MSS and returned home.(7) The three cases were referred to the Office of the Prosecutor General but legal proceedings had not started at the conclusion of the reporting period.(7, 9)

Government Policies on the Worst Forms of Child Labor

The Timor-Leste Strategic Development Plan 2011-2030 includes short-term and long-term plans for the nation's development. Some of these plans include poverty alleviation and social transfer programs. The Plan also 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 the prevention of school dropouts.(7, 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.(25) In 2011, the Child Labor Commission began to develop a National Action Plan Against Child Labor.(4) The National Action Plan has not yet been completed, in part because the terms of reference of the CLC are pending approval.(9)

In early 2012, a National Plan of Action on anti-trafficking was presented to the Council of Ministers for review; however, no action was taken during the reporting period.(13)

Social Programs to Eliminate the Worst Forms of Child Labor

The Government of Timor-Leste supports the project for the Elimination of the Worst Forms of Child Labor.(9) The main objective of the project is to contribute to the implementation of ILO C. 182.(4) The project has been instrumental in re-establishing the Child Labor Commission.(4, 9)

In 2012, the Government provided \$15,000 in funds to a local NGO, PRADET, to support an as-needed shelter specifically to offer services for victims of trafficking; however, these funds were not used for this purpose due to a lack of victims. Instead, most of the funds were repurposed for trafficking awareness outreach, including to middle and high school age children.(9, 13) The Government funded a 2-day international

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conference on trafficking issues that was open to the public and delivered an anti-trafficking public service announcement through media outlets.(13)

The Government of Timor-Leste continued to fund and fully support the Mother's Purse (*Bolsa da Mae*), a cash subsidy provided to poor families with a female head of household, through the Ministry of Solidarity. The program aims to improve the well-being of children by conditioning the subsidy on children's school attendance and their regular medical visits.(7) The program serves an estimated 15,000 children. The Government supported a school feeding program to provide one hot meal per day to children in school, reaching around 325,000 students.(7) The question of whether these

programs have an impact on child labor does not appear to have been specifically researched.

In 2012, Timor-Leste participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project which is active in approximately 40 countries. In Timor-Leste, the project aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor.(26)

While the Government has implemented programs that target vulnerable populations, research found no evidence that it has carried out programs to specifically address the worst forms of child labor, especially dangerous 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 Timor-Leste:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Specify the activities considered "light work" in the Labor Code.	2010, 2011, 2012
	Approve the proposed list of hazardous work from which children are prohibited.	2012
	Establish a compulsory age for education that is equivalent to or greater than the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Ensure that there is a mechanism 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, 2012
	Allocate enough resources to adequately conduct and carry out labor inspections.	2012
	Create a mechanism to file hazardous and forced child labor complaints.	2009, 2010, 2011, 2012
	Centrally track and publish the results of enforcement efforts, including labor inspections, criminal investigations and child victims assisted.	2010, 2011, 2012
Policies	Complete and implement the National Action Plan Against Child Labor.	2012
	Approve and implement the National Plan of Action on Human Trafficking.	2012
Social Programs	Assess the impact that existing social programs may have on child labor.	2009, 2010, 2011, 2012
	Institute programs to specifically address the worst forms of child labor, especially in dangerous forms of agriculture.	2009, 2010, 2011, 2012

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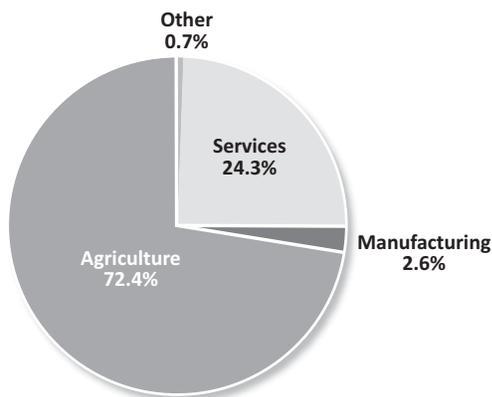
Togo

In 2012, Togo made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government intercepted a number of child trafficking victims and increased its prosecution of traffickers of children. With assistance from the ILO-IPEC, the Government continued to implement a child labor monitoring system, expanding into 48 new communities. However, the Government has not devoted sufficient resources to enforce its child labor laws effectively. 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. 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.	44.1 (718,962)
Attending School	5-14 yrs.	88.5
Combining Work and School	7-14 yrs.	43.2
Primary Completion Rate		76.6

Working Children by Sector, Ages 5-14



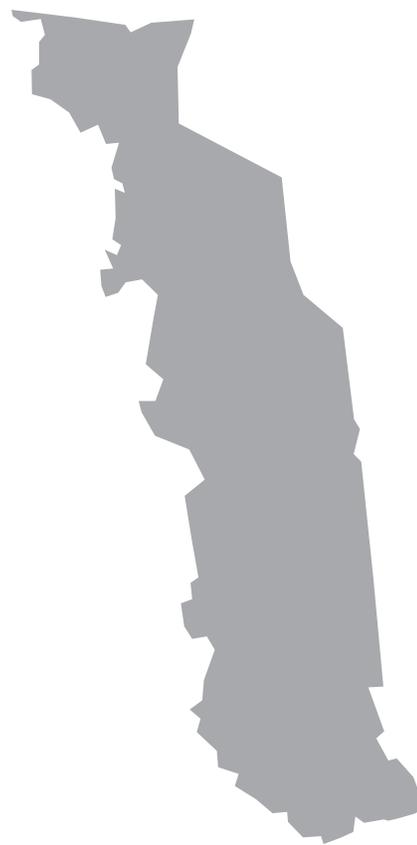
Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

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

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.(3-8) Almost 75 percent of all



working children ages 5-14 are engaged in agriculture. Although evidence is limited, there are reports that children are found harvesting goods such as cotton, cocoa, and coffee.(2, 4, 9-11) Limited evidence suggests that children also herd cattle and produce beans and corn.(6, 11-13) Children working in agriculture may perform physically arduous tasks, risk occupational injury and disease from using cutting instruments, and exposure to insecticides and herbicides.(3, 4, 7) In addition, children working in agriculture may carry heavy loads.(6, 14)

Roughly 25 percent of working children are employed as domestic servants. The majority are girls ages 5 to 14.(2, 4, 10, 15, 16) Child domestics may be required to work long hours and perform strenuous tasks without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(6, 7, 17-21)

Children work on the streets as porters and small-scale traders.(3, 8, 11, 12, 22) Reportedly, these children carry heavy loads, which may cause severe lifelong back problems.(23) Children are also involved in commercial sexual exploitation and in the sex tourism industry in Lomé.(8, 24, 25)

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.(9, 11, 22) Some boys are forced by their teachers to beg in the streets.(8, 26)

Children in Togo are trafficked for forced labor in agriculture, domestic service, and commercial sexual exploitation.(8, 20, 26) In 2012, most children were trafficked from rural areas, especially from the Savannah, Plateaux, Centrale, and Kara regions.(27) Children in Togo are frequently trafficked to the capital, Lomé, for domestic service, market work, and commercial sexual exploitation.(8, 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.(7, 17, 18, 26)

Children are trafficked from Togo to countries in West and Central Africa to work in agriculture. In addition, Children from Benin and Ghana are trafficked to Togo for forced labor.(26) Over the reporting period, increased efforts to secure the border between Togo and Benin appear to have reduced child trafficking to the east. However, as a result, child trafficking is reportedly on the rise along the western border.(27)

Although education is free and compulsory until age 15, access to education services is still limited in Togo.(11, 29) According to the UN Committee on the Rights of the Child (CRC), in 2012, there are not enough schools and many children in rural areas have no access to primary education. 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, 7) In 2012, the CRC 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, 7, 30)

In 2012, the CRC reported that sexual harassment and rape of girls in school is widespread throughout Togo.(7) According to the UN, victims of sexual violence in schools often have extended absences or drop out.(31) Reports also indicate that girls perform domestic duties, such as fetching water and laundry, for their schoolteachers.(32)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of 2006 sets the minimum age for employment at 15.(33) 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.(33, 34) However, these laws do not establish penalties for employing children in hazardous child labor, including work at night.(11, 33, 34) In addition, according to the CEACR, although Law 1464 prohibits children from work that may harm their health, safety, or morals, the law also explicitly authorizes children 16 and above to operate dangerous tools such as winches and pulleys and to push heavy loads by wheelbarrow.(5, 7)

International Conventions and Selected Laws on Child Labor and Education

	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 labor and the worst forms of child labor as defined in ILO Convention 182.(33) The Labor Code does not define forced labor and does not impose penalties sufficient to deter it. Violators of the Labor Code's forced labor provisions can receive 3 to 6 months' imprisonment, which can be doubled if it is a repeat offense, and a fine.(33)

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 and child sex tourism.(11, 35) The Law for the Repression of Child Trafficking and the Child Code prohibit the trafficking of children and establish penalties for violations.(35, 36)

Decree 2008-129 established the right to free and compulsory primary education until age 15; however, in practice, the costs of uniforms and books prohibit many families from sending their children to school.(11, 29, 37, 38)

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, 9, 12, 13, 39) 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.(13, 39) 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, 39)

At the regional level, child labor committees coordinate child labor efforts and raise awareness. These committees operate in a majority of Togolese villages and include representatives from several ministries, the National Council of Employers, unions, and NGOs.(9, 13, 27, 30, 40) Child labor committees coordinate efforts by sharing information with officials in Lomé about trafficking trends. Child labor committees also work with the Ministry of Social Action and National Solidarity (MASSN) to track the return of trafficking victims.(27, 30, 39)

The National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT) is the focal point for trafficking information and statistics, and

it coordinates actions against the worst forms of child labor. The MOL's Child Labor Unit is responsible for assisting CNARSEVT.(3, 9, 30)

The MOL is also responsible for enforcing all labor laws, including child labor laws. At the local level, parent and student associations and village development committees also monitor the child labor situation.(13) In 2012, the MOL employed 75 labor inspectors, which was an increase from 62 inspectors employed the previous year.(41) However, the MOL acknowledges that funding for inspectors is insufficient. According to the UNICEF and several NGOs, inspectors do not devote enough time to the enforcement of child labor laws.(41) Further, information is not available on the number of child labor investigations conducted by the Government in 2012.(27)

The Ministry of Justice, the MASSN, and the police's Child Protection Unit (CPU) are responsible for 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.(9, 40, 42) 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.(22, 42) The CPU lacks resources to conduct investigations, and its employees must respond to calls in taxis and personal cars.(43) Further, knowledge of the different laws protecting children among law enforcement personnel varies from region to region. Reportedly, staff members in some regional offices do not have copies of many child labor laws.(13)

In 2012, the Government reportedly intervened on behalf of 717 victims of child trafficking: 432 girls and 285 boys. Most of these children were intercepted prior to reaching their destination. This is an increase from 2011, when the Government reported 281 victims of child trafficking.(23, 27) During the reporting period, police arrested 290 child traffickers, a significant increase from the 23 arrested the previous year. Of these, 104 child traffickers were prosecuted.(23, 27) However, research did not uncover additional information on the results of these prosecutions. The Government does not publish information on penalties for child traffickers.(27)

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. 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.(3, 9, 39)

Togo's National Plan of Action on Child Trafficking calls for legal and health services, including providing meals and medical support for child trafficking victims and awareness-raising activities for local communities and border officials. The plan promotes the education of children and improvement of livelihoods for families, and calls for the establishment of structures to monitor the trafficking of children.(44)

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.(45, 46)

Child labor concerns are also mainstreamed into national development agendas and key policy documents including the following: Togo's Education for All Program, Decent Work Country Program, Poverty Reduction Strategy Paper, and UN Development System Framework (2008-2012).(6, 13, 47-50)

The inclusion of child labor as a priority in development goals is an important accomplishment; however, some of the policies lack concrete action plans, including time frames and budgets, making it difficult to assess the ability of these policies to combat the worst forms of child labor.(44)

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

In 2012, Togo continued participating in the USDOL-funded, 5 year, \$5 million Combating Exploitive Child Labor in Togo Through Education Project. Launched in 2007, this project withdrew 5,434 children and prevented 5,586 children from exploitive child labor in urban informal sectors, domestic service, rural agriculture, trafficking, and commercial sexual

exploitation.(45) The project assisted the Government in creating and implementing a Child Labor Monitoring System (CLMS).(41, 45) Roughly 2,000 community members were trained to help monitor and report potential victims, and this information is fed into the CLMS database for use by Regional Labor Inspectors and the CPUs.(41, 45)

During the reporting period, the CLMS identified 734 children (386 girls and 348 boys) at risk of or victims of the worst forms of child labor.(41, 45) In 2012, the CLMS expanded into 48 new communities. At the close of the project, a total of 158 communities were part of the CLMS.(45)

In 2012, Togo participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues project, which is active in approximately 40 countries. In Togo, the project aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor.(51) In addition, the project aims to improve the evidence base on child labor and forced labor through data collection and research and to strengthen legal protections and social service delivery for child domestic workers.(51) During the reporting period, 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 the ECOWAS.(52, 53)

In 2012, the MASSN continued its campaign to disseminate the Child Code of 2007 and managed Allo 1011, a hotline to report child abuse.(9, 23, 26, 27) The MASSN continued managing the Tokoin Community Center, which receives victims referred by Allo 1011 and is used as a temporary shelter.(23, 26, 27) In addition, the Government standardized operating procedures for shelters throughout Togo to ensure that child victims receive appropriate care.(27)

During the reporting period, the Government continued to support a pilot project to prevent child labor and child trafficking by providing families with young children, identified as high risk, with cash transfers. The Government also expanded a free school lunch program from 40,000 students to 44,000 students.(23, 41)

Togo

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. As a result, many of these interventions may not be sustainable over the long term.

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, 2012
	Clearly define forced labor, and include sufficient penalties for violations of forced labor provisions.	2009, 2010, 2011, 2012
	Ensure that education is free, as provided for under Decree 2008-129, by eliminating school fees and other expenses.	2010, 2011, 2012
Coordination and Enforcement	Provide the Child Labor Unit with sufficient financial and human resources to implement its mandate.	2009, 2010, 2011, 2012
	Provide the MOL's inspectors with adequate financial resources to enforce child labor laws.	2012
	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 relevant laws. • Ensuring that all law enforcement personnel have access to child labor law reference materials. • Providing sufficient resources to the police's CPU. 	2009, 2010, 2011, 2012 2009, 2010, 2011, 2012 2011, 2012
	Publish data on inspections and penalties assessed as well as criminal investigations and prosecutions of the worst forms of child labor.	2010, 2011, 2012
Policies	Ensure that policies comprehensively address child labor by <ul style="list-style-type: none"> • Developing action plans and assessments for policy effectiveness to withdraw children from the worst forms of child labor. • Developing time frames and budgets for each intervention. 	2009, 2010, 2011, 2012
Social Programs	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, 2012
	Improve access to education by building additional schools and rehabilitating schools in poor condition.	2010, 2011, 2012
	Provide additional training to teachers in order to <ul style="list-style-type: none"> • Stop the practice of using students for domestic labor. • Stop sexual abuse of students and penalize teachers who engage in such crimes. 	2010, 2011, 2012
	Provide more resources to ensure children are registered at birth.	2011, 2012

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In 2012, 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. The country has no laws specifying a minimum age for work or defining hazardous forms of work for children under age 18, leaving children unprotected from many types of 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is little information available about the extent and nature of the worst forms of child labor in Tonga. However, limited reports suggest that children may be engaged in agriculture and fishing.(3, 4) Children working in agriculture may be required to use dangerous tools, carry heavy loads, and apply harmful pesticides.(3, 5, 6) Children working in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(3, 7)

There have also been a limited number of reports of children working as household domestics.(3, 8) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter.(9) Although evidence is limited, there are also some reports of children involved in commercial sexual exploitation.(3, 8)

Laws and Regulations on the Worst Forms of Child Labor

Tonga has no laws specifying a minimum age for work or defining hazardous forms of work for children.(3, 4) There is no comprehensive labor code in Tonga, though the government is working with the ILO toward the establishment of a new labor law in 2013.(10)



International Conventions and Selected Laws on Child Labor and Education

	C138, Minimum Age	N/A
	C182, Worst Forms of Child Labor	N/A
	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	14
	Free Public Education	Yes

Tonga

The Constitution of Tonga prohibits slavery and servitude.(11) The Transnational Crimes Act outlaws the trafficking of children.(3) The Criminal Offenses Act prohibits the procurement of any girl under age 21 for prostitution either within or outside the country.(12) The Act does not provide the same protections for boys under 21 but it prohibits “indecent assault” on both boys and girls under age 12.(3, 12) The Act was amended in 2003 to prohibit child pornography.(13) Tongan law also criminalizes the use of children as “involuntary agents” in illicit activities.(3)

There is no military conscription in Tonga. The minimum age for voluntary service is 18; however, with parental approval, children can enlist in the military at age 16 for noncombat positions.(14) Education is compulsory to age 14.(15)

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.(3)

The Ministry of Commerce, Tourism and Labor (MOCTL) is responsible for the enforcement of labor laws. The MOCTL’s business license inspectors look for children engaged in the worst forms of child labor in the course of their regular inspection duties.(3) If the MOCTL receives a specific report of child labor, the Chief Labor Inspector visits the site, conducts an investigation, and requests police involvement if necessary. There were no known cases of child labor reported or investigated during the reporting period.(3)

The MOCTL, the police, and the Immigration Department enforce laws related to forced labor, trafficking, the commercial sexual exploitation of children, and the use of children in illicit activities. There were no known cases of child trafficking, child

forced labor, commercial sexual exploitation of children, or the use of children in illicit activities investigated during the reporting period.(3)

Government Policies on the Worst Forms of Child Labor

There does not appear to be any Government research available on the worst forms of child labor.

The Government’s Strategic Development Plan (2009-2013) sets the objective of increasing the performance of technical and vocational education services and infrastructure in the country.(16) Priority is given to women and children to strengthen competencies in agriculture, horticulture, fishing, business and marketing, plumbing, carpentry, and motor maintenance.(17) Research did not determine the extent to which children who receive this training are protected from dangerous work, and the overall impact of this Plan on child labor does not appear to have been addressed.

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, improve school quality, and achieve universal primary education.(3) The impact of this policy 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

Although limited evidence suggests that there may be problems in some sectors, research found no evidence of any programs to address 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 Tonga:

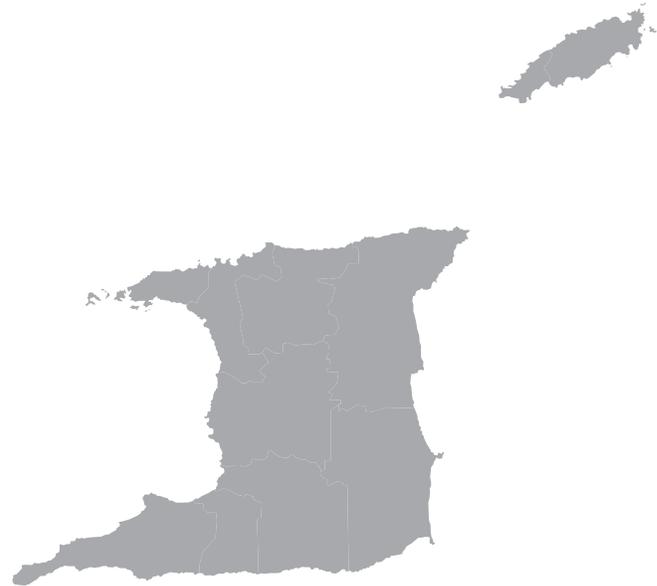
Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish labor regulations that include a minimum age for employment of 14 years and a minimum age for hazardous work of 18 years in accordance with international standards.	2009, 2010, 2011, 2012
	Define hazardous occupations and activities forbidden for children.	2009, 2010, 2011, 2012
	Amend legislation to include boys as victims in prostitution-related crimes.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012
Policies	Conduct research 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, 2012
	Ensure that the vocational education curriculum under Strategic Development Plan Nine incorporates measures to protect children from dangerous tasks.	2011, 2012
	Assess the impact the existing policies may have on addressing child labor.	2010, 2011, 2012
Social Programs	Implement programs to address the worst forms of child labor in sectors in which they are occurring.	2010, 2011, 2012

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Trinidad and Tobago

In 2012, Trinidad and Tobago made a moderate advancement in efforts to eliminate the worst forms of child labor. The Trafficking in Persons Act of 2011 was enacted, enabling enforcement officials to implement the law, and the Children Act of 2012 was adopted in an effort to strengthen legislative frameworks protecting the rights of children. The Government also created a Counter Trafficking unit to assist victims and investigate child trafficking cases. However, some policy gaps relating to child labor remain. The Government has yet to conduct the planned national child labor surveys to assess the prevalence of the problem and has not established a clear minimum age for hazardous labor. While the prevalence is thought to be small, reports indicate that children may be engaged in the worst forms of child labor in Trinidad and Tobago.



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, 2013.(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

While the prevalence is thought to be small, reports indicate that children may be engaged in the worst forms of child labor in Trinidad and Tobago. There is limited evidence suggesting that children are involved in dangerous activities within the agricultural sector.(3, 4) They may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5, 6) There is also limited evidence indicating that children may also be engaged in prostitution and trafficked for sexual exploitation.(3, 7, 8)

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.(9) It also prohibits

children younger than age 18 from working between 10 p.m. and 5 a.m., except in family enterprises.(10, 11) Current legislation does not establish 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.(12, 13)

International Conventions and Selected Laws on Child Labor and Education

	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

The Sexual Offences Act (1986), the Children Act (1925), and the Trafficking in Persons Act (2011) prohibit the commercial

sexual exploitation of children, including prostitution and pornography.(14-17) The Trafficking Act also prohibits trafficking in children for the purposes of exploitation or use in illicit activities. This reporting period the Government enacted the Trafficking in Persons Act (2011), enabling enforcement officers to carry out and implement the law.(18) The Government also passed the Children Act (2012), which is meant to replace the current Children Act of 1925 and strengthen legislative frameworks that protect the rights of children. However, the Act has yet to be enacted.(4, 12, 18-21)

The Constitution guarantees the right to “life, liberty, security of the person and enjoyment of property and the right not to be deprived thereof except by due process of law.” This appears to prohibit forced labor.(15, 22)

Trinidad and Tobago has no compulsory military service and the minimum age for recruitment to the armed forces is 18. However, those who are willing to join between the ages of 16 and 18 may do so with written approval from a parent or guardian.(23, 24) Although, in practice, children between the ages of 16 to 18 are not recruited, the Government is considering amending the Defence Act to set the minimum age for enlistment to 18.(25, 26)

The Education Act provides for free and compulsory schooling for children between the ages of 6 to 12.(4, 27) This leaves children between the ages of 12 through 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.(13)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee for the Prevention and Elimination of Child Labor coordinates government efforts in combating child labor. The Committee drafted a new National Plan of Action against Child Labor, but it has yet to be adopted.(4, 12, 28) The inter-ministerial National Task Force against Trafficking in Persons, established by the Trafficking in Persons Act, is responsible for coordinating efforts to combat trafficking in persons, preventing child trafficking, providing assistance to trafficked victims, and prosecuting traffickers.(14)

The amended Children’s Authority Act of 2008 empowers the Children’s Authority of Trinidad and Tobago to enforce all laws pertaining to children’s welfare, including prosecuting those who abuse or neglect children.(3, 29, 30) Under the legislation, the Children’s Authority was mandated to carry out several strategic objectives, including the coordination of social

services, both preventative and curative, for all children and their families. Currently, however, the Children’s Authority is not operational.(3, 29, 30) The Government’s Child Protection Task Force was responsible for protecting children and educating communities about child abuse, including child labor. As of this reporting period, it is no longer operational.(3, 4, 10)

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, 4) It enforces hazardous labor laws through the Occupational Safety and Health Authority and forced child labor laws together with the MPSD. The LIU has 16 labor inspectors.(4) During the reporting period, the LIU conducted 1,291 labor inspections and identified no cases of child labor. Their annual budget was approximately \$95,000 and general funding was provided for recurrent expenditures.(4) Resources are believed to be adequate for the scope of the problem.(4) Labor inspectors receive ongoing training on child labor and are able to carry out unannounced inspections when they have reason to believe children are working illegally.(4) However, employers are within their rights to refuse the inspectors entry into the workplace. If they do, inspectors must then apply for a warrant to enter and inspect the facility.(4, 18, 31)

The Trinidad and Tobago Police Service and the Office of the Director of Public Prosecutions enforce all criminal laws, including the trafficking of children for the purposes of commercial sexual exploitation and engaging children in illicit activities, such as the sale of drugs.(3, 4, 7) The Counter Trafficking Unit was established this reporting period. Housed within the Ministry of National Security, the Unit is responsible for investigating trafficking cases, and for referring potential victims to shelters and social service providers.(4) There were some investigations into potential sex and labor trafficking cases, as well as the sale of illicit drugs, but none involved children. In 2012 there were no charges or prosecutions relating to human trafficking.(3, 4, 7, 18)

Government Policies on the Worst Forms of Child Labor

Since 2006, the Government of Trinidad and Tobago has indicated their intent to conduct a National Youth Activity Survey. To date, however, the survey has not been carried out.(12) The Government has also indicated that it will use the survey results in the National Policy for the Prevention and

Trinidad and Tobago

Elimination of Child Labor, but until the survey is completed, the proposed Policy will remain in draft form.⁽¹²⁾ The lack of data collection on the nature and incidence of the worst forms of child labor precludes the development of policy and programs to address relevant child labor issues, including in agriculture and prostitution.

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, 4)

The MLSME continues to raise awareness about child labor and disseminates information on its negative effects through newspaper messages. The MLSME also transmits the information through its radio program, “Labor Link.”⁽⁴⁾

Suspected victims of human trafficking are offered some direct social services by the Government and through NGOs that receive government funding.⁽⁷⁾ It is not clear whether programs to address child labor in agriculture and prostitution are needed, despite limited reports of its existence, given the overall 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 prohibited to children under age 18.	2009, 2010, 2011, 2012
	Enact the Children Act of 2012 to ensure legislative frameworks protecting the rights of children are strengthened.	2012
	Raise the age of compulsory education to 16, the established minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Operationalize the Children’s Authority, as mandated in the Children’s Authority Act of 2008, ensuring it is able to implement its strategic objectives and enforce all laws pertaining to children’s welfare.	2012
	Operationalize the Child Protection Task Force, ensuring that it is able to continue its protection and educational efforts against child labor.	2012
Policies	Adopt and implement a National Plan of Action Against Child Labor.	2011, 2012
	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, 2012
Social Programs	Assess the need to implement programs to address the worst forms of child labor, including in agriculture and prostitution.	2011, 2012

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013. 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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Tunisia

In 2012, Tunisia made a minimal advancement in efforts to eliminate the worst forms of child labor. Law enforcement dismantled a prostitution ring that recruited teenage girls, and the Penal Code was amended to provide for prison time and fines for persons convicted of recruiting children for “indecent behavior.” However, the country lacks a list of hazardous work forbidden to children, and child labor law enforcement has declined precipitously from the previous reporting period. Post-revolution Tunisia continued to face challenges in governance and political stability, which may have affected its ability to make progress on the worst forms of child labor. Children are reportedly engaged in the worst forms of child labor, but there remains a need for adequate data 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(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.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(3) According to a recent World Bank report, rural children in Tunisia are less likely than urban children to attend school past age 10.(6) Such children may be working instead of attending school.

There are reports that Tunisian children, mostly girls, work as domestic servants.(4, 7) Children employed as domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(3) There have been reports of girls trafficked internally to work as domestic servants or for commercial sexual exploitation.(7-9)



There are reports of children working on the street and along roadsides, but specific information about hazards is unknown.

Post-revolution Tunisia continues to face challenges in governance and political stability, which may impact its ability to make progress on the worst forms of child labor.(10, 11) Following the January 2011 revolution, Tunisia held elections that international observers deemed free and fair to seat a 217 member National Constituent Assembly, which is tasked with drafting a new constitution. While there were improvements in governmental transparency, political uncertainty exacerbated the country's poverty and unemployment.(6, 12) NGOs have reported anecdotally that child labor has become more pervasive and visible in Tunisia since the revolution.(5, 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 their schooling.(14) The Labor Code and the Child Protection Code both bar children under age 18 from hazardous work. In addition, the Penal Code makes it a crime to engage children in commercial activities that harm their physical or psychological well-being or interfere with their education.(5, 15)

International Conventions and Selected Laws on Child Labor and Education

	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

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.(16) 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, this list has not yet been established. Children under age 16 are not legally permitted to work as domestic servants.(12) The Labor Code does not apply to the self-employed, thus it may leave children unprotected.

Education is compulsory until age 16.(5, 17) In addition, the Government of Tunisia provides free schooling beyond the age of compulsory education.(18)

Tunisian law forbids the use of forced or slave labor.(8) The Tunisian Penal Code proscribes capturing, detaining, or sequestering a person for forced labor.(9) An anti-trafficking bill was drafted in 2011, but it has not been passed into law.(11, 19) Child prostitution is forbidden under the Penal Code and the Child Protection Code, and the applicable provisions cover both girls and boys.(16) Tunisian law also criminalizes the production and distribution of child pornography.(16, 17) It offers further protection to children against forced begging and exploitation for illicit activities.(14) During the reporting period, the Penal Code was amended to provide for prison time and fines for persons convicted of recruiting children for "indecent behavior."(5, 12)

The Child Protection Code outlaws children's participation in wars or armed conflicts, and voluntary military service is set at age 18.(16) 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.(16, 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.(12, 16) Nevertheless, there have been concerns that having only one delegate per governorate is inadequate.(22) Since the revolution, a new committee has been formed, called the Delegates Group for the Protection of Children, whose members are drawn from agencies within the Employment Department. This committee, headed by the Ministry of Social Affairs, is considered to be the coordinating body for Government efforts to combat child labor.(23) Reportedly, this committee did not conduct any activities during the reporting period.(12)

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.(11, 14, 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.(8) In 2012, the Ministry of Social Affairs reviewed 26 allegations of child labor, and while the majority of investigations revealed violations of child apprenticeship regulations, none of the cases were prosecuted, nor were any fines issued. In addition, there has been a steep decline from the previous year's enforcement figures of 485 complaints reviewed and 24 prosecutions.(5) No information was available on the level of funding provided in 2012 for child labor law enforcement.

The Ministry of Justice has established an interagency anti-trafficking in persons committee, which was made permanent in 2012. The committee submitted a draft anti-trafficking bill to the Constituent Assembly in late 2012.(5, 11) Also in 2012, the police broke up a sex trafficking ring that recruited teenage girls to prostitute in resort areas.(11)

Tunisia

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.(24) The new Government has acknowledged that child labor exists; however, authorities reportedly maintain that the problem is adequately limited by existing laws and social programs. No policies appear to have been developed to address child labor.(22, 24) The new Government has not conducted research to determine the extent and nature of child labor that may be occurring in the country.(5, 24) The Government has been upgrading its child protection database to collect information on 71 indicators, which would help identify reported cases of the worst forms of child labor. However, the list of indicators has not been formally approved, and the Government did not yet have systems in place for consistent and comprehensive data collection across relevant agencies.(25, 26)

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

The Government of Tunisia, in cooperation with UNICEF, continued its participation in a multiyear plan to promote quality education and achieve universal primary education.(12) The Ministry of Education trained truancy officers to look for signs that children are being compelled to perform domestic work instead of attending school.(11) The Government

funds and administers a program to provide wage earning trade apprenticeships for youth ages 15 to 20, which offer an alternative to exploitative child labor.(17) The Government and UNICEF are also working with IOM to improve assistance for the particularly vulnerable children crossing the border into Tunisia from Libya.(12, 27)

The Ministry of Social Affairs implements a cash-transfer program for poor families and children on a case-by-case basis.(12) 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 had ended. The question of whether these programs had an impact on the worst forms of child labor does not appear to have been addressed.

The Government has undertaken activities to combat trafficking in persons through the Support and Handover of Assistance and Referral Mechanisms as well as the Exchange of Practices in Anti-Trafficking (SHARE) project funded by the USDOS to facilitate victim service provision, and has begun an awareness raising campaign to keep youth in school and discourage illegal migration that could lead to trafficking.(11) The Government also operated shelters that served street children.(11)

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, 2012
	Ensure that a list defining hazardous work is established and made publicly available.	2011, 2012
	Ensure protections for self-employed children to prevent their engagement in the worst forms of child labor.	2012
Coordination and Enforcement	Increase the number of Child Protection Representatives.	2009, 2010, 2011
	Ensure the Delegates Group for the Protection of Children is coordinating government efforts to address child labor.	2012
	Ensure that violators of child labor laws are prosecuted and punished.	2012
	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, 2012

Area	Suggested Actions	Year(s) Action Recommended
Policies	Establish mechanisms for collecting data on indicators of child labor.	2012
	Conduct research on the worst forms of child labor to inform policy and programs.	2010, 2011, 2012
Social Programs	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, 2012
	Assess the impact that other existing programs may have on addressing child labor.	2011, 2012

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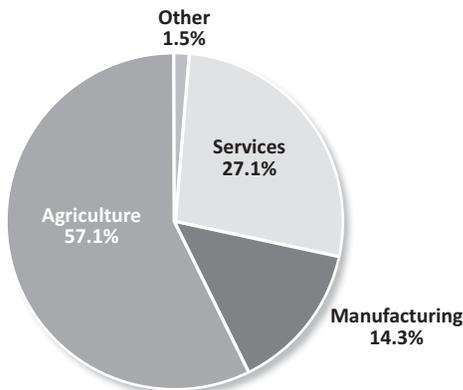
Turkey

In 2012, Turkey made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed a law that raised the age of compulsory education to 17 and conducted a national child labor survey. In addition, the Government increased the number of labor inspectors by 141 and began a new project aimed at building the capacity of local governments to address the issue of child labor. 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 engaged in the worst forms of child labor in dangerous activities in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	6-14 yrs.	2.6 (320,254)
Attending School	6-14 yrs.	92.4
Combining Work and School	6-14 yrs.	1.6
Primary Completion Rate		100.4

Working Children by Sector, Ages 6-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC 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. Children are involved in producing cotton, hazelnuts, citrus fruits, and sugar beets.(3-13) When harvesting hazelnuts,



children do not wear protective gear and are sometimes cut by the dense bushes.(8) Although information is limited, there are reports that children are also found working in the production of legumes and cumin. Children working in agriculture may work long hours, lift heavy loads, and experience malnutrition, chemical exposure, and high levels of stress during periods of migration.(9, 13-16) Children may also face accidents including falling out of trees or under the weight of heavy sacks.(12, 13) 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, 17-19)

Children also work in small- and medium-sized enterprises in carpentry, auto and shoe repair, food processing, and the production of furniture. Although the extent of the problem is unknown, there are reports that children are also found working in the worst forms of child labor in the production of bricks, leather goods, shoes, and textiles.(3, 20) Children working within these sectors may have to endure long working hours and work with dangerous tools, machinery, or chemicals.(3, 20, 21) In the furniture repair industry, children are exposed to dangerous chemicals and machinery.(17) The majority of child laborers are employed in small enterprises that have between one and nine workers.(17)

Both the Turkish Confederation of Employer Associations and the Confederation of Turkish Trade Unions have reported that children engage in dangerous work on the streets.(17)

Children are trafficked into Turkey from the former Soviet states for commercial sexual exploitation and forced labor.(22-24) Among commercially exploited children, boys are reportedly picked up in tourist areas and train stations.(23) There is also evidence of sexual exploitation of children by criminals. These criminals also reportedly exploit children in the drug trade.(20, 25)

There are reports of children recruited by Kurdish militant groups that have been fighting for equal rights in Turkey for nearly three decades, although a cease fire declared in early 2013 remained in effect as this report went to press.(26-28)

Education in Turkey is free and compulsory.(21) Children who migrate within Turkey for seasonal agricultural work often have limited access to education.(14, 17, 20) 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.(22)

Laws and Regulations on the Worst Forms of Child Labor

Turkey's Labor Law sets the minimum age for work at 15.(29) The Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers, published in Gazette No. 25425 (April 2004), lays out a list of light work acceptable for children age 14, including selling newspapers, magazines, and flowers.(30) The Labor Law and Regulation on Heavy and Dangerous Work restricts children age 15 and 16 from work considered dangerous. Youth age 17 that have graduated from schools providing technical specialization can be employed in hard and dangerous work appropriate to their profession provided that their health, safety, and morality is guaranteed.(29) These include the production of ceramics, glass, iron bars, plastics, tile, bricks, and pipes.(31, 32) The Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers lays out a separate list of hazardous occupations prohibited to all children under age 18, including those enumerated in the Regulation on Heavy and Dangerous Works.(30, 33)

Labor Laws do not cover agricultural enterprises employing 50 or fewer workers and small shops employing up to three persons, environments in which many children work.(14, 29, 34) These gaps in the Labor Law leave children vulnerable to dangerous labor conditions without legal protection.

Over the reporting period, a Labor, Health, and Safety Law passed, which supersedes protections provided for in the Labor Law, requiring further safety and health standards with which all employers must comply.(21, 35) The new law covers health and safety standards for all workers over age 15 and all sectors (with the exception of domestic work), including agricultural enterprises employing 50 or fewer workers and small shops employing up to three persons. The Health and Safety Law does not address prohibitions on child labor.(21, 35)

Turkey prohibits forced or compulsory labor, including by children.(20) The Turkish Penal Code prohibits prostitution for

persons under age 18 and the sexual exploitation of children in the production of pornography.(23) The Code also outlaws trafficking for the purposes of sexual exploitation and forced labor.(23, 36) The age for military recruitment is 19.(37)

International Conventions and Selected Laws on Child Labor and Education

	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 Government lacks protections for children involved in domestic service and street work.

On March 30, 2012, Turkey passed a law that increased the period of compulsory education from 8 to 12 years.(9, 18, 21)

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 Government efforts to combat the problem.(3, 38) The Child Services Directorate General within the MFSP coordinates services for children living and working on the streets.(5, 21)

Turkey

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.(39)

The MOLSS conducts labor enforcement in workplaces that are covered by the Labor Law, including medium- and large-scale industrial and service sector enterprises.(20) MOLSS inspectors are responsible for enforcing child labor laws and are instructed to prioritize complaints alleging child labor.(40) There are 958 labor inspectors authorized to conduct inspections on child and adult labor, and in 2012, 141 additional assistant labor inspectors were selected to start work in 2013. While the number of inspectors is still considered too low to enforce all of Turkey's labor laws, the Government has made a significant effort to meet the demand, nearly doubling the size of the labor inspection force since 2008.(36) Labor inspectors receive training on child labor issues, and the ILO handbook on child labor prevention is included in the inspectors' training materials.(5, 41) In 2012, 37,522 inspections were conducted involving 2,014,931 workers, including 5,958 children. Of those, 67 children were under the legal working age.(21) Child labor penalties were levied on the 67 violations; however, there is no information on the extent to which these fines were collected. Labor inspection data regarding child labor is published in annual reports of the Labor Inspection Board.(21)

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)

The Turkish National Police (TNP), the Ministry of Justice, and the MFSP are responsible for enforcement of criminal laws against forced child labor, trafficking, commercial sexual exploitation, and using children in illicit activities.(21) The TNP employs 3,500 officers tasked with addressing children's issues.(40) 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.(40) The TNP also investigates cases of human trafficking.(36) The Ministry of Justice, the TNP, and MOLSS provide anti-trafficking training to their employees.(36) These agencies then refer child victims to MFSP services.(21) The Ministry of Justice reported 78 new trafficking investigations during the period of January through September 2012. The government prosecuted 226 defendants under Article 80, which prohibits both sex trafficking and

forced labor, and convicted 47 trafficking offenders.(42) It is unclear how many of these cases involved child victims.

Government Policies on the Worst Forms of Child Labor

The MOLSS, through the National Steering Committee, is the coordinating institution for Turkey's National Timebound Policy Framework, which aims to eliminate the worst forms of child labor by 2015.(21, 43) The Policy Framework prioritizes reducing poverty, improving the quality and accessibility of education, and increasing social awareness and sensitivity to child labor.(3, 21) 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, 21)

The Rural Development Plan (2010-2013), prepared by the Ministry of Food, Agriculture, and Livestock aims to enhance the living and working conditions of the rural population through sustainable agricultural development.(44) This policy addresses child labor in agriculture and focuses specifically on seasonal migrant labor.(41)

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

In 2012, the MOLSS launched the program Activation of Local Sources on Preventing Child Labor (2012-2014), which supports the Timebound Framework by aiming to enhance local capacity and build an effective monitoring system.(21)

During the reporting period, Turkey also participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Turkey, the project aims to improve the evidence base on child labor and forced labor through data collection and research.(45)

Seasonal agricultural workers, including children, are targeted in a MOLSS program to improve working conditions.(4, 5) This program includes workers cultivating hazelnuts and aims to ensure that workers are not trafficked or exploited and that they have appropriate housing and working conditions.(5, 21) This program also focuses on providing educational opportunities, referrals, and transportation to the children of

migrant laborers and supplying them with school supplies and uniforms.(4, 5, 21, 41) The MOLSS allocated \$12 million for this project in 2012.(21) 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) The Ministry of Education continued to implement a mobile classroom program for children who migrate for agricultural work.(18)

Children working on the streets receive rehabilitation services from the Directorate General of Child Services, which operates 37 Child and Youth Centers and six homes. At the centers, children are enrolled in education programs and have access to social, cultural, artistic, and sports activities.(5, 17, 41) Children can also receive health screenings, occupational training, and psychosocial support. Additionally, families can receive financial support to help with the child's education.(41) In 2011, the last year for which data was available, 8,424 children were assisted through the Child and Youth Centers.(5)

In the last three months of 2012 the Turkey Statistics Institute conducted a child labor workforce survey. The results of this survey will be released in 2013.(21)

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) The Government also provides milk to all primary school children and distributes books free of charge.(21) This program may influence parents to take children out of work and send them to school. However, the question of whether these poverty reduction programs have had an impact on 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.(39) As of 2009, there were 311 centers providing training in over one hundred occupations.(39) The MOLSS Labor Inspection Board offers 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.(39) The Ministry of Foreign Affairs also supported shelters for trafficking victims in Ankara and Istanbul. However, two shelters closed during the reporting period due to lack of funding.(25, 28, 46) The facility for a third anti-trafficking shelter in Antalya was donated by the municipality.(46, 47)

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 in agriculture and small businesses.	2009, 2010, 2011, 2012
	Amend laws to provide protections for children working on the street and as domestic workers.	2010, 2011, 2012
Coordination and Enforcement	Publish data on the number of criminal cases of child trafficking and child victims assisted.	2011, 2012
Policies	Raise public awareness on the importance of education for all children and the benefits of educating girls.	2011, 2012
	Create mechanisms to assist Roma and other populations without birth registration to enroll in school.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social 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, 2012
	Assess the impact that existing programs have on child labor.	2011, 2012
	Provide adequate funding to shelters for human trafficking victims.	2009, 2010, 2011, 2012

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Tuvalu

In 2012, Tuvalu made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Tuvalu continued to implement educational programs in order to keep children in school and target children who have dropped out for alternative training. Tuvalu also participated in the ILO's Decent Work Country Program (DWCP), which aims to strengthen laws and collect recent statistics on child labor. However, gaps remain in the Government's legislative framework. Children ages 15 to 17 are not protected from work in hazardous environments and boys are not adequately protected from commercial sexual exploitation. In addition, the Government has not collected data to determine the prevalence and nature of the worst forms of child labor in the country to inform policy and program development. Anecdotal evidence suggests that children in Tuvalu are engaged 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.	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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Anecdotal evidence suggests that children in Tuvalu are engaged in the worst forms of child labor, particularly in agriculture and fishing.(3, 4) There is little available information about the extent and nature of the worst forms of child labor in Tuvalu.(5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(6, 7) Children engaged in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(8, 9)

The Government does not collect data on the worst forms of child labor and no labor survey report was published in 2012.

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for employment at 14. Tuvaluan law does not protect all children under 18 from hazardous work, and there is no hazardous work list. (10) The Employment Act prohibits boys ages 15 and younger from working on ships, underground in mines, and in industrial undertakings at night, but permits boys ages 16 to 17 to engage in these same types of work with certain restrictions. The Employment Act also prohibits children ages 14 and younger from working on ships for non-training purposes and from working in industrial undertakings.(10) However, there are no restrictions preventing girls ages 15 to 17 from performing work in underground mines, aboard ships, or during the night.(10)

The Employment Act also allows children to enter into 5-year apprenticeship programs beginning at age 14. Apprentices may legally live away from their families, increasing their vulnerability to exploitation.(10) The Labor Minister may exempt any industry from provisions of the Employment Act, including those provisions related to child labor.(10)

International Conventions and Selected Laws on Child Labor and Education

	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 prohibits forced labor.(10) 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.(11, 12) The Penal Code calls for clients, facilitators, and beneficiaries of child sex work, as well as the minor’s consenting guardian(s), to be penalized.(11) The Penal Code also establishes punishments for persons who employ or use children for prostitution and for the trafficking of minors for sexual purposes. While the law protects female victims of prostitution, there are no legal protections for boys older than age 15.(11) All pornography is illegal in Tuvalu, and the Penal Code includes penalties for those who make, distribute, or possess obscene publications.(5, 11, 13) However, Tuvaluan law does not specifically address or apply higher penalties for child pornography.(4)

The Tuvalu Counter Terrorism and Transnational Organized Crime Act of 2009 provides additional protection for trafficking victims, particularly children. It expressly forbids the trafficking of children into and within Tuvalu or to another country for any purpose. It also provides trafficking victims with legal protections from criminal prosecution. Tuvaluan laws regarding sexual and trafficking offenses, including those involving minors, designate maximum but not minimum sentences; this could lead to light sentences that are not commensurate with the gravity of the crime.(11)

The Government of Tuvalu does not maintain a military force, and therefore there is no military conscription.(3)

The Education (Compulsory Education) Order makes education compulsory for children ages 6 to 15.(5, 14) However, education is free for children only until age 13.(5) Because of the gap between the age to which education is free and the minimum age for work, families of children ages 13 to 14 may be unable to afford schooling, and these children may be vulnerable to the worst forms of child labor.

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. The National Advisory Committee on Children (NACC) is responsible for coordinating children’s issues. The Ministry of Education chairs the NACC.(3, 5)

The Department of Labor (DOL) within the Ministry of Foreign Affairs and External Trade, Environment, and Labor (MFEL) is responsible for enforcing labor laws, including those related to child labor.(3, 5, 15) Reports indicate that DOL has limited institutional capacity to carry out its duties.(5, 16-18) An additional challenge faced by DOL is the lack of information and data concerning all forms of child labor. This hinders the Department’s ability to effectively target, carry out, and measure enforcement efforts.(16) DOL employs one officer to conduct all labor inspections. No inspections conducted during the reporting period involved child labor.(5)

The Tuvalu Police Force is the primary agency responsible for enforcing criminal laws related to the worst forms of child labor, including those related to child trafficking and the commercial sexual exploitation of children.(5) Often, immigration officers assist the police in these cases.(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). Because the law does not cover male children in similar circumstances, they are not protected by the same enforcement mechanisms.(11) When a case involving the commercial sexual exploitation of a minor goes to trial, the court may appoint a guardian for a female victim, but males lack this protection.(11)

The Government did not track the number of criminal investigations related to the worst forms of child labor during the reporting period. There were no known prosecutions for these crimes in 2012.(5)

Tuvalu

Government Policies on the Worst Forms of Child Labor

Through its education policy, the Government has achieved high primary education enrollment rates and is on track to reach universal primary education by 2015.(17, 19, 20) The Government maintains a policy of free and compulsory primary education, which covers students from ages 6 to approximately 15.(20) The Government has drafted a new strategic education plan, the Tuvalu Education Strategic Plan II (2011-2015) (TESP II), which focuses largely on education quality. TESP II targets all levels of education, from early childhood through secondary, technical, and vocational education.(21) The priority areas under the plan include improving curriculum and assessment measures, increasing student achievement, enhancing the quality and efficiency of management, developing human resources, and strengthening strategic partnerships.(21) Research could not determine whether the Government has adopted and begun implementing TESP II, or if it is currently operating under another education policy.

The Ministry of Education targets children who drop out of school through the Education and Training Sector Master Plan.(5, 20) These children are offered appropriate alternative education and training opportunities.(20)

The question of whether these policies may 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 of Tuvalu is one of eight Pacific Island countries that participated in an \$800,000 ILO project from 2010 through 2012 to align its labor laws with current international labor standards, including ILO C. 182 and ILO C. 138.(5, 22) The project also aimed to increase the capacity of labor administrators, so that labor laws could be reviewed and enforced more effectively.(22, 23)

In 2012, the Government continued to participate in the ILO's DWCP.(16) 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 by collecting recent statistics on child labor.(16, 24) The project also seeks to improve labor market information. To this end, it calls for the inclusion of child labor modules in planned household surveys.(24)

Despite these efforts, research found no evidence that the Government of Tuvalu implemented any programs during the reporting period to provide services to children in the worst forms of child labor, including in fishing and agriculture.

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	Provide greater legal protection to apprentices, limiting the types of work they can perform and the types of worksites in which they can work.	2009, 2010, 2011, 2012
	Amend the law to protect fully all children under age 18 from hazardous work, including developing a hazardous work list in line with international standards.	2009, 2010, 2011, 2012
	Amend the law to protect boys ages 16 to 17 from commercial sexual exploitation.	2009, 2010, 2011, 2012
	Amend the law to apply higher penalties for child pornography.	2012
	Establish minimum penalties for violations of child sexual exploitation and trafficking laws that are commensurate with the gravity of the crimes.	2009, 2010, 2011, 2012
	Expand free education for children up to age 14 in order to align with the minimum age for work.	2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Collect and publicize statistics on child labor enforcement, particularly criminal investigations and prosecutions related to the worst forms of child labor.	2009, 2010, 2011, 2012
	Dedicate sufficient resources to child labor law enforcement, particularly with regard to inspections.	2009, 2010, 2011, 2012
Policies	Assess the impact that existing policies may have on child labor.	2010, 2011, 2012
Social Programs	Implement programs to provide services to children in the worst forms of child labor, including in agriculture and fishing.	2009, 2010, 2011, 2012
	Conduct research to better understand the extent and nature of the worst forms of child labor in Tuvalu.	2010, 2011, 2012

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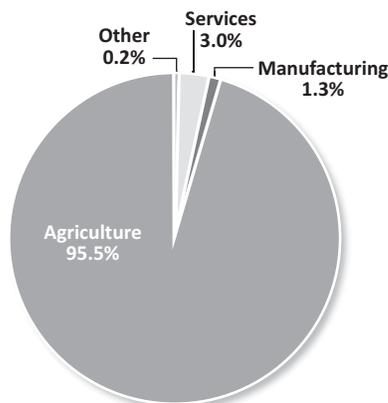
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In 2012, Uganda made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government approved and launched the National Action Plan for the Elimination of the Worst Forms of Child Labor (2012/2013-2016/2017) (NAP) and created a Counter Trafficking in Persons (CTIP) Office and an inter-ministerial Task Force to coordinate anti-trafficking efforts. However, gaps remain in legislation and enforcement efforts. The legal framework lacks protection for boys from prostitution. In addition, there is a gap between the age to which education is compulsory and the minimum age for work. Labor inspections are not carried out in rural areas. Children continue to engage in the worst forms of child labor, primarily in hazardous forms of agriculture and in domestic service.

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		54.9

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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 hazardous forms of agriculture and in 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, 8-11) Children are involved in hazardous activities in the production of rice and sugarcane, and vanilla.(8, 12, 13) Although information is limited, there are reports that children are also found in hazardous activities in the production of corn.(12) Children who work on tobacco farms in Uganda are exposed to health hazards and risk developmental defects and respiratory diseases due to long working hours and exposure to tobacco fumes.(3, 6, 9) Children working in agriculture may use dangerous tools, carry heavy loads, and be exposed to harmful pesticides.(7, 14)

Many children in Uganda are also engaged in the worst forms of child labor as domestic servants.(3, 8, 9, 15) 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.(11, 16-19)

Children in Uganda work in fishing.(8, 11) These children receive little or no pay, work long hours processing and smoking fish, and risk injuries from burns and fatigue.(3, 11, 12, 20, 21)

In the Karamoja region of Uganda, children herd cattle and may fall victim to involvement in cattle rustling.(8, 13) These children risk attacks by armed men, isolation, exposure to extreme weather conditions, and denial of access to schooling.(9) Children in Uganda work in hazardous activities related to the production of bricks.(8, 22, 23) Children in Uganda also burn and carry charcoal.(8, 22, 24) Although evidence is limited, there are reports that children work in hazardous activities in the production of stone.(8, 23, 25)

Children in Uganda engage in cross-border trading.(8, 26) Many children who live at border crossing towns and villages drop out of school to carry heavy loads such as merchandise on their heads to and from Ugandan border points.(26)

Children work as street vendors selling small items.(3, 8) Some of these children end up being forced to beg on the streets.(8, 27)

Children risk involvement in the worst forms of child labor, including commercial sexual exploitation and forced labor, while working in bars and restaurants.(3, 9, 17) Some children as young as age 10 are victims of commercial sexual exploitation.(17) 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, 12, 28)

Uganda is a source and destination country for the trafficking of children.(27, 28) Children are trafficked internally for sexual exploitation and forced labor in fishing, agriculture, and domestic service.(27) In some cases, Ugandan children have been trafficked to Central, East, and North Africa for commercial sexual exploitation and forced labor.(29, 30) Children from Burundi, the Democratic Republic of Congo, Kenya, Rwanda, and Tanzania are also trafficked to Uganda for commercial sexual exploitation and agricultural work.(27)

As of 2011, there had been no reports that the Lord's Resistance Army (LRA) had abducted and conscripted children within Uganda for six years; however, about 5,000 Ugandan children previously abducted by the LRA were still missing.(31)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for work in Uganda at 14. The Act permits children ages 12 to 14 to perform light work under adult supervision if it does not interfere with the child's education.(30, 32) In addition, no child younger than age 18 may be employed in hazardous work or between 7 p.m. and 7 a.m.(12, 32) During the reporting period, the Government enacted the Employment (Employment of Children) Regulations 2012. The Regulations contain restrictions on the employment of children, penalties for violations, a list of hazardous activities prohibited to children under 18, and a list of activities considered light work.(11, 23) The list of hazardous activities includes prohibitions by different age groups of tasks in a variety of areas including several agricultural sectors, construction, mining, and urban informal work.(23) The regulations also prohibit

the use, procurement, or offering of a child for illicit activities, including the production and trafficking of drugs.(23) The Government also provides guidelines to serve as a tool for labor inspectors to identify incidences of hazardous child labor. 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.(12) Domestic service by children younger than age 14 is included in the list of hazardous occupations.(12)

International Conventions and Selected Laws on Child Labor and Education

	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	12
	Free Public Education	Yes

Primary education in Uganda is free and compulsory through age 12; however, fees for school supplies and operating costs are often prohibitive for families. The law leaves children ages 12 to 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 in areas other than light work.(4, 8, 33, 34)

The Prevention of Trafficking in Persons Act of 2009 (PTIP) prohibits child trafficking and outlines penalties for violators. The Act also provides for protection, assistance, and support for trafficking victims and reparation to victims of trafficking to and from Uganda.(33, 35, 36) The use of children to commit crimes is prohibited under the Act.(35)

The Ugandan Constitution prohibits slavery and forced labor. Procuring or attempting to procure a girl under the age of 21

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for sexual intent or to become a prostitute is prohibited under the Penal Code.(37, 38) However, boys under age 18 are not protected.(38)

Prostitution, procurement, and pimping of a prostitute are illegal in Uganda. However, these laws only address female victims, leaving boys unprotected from prostitution.(38, 39) The Penal Code penalizes intermediaries but does not appear to penalize clients. In addition, the Penal Code penalizes those who engage in prostitution, which leaves room for children who are procured or offered for prostitution to be treated as offenders rather than victims.(38, 39) The production of pornography, regardless of the age of the subject, with the intent to distribute is illegal under the Penal Code and the Computer Misuse Act of 2011.(39, 40) There does not appear to be legislation specifically addressing the production or possession of child pornography.(39)

The minimum age for voluntary military service in Uganda is 18, and there is no conscription for the military.(33, 41)

Institutional Mechanisms for Coordination and Enforcement

The Government of Uganda has a child labor steering committee in place 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.(33, 42, 43) The committee convenes on a quarterly basis and last met in February 2013.(11, 33)

As outlined by the 2009 PTIP Act, the Government created a Counter Trafficking in Persons (CTIP) Office in February 2012 and an interministerial CTIP Task Force in March 2012.(35) 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 antitrafficking efforts among government ministries.(35, 44)

The MGLSD is the lead agency on labor issues and is in charge of enforcing all labor laws in Uganda.(8, 11, 33) Two units within MGLSD are responsible for children's issues—the

Child Labor Unit (CLU) and the Orphans and Vulnerable Children Unit (OVCU). The OVCU guides programming for orphans and other vulnerable children and integrates child labor information into an OVC database.(11, 42, 43, 45) The CLU, which had one full-time civil servant during 2012, is responsible for the development of the National Child Labor Action Plan. District labor inspectors are responsible for carrying out inspections throughout the country.(8, 11, 33, 46) In 2012, the MGLSD had 36 nonspecialized labor inspectors and 23 occupational health and safety inspectors.(11) Research did not find evidence of the amount of funding available for inspections during the reporting period nor did it specify if the number of inspectors was adequate to ensure an adequate number of inspections, including in rural areas. Inspectors did not receive any training during the year.

The Ministry conducted 300 routine workplace inspections in 2012. There were no penalties or citations issued for child labor violations during the reporting period.(47) During the year, the Government carried out a child labor mapping exercise in several districts within the country to collect information on the worst forms of child labor and assess levels of awareness about child labor and compliance with relevant laws. The report of the findings has not yet been made public.(47)

The Uganda Police Force (UPF) within the Ministry of Internal Affairs has a Child and Family Protection Unit (CFPU) responsible for enforcing child labor laws. At lower-level police posts, staff members are designated as CFPU liaison officers to manage a child-related complaint system and respond to complaints.(11, 33) By the end of November 2012, the CFPU had recorded 61 cases of child labor. Eighteen cases are reported to be under investigation while two are awaiting trial. Research did not find information about the investigation of the remaining cases.(11) The Uganda Police employs 450 CFPU officers countrywide.(47)

The UPF is the lead agency for enforcing antitrafficking laws and investigating cases related to trafficking in persons. 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.(44) All incoming police officers are required to participate in a 1-day trafficking response course provided by the CFPU. Additionally, the Ministry of Justice and the Directorate for Public Prosecutions is charged with prosecuting trafficking cases.(44) Research did not find evidence of the number of prosecutions and convictions for child labor violations during the reporting period.

Government Policies on the Worst Forms of Child Labor

During the reporting period, the Government approved and launched the National Action Plan (NAP) for the Elimination of the Worst Forms of Child Labor (2012/2013-2016/2017).(13) The NAP operationalizes the 2006 National Child Labor Policy with the aim of reducing all worst forms of child labor in Uganda by 2016/2017.(11, 48) The NAP will strengthen the legal framework and establish enforcement mechanisms to protect children from exploitation.(33, 49)

Child labor concerns have also been mainstreamed into the Millennium Development Goals (2015) and the National Education Development Plan (2004-2015).(50-52) In addition, Uganda's National Development Plan (2010/2011-2014/2015) aims to train mining communities on child labor issues and enhance monitoring of child labor in the mining industry.(53)

The Government ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), which entered into force on December 6, 2012.(54) The Convention prohibits armed groups from recruiting children, otherwise permitting them to participate in conflict, and engaging in sexual slavery and trafficking, especially of women and children.(55)

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

The Government has participated in the implementation of programs to eliminate the worst forms of child labor. During the reporting period, the Government 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.(56) The project, which ended in September 2012, withdrew and prevented 8,733 children from exploitative child labor.(56)

In 2012, the Government also participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project which is active in approximately 40 countries. In Uganda, the project aims to improve the evidence base on child labor and forced labor through data collection and research.(57)

The Governments of Uganda, the Central African Republic, the DRC, and South Sudan continued to cooperate to rescue abductees of the LRA. 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.(58)

At a regional and policy level, the Government participates in the East African Police Chiefs Cooperation Organization to strengthen regional cooperation and capacities among East African law enforcement authorities.(59) The Regional Program for East Africa (2009-2012) covers 13 countries 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.(35, 59)

From January 2010 to June 2012, the Government participated in the \$1.1 million Community Empowerment for the Elimination of Child Labor in Tobacco Growing (COMEECA) project in Masindi and Kiryandongo districts. The work of this project and a predecessor project led to the establishment of the Uganda Technical College – Kyema, a vocational campus now run by the Ministry of Education and Sports.(60) The Government reserves 20 percent of the spaces for vocational training of children withdrawn from child labor. The Government of Uganda also supported the project by mainstreaming child labor issues into government community structures, such as district and subcounty assemblies.(60)

Since 2010, the MGLSD has implemented a cash-transfer welfare program, in partnership with UNICEF, that gives cash to vulnerable households in three districts in Uganda.(33) During 2012, the program gave funds to 32,545 households through cash transfers that benefited 172,725 individuals. The MGLSD and the ILO reported that families are putting the funds toward school fees and materials.(33, 47)

The Government continued to provide trafficking victims with short-term shelter, medical care, and food at police stations. For longer-term care, victims were sometimes referred to NGOs.(27) In Kampala, police continued to take street children to an MGLSD juvenile detention center for food, medical treatment, counseling, basic education, and to reconnect them with their families. The center was underresourced, however, and many children returned to the streets after a period of time.(27) Antitrafficking campaigns were carried out by the Government through radio programs and community discussions.(27)

Although there are a number of donor-funded projects in Uganda, Government supported efforts still fall short of reaching the large numbers of children engaged in the worst forms of child labor in Uganda, particularly in the agriculture and domestic service sectors.(39)

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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 increases the age of compulsory education to 14 so that it is commensurate with the minimum age for work.	2009, 2010, 2011, 2012
	Amend legislation to protect boys from prostitution.	2009, 2010, 2011, 2012
	Amend the Penal Code to protect children who are procured or offered for prostitution from being treated as offenders.	2012
	Adopt legislation to prohibit the use, procuring, or offering of both boys and girls for the production of pornography and to prohibit possession of child pornography.	2011, 2012
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, 2012
	Provide information about the amount of funding for inspections during the reporting period.	2012
	Investigate all child labor complaints and provide information on the outcome of those investigations, including the number of prosecutions and convictions of violators.	2012
Social Programs	Take additional steps to ensure that all children are able to attend school regardless of their ability to pay for school fees and other related costs.	2012
	Expand social programs to target children involved in the worst forms of child labor, particularly in agriculture and domestic service.	2009, 2010, 2011, 2012

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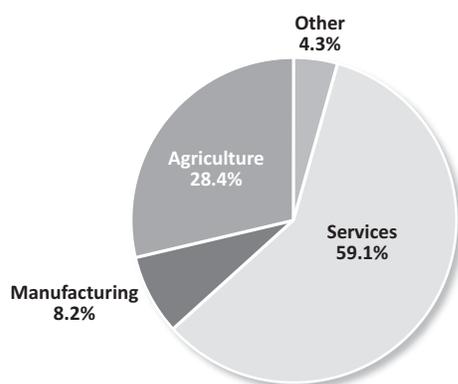
Ukraine

In 2012, Ukraine made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the National Program for Combating Human Trafficking and Councils for Combating Human Trafficking at Oblast (provincial level) were operational in most regions of Ukraine. The Government also ratified the Council of Europe's Convention on the Protection of Children Against Sexual Exploitation and Abuse. The administrative reform involved a significant bureaucratic reshuffling of specific work portfolios, which may threaten the coordination of child protection systems that include child labor issues. Furthermore, the Criminal Code does not prohibit the possession of child pornography and lacks clarity regarding the age of consent for sexual relationships. 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	7-14 yrs.	15.1 (904,210)
Attending School	7-14 yrs.	95.8
Combining Work and School	7-14 yrs.	17.3
Primary Completion Rate		96.6

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(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, prostitution, and pornography.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(4, 6) The Office of the Ombudsman for Children's Rights conducted a study on child labor trends during the reporting period. The study, which included more than 4,000 children and 1,000 parents, found child labor in agriculture (30 percent), sales activities in kiosks and in the distribution of advertising leaflets (25-30 percent), construction (19 percent), and other unskilled positions.(5) The survey is not nationally representative and did not include children in the informal sector.(5)

Commercial sexual exploitation of children, including prostitution and pornography, remains a serious problem in Ukraine.(5, 7, 8) Children as young as age 10 are used in prostitution and the production of pornography.(9) According to Ukrainian and international law enforcement authorities, a large amount of child pornography on the Internet comes from Ukraine.(7)

Children are also trafficked for sexual and labor exploitation in and out of Ukraine as well as within the country.(8, 10) Girls are trafficked in and out of Ukraine.(9) These children are trafficked into domestic service, agriculture, street work, and commercial sexual exploitation.(9) Children trafficked within Ukraine are often forced to work as beggars or prostitutes.(11, 12) Homeless, orphaned, and poor children are at high risk of being trafficked and are targeted by recruiters for child pornography.(10, 12)

Children may be found working on the surface of informal coal mines, where they load, transport, and sort coal.(3, 5) Reports

of children working in such mines, however, are isolated and unconfirmed.(13)

There are reports of children working on the streets, but information regarding specific activities and hazards is unknown.(3, 14)

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.(3, 5) The minimum age for hazardous work is 18. The Labor Code allows children in secondary or vocational schools to perform light work at age 14 with parental consent, provided that work does not interfere with their education and is not harmful to their health. However, provisions for determining what qualifies as light work are not included in the law.(15) The Ministry of Health prohibits heavy work and types of work under harmful and hazardous conditions at all establishments, regardless of what that activity is, for children under age 18.(16) Minors in vocational training programs for hazardous occupations are permitted to perform hazardous work for under four hours a day beginning at age 14, as long as occupational health and safety standards are met.(15, 16) Ukraine's minimum age for such work is 2 years below the international minimum age for entering hazardous vocational training, which is 16. (15)

International Conventions and Selected Laws on Child Labor and Education

	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 law “On Childhood Protection,” serves as the primary legal framework for combating child labor. The law forbids the involvement of children in the worst forms of child labor that are defined according to ILO Convention 182.(5) Article 150 of the Criminal Code outlaws the exploitation of children. Article 304 provides penalties for using a child for begging.(9, 17) Articles 304 and 309 of the Code prohibit the engagement of children in illicit activities, including the production, purchase, storage, or transport of drugs. Article 302 outlaws the use of children in prostitution.(17) Domestic law does not specifically define an age of consent for sexual relations though it is generally understood to be 16.(5) In some courts, children ages 16-17 are being prosecuted as offenders rather than victims of sexual exploitation.(5)

The Parliament adopted the Law on Amendments to Some Legislative Acts of Ukraine on Combating the Distribution of Child Pornography.(18) However, there is no law that prohibits the possession of child pornography.(5)

Forced labor is prohibited in the Constitution and in the Criminal Code.(5, 19) Article 149 of the Criminal Code prohibits trafficking in persons for sexual service and for labor.(12, 17) This article is applicable to both internal and international trafficking and increases penalties for trafficking if the victim is a minor.(12, 17)

In 2012, the Government ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse.(5, 12)

The compulsory military recruitment age is 18.(5, 20)

Education is free and compulsory until age 18.(21, 22) Nevertheless, access to education is limited for rural and Roma minority children. In areas with low population density, some schools have closed due to the lack of school-aged children, forcing children to travel to distant villages for school.(7)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Social Policy is responsible for coordinating and implementing state policy to protect the rights and interests of children, including policies aimed at eliminating the worst forms of child labor.(5, 12, 18) The Interagency Council on Family, Gender Equality, Demographic Development, Prevention of Violence in the Family, and Counter Trafficking Issues is also partially responsible for coordinating the enforcement of criminal laws related to victims of child labor.(5) Reportedly, the Council met only once although the

Ukraine

requirements call for a meeting every 3 months.(5) The Office of the Ombudsman for Children's Rights that was opened in 2011 is responsible for monitoring the rights of children, including the issue of child labor, ensuring that Ukraine abides by international obligations regarding children's rights. The Office of the Ombudsman for Children's Rights is also responsible for coordinating the development of laws on child protection.(3, 5) The Office has seven staff members.(3, 5)

In 2011 the Ministry of Family, Youth, and Sports that previously was responsible for coordinating efforts to combat human trafficking at the national level was merged with the Ministry of Science and Education; its Department of Adoption and Children's Rights Protection moved to the Ministry of Social Policy.(3, 5) The Ministry of Social Policy is the current National Coordinator on Combating Human Trafficking.(12, 18) Since 2012, Oblast (provincial level) Councils for Combating Human Trafficking have been created and have been operating in almost all regions of Ukraine.(18)

It is unknown what responsibilities the Ministry of Science and Education has after the administrative reform. The administrative reform involved a significant bureaucratic reshuffling of specific work portfolios, which may threaten the coordination of child protection systems that include child labor issues.(3, 5, 23)

Several agencies were responsible for enforcing hazardous child labor laws during the reporting period, among which the Ministry of Social Policy's State Labor Inspectorate and Department of Adoption and Children's Rights Protection; the Ministry of the Interior's Criminal Police for Children's Affairs and Department on Combating Cybercrimes; the Ministry of Science, Education, Youth, and Sport; the Prosecutor General's Office; and the Security Service of Ukraine.(3, 5, 13) 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.(7) The State Labor Inspectorate in the Ministry of Social Policy is the lead agency responsible for enforcing child labor laws.(7)

The State Labor Inspectorate employs 706 labor inspectors.(5) Funding for inspections is limited; inspectors lack offices, transportation, and travel budgets.(24) No training for labor inspectors on child labor was conducted in 2012.(5)

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.(25) These

provisions may hamper the inspectors' ability to detect child labor law violations.

In 2012, the State Labor Inspectorate conducted regular inspections at 540 enterprises, including agricultural enterprises.(18) Violations were discovered at 230 enterprises where the Inspectorate found 1,036 minors working in violation of the labor law. There were 28 children ages 14-15 years, 149 children ages 15-16 years, and 859 children ages 16-18 years.(5, 18) Of these children, 18 worked in hazardous conditions.(5, 18) There were 30 minors who worked beyond the accepted working time length and 24 minors worked night, overtime, and on the weekends.(5, 18) It is unknown whether the children counted as working in hazardous conditions are included in the numbers of children counted as being involved in working hours violations.

In addition, during the "thematic" inspections, which occurred in February and March 2012 at 314 enterprises in the sectors likely to employ children, the Inspectorate found 589 working minors.(5) Most of the children found working were age 16 and older.(5) Three children were ages 14 to 15 years, and three children were in hazardous labor.(5) Most of the violations pertained to children working beyond allowed time-limits; on holidays, weekends, or nights; with delayed payments; and without an employment contract.(5) The Inspectorate filed 289 orders of both types of inspections to business owners to eliminate these violations.(5) Statistics on whether fines or other penalties were enforced is not available.(5)

The Criminal Police for Children's Affairs (CPCA) is the primary agency to which children involved in criminal activities are referred.(3, 5)The CPCA employs approximately 3,000 officers throughout the country.(3, 5) The Cyber Crime and Counter-Trafficking Division (CTD) works to combat human trafficking and cybercrimes and employed 550 officers before its most recent reorganization.(3, 5, 13) 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.(26) Under the current administrative reform, CPCA was reorganized into a unit under the Criminal Police Department of the Ministry of Interior and CTD was reorganized as the Counter Trafficking Division under the Criminal Investigation Department and Cyber-Crime Division.(5) The reform resulted in the departure of specialty trained detectives and a reduction in time spent on trafficking investigations.(13)

In 2012, the IOM trained 189 law enforcement officers in trafficking issues.(5) Judges, however, do not receive adequate training and some do not appear to know how to properly adjudicate child trafficking cases.(5) Hotlines have been established to accept reports of child trafficking and commercial sexual exploitation of minors on the Internet.(8)

In 2012, there were 16 newly identified minor victims of trafficking. Sixty-two minors were reintegrated and provided services by IOM. (12) The majority of them were taken away from their parents due to lack of parental care and the parents' involvement in the trafficking of their own children.(12)

Government Policies on the Worst Forms of Child Labor

The National Action Plan to Implement the UN Convention on the Rights of the Child (2010-16) (NAP) outlines action steps for putting the country's legal framework that protects children's rights into practice.(8) The NAP covers a variety of topics relating to child protection, including economic exploitation, rehabilitation of victims found in the worst forms of child labor, access to education, and creating a child labor monitoring system.(5)

The Government allocated only 10.0 percent of planned funding for 2011 and 2012 to the NAP, including funding for the mandated child labor monitoring system elaborated in the plan.(3, 5) Due to a lack of funding, the implementation of the monitoring system did not move beyond the implementation of a pilot program in two locations and research found no evidence of additional actions under the NAP during the reporting period.(5) The lack of sufficient funds hampers the ability of the Ministries to implement the policy for better child protection through plans such as the NAP.(3, 14)

In March 2012, the Government adopted the National Program for Combating Human Trafficking Until 2015 to implement the Law on Combating Human Trafficking from 2011. This Program set up several regulations to guide the work of the National Coordinator on Combating Human Trafficking, including Procedures to Identify Status of Human Trafficking Victims, Approval of Payment of One-time Financial Assistance to Victims of Trafficking, National Mechanisms of Interagency Cooperation to Counter Trafficking in Human Beings, and the Establishment of a State Registry for Human Trafficking Crimes.(12, 18)

In 2012, the Government implemented a State Program on Poverty Reduction.(3, 5) It is too early to evaluate the impact this program may have on child labor.

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

The Office of the Ombudsman for Children's Rights conducted and released the results of a study on child labor trends in Ukraine in 2012.(5) The Government, together with the ILO, anticipates conducting a new survey on understanding child labor in 2013. In 2012, Ukraine participated in the USDOL-funded, 4-year Global Action Program on Child Labor issues Project, which is active in approximately 40 countries. In Ukraine, the project aims to improve the evidence base on child labor and forced labor through data collection and research.(27)

The Ministry of Social Policy is responsible for the social protection of both domestic and foreign victims by providing approximately 67 shelters and 51 social-psychological rehabilitation centers for children.(12) However, the current capacity is insufficient to cover the extent of the problem.(5)

The main providers of services for trafficking in persons (TIP) victims were 742 Centers for Social Services for Family, Youth, and Children. The Centers are responsible for assessing TIP victims' needs and drafting rehabilitation plans.(12) However, these Centers experienced a large turnover of staff due to an excessive workload and low pay.(12) This may restrict the Centers in their ability to address the main needs of trafficked victims efficiently.

The Government partners with international organizations on a number of anti-trafficking programs. Posters and information cards about child sex tourism and human trafficking were also distributed at border crossings.(28) 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 continued a school program for grades 7 to 11 to raise awareness on the issue.(28) The Government, together with OSCE, implemented the Multiplication of Anti-Trafficking National Referral Mechanism in Ukraine project. Since 2011, the Government, in partnership with IOM, has also been implementing the "Establishment of Multidisciplinary Interaction Mechanism to Assist Victims of Human Trafficking" project in several cities.(18)

The Government collaborates with USAID on the Families for Children Program, which targets children living outside of family care. The program focuses on developing a continuum of family-based care services that provide effective alternatives to long-term institutionalization or life on the streets for children, including those who are affected by HIV.(29)

Ukraine

The Government worked together with ILO to promote inclusivity within the social protection system, among other goals, under the Decent Work Country Program for the 2012-2015 period, which was signed in June 2012. The Program incorporated the results of the evaluation from the previous 2008-10 Decent Work Country Program of Ukraine.(30)

The aim of the social protection component of the program is to improve the social status of migrant workers, develop and implement a national occupational safety and health program, and strengthen the labor inspection system. The Decent Work Country Program will also contribute to the implementation of two programs, Ukraine for People and the Program of Economic Reforms for 2010-14—Prosperous

Society, Competitive Economy, Effective State. Both programs aim to achieve national objectives set under the Millennium Development Goals.(30)

The Government continued providing 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.(14) However, as noted above, access to school for some rural and Roma children remains a problem.

The question of whether the Decent Work, school lunch, and/or other related 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 Ukraine:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to include guidance on how “light work” is determined as it applies to children.	2009, 2010, 2011, 2012
	Amend the Labor Code to prohibit all children younger than 16 from working in hazardous occupations in vocational training.	2011, 2012
	Ensure that children victims of sexual exploitation of age 16 and above are not prosecuted as offenders.	2012
	Amend the Criminal Code to prohibit possession of child pornography.	2012
Coordination and Enforcement	Regularly convene meetings of the Interagency Council on Family, Gender Equality, Demographic Development, Prevention of Violence in the Family, and Counter Trafficking Issues to carry out its mandate of examining policies and legislation on issues of child protection.	2009, 2011, 2012
	Closely monitor the effects of the recent administrative reform and ensure that child protection remains a priority.	2010, 2011, 2012
	Provide labor inspectors with appropriate resources to complete inspections.	2011, 2012
	Amend the labor regulations to allow for unannounced inspections that include visits in agriculture, mining, and informal sectors and consider ways to streamline the labor inspection process.	2011, 2012
	Provide the number of violations and information available on penalties assessed for child labor violations.	2010, 2011, 2012
Policies	Provide sufficient funds necessary to implement the National Action Plan for Child Protection, including the mandated child labor monitoring system.	2010, 2011, 2012
	Assess the impact that the State Program on Poverty Reduction may have on child labor.	2011, 2012

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Assess whether the capacity of staff in the Centers for Social Services for Family, Youth, and Children is sufficient to ensure that victims of human trafficking are provided the amount of quality services they require.	2012
	Assess children's access to rural schools and develop programs to facilitate school attendance.	2010, 2011, 2012
	Assess the impact that Decent Work and related programs may have on child labor.	2011, 2012

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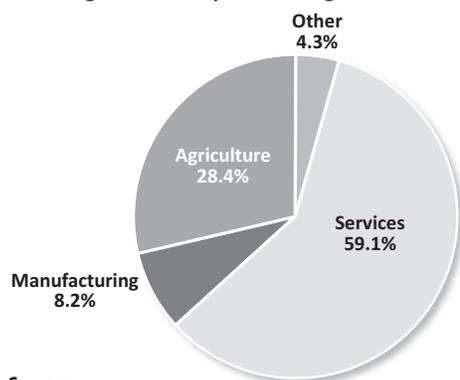
Uruguay

In 2012, Uruguay made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continues to implement the national plan focused on addressing the commercial sexual exploitation of children, as well as the national plan to combat child labor in garbage dumps. Numerous advocacy campaigns against child labor were also implemented this reporting period to raise awareness. However, the country lacks a comprehensive national child labor policy, and programs to assist and prevent child labor are limited. Children in Uruguay are engaged in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.

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		104.4

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(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 Uruguay are engaged in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.(3-6) The 2009 National Child Labor Survey found that 11.6 percent of children between the ages of 5 and 17 were involved in some form of economic



activity, of which 8.5 percent was considered hazardous work. Engagement in such work is more likely to occur in rural areas than in urban areas.(3) Approximately 22.2 percent of all working children can be found engaging in various activities within the agricultural sector, including raising livestock.(3) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(7, 8) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(9) Children are also found working in fishing.(3, 5) Children working in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(10)

Within urban areas, the most common occupation for child laborers were sales and services, with a 23 percent participation rate for children between the ages of 5 and 17, followed by construction and manufacturing, which had a 21.1 percent participation rate.(3, 6) There are reports of children working on the streets, but specific information on hazards is unknown.(4-6, 11, 12)

Children, primarily girls, are found employed as domestic laborers. There are limited reports that some families voluntarily offer their children to work in forced domestic service.(3-6) These children may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. They may also be isolated in private homes and are susceptible to physical and sexual abuse.(13)

Children engage in commercial sexual exploitation, especially in tourist areas and near the borders of Argentina and Brazil. There are limited reports that minors engage in prostitution as a way to assist their families.(4-6) Children also are trafficked

internally for sexual exploitation and there is some evidence that they are engaged in child pornography.(11, 14, 15)

Laws and Regulations on the Worst Forms of Child Labor

The Code for Children and Adolescents sets the minimum age for employment at 15. Minors between the ages of 15 and 18 are required to have work permits and must undergo yearly physical exams.(4, 11, 12, 16) Only those who have completed 9 years of compulsory schooling or who are currently enrolled in school are able to obtain work permits. Work permits are not granted for hazardous work, work identified as causing fatigue, or work performed during the night.(4, 11, 12) The Adolescent Labor Division within the Institute for Adolescents and Children (INAU) grants minors between the ages of 13 and 15 permission to engage in light work. The Government of Uruguay has not yet drafted a list of what occupations constitute light work.(4, 16)

International Conventions and Selected Laws on Child Labor and Education

	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 was developed by INAU and defines hazardous activities, as well as hazardous occupations, as those that might put children under the age of 18 in imminent risk for sexual, emotional, or physical abuse.(17) Some occupations that have been identified as hazardous for children include agricultural work, domestic service, garbage collecting, and

street vending.(17) However, research did not identify any potential penalties for violations of the Resolution.

Decree 321 also identifies the agricultural sector as hazardous and prohibits the engagement of children under the age of 18 in this sector. It also stipulates penalties for any infractions.(18) It is unknown, however, how effective the Government is in enforcing this order.

Uruguay's Constitution prohibits forced or compulsory labor, as well as debt bondage.(19) The law also forbids the commercial sexual exploitation of children, including pornography and prostitution.(12, 18) The Migration Act comprehensively prohibits the trafficking of persons into 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.(20, 21) However, it does not cover internal trafficking. The amended Drug Act prohibits the use, procurement, or solicitation of minors for illicit activities, including the sale and production of drugs.(22-24)

Education is free and compulsory through secondary school, which ends at approximately age 15.(5, 25) Service in the armed forces is voluntary and begins at age 18.(4, 26)

Institutional Mechanisms for Coordination and Enforcement

INAU has the primary responsibility of implementing policies to prevent and regulate child labor. It is the lead agency responsible for children's issues in Uruguay and assists all children, including those who are employed within the informal sector.(4, 27) The Committee for the Eradication of Child Labor (CETI) coordinates efforts between law enforcement bureaus and NGOs to develop a plan of action for child laborers and their families.(27) CETI is chaired by the National Inspector from the Ministry of Labor and Social Security (MLSS). The Committee is composed of government agencies, industry representatives, labor groups, and NGOs.(4, 28)

MLSS is also responsible for enforcing child labor laws and conducting all labor inspections. There are 140 MLSS inspectors who conduct all investigations and assess any penalties associated with labor violations, including child labor.(5, 27) When MLSS receives a complaint regarding child labor via its hotline or other means, it shares this information with INAU, which then investigates and assists the children who might be affected. MLSS classifies hotline complaints under child labor only if the phrase is specifically mentioned,

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which may result in the misclassification of child labor cases.(5) INAU also operates a hotline to receive complaints about child labor, but it does not keep current statistics on reported cases. INAU conducts most of its inspections in the capital of Montevideo, although the National Child Labor Survey indicates that most child labor occurs in rural areas.(5) During this reporting period, INAU employed 11 child labor inspectors and conducted approximately 3,200 labor inspections with the MLSS.(4) It is unknown how many children were assisted, as no information was available on the number of child labor violations uncovered or sanctions imposed as a result of MLSS inspections.

The National Committee for the Eradication of Sexual Exploitation of Children and Adolescents (CONAPEES) is led by INAU and composed of representatives from several government agencies, NGOs, and UNICEF.(4, 5) The Ministry of Social Development (MIDES) chaired the interagency committee that coordinates Uruguay's anti-trafficking efforts. MIDES worked closely with the IOM to train labor inspectors, raise awareness, and increase intergovernmental capacity to combat trafficking.(4, 5)

The Ministry of the Interior (MOI) investigates all organized crimes, including child trafficking, the commercial sexual exploitation of children, and the use of children in narcotic operations. The Government has two judges and two public prosecutors who operate a Specialized Court for Organized Crime.(5, 15, 29) These individuals have the ability to mandate police investigations.(5, 29) However, this court only reviews criminal cases involving three or more individuals, which excludes many human trafficking and child labor cases.(30) Children identified as victims of the worst forms of child labor through MOI investigations can be placed under the protection or custody of INAU.(5, 29) Generally, it takes 1 to 2 years to resolve a case involving the commercial or sexual exploitation of children and the same amount of time before penalties called for in the law can be applied in practice.(5, 29)

Government Policies on the Worst Forms of Child Labor

Research found no evidence of the existence of a comprehensive policy aimed at combating the worst forms of child labor. There are, however, strategic plans in place to address child labor in certain occupational sectors.

CONAPEES has a national plan of action against the commercial sexual exploitation of children. 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.(4, 5) This year, CONAPEES and the Government of Uruguay have renewed their commitment to combat the commercial sexual exploitation of children and adolescents. They intend to develop and carry out an extensive public awareness campaign before the end of 2013.(4) In an effort to deter potential offenders, the campaign will focus on the legal ramifications of undertaking such illicit activities and on changing public perceptions related to the child being an active participant in the exploitation, instead of a victim.(4) In 2010, CONAPEES proposed the creation of three teams of service experts that could be sent to various regions of the country to assist child victims of commercial sexual exploitation.(5) It is unknown, however, whether this plan received approval during the reporting period.

In 2011, MLSS and MIDES implemented 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 intends to collaborate with other countries in the region in order to exchange best practices to address this worst form of child labor.(5) CETI aims to develop a formal structure within the garbage sorting and collection industry. The timeline for this initiative is unknown.(4)

The Government of Uruguay and other MERCOSUR countries continue to carry 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.(31-33) During the reporting period, MERCOSUR member countries, including Uruguay, conducted a joint awareness campaign called "A United MERCOSUR against Child Labor." The campaign advocated for the eradication of dangerous activities in domestic work and the commercial sexual exploitation of children and adolescents.(4) It also promoted the protection of adolescents who are employed.(4) Approximately 3,000 informational pamphlets were produced; radio ads were also purchased to implement the campaign.(4)

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, and Venezuela, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(34, 35)

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

Pro-Child (*Pro-Niño*) is a program run by *Fundación Telefonica* and focused on the prevention and eradication of child labor. Established in 2000, the program has more than 10,000 active youth participants nationwide.(4, 36) This reporting period, they ran several advocacy campaigns against child labor, conducted a survey to assess the prevalence of child labor among Afro-Uruguayan children, and created a manual calling for the end of child labor that was presented to the President.(4, 36)

In an effort to improve current working conditions for child adolescent workers and raise public awareness, CETI has created a manual to inform employers, child laborers, and social organizations about the occupations in which children between the ages of 15 and 17 can be engaged in. They also provide information on how children can coordinate with INAU to receive legal work permits.(36) CETI intends to distribute the manual to educational institutions, employment centers, and various labor organizations. The manual is set to be published and distributed in late 2013.(36)

Previously, the Government of Uruguay had implemented an emergency social assistance program, PANES, which ended in 2007. The program was assessed and its impact on school attendance and child labor was documented.(37) Results indicate that the PANES program did not have an effect on either school attendance or child labor. It is believed that the

size of the cash transfer was not generous enough to prevent school attrition.(37) PANES was immediately replaced with a comprehensive National Plan of Equality, which established the Family Allocations Program.(37, 38) Similar to PANES, Family Allocations is a conditional cash transfer program implemented to reduce national poverty levels and to assist working families with children, as well as families in need. Run by the Institute for Social Security, the program is still operational and mandates that beneficiaries have their children attend school and receive medical services.(39) The impact this program is having on child labor has not yet been assessed.

The Government of Uruguay participated in an initiative, completed this reporting period and funded by the Inter-American Development Bank, to address child labor, reduce school attrition rates, and comprehensively improve children's ability to perform in school. Of the 1,400 initiative beneficiaries, 40 percent of the children enrolled in school and were no longer engaged in child labor.(4)

Plans to address child labor in garbage dumps, as well as the commercial sexual exploitation of children, have been adopted but programs to assist these children have not been established. Research also found no evidence of any existing or planned programs to assist working children in other sectors. More programs are needed to reach those who are engaged in the worst forms of child labor, including those who work in the agricultural sector and in commercial sexual exploitation.

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, 2012
	Draft and adopt a list of light work occupations.	2012
	Draft and adopt legislation that addresses the trafficking of persons and that provides protections for victims trafficked internally.	2012
Coordination and Enforcement	Institute systematic recordkeeping of child labor cases at the INAU.	2009, 2010, 2011, 2012
	Provide more comprehensive guidelines for MLSS hotline operators to allow for the proper classification of calls regarding child labor.	2011, 2012
	Increase the number of inspections in rural areas.	2011, 2012
Policies	Draft and adopt a comprehensive national plan of action to address the worst forms of child labor.	2010, 2011, 2012
	Approve and enact the CONAPEES proposal to send expert teams in the field to assist with researching cases of commercial sexual exploitation of children.	2011, 2012

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Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Assess the impact of the Institute for Social Security's Family Allocations conditional cash transfer program on child labor.	2011, 2012
	Institute programs to provide assistance to child laborers, including children working in agricultural and commercial sexual exploitation.	2010, 2011, 2012
	Assess the impact that existing social programs may have on addressing child labor.	2011, 2012

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Uzbekistan

In 2012, Uzbekistan made no advancement in efforts to eliminate the worst forms of child labor. Notwithstanding initiatives to reduce child labor, Uzbekistan has received this assessment for the Government's complicity in the use of forced child labor. While the Government issued a 2012 Decree and Action Plan on Additional Measures to address the worst forms of child labor, worst forms of child labor persist, particularly in the cotton harvest. Reports indicate that in 2012, unlike in prior years, the Government did not systematically close primary classes forcing young children to harvest cotton. However, authorities continued the practice of closing secondary schools and mobilizing children ages 15 through 17 to work in the cotton fields 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, 2013.(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, 4) During the autumn harvest, children continue to be forced to work due to a governmental system that requires local administrators and farmers to meet cotton harvest quotas.(3-8) Each spring during the preharvest season, children also work long hours sowing cotton, followed by weeding through the summer months.(9-12)

In 2012, the Government, along with local administrators, for the first time made a concerted effort to keep primary-level students in school and out of the fields during the harvest.(4, 6, 11, 13) Unlike in prior years, reports indicate that most primary school students under age 15 (grade nine) were not mobilized for the 2012 harvest. However, a credible



mechanism to monitor child labor during the harvest period does not exist and reliable statistical data on the reduction of child labor during the harvest is not available.

The Government continues to publicly deny the use of child labor or forced labor in the cotton harvest.(14, 15) NGO and U.S. Embassy reports indicated that in 2012, some incidences were reported of primary school classes closed and children as young as 10 sent to harvest cotton.(4, 11, 13, 16) In addition, reports indicate that officials continued to close secondary schools (colleges and *lyceums*) during the harvest and forced children ages 15 to 17 to pick cotton to reach the mandated quotas.(4, 6, 11, 13, 16) Reports indicate that the harvest quotas were between 110 and between 175 pounds per day for older children, and 45 to 110 pounds for younger children.(4, 13) The Government's forced mobilization of older children is reported to have increased in several regions during the 2012 harvest.(4, 13, 17)

While harvesting cotton, children may not have access to sufficient food, clean drinking water, or sanitation facilities.(4, 6, 11, 13) Some children resort to drinking water from irrigation drainage canals.(5, 6, 18) In addition, children are paid little and may have food or other expenses deducted from their wages.(3, 4, 6, 11, 13, 16, 19) They work long hours (usually 9 to 10 hours per day and sometimes in extreme temperatures), carry heavy loads, and may be exposed to dangerous pesticides.(4, 6, 8, 11, 19) Children forced to work in the cotton harvest miss weeks of school every year, which may negatively impact their learning.(3, 4, 18) Students who refuse to participate in the cotton harvest risk physical abuse, receiving low grades, or expulsion; their parents may also be threatened by local authorities or assessed fines.(3, 4, 7, 11, 13, 17, 20)

Children have been reported to be working in the cultivation of silkworms, although the extent of the problem is unknown.(9, 21-24) Harvesting silkworm cocoons may require children to gather mulberry leaves to feed the worms and remove their waste at strict intervals seven times a day, working long hours from 4 a.m. to midnight. This strict schedule may deprive these children of sleep and contribute to excessive school absences.(21-23) Silk production has been driven by government quotas imposed on farmers based on the size of the farm, which is similar to those imposed for cotton.(9, 21-23) Reports indicate that families are forced to meet government quotas for silkworm cultivation under threat of fines or losing the lease on their land. In addition, reports indicate that local officials may enforce the quota through threat of delayed payments to farmers or violence.(21-23) These conditions may increase the vulnerability of families and their children to conditions of forced labor.

There are reports that children are trafficked internally and abroad, primarily to destinations across Asia for the purpose of commercial sexual exploitation.(14, 17, 28)

There are reports of children working on the streets, but information as to specific hazards is unknown.(11, 25-27)

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.(26, 29, 30) The Labor Code also prohibits hazardous labor for minors under age 18.(18)

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.(18, 26, 31) 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.(26, 32) 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.(32)

International Conventions and Selected Laws on Child Labor and Education

	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 Constitution and the Labor Code prohibit forced labor(18, 33) and the Criminal Code states that the forceful deprivation of liberty is punishable by a fine or imprisonment.(34) The Law on the Guarantees of the Rights of the Child prohibits the prostitution, trafficking, and use of children for illicit activities.(30) The Criminal Code penalizes commercial sexual exploitation of children, including child prostitution and pornography.(34) The 2008 Law on Trafficking and the Criminal Code prohibit human trafficking.(34, 35)

On March 26, 2012, the Cabinet of Ministers adopted the Decree on Additional Measures in 2012-13 for Implementation of the Convention on Forced or Compulsory Labor and the Convention on the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor (Decree on Additional Measures).(36) A 2012-13 Plan of Action is incorporated in the Decree to assign specific responsibilities to the Ministries of Labor and Social Protection (MOL) and to Foreign Affairs for the implementation of these additional measures.(36)

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.(37) However, as noted above, in practice, many high schools were closed for weeks or months during the annual cotton harvest, thus depriving children of this right.

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Men are required to serve for one year in the military, with compulsory conscription at age 18.(38, 39)

Institutional Mechanisms for Coordination and Enforcement

The tripartite Interagency Working Group (IWG), established in 2011 and led by the MOL, serves as a coordinating mechanism to address labor relations issues, including child labor.(40-42) Objectives of the IWG include reporting to the ILO on the Government's implementation of ratified conventions, preventing forced labor, and protecting working minors.(40, 41, 43-45)

The Government's Interagency Commission on Combating Trafficking in Persons is charged with overseeing efforts to combat trafficking.(14, 27) The Prosecutor General chairs the Commission, with representatives from other government entities such as the Ministries of Labor and Social Protection, Interior (MOI), Foreign Affairs, the National Security Service, and the State Customs Committee.(14) Similarly, local interagency committees to combat trafficking have been established at the provincial, regional, and municipal levels.(14)

The MOL is responsible for carrying out labor inspections, including inspections for compliance with child labor laws.(26, 42) Labor inspectors are not known to inspect the agriculture sector, state-owned enterprises, or unregistered businesses.(42) The MOL reported that a total of 296 labor inspectors were employed in 2012 and that they have received training on child labor.(42, 45) In 2012, the Government reported that inspections of 1,851 workplaces resulted in 448 reported infractions related to child labor. Of these infractions, 432 citations were issued. In addition, 36 employers were fined a combined total of approximately \$6,265.(42, 45-47) The Government did not identify, investigate, prosecute, or convict officials complicit in forced child labor during the cotton harvest.(14, 47)

The Decree on Additional Measures requires the MOL to monitor cotton fields each year from August to October to ensure that children are not working.(15, 36, 44) It is not clear how the Decree alters the current duties of the MOL or whether this monitoring system was established for the 2012 harvest.

The Government reported that a June 26, 2012 joint resolution of the Ministry of Secondary Education and the Ministry of Higher Education's Center for Secondary Specialized and Professional Education called for monitoring elementary

through secondary students to prevent forced child labor. Government reports indicate that a special working group was formed in August 2012 to prevent the involvement of elementary and middle school students in the cotton harvest and that directives were issued from the Ministry of Public Education prohibiting the use of children through grade 8 in the harvest.(45)

Limited reports indicate that in 2012, some local administrators formed child labor monitoring teams to prevent children under age 15 from working in the cotton harvest.(6, 11, 15) However, it is not known whether these local monitoring mechanisms were established in all cotton growing areas.

Additionally, the Government reported that no cases of forced labor or hazardous child labor were found by these monitoring systems in 2012.(42, 45, 47)

During the 2012 cotton harvest, U.S. Embassy and NGO reports indicate that authorities responded to publicly reported incidences of schoolchildren under age 15 mobilized to work in the fields. NGO follow-up reports indicated that those children had been returned to class.(6, 13, 42) Research did not identify responses to protect children ages 15-17 from hazardous or forced labor during the cotton harvest and to return them to class.

The Government again refused to allow a high-level ILO tripartite mission to observe the cotton harvest and to fully assess the situation of children's engagement in the cotton sector.(4, 8, 13) UNICEF was allowed to observe the cotton harvest and did not identify any children under age 15 subjected to forced labor; UNICEF did note that children ages 15 to 17 were actively mobilized by the Government to work 9 to 10 hours per day to meet a daily quota of 65 to 155 pounds of cotton. However, UNICEF's limited observations were not designed to substitute for the type of comprehensive observation the ILO would conduct.(6, 42)

The Prosecutor General's Office and the MOI are responsible for investigating and prosecuting criminal violations of the worst forms of child labor laws, including trafficking and commercial sexual exploitation.(14, 26) 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.(14) In 2012, the Government identified 50 child trafficking victims.(48) Although the Government investigated 1,013 criminal trafficking cases and prosecuted 419 cases that resulted in 626

convictions, data on trafficking cases were not disaggregated to indicate how many of those cases involved the trafficking of children.(47, 48)

Government Policies on the Worst Forms of Child Labor

The 2011-12 National Action Plan for the Application of ILO Conventions (NAP), updated in 2011 by the IWG and approved by the Deputy Prime Minister, serves as a national policy on child labor issues.(26, 36, 44) In addition, the Decree on Additional Measures serves as a policy and action plan for the efforts to address worst forms of child labor.(36) The Decree outlines additional activities to be implemented in 2012-13 in response to ILO Convention requirements, including awareness-raising activities on the worst forms of child labor targeting government ministries, international organizations, students, parents, and employers.(36, 44, 49) No information is available regarding the implementation of these plans during 2012.

Government policies in the cotton sector mandate harvest quotas and authorities organize and enforce forced labor of children and adults.(5, 8) Reports indicate that in 2012, the Government issued and enforced a new internal communication prohibiting the mobilization of primary school children under age 15 to harvest cotton.(8, 15, 42) However, this policy fails to protect children age 15 to 18 from the worst forms of child labor and this internal communication has not been made public.

The Government is implementing the National Plan of Action Against Trafficking in Persons 2011-12, which included awareness-raising activities, victim support services, and interagency coordination.(14, 27)

The Government has other child-focused policies, including the National Program on Improving Quality and Efficiency of Education 2008-12.(50) 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.(14, 27, 28) The shelter provides medical, psychological, legal, and other support services.(14, 27) The Government runs hotlines to report incidents of human trafficking.(14, 48) During the year, the Government conducted awareness-raising campaigns on trafficking, some specifically targeting youth.(14)

The Government reported that in August 2012, a working group convened to plan awareness-raising activities to prohibit the recruitment of primary schoolchildren to work in the cotton harvest.(15) The MOL, in collaboration with the Association of Private Farmers and the Committee of Women of Uzbekistan, conducted awareness-raising seminars for farmers on the ILO conventions in all regions.(8, 15)

The Government of Uzbekistan, however, has not made efforts to implement other programs to combat the worst forms of child labor, especially for children mobilized to work in the cotton harvest. 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; however, reports indicate that in December 2012, the Government announced that the value of child allowances was reduced for families, and children over age 14 would no longer be eligible for benefits.(51-55) The Government participates in a number of educational, health, and livelihood programs implemented by international organizations.(44, 52, 56-59) 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 worst forms of child labor in the cotton harvest for all children until age 18.	2009, 2010, 2011, 2012
	Target labor and criminal inspections in areas where hazardous child labor is known to occur, especially in the cotton sector.	2011, 2012
	Establish a cotton harvest monitoring system, as mandated in the 2012 Decree, and expand community child labor monitoring teams to all cotton-growing areas.	2012
	Implement recommendations of the ILO supervisory bodies, including seeking ILO technical assistance and inviting the ILO or other credible third parties, to observe cotton harvests.	2009, 2010, 2011, 2012
	Publish information on criminal investigations and convictions related to the worst forms of child labor and trafficking of children and disaggregate data on trafficking statistics related to children.	2011, 2012
Policies	Cease the practice of closing schools and mobilizing children under age 18 to work in the cotton harvest.	2011, 2012
	Revise policies that mandate cotton harvest quotas to prohibit the forced involvement of all children under age 18 in the cotton harvest.	2012
	Publish and make publicly available official communications regarding child labor policies, including internal communications prohibiting the closure of schools and the mobilization of children for the cotton harvest.	2012
	Assess the impact that existing child and education policies may have on addressing child labor, particularly in the cotton sector.	2010, 2011, 2012
Social Programs	Expand programs to address the worst forms of child labor, with a particular focus on the cotton harvest.	2009, 2010, 2011, 2012
	Conduct research on the prevalence and hazards of children working on the street and of forced or exploitative child labor in the cultivation of cotton and silkworms in order to inform policy and enforcement.	2010, 2011, 2012
	Assess the impact that existing programs may have on addressing child labor.	2011, 2012

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In 2012, Vanuatu made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government began implementing a policy to mandate National Minimum Standards in Education, a key component of which is child protection. Vanuatu also continued participating in the ILO Decent Work Country Program (DWCP) and the Pacific Policy, Advocacy, Planning, and Evaluation Program (PAPE). However, the Government lacks a complete preventive legal framework; Vanuatu has not established a minimum age for hazardous work or developed a list of hazardous activities prohibited to children. Vanuatu has not established a coordinating mechanism to combat the worst forms of child labor and does not implement programs to combat the problem. Children engage in the worst forms of child labor in agriculture and are found in 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		83.4

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Vanuatu engage in the worst forms of child labor in agriculture and are found in commercial sexual exploitation. Many children engage in agricultural work.(3, 4) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5, 6) There are reports that some children engage in commercial sexual exploitation.(4, 7)

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 perform light work on farms owned and managed by a family member, although it does not define what constitutes "light work."(8)



Children ages 12 through 14 may perform light domestic or agricultural work if a family member is employed with the child. Agricultural work is also permitted for children between the ages of 12 and 14 if it is done collectively by the community.(8) The Act prohibits children under age 18 from working on ships; however, with the permission of a labor officer, a child at age 15 is allowed to work on a ship.(8) 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. 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.(8)

The Penal Code prohibits the use, procurement, or sale of a child for prostitution.(9) It also prohibits the use, procurement, or offering of a child for the production of pornography.(9) Together, the Employment Act and the Penal Code prohibit slavery, forced or compulsory labor, and trafficking.(8, 9)

Information was not available on whether there are laws that regulate the use of children in illicit activities such as drug trafficking.

Vanuatu

International Conventions and Selected Laws on Child Labor and Education

	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	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	No
	Free Public Education	Yes

Through the DWCP, the Labor Department has requested financial assistance from the ILO to prepare new regulations on child labor and to translate the revised Employment Relations Bill into local languages.(10) The Government has also made labor law reform a key priority, and has drafted the new legislation to replace the current Employment Act.(11) No information on the progress of these efforts was available at the time of reporting.

Vanuatu has no national army, therefore there is no military conscription.(12)

The Education Act establishes that for children between ages 6 and 14, it is “the duty of the child’s parents to ensure that the child attends a school.”(13) However, education is not compulsory at any age.(4, 14)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Vanuatu has established a coordinating mechanism to combat the worst forms of child labor.

The National Children’s Committee (NCC) is 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.(15, 16) The Government has also formed a National Child Protection Working Group, which builds community-based child protection systems for prevention, promotion, and response.(17)

The Government participates in the Tripartite Labor Advisory Council, which also includes workers and employers. The Council has an official mandate to provide recommendations and proposals for government policies on employment and labor issues.(18)

The Labor Department is the primary federal agency responsible for enforcing provisions set forth in the Labor Code, including child labor laws. The most recent data from 2011 indicate that the Department employs four labor inspectors.(4, 14)

The Vanuatu Police Force is responsible for enforcing all criminal laws, including those regarding trafficking and commercial sexual exploitation of children. The police also collaborate with the Customs, Immigrations, and Labor Departments.(14) Based on the most recent data available, the Police Force employs 50 investigators.(14)

Research did not find evidence that the Government of Vanuatu collects or publicizes data on investigations, violations, or prosecutions related to the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

Vanuatu has a free and universal education policy. However, in practice, school fees and lack of physical access to schools are significant barriers to education.(4, 13, 19, 20) The lack of standards in this area may increase the risk of children’s involvement in the worst forms of child labor.(13, 21)

In collaboration with international partners, the Government has adopted the Vanuatu Education Road Map (VERM), which establishes a comprehensive strategic direction for the country’s education sector and specifically supports the goal of achieving universal primary education by 2015. VERM has three strategic goals: (1) increase equitable access to education for all people at all levels of education in Vanuatu, including by increasing government grants and phasing out parental

contributions; (2) improve the quality of education in Vanuatu; and (3) improve and strengthen the management of the education system.(22)

Nine schools in Vanuatu are implementing child protection policies, reaching more than 2,000 students. Resulting efforts have included trainings for more than 200 teachers and the implementation of codes of conduct for both teachers and students.(17) Trained teachers have also begun conducting trainings with community members and parents on child abuse and protection. Attendance in the implementing schools has improved.(17) In 2012, the Government also began implementing National Minimum Standards in Education. The standards require all primary schools to develop and implement Safe School Policies that cover child protection and emergency preparedness.(17)

The question of whether these education and child protection policies 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

During the reporting period, the Government continued to implement the DWCP, which 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.(10)

The Government also participates in UNICEF's PAPE Program (2008-12). This regional program supports the development of evidence-based social and economic policies promoting the rights of children.(23) PAPE also provides technical assistance for collecting data on children's issues.(23, 24) Information on specific accomplishments during the reporting period was not available at the time of reporting.

Despite these efforts, the Government does not appear to have programs that specifically address the worst forms of child labor in Vanuatu, namely dangerous agricultural work and commercial sexual exploitation.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Define "light work" in the Employment Act.	2009, 2010, 2011, 2012
	Set the minimum age for hazardous work at 18 and establish a list of hazardous occupations and activities prohibited to children.	2009, 2010, 2011, 2012
	Establish a compulsory age for education that is equal to or older than the minimum age for work.	2009, 2010, 2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2012
	Collect and make publicly available data on investigations, violations, and prosecutions related to the worst forms of child labor.	2012
Policies	Explore ways to increase access to schooling and fully implement the policy of free, universal education.	2012
	Assess the impact that existing education and child protection policies may have on addressing child labor.	2012
Social Programs	Implement programs to address the worst forms of child labor, specifically dangerous work in agriculture and commercial sexual exploitation.	2012

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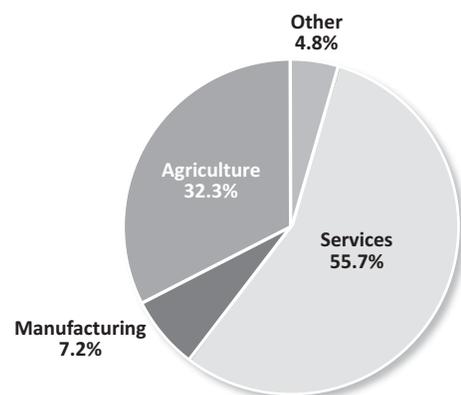
In 2012, Venezuela made no advancement in efforts to eliminate the worst forms of child labor. The Government's current policies and programs aim to alleviate poverty and improve conditions for older working children. However, the Government has not created initiatives to protect children from the worst 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 address 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		95.1

Working children by sector, Ages 10 to 14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(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, are found working in agriculture and may use dangerous tools, carry heavy loads, and apply harmful pesticides.(3, 4, 7, 8) Girls often work as domestic

servants.(3, 5, 6) They may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(8)

National statistics quantifying the current scope of child labor are unavailable. However, the prevalence of children working on the street continues to be a serious problem for the country.(9) According to a Venezuelan NGO, an estimated 15,000 children live and work on the streets in Caracas and other Venezuelan cities.(5) There are reports of children working on the streets selling flowers or other small merchandise, transporting items, and being forced to work as street beggars.(6, 10, 11) These children often carry heavy loads and suffer from respiratory and skin diseases as a result of exposure to unsanitary conditions on the street.(10)

Children are also engaged in dangerous activities at garbage collection sites. They forage through trash for recyclable materials such as aluminum, copper, bronze, paper, and plastic.(6) They are paid very little despite the value of the collected items, frequently work long hours, and are exposed to violence and dangerous conditions.(6)

Children, especially girls, are trafficked within the country for the purpose of sexual exploitation and prostitution.(6, 11, 12) They may be sent to urban areas, such as Caracas and Maracaibo, or to resort destinations, such as Margarita Island.(11)

Venezuela

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 between the ages of 14 to 16 to work if consent from their legal guardian is obtained. It also stipulates that children between the ages of 12 to 14 can work with authorization from the National Institute for Minors, if the children continue their studies and the work is commensurate with their physical abilities.(14) The LOT prohibits children under age 18 from working in mines, on ships, or in welding, and from engaging in other dangerous activities that endanger their lives or health, threaten their intellectual or moral development, or delay their physical development.(14, 15) A comprehensive list defining hazardous activities and occupations prohibited to children has not been established.(6, 16)

International Conventions and Selected Laws on Child Labor and Education

	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 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. 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 and their school’s hours.(14)

The Constitution and the LOPNA prohibit forced labor, debt bondage, slavery, and the trafficking of persons, including children.(13, 17) 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.(17) The Special Law against Computer Crimes prohibits the creation and distribution of electronic pornography involving children, while the LOPNA makes it illegal to photograph or videotape minors for pornographic scenes.(13, 18) Venezuelan law also forbids the solicitation of minors for engagement in sexual acts, including prostitution.(5) The Drug Act prohibits the use, procurement, and offering of a child for illicit activities, including the production and trafficking of drugs.(19)

Venezuela does not have compulsory recruitment into the armed forces. The minimum age for voluntary recruitment is 18.(20, 21)

The Constitution and the Organic Education Law mandate compulsory primary and secondary education.(17, 22) The LOPNA and the Organic Education Law guarantee free schooling for all children and adolescents.(13, 22) Children generally attend school from age 5 to age 15, but many stop their formal education after the ninth grade.(6, 23)

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 comprises several representatives from civil society, government ministries, and government councils.(13)

The Ministry of Popular Power for Labor and Social Security (MINPPTRASS) enforces labor laws, including child labor laws.(6, 24) Although the Government has stated that the National Institute for Prevention, Safety, and Health at Work (INPSASEL) 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.(6, 25)

Cases of trafficking in persons are handled by the Ministry of Popular Power of the Interior, Justice, and Peace’s (MPPRIJP) Criminal Investigative Division and by the MPPRIJP’s Scientific, Penal, and Criminal Investigative Corps (CICPC).

The CICPC is also responsible for enforcing laws related to sexual exploitation and other illicit activities.(6) There was no information publicly available on the number of identified victims, convictions, or prosecutions for trafficked or sexually exploited children.(6, 11)

Government Policies on the Worst Forms of Child Labor

The Simón Bolívar First Socialist Plan (2007-2013) provides an economic- and social- development roadmap aimed at eradicating 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 has a National Plan of Action against the abuse and commercial exploitation of women (PANAESC). Its objectives include preventing the sexual exploitation of children under the age of 18, protecting children from such exploitation, and rehabilitating child victims of sexual exploitation.(27) Similarly, the Government has a National Plan to combat trafficking, which focuses on rehabilitating child victims and providing them with direct assistance for social reintegration.(27, 28)

The Government of Venezuela and UNICEF have a Plan of Action (2009-2013) for children and adolescents that focuses on education, violence prevention, and children's rights protection. 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.(29) As part of its annual work plan, the Venezuelan National Institute of Statistics will be collaborating with UNICEF to create a centralized system that will allow users to report violations of the rights of children and adolescents. The 2011 census data should have included the number of children above the age of 9 employed in the formal sector, but will not capture information on children engaged in the informal economy or those engaged in economic activities between the ages of 5 and 9.(6, 27, 30). The results of the 2011 census have not yet been published.

Venezuela continued its participation in MERCOSUR's Southern Child 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 activities focused on raising domestic legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance.(31-33)

Venezuela 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, and Uruguay, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(34, 35)

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

The Government continued to implement the Program to Dignify Working Children and Adolescents (PRODINAT). It aims to eradicate exploitative working conditions and establish healthy and safe business environments in which children above the legal working age may work.(6, 16, 36) Research was unable to confirm how many young workers were assisted through PRODINAT in 2012.

The Government continued to operate the “*Negra Hipólita* Mission,” which was created to coordinate, promote, and assist vulnerable groups, including street children. One of the Mission's objectives was to rehabilitate and socially integrate children engaged in the worst forms of labor, including those working at garbage collection sites and on the street, back into society.(9, 37) Since the inception of the Mission in 2006, more than 50,000 children have been assisted.(37) The “Children of the Barrio Mission” focused on providing services to at-risk and under-privileged children, including child laborers. Its primary goal was to eradicate exploitation, abuse, and the psychological and physical mistreatment of children.(6, 38) It is unclear how effective the Mission has been at meeting its goals.

Research did not identify any programs targeting children who work in other worst forms of child labor, particularly in agriculture, domestic service, and commercial sexual exploitation.

Venezuela

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, 2012
Coordination and Enforcement	Make information on enforcement of child labor, human trafficking, and other laws related to the worst forms of child labor publicly available.	2009, 2010, 2011, 2012
Policies	Assess the impact of the Simón Bolívar First Socialist Plan in addressing the worst forms of child labor.	2009, 2010, 2011, 2012
	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, 2012
	Ensure that child labor censuses cover all children under age 18.	2010, 2011, 2012
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, 2012

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Yemen

In 2012, Yemen made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government's Central Statistical Office coordinated with ILO-IPEC to release the results of the 2010 National Child Labor Survey. However, gaps in laws, enforcement, policies, and programs to combat child labor remain. Laws on the minimum age for work are contradictory, there is no information available on whether enforcement actions were taken during the period, and the child labor policy has not been implemented for more than 5 years. Both the Yemeni army and rebel groups continue to recruit and use children in combat roles in the country's internal conflict. No evidence was found of government efforts to end the recruitment of children or to provide demobilization and rehabilitation services to children. In addition to child soldiering, children in Yemen are engaged in the worst forms of child labor, particularly in dangerous activities 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		62.9

Sources:

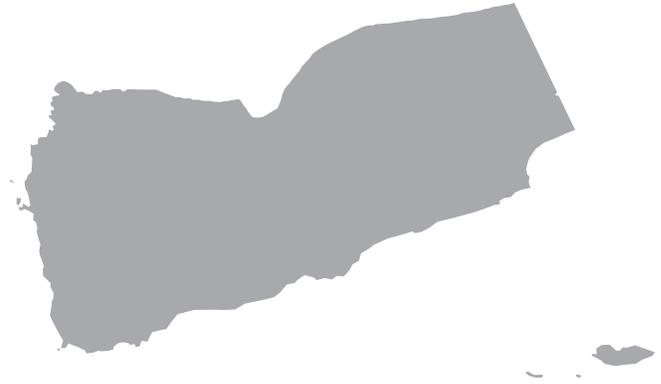
Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2013.(1)

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.(3-8)

According to the 2010 National Child Labor Survey (NCLS), approximately 1,309,000 Yemeni children are child laborers, 56.1 percent or 734, 349 of whom are engaged in agriculture.(8) (Data from this survey were not available in time for analysis prior to the release of this report and are not included in the data table above.) Although the extent of their involvement is unknown, children, mainly 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, 7-9) 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 engaged in fishing are exposed to extreme temperatures, dangerous tools, and the risk of drowning.(6, 9)

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, the Republican Guard, and the First Armored Division.(10) Both the Yemeni army and tribal-based factions continued to recruit and deploy children as soldiers, porters, and spies in internal struggles in the north and south.(11-19) Rebel groups have been reported as using children as human shields.(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.(21)

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 and auto shops, where they risk injuries from tools and equipment.(5, 8) Children working in waste dumps are exposed to numerous health risks, including bodily injury, disease and parasite infections, and tetanus.(22) According to the NCLS, 500,000 children work in the streets.(23) The specific activities performed by these children and the hazards they may face are unknown.

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, 8)

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.(24-26) Yemeni children are also trafficked to Saudi Arabia for forced begging.(27) Some Yemeni children in transit to Saudi Arabia have reportedly been abducted by Yemeni rebel groups to serve as combatants.(28)

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.(25, 28) Citizens from Saudi Arabia and other Gulf countries further fuel the demand for commercial sexual exploitation of children in urban areas.(25) Saudi tourists marry Yemeni girls in fake marriages, which can last up to a few months before the tourist either 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.(26, 28, 29) Children are also trafficked internally to Aden and Sana'a for forced labor, domestic service, begging, street vending, and to work as unskilled laborers.(25)

Access to education in Yemen remains a serious problem. According to UNESCO, Yemen has a gross enrollment rate of 72 percent, making it one of the 10 countries in the world with the lowest enrollment.(30, 31) Cultural norms and lack of access deter enrollment among children from poor rural areas.(32) Poor rural girls are the most vulnerable to early drop out.(31, 33) Gender inequity in Yemen is apparent in the public schools. For example, according to a recent Save the Children Sweden study, less than half of all boys attend secondary school while only slightly more than 25 percent of girls attend.(26) Parents often pull girls out of school so they can get married, and they rarely finish their education after marriage; there is no minimum age for marriage in Yemen.(34, 35)

In June 2011, Global Communities (formerly 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 not yet returned to school due to high levels of violence, the nonexistence or destruction of school buildings, the takeover of schools by progovernment and antigovernment forces, and internal displacement of persons in the south.(9, 36) 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.(37)

Laws and Regulations on the Worst Forms of Child Labor

Law No. 45 on Child Rights sets the minimum age for employment at 15, requires that all working children ages 15 to 18 have a formal contract and medical coverage, and stipulates that they should not work more than 6 hours a day.(14, 38, 39) Ministerial Order No. 56 (an amendment to Law No. 45) includes a list of hazardous work that identifies 57 types of jobs banned to children under age 18.(38)

International Conventions and Selected Laws on Child Labor and Education

	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

However, Labor Law No. 5 sets different limits which appear to contradict Ministerial Order No. 56 of 2004 and it is unclear which law takes precedence.(40) Labor Law No. 5 sets the maximum 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 15. It also prohibits children under that age from engaging in arduous work, work in harmful industries, or work that is socially damaging.(39, 41) Labor Law No. 5 requires employers to get written consent from a parent or guardian before employing someone under age 15.(41, 42)

Ministerial Order No. 56 prohibits the use of children under age 18 in pornography, forced labor, illicit activities, and human and drug trafficking.(13) Both the Child Rights Act and Ministerial Order No. 56 prohibit the incitement of a child into prostitution.(13, 39) Ministerial Order No. 56

Yemen

stipulates prison sentences for those who force children into prostitution.(13)

The Child Rights Act and Ministerial Order No. 56 prohibit the involvement of children in armed conflicts.(13, 26) Yemen does not have compulsory military recruitment, and the voluntary recruitment age is 18.(26, 43)

Education is compulsory and free from age 6 until age 15.(44)

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.(45) The last Steering Committee meeting, held in September 2011, focused on how to secure future funding to combat child labor.(46)

The MOSAL 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.(47) CLU conducts inspections and informs MOI of any violations.(47) The police investigate cases brought to MOI, and MOJ prosecutes and adjudicates. Research was unable to determine the numbers of inspections or child labor violations found during the reporting period. In the past, inspectors have indicated that they lack adequate finances to conduct their work, including for traveling outside of urban areas.(47) It is not clear whether MOSAL and other national government entities made efforts to enforce child labor laws during the reporting period.

The Technical Committee on Combating Child Trafficking, comprised of the Higher Council of Motherhood and Childhood, relevant ministries, the UN, and local NGOs, coordinates efforts to combat child trafficking and smuggling.(25)

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.(25) However, nearly all ministries have had their funding severely curtailed in order to fund attacks against tribal insurgencies, which has hindered the Government's efforts to combat child trafficking.(25, 46, 48)

Research found no information on the number of arrests, investigations, and prosecutions for offenses related to the criminal 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.(26, 49) Government forces have reportedly turned a blind eye to the falsification of child recruits' ages on formal documentation.(12, 50) 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 MOSAL, ILO-IPEC and the HCMC.(39) Although the Government has this comprehensive child labor policy, its implementation has been delayed by more than 7 years due to a lack of funds and poor coordination.(39)

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.(25)

Co-led by MOSAL and UNICEF, the Child Protection Sub-Cluster (CPSC) addresses the impacts of the internal strife between government forces and tribal combatants on Yemen's children.(51) 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.(51) Reports indicate that the Government acknowledges the use of child soldiers and claims it is committed to addressing the problem.(21) 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

The Government's Central Statistical Office collaborated with ILO-IPEC, UNICEF, and SFD on a child labor survey, and the Government released the results of the survey in November 2012.(46, 52)

Because of political upheaval during the first half of the reporting period, it is unclear whether 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.(28) Efforts to combat trafficking in persons in Yemen are hampered by lack

of government funding.(21) Other than this effort to assist trafficking victims, research did not identify any social programs to eliminate or prevent the worst forms of child labor.

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.(53) Members of the CPSC, including the MOSAL, were designing a plan to send out-of-school children back to school while assuring their protection in 2011. At the midpoint of the reporting period, 857 children from conflict-affected schools were enrolled in “catch-up” lessons in Taiz, and by the end of the reporting period, 24 of 35 schools in Aden had been restored and reopened.(53-55) Despite these efforts, programs to get out-of-school children into temporary learning facilities or their newly rehabilitated schools are lacking. Furthermore, the Government does not appear to have any disarmament, demobilization, and reintegration programs for children affected by armed conflict.

The SFD works with various ministries to achieve poverty reduction through economic and social development in Yemen.(56) 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, MOSAL, and the Ministry of Planning and International Cooperation.(57) The SFD has built the capacity of the government and NGOs to implement programs such as improving centers for street children and

developing safe child health and educational services.(57) Phase IV of the SFD, which runs through 2015, has received significant funding (\$153 million) from the United Kingdom’s Department for International Development (DFID).(58)

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.(59) 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.(59) DFID provided support of up to \$2.3 million in direct cash transfers for 10,000 chronically poor and food-insecure households in 2011.(60) Due to the security situation, DFID scaled down its operation in Yemen during the first half of the reporting period but increased the targeted number of recipients for the 2012-2013 period.(61, 62)

In the past, the Ministry of Youth has collaborated on Middle East Partnership Initiative projects that offer 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.(63, 64) Research did not identify whether this collaboration continued during the reporting period, and 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 Law No. 5, and Law No. 45 on the Rights of the Child (Child Rights Law) to provide coherence and consistency in the law and to comply with international standards.	2009, 2010, 2011, 2012
Coordination and Enforcement	Ensure there is sufficient funding for inspections to be carried out in nonurban areas and that inspections are targeted in the sectors where the worst forms of child labor are prevalent.	2009, 2010, 2011, 2012
	Record and make public the numbers of inspections, investigations, arrests, and prosecutions for child labor and trafficking-related offenses.	2010, 2011, 2012
Policies	Discontinue the use of children in armed conflict and institute criminal penalties for violations of the law.	2009, 2010, 2011, 2012

Yemen

Area	Suggested Actions	Year(s) Action Recommended
Policies	Reevaluate and implement the National Policy and Program Framework for the Eradication of Child Labor and Elimination of Its Worst Forms.	2009, 2010, 2011, 2012
	Make public information on the implementation of the National Strategy for Addressing Trafficking in Persons.	2011, 2012
Social Programs	Implement a disarmament, demobilization, and rehabilitation program for children recruited into armed conflict.	2011, 2012
	Increase funding to return vulnerable out-of-school youth to temporary or full-time learning centers.	2011, 2012
	Evaluate social protection programs to determine whether they have had an impact on reducing child labor, particularly in the agriculture and fishing sectors.	2011, 2012

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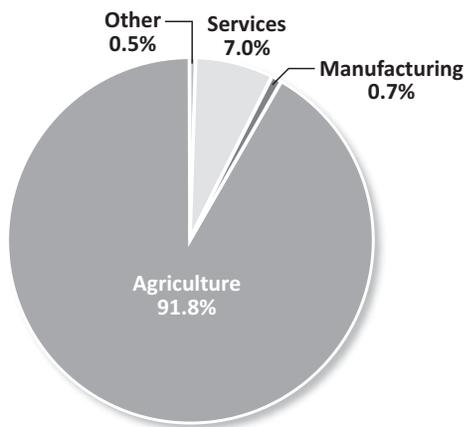
Zambia

In 2012, Zambia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government has continued implementing its Child Labor Policy. However, there continues to be a lack of enforcement of child labor laws, and limited budgetary and human resources are dedicated to eliminating the worst forms of child labor. The Ministry of Labor and Social Security (MLSS) was moved two times within the reporting period, further hampering efforts to eliminate the worst forms of child labor by reducing the political will and attention to address child labor issues. In addition, the Government has yet to adopt into law the draft statute on hazardous forms of child labor. Although the Government passed the Education Act making education compulsory, it did not include specific ages, which may leave children under the legal working age vulnerable to the worst forms of child labor. Children continue to engage in the worst forms of child labor, particularly 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, 2013.(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, particularly in dangerous activities in agriculture and in mining.(3-5) There are reports that the worst forms of child labor are used in the production of tobacco. Although information is limited, reporting suggests that children are also used in the production of cotton, maize, coffee, and tea.(3) Children working in these sectors may be exposed to dangerous pesticides and fertilizers, and injuries from carrying heavy loads and using dangerous tools and machinery.(3) Children are also engaged in fishing, although the prevalence of the problem is unknown, and raising livestock. Children working in fishing are susceptible to risks such as drowning or falling ill to water-borne diseases.(3) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(6, 7) Children are also engaged in charcoal production, which involves operating baking ovens and being exposed to heavy lifting and unsafe working environments.(3)

Children in Zambia work in mining, primarily in small artisanal and traditional mines where they extract gemstones.(3-5) Limited evidence suggests children extract amethysts, emeralds, aquamarines, and garnets, as well as mine and process lead, zinc, iron ore, and copper. Children reportedly crush stones, quarry rock, conduct rudimentary mine drilling, and scavenge mine dump sites for residual gems.(3-5) These children may work long hours without protective gear, perform night work, be exposed to extreme heat and dangerous chemicals, and suffer injuries and illnesses

including cuts and broken bones from flying rocks and tools, impaired vision from wounds, and silicosis and other respiratory problems from contact with dust.(3, 4)

Children are also involved in construction, domestic service, and commercial sexual exploitation.(3, 5) Children working in construction may be exposed to heavy lifting, unsafe working environments, and long hours using basic tools without protective gear.(3) Children working in domestic service may be required to work long hours, performing strenuous tasks, without sufficient food or shelter. These children may be isolated in private homes and are susceptible to physical and sexual abuse.(8, 9) Children of sex workers sometimes become sex workers as well.(10) In urban areas, many orphans and vulnerable children work and beg in the streets.(11, 12) Children working on the streets may be exposed to multiple dangers, including violence, sexual exploitation, and trafficking.(11, 12)

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.(13) Children from rural areas are trafficked into forced labor and domestic servitude in urban areas, where some may be beaten and physically and psychologically abused.(3, 12, 13) In urban areas, girls engaged in domestic service are led to believe that they will be allowed to attend school in exchange for their work, but they are often prevented from going to school and denied pay.(3, 13) There are limited reports of boys being used by gangs to load stolen copper from mining dump sites onto trucks.(14)

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, 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-teacher association and other associated fees prohibit some students from attending.(3, 15) In addition, Zambia's high HIV/AIDS rates impact child labor, as children orphaned by HIV/AIDS must work to survive, or those with a parent or relative infected with the virus must work to support their family.(13, 16)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution and the Employment Act set the minimum age for employment at 15.(17, 18) The Apprenticeship Act regulates the employment of minors as apprentices, but does

not 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.(19, 20) 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, 21) The Government provides free education up to the ninth grade, and the Education Act of 2011 stipulates that education is compulsory for children of school-going age.(3, 22) However, the act does not provide a specific age or definition of school-going age, which may allow children to leave school before they are legally able to work. The Government has reported to the UNESCO Institute of Statistics that education is compulsory until age 14.(23)

International Conventions and Selected Laws on Child Labor and Education

	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

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.(3, 24, 25)

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; use of children in illicit activities; and work harmful to the safety, health, or morals of children and young people.(17, 19) The Constitution, the Penal Code, and the Anti-Human Trafficking Act of 2008 prohibit forced labor

Zambia

and the trafficking of children, while the Constitution and Penal Code both prohibit slavery.(3, 12, 17, 26) The Penal Code also prohibits pornography, prostitution, and the sexual harassment of a child in the workplace.(26) However, the penalties for child prostitution violations in the Employment of Young Persons and Children Act are different from those in the Penal Code.(27)

Institutional Mechanisms for Coordination and Enforcement

The MLSS is the lead agency for coordinating government efforts on issues of the worst forms of child labor.(3) The MLSS Child Labor Unit (CLU) coordinates with District Child Labor Committees (DCLCs) in 19 of Zambia's 102 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 community levels. The CLU has stated its intention to establish DCLCs in all 102 districts but currently lacks the resources to do so.(3) The Government added one new DCLC during the reporting period.(3) The MLSS underwent a number of changes in 2012. The MLSS was moved under two other ministries, including its budget allocations, before again being established as an independent ministry.(3) This reshuffling appears to have impeded efforts to eliminate the worst forms of child labor in Zambia by reducing the political will and attention placed on child labor issues.(3)

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.(27, 28) Nominated members are from the Zambian Police Service (ZPS) and the Department of Immigration from the Ministry of Home Affairs, the Ministry of Justice, the MLSS, the Ministry of Health, and the Ministry of Community Development Mother and Child Health (MCDMCH).(4, 13, 27, 29) The National Secretariat has been performing these tasks 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.(27) During the reporting period, the Government continued to provide anti-trafficking training to law enforcement officials.(12)

CLU is the primary government agency responsible for implementing and enforcing child labor laws.(3) The CLU

and ZPS partner with the Ministry of Justice; the Ministry of Education, Science, Vocational Training, and Early Education; the MCDMCH'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.(3) The ZPS Child Protection Unit (CPU) works with MLSS officials to identify and remove vulnerable children from the streets.(30) The ZPS 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.(27, 30) In addition, the CPU works with immigration officials to combat child trafficking, with local officials regarding crimes against children, with schools to educate and sensitize children about abuse, and collaborates with the Ministry of Justice to investigate and prosecute child labor cases.(29, 30) Enforcement actions were not carried out effectively in some cases as a result of overlapping responsibilities and communication lapses.(30)

The MLSS allocated \$900,000 in the 2012 budget to carry out labor inspections.(3) There were 48 labor inspectors during the reporting period. The MLSS reportedly intends to hire additional inspectors in 2013 due to the inadequate number of inspectors in 2012.(3) Due to a lack of transportation and inspectors, regular inspections were not conducted. The MLSS conducted 1,300 labor inspections in 2012.(3) In addition, MLSS conducted labor inspections in public institutions only and did not conduct any in the private sector where child labor is more likely to be found. No child labor cases or prosecutions were recorded in 2012.(3) Violators of child labor laws received mediation or counseling.(3)

The ILO, UNICEF, and IOM collaborated with the Government of Zambia to provide training to inspectors in the past.(30) Although inspectors are aware of the hazardous forms of child labor, there is no official and specific training for labor inspectors regarding the enforcement of child labor laws.(3)

The ZPS Victim Support Unit handles the enforcement of laws against trafficking, commercial sexual exploitation, and/or use of children in illicit activities.(3) The ZPS CPU enforces child labor-related trafficking laws.(3) No information was available on the number of child trafficking violations and enforcement in 2012; however, the one trafficking conviction in the country involved child trafficking.(3, 29) The CPU employed 12 child protection officers in the Province of Lusaka (up from 10 the previous year) and 70 in the entire country.(3) Inspectors reportedly lacked sufficient office facilities, transportation, fuel, and other necessary resources and therefore could not conduct inspections or investigations.(3)

Government Policies on the Worst Forms of Child Labor

The Government of Zambia continued carrying out the Child Labor Policy which establishes an action plan and designates responsible agencies to address child labor issues.(3) DCLCs and Community Child Labor Committees have been created to help implement the policy. The MLSS continued implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labour.(3) This plan identifies five specific priorities for Government focus: improving and enforcing existing laws and policies on child labor, protecting all children from hazardous labor, strengthening institutional capacity, raising awareness, and establishing monitoring and evaluation systems. Efforts to implement the Child Labor Policy reportedly have been restricted due to inadequate funding.(3)

The country's 2011 Poverty Reduction Strategy Paper, Sixth National Development Plan (2011-2016), and National Employment and Labor Market Policy (2006) include the eradication of the worst forms of child labor as a goal.(30, 31) The Government's National Employment and Labor Market Policy proposes interventions to eliminate the worst forms of child labor through services provided in the agriculture, health, and education sectors. In addition, the Policy focuses on providing skills and education to prepare young people for decent and productive work.(20) In accordance with the Sixth National Development Plan, the UN Development Assistance Framework for Zambia includes the prevention, protection, and rehabilitation from the worst forms of child labor as a policy outcome (2011-2015).(32)

The Government also began implementing a 2012-2015 National Anti-Trafficking Plan of Action developed in March 2012 after completing its 2011-2012 National Action Plan on anti-trafficking efforts.(12, 14)

The Government conducted a Labor Force Survey in 2008 that was released by the Central Statistics Office in August 2011.(30, 33) 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.(34)

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

The Government of Zambia participated in the European Commission-funded TACKLE Project (tackling child labor

through education), which included 12 countries and was extended until August 2013. The project includes ILO training on child labor issues for government officials and teachers; the implementation of four Action Programs to assist children exposed to or at risk of child labor, especially those living in vulnerable communities; and raising awareness of child labor through education initiatives.(3, 30, 35, 36) In addition, the project aims to strengthen the capacity of national and local authorities to implement and enforce child labor policies.(3)

In 2012, Zambia participated in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project, which is active in approximately 40 countries. In Zambia, the project aims to improve the evidence base on child labor and forced labor through data collection and research.(37)

Zambia's MCDMCH operates a pilot social cash transfer program, which provides funds on the condition that parents send their children to school rather than to work.(3) Due to a lack of funding, 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 Ministry of Sports and Youth announced the re-launching of skills training camps for youth through the Zambia National Service.(3) The camps will provide life skills training to at-risk youth, including victims of the worst forms of child labor and children living and working in the streets.(3, 30)

The Government of Zambia has programs to combat child trafficking and provides counseling and protection to trafficking victims.(12, 13, 30) While not specifically focused on child trafficking, the Government, with the IOM, conducted a training of trainers for law enforcement officers using a newly developed counter-trafficking training handbook.(38, 39)

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. Coalitions were created in 10 districts to continue awareness-raising efforts.(12, 14)

Existing Government programs do not sufficiently address some of the most common worst forms of child labor in Zambia, particularly children engaged in dangerous work in the agriculture and mining sectors and those working on the streets.

Zambia

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 that enumerates the hazardous occupations prohibited for children and apprentices.	2009, 2011, 2012
	Harmonize legislation to ensure that penalties for child commercial sexual exploitation are consistent.	2009, 2011, 2012
	Revise the Education Act to include specific ages, or determine through statutory instrument the school-going age for compulsory education.	2012
Coordination and Enforcement	Establish District Child Labor Committees in remaining districts.	2011, 2012
	Implement the planned increase in labor inspectors to effectively enforce child labor laws	2012
	Improve lines of communication and clarify responsibilities among enforcement agencies, especially in instances where ministries have been reshuffled.	2011, 2012
	Improve training for labor inspectors to identify and halt child labor practices.	2010, 2011, 2012
	Provide transportation and other appropriate resources for conducting child labor inspections and child trafficking investigations.	2010, 2011, 2012
Policies	Publish statistics on child labor enforcement and child trafficking violations.	2011, 2012
	Provide adequate funding to implement the National Child Labor Policy.	2012
	Publish the data on child labor and forced labor from the 2008 Labor Force Survey.	2011, 2012
Social Programs	Increase efforts to address the worst forms of child labor in Zambia, particularly for street children and those working in the agriculture and mining sectors.	2011, 2012

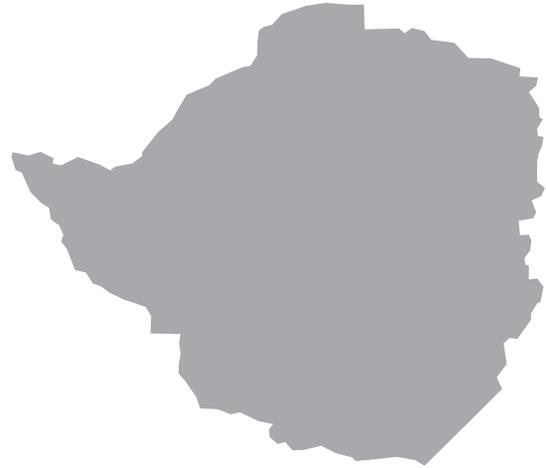
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Zimbabwe

In 2012, Zimbabwe made a minimal advancement in efforts to eliminate the worst forms of child labor. Zimbabwe ratified the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and released a Child Labor Survey Report. Zimbabwe maintained large-scale social programs, including Phase II of the National Action Plan for Orphans and Vulnerable Children and the Basic Education Assistance Model Program. However, the Government has not sufficiently funded these efforts. In addition, 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 continue to engage in the worst forms of labor, particularly in hazardous activities in agriculture and in 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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and Sectoral 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 in mining.(3-8) Although evidence is limited, some children reportedly work in the production of tea, cotton, tobacco, and sugarcane. A Government survey in Zimbabwe stated that 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) While evidence is limited, it is reported that children in Zimbabwe also work in cattle herding.(3, 8) Children herding livestock may suffer injuries such as being bitten, butted, gored, or trampled by animals.(11, 12) In addition, there are isolated reports of children engaged in cattle herding being exposed to sexual abuse.(3)

Although information is limited, there are reports of children working in gold, chrome, and tin mines, and extracting material from underground passages and quarries.(3, 5-7, 13) Children engaged in mining work long hours and use dangerous chemicals, such as mercury, cyanide, and explosives.(3, 4, 13)

While information is limited, children are also reported to be involved in fishing and fishing-related activities.(3, 10, 14) Children in fishing may work long hours, perform physically demanding tasks, and face dangers such as drowning.(15, 16)

According to the UNICEF, approximately 100,000 of Zimbabwe's 1.3 million orphans survive on their own in child-headed households. There are reports of children working on the streets, but specific information on hazards is unknown.(3, 4, 7, 8, 17) Although information is limited, there are also reports that children living on the streets engage in illicit activities, such as drug smuggling, gambling, and commercial sexual exploitation.(3, 4, 18, 19)

Children are trafficked within Zimbabwe and to border towns and neighboring countries in which they are forced to work in agriculture and domestic service and to engage in commercial sexual exploitation.(18, 19) Children working as domestic servants may work long hours, without any days off, and are at risk of harassment and sexual abuse.(4) 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.(18, 20)

Laws and Regulations on the Worst Forms of Child Labor

The Labour Relations Act of 2002 sets the minimum age for employment at 15 years.(3, 21) However, children ages 13 to 15 may work as apprentices or perform work in a school or a technical or vocational institution.(3, 4, 21) The Labour Relations 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.(3, 21) Hazardous work is also defined in the Children's Protection and Adoption Amendment Act of 2001 (Adoption Act) as any work that jeopardizes or interferes with the education of a child. According to the Adoption Act, hazardous work involves contact with hazardous substances; underground mining; exposure to extreme heat, cold, or noise; night work; and the use of electronically powered hand tools, cutting tools, or grinding blades.(22) The National Service Act of 1979 prohibits persons younger than age 18 from either compulsory or voluntary military service.(23)

International Conventions and Selected Laws on Child Labor and Education

	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	18
	Compulsory Education Age	No
	Free Public Education	No

Zimbabwe's Constitution and Labour Relations Act prohibit forced labor. The Labour Relations Act includes exceptions in some cases, including the fulfillment of court orders and armed service requirements.(21, 24)

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.(3, 25) Laws do not prohibit sexual relations with children between the ages of 16 and 18.

Provisions of the Sexual Offenses 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 Offenses Act and Children's Act prohibit procurement of an individual for prostitution inside the country and transporting a person outside of the country with the intention of engaging them in prostitution.(3, 18, 25) Although traffickers can be prosecuted under the aforementioned laws and other immigration and abduction laws for commercial sexual exploitation, there is no legislation in Zimbabwe specifically prohibiting trafficking in persons for purposes other than sexual exploitation.(3, 13, 18) During the reporting period, the Attorney General's Office drafted a more comprehensive piece of legislation that would cover trafficking in persons for both sexual and labor exploitation. However, the bill has not been presented to Parliament. (3, 13, 18)

Zimbabwean law does not provide free schooling or establish a compulsory age for education for children.(3, 8, 26) 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.(27)

In February 2012, Zimbabwe ratified the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.(28)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Public Service, Labor, and Social Welfare chairs the Government's national steering committee to address the worst forms of child labor. The committee includes several government ministries, international organizations, and civil society groups, such as worker and employer organizations.(27) However, due to a lack of funding, this committee did not meet during the reporting period. A separate committee composed of government ministries related to children's issues met on a quarterly basis.(3) The Government also has an inter-ministerial task force on trafficking in persons. Research did not find evidence that the task force was active during 2012.(18)

The Department of Social Welfare within the Ministry of Labor (MOL) is responsible for enforcing labor laws. The MOL employs approximately 123 labor inspectors for investigating

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labor-related violations, including those violations involving child labor laws, although many of the labor inspector positions are unfilled due to high turnover.(3) However, the MOL reports that labor inspectors lack the necessary resources to carry out inspections, such as office facilities for maintaining records, transportation, and fuel.(3) While the funding and training labor inspectors receive has increased, these resources remain inadequate for the inspectors to be able to inspect, investigate, and prosecute violations of child labor laws.(3) In addition, the MOL does not disaggregate labor violations by age. Therefore, the number of violations related to child labor is unknown.(3) The MOL did not report any child labor investigations during the reporting period, but stated that violators would face harsh fines and risked the closure of their business.(3)

The Zimbabwe Republic Police (ZRP) shares responsibility with the MOL and the Ministry of Justice and Legal Affairs (MOJ) for enforcing laws against the worst forms of child labor of a criminal nature.(3, 18) The ZRP has Victim Friendly Units in every district. The Victim Friendly Units are trained to address issues related to child labor. In addition, the ZRP has an anti-trafficking desk at the Interpol National Central Bureau office to conduct transnational trafficking investigations.(3) However, according to the most recent reporting available, it appears the ZRP did not investigate any such cases.(18) The lack of investigations relative to the scope and prevalence of child trafficking in Zimbabwe suggests inadequate enforcement. The MOJ oversees all courts, including labor courts. Victim Friendly Courts also address trafficking and child victim cases.(29)

Government Policies on the Worst Forms of Child Labor

The Government launched a National Action Plan to Combat Child Labor (Child Labor Action Plan) in 2011, and in 2012, the Government released a Child Labor Survey Report as a part of the Child Labor Action Plan.(3) The Child Labor 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 of child labor issues.(9, 29). However, a member of the national steering committee reports that resources have not been allocated to implement the plan and no further action has been taken during the reporting period.(3, 30) In addition, research did not demonstrate that the results of the Child Labor Survey have been used to inform policies and programs in Zimbabwe.

In 2012, the Government participated in the World Day Against Child Labor.(3) The Government of Zimbabwe also continued to address child labor in its broader poverty reduction, education, and social policy efforts.(3) These efforts occurred in part through the implementation of Zimbabwe's ongoing UN Development Assistance Framework 2012-2015.(31) In the framework, support is provided to the Government regarding the utilization of the Child Labor Survey in development planning.(31)

In 2011, the Government launched Phase II of the National Action Plan for Orphans and Vulnerable Children (2011-2015) (NAP OVC II). The NAP OVC II includes a focus on equity and access to quality education for children.(32-34) It aims to assist 80,000 people, including by providing protection services to 25,000 children.(32, 34) 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, 29, 35) The BEAM program provides basic financial assistance to its enrollees for costs such as tuition and examination fees.(36)

Social Programs to Eliminate or 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 participates in a few key social programs that assist vulnerable children and increase educational access, and could potentially have an impact on reducing the worst forms of child labor.

The 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.(32, 34) The NAP OVC II also provides for protection services for child victims of abuse, violence, and exploitation.(34, 35) The BEAM program, which aims to keep children in school and to recruit children to enroll who lack access to school as a result of economic hardship, was also continued through the NAP OVC II.(13, 34) However, while international donors continued supporting primary school children, the Government failed to meet its obligation of supporting secondary school students with school fees. The Government only funded the first of three school terms for secondary students during the reporting period.(3)

Additionally, the UNICEF reports that a gap remains in the full national coverage of the program.(3, 37)

The overall impact of these programs on the elimination of the worst forms of child labor is unknown.

With funding from the USAID, the Government of Zimbabwe implemented the Building National Response Capacity to

Combat Human Trafficking in Zimbabwe project. The project supports awareness-raising efforts and works to strengthen the national referral system for protection and victim reintegration services, with a special focus on children.(38)

Despite these efforts, Zimbabwe's social programs do not specifically target children working in the worst forms of child labor, such as 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 bar trafficking of children for both sexual and labor exploitation.	2009, 2011, 2012
	Establish an age or specified length of study for free and compulsory education that is consistent with Zimbabwe's minimum age for work.	2009, 2010, 2011, 2012
	Revise laws to prohibit sexual relations with a person below the age of 18.	2012
Coordination and Enforcement	Ensure the steering committee and the inter-ministerial task force on trafficking in persons actively coordinate to address the worst forms of child labor and trafficking in persons.	2011, 2012
	Collect, analyze, and disseminate information on inspection activities to combat child labor and their results.	2009, 2010, 2011, 2012
	Provide adequate resources for child labor inspections, combatting child trafficking, and implementing enforcement efforts.	2009, 2010, 2011, 2012
Policies	Provide free education to children until they have reached the minimum age to work.	2009, 2010, 2011, 2012
	Allocate appropriate resources to implement the Action Plan to Combat Child Labor.	2010, 2011, 2012
	Utilize the results of the Child Labor Survey Report to inform policies and programs.	2012
Social Programs	Assess the overall impact that existing programs such as those under the NAP OVC II may have on the worst forms of child labor and address any gaps to ensure full national coverage.	2011, 2012
	Create programs that address the worst forms of child labor, particularly in mining and agriculture.	2010, 2011, 2012

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Non-Independent Countries and Territories

There is limited information regarding the prevalence and 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." In cases in which such a non-independent country or territory receives a suggested action for the first time, however, it is given "no assessment."

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Anguilla

In 2012, Anguilla made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government participated in a number of activities to improve child protection, including a child abuse awareness campaign where it distributed informational materials and ran radio and television announcements. It also published and distributed a booklet of policy guidelines for safeguarding children. However, the Government appears to lack a list of hazardous work prohibited to children and has not developed an institutional framework or targeted programs to address the commercial sexual exploitation of children. Although evidence is limited, children are reportedly involved in commercial sexual exploitation in Anguilla.

Non-Independent Countries and Territories

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.(1, 2) Children reportedly perform sex acts in exchange for money and gifts.(1) Evidence suggests that, in some cases, these transactions 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 sets the minimum age for employment at 14. It also prohibits children of compulsory school age (up to age 17) from working during school hours.(3, 4) The Employment of Children (Restriction) Act prohibits children younger than age 12 from working in any capacity, including light work. Under the Employment of Children (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.(3, 5) In addition, they are prohibited from work that may be physically hazardous or requires heavy lifting.(5)

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.(3) The Governor of the Territory has the authority to expand restrictions on child labor.(5) Research did not identify whether Anguilla has a comprehensive list of hazardous work prohibited for children.

The Constitution prohibits slavery and forced labor.(6) 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.(3, 7) During the reporting period, the Government began drafting legislation that would strengthen protections against child abuse. However, the legislation has not yet been passed, and it is unclear how it may address the worst forms of child labor.(8)

Defense in Anguilla is the responsibility of the United Kingdom (UK). There is no military conscription, and the minimum age for voluntary military recruitment is 16.(9, 10)

The Education Act makes education compulsory to age 17.(3, 11) The law also guarantees free education until age 17.(12)

Institutional Mechanisms for Coordination and Enforcement

Anguilla has formed a multiagency Child Protection Steering Committee to implement the Child Protection National Action Plan.(13) The Ministry of Health and Social Development (MHSD) is the main coordinating agency responsible for child protection in Anguilla. The MHSD employs social workers to manage and investigate child protection cases.(14) It also works with the Royal Anguilla Police Force to investigate cases involving child abuse, although it is not clear what responsibility the Police Force has for enforcing laws against the worst forms of child labor, particularly commercial sexual exploitation.(15) 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 Employment of Children (Restriction) Act.(5)

Research found no evidence that the Government of Anguilla collects data related to cases involving the commercial sexual exploitation of children.

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 legislative and institutional frameworks to address issues impacting children and their families.(16) The Government has developed Safeguarding and Child Protection Protocols and Procedures that assist in the development of future legislation on child protection, designates clear responsibilities for government agencies, and serves as a guide for recognizing and referring child protection cases.(15, 17) 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 continued to participate in Safeguarding Children in the Overseas Territories (SCOT) Program through the program's completion in October 2012. SCOT was sponsored by the UK's Department for International Development.(8, 13, 15) Through the SCOT Program, participating governments received 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.(13, 18) 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.(19) During the reporting period, the

Government published policy guidelines for safeguarding children from abuse in Anguilla. The booklet was distributed to government employees, teachers, and other stakeholders that work closely with children.(8, 17) It includes information on how to report child abuse.(17)

During the reporting period, the Government participated in various other activities to address physical, emotional, and sexual abuse of children, including an awareness campaign that distributed informational material and ran radio and television announcements.(8, 20)

The question of whether these programs have an impact on the commercial sexual exploitation of children does not appear to have been addressed. Research found no evidence that the Government has carried out programs to directly combat 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 Anguilla:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the law to ensure that children age 17 are protected from dangerous work in industrial sectors.	2011, 2012
	Clarify whether Anguilla has codified a list of hazardous activities prohibited for children under age 18.	2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the commercial sexual exploitation of children.	2009, 2010, 2011, 2012
	Collect, analyze, and disseminate information regarding the enforcement of relevant laws protecting children from commercial sexual exploitation.	2009, 2010, 2011, 2012
Policies	Assess the impact that the Child Protection National Action Plan and Safeguarding and Child Protection Protocols and Procedures may have on addressing commercial sexual exploitation of children.	2010, 2011, 2012
Social Programs	Collect, analyze, and disseminate information regarding the prevalence and nature of the commercial sexual exploitation of children and other worst forms of child labor to guide the development of policies and programs to address the problem.	2009, 2010, 2011, 2012
	Assess the impact of existing social programs on the commercial sexual exploitation of children.	2010, 2011, 2012
	Implement programs to address the commercial sexual exploitation of children.	2011, 2012

Non-Independent Countries and Territories

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British Virgin Islands

For the 2012 reporting period, no assessment has been made regarding the British Virgin Islands' efforts to advance the elimination of the worst forms of child labor because this 2012 report is the first year suggested actions are included for the British Virgin Islands. While there is no evidence of a problem, it is unclear whether the Government has developed a list of hazardous occupations prohibited to children.

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. Children younger than age 18 are prohibited from hazardous work, as determined by the Minister of Labor. (1) Children age 14 to 16 may perform light work with approval from the Minister of Labor. Children younger than age 18 are prohibited from night work. (1) Children between ages 16 and 18 may operate heavy machinery if they receive sufficient training and supervision. The Labor Code holds both employers, and parents or guardians with knowledge, liable for employing a child in contravention of the Labor Code. (1) The Labor Code also provides for the removal and rehabilitation of children subjected to the worst forms of child labor. No information was found on whether the Government has developed a list of hazardous occupations prohibited to children. (1)

The Constitution prohibits slavery and forced labor. (2) Under the Criminal Code, trafficking, enslaving, and bonding children are illegal. The Criminal Code also prohibits the production, publication, and possession of child pornography. (1, 3, 4) The Labor Code prohibits child prostitution and the use of a child for illicit activities. (1)

Defense in the British Virgin Islands is the responsibility of the United Kingdom. There is no military conscription, and the minimum age for voluntary recruitment is 16. (5, 6)

Education is free and compulsory until age 16. (7, 8)

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)

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.

Based on the reporting above, the following actions would advance the prevention of the worst forms of child labor in the British Virgin Islands:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clarify whether British Virgin Islands has codified a list of hazardous occupations prohibited for children under age 18.	2012

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Christmas Island

For the 2012 reporting period, no assessment has been made regarding the Christmas Island's efforts to advance the elimination of the worst forms of child labor because there is no evidence of a worst forms of child labor problem and the country has a good legal and enforcement framework on 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.

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.(1)

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.

The Western Australia Prostitution Act of 2000 prohibits inducing a child to act as a prostitute.(3, 4) 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, 5, 6) 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.(6)

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.(7-9)

Public education is free on Christmas Island. The Western Australia School Education Act makes education compulsory until age 17.(1, 10-12)

Non-Independent Countries and Territories

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, 4, 11)

The Australian Federal Police is responsible for investigating the commercial sexual exploitation of children, including pornography.(4)

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.(1, 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, 4, 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

For the 2012 reporting period, no assessment has been made regarding the Cocos (Keeling) Islands' efforts to advance the elimination of the worst forms of child labor because there is no evidence of a worst forms of child labor problem and the country has a good legal and enforcement framework on child labor.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children on the Cocos (Keeling) Islands are engaged in the worst forms of child labor.(1)

Laws and Regulations on the Worst Forms of Child Labor

The 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, 3) 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, 4) 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, 5, 6) 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.(5)

Defense of the 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.(7-9)

Public education is free on the Cocos (Keeling) Islands. The Western Australia School Education Act makes education compulsory until age 17.(1, 10-12)

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.(3, 12)

The Australian Federal Police is responsible for investigating the commercial sexual exploitation of children, including pornography.(1, 3)

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.(1, 6) The Australian Federal Police Child Protection Operations Team performs an investigative and coordination role for multijurisdictional and online child sex exploitation issues.(1, 3, 6)

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 2012, the Cook Islands made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of the Cook Islands passed the Employment Relations Act 2012, which sets a minimum age for work in the territory for the first time. The Government established a Committee for Children. It also began developing a new National Plan on Children during the reporting period. Although information is limited, anecdotal evidence suggests that some children may be involved in commercial sexual exploitation in the Cook Islands.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although information is limited, anecdotal evidence suggests that some children may be involved in commercial sexual exploitation in the Cook Islands.(1, 2) However, there is no data on the problem and information about the nature and prevalence of the problem remains limited.

Laws and Regulations on the Worst Forms of Child Labor

The Cook Islands is a self-governing territory of New Zealand.(1) The territory follows a combination of its own laws and some of the laws of New Zealand and the United Kingdom that date prior to self-government in 1965.(1, 3) In December 2012, the Cook Islands enacted the Employment Relations Act 2012, which replaces the Industrial and Labor Ordinance of 1964.(4, 5) The new Act attempts to bring local labor laws in closer alignment with international standards on minimum age and dangerous occupations. The new Act prohibits children under 13 years of age from any employment.(5) A school-aged person, defined as 13 to 16 years old, is prohibited from working during normal school hours, for more than 10 hours per week, or for work other than light work. Light work is defined as work that does not threaten the child's health and safety, or hinder the child's education or vocational orientation and training.(6) The new law does not include any provisions regarding hazardous work

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at night; however, a New Zealand law, the Health & Safety in Employment Act 1992, has these provisions which may still apply. The Employment Relations Act 2012 prohibits children under age 18 from working in hazardous occupations. However, research indicates that a list of hazardous occupations has not been developed.

Forced labor and compulsory labor are criminal acts under the Cook Islands Prohibition of Forced and Compulsory Labor Ordinance and Amendment Acts.(7-9) Trafficking in persons cross-border is illegal under the Cook Islands Crimes Amendment Act of 2004, but it is not clear that internal trafficking is addressed in the Act.(10, 11)

The Cook Islands Crimes Act of 1969 prohibits prostitution. The Act criminalizes brothel-keeping; living on the earnings of the prostitution of another person; procuring a girl to have sex with a man who is not her husband; and selling, distributing, or otherwise exhibiting indecent documents.(10, 12) The Cook Islands law does not currently address child prostitution or child pornography.(13) In 2010, the Government of the Cook Islands began a comprehensive review of the Crimes Act with the assistance of the Australian Attorney General's Office. The review recommends amendments to many provisions of the Act, including criminalizing child prostitution and child pornography.(1, 13) During the reporting period, the Government consulted with government ministries and NGOs to canvass their views on updating the Act.(13)

No information was found to suggest laws exist prohibiting the use of children for illicit activities.

Defense is responsibility of New Zealand in consultation and at the request of the Cook Islands and at its request.(14) There are no armed forces or military conscription in the Cook Islands. The minimum age for voluntary military recruitment is 17. Children under age 18 are completely protected from engagement in combat.(15-18)

Under the Education Act of 2012, education is compulsory to age 16.(19) The Government provides free primary and secondary schooling.(19-21)

Institutional Mechanisms for Coordination and Enforcement

The Child and Family Division of the Ministry of Internal Affairs holds primary responsibility for monitoring the development and protection of children.(10) Following recommendations from the UN Committee on the Rights of the Child, the Child and Family Division has established a Committee for Children to monitor all aspects of the development of children guided by the CRC.(5, 6) In 2012, the Ministry of Health assumed coordinating responsibility for national efforts to comply with the UN Convention on the Rights of the Child, including its two optional protocols.(6)

The Labor and Consumer Affairs Division of the Government monitors the implementation of child labor laws in the Cook Islands. The Chief Censor has responsibility for issues of pornography.(10) The Ministries of Tourism, Culture, Education, Foreign Affairs, Health, and Justice, as well as the police also play roles in protecting children.(10)

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 Commercial Sexual Exploitation of Children.(10, 22, 23) During the reporting period, the Government decided instead to prioritize the development of a broader National Plan on Children affecting a wide range of issues. In May 2012, the Government received assistance from UNICEF to develop a national policy on children and a national monitoring mechanism. The policy is still in development.(5)

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

A new Social Impact Fund, jointly funded by the Cook Islands and New Zealand governments, was established in 2012 to support NGOs that carry out social programs, including programs for the safety and protection of children.(5)

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 that the prohibitions extend to internal trafficking in persons.	2011, 2012
	Develop a list of hazardous occupations.	2012
	Amend the Crimes Act to specifically address and apply higher penalties for child prostitution and child pornography.	2012
	Clarify whether a law exists that prohibits the use of children in illicit activities.	2011, 2012
Policies	Continue to develop and implement the National Plan of Action on Children.	2012
Social Programs	Collect, analyze, and disseminate data regarding the prevalence and nature of commercial sexual exploitation of children to guide the development of policies and programs to address the problem.	2009, 2010, 2011, 2012

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Falkland Islands (Islas Malvinas)

For the 2012 reporting period, no assessment has been made regarding the Falkland Islands' efforts to advance the elimination of the worst forms of child labor because this 2012 report is the first year suggested actions are included

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for the Falkland Islands. Although there is no evidence of a problem in the territory, the Government does not have a sufficient legal framework to protect all children from human trafficking for the purposes of labor exploitation.

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 makes it 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 items that may injure them.(1) The United Kingdom Employment of Women, Young Persons, and Children Act 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 that requires the use of dangerous machinery, equipment, or tools without training and supervision.(1, 2) Children younger than age 18, including those who have completed compulsory schooling, may not work at night in any industry.(2, 3) No information was found on whether the Government has developed a more comprehensive list of hazardous occupations prohibited to children.

The Falkland Islands Constitution Order 2008 prohibits slavery and forced labor.(4) The Sexual Offenses Act prohibits procuring a child under 18 for prostitution, or causing

or inciting a child under 18 to engage in prostitution or pornography. The Act also makes it a crime to take, show, or possess indecent images of children.(5) The Child Abduction Act of 1984 makes it a crime to take or send a minor under 16 out of the country without parental or guardian consent.(5, 6)

The Sexual Offenses Act prohibits both internal and cross-border trafficking of persons for the purposes of sexual exploitation. However, it is unclear whether the law similarly protects children, particularly those older than 16, from internal and cross-border trafficking for labor exploitation.(5)

Defense in the Falkland Islands is the responsibility of the United Kingdom. There is no military conscription, and the minimum age for voluntary military recruitment is 16.(7, 8)

The Education Amendment Ordinance of 2008 makes education free and compulsory to age 16.(1, 9)

Institutional Mechanisms for Coordination and Enforcement

Since 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

Since 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

Since 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 the Falkland Islands:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Ensure that the list of hazardous activities prohibited to children is comprehensive.	2012
	Ensure the law protects all children under 18 from trafficking for any purpose, including labor exploitation.	2012

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Gibraltar

In 2012, Gibraltar made a significant advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government has made meaningful efforts to strengthen its preventive legal framework to protect children from exploitative labor. The Government enacted the Crimes Act of 2011, which includes child labor provisions. The new Act outlines prohibitions on human trafficking for the purposes of sexual exploitation and broadens protections from commercial sexual exploitation of children to cover both boys and girls. The law does not appear to protect children ages 16 and 17 from hazardous work.

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, 2)

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 Children 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 age 16 from performing activities that are dangerous to their life, health, or morals.(3, 4) The law does not appear to protect children ages 16 and 17 from hazardous work.

The Gibraltar Constitution Order of 2006 prohibits slavery and forced and compulsory labor.(5) In November 2012, the Government enacted the Crimes Act of 2011. The Act explicitly prohibits cross-border human trafficking for the purposes of sexual exploitation. (2, 6) It is unclear whether the law similarly prohibits cross-border trafficking for the purposes of labor exploitation. Unlike the previous Crimes Act, which has been repealed, the new Act protects both boys and girls from commercial sexual exploitation, including in the forms of prostitution and pornography.(2, 6) 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 16.(7)

Education is compulsory through age 15. Primary and secondary education is free to all residents of Gibraltar.(8, 9)

Institutional Mechanisms for Coordination and Enforcement

Since 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

Since 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

Since 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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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	Amend the law to protect all children under 18 from hazardous work.	2012
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011, 2012
	Ensure the law protects children from trafficking for any purpose, including for labor exploitation.	2012

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Montserrat

In 2012, Montserrat made no advancement in efforts to eliminate the worst forms of child labor. While the Government continued to participate in the UK-sponsored Safeguarding Children in the Overseas Territories (SCOT) Program to enhance child protection efforts, no institutional mechanisms to coordinate efforts have been created to combat commercial sexual exploitation. Further, the laws do not protect boys from prostitution, and the Employment Act does not protect children ages 15 to 18 from performing dangerous work. Although limited, there is evidence that some children in Montserrat are involved in commercial sexual exploitation in exchange for money and material goods.

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, 2) 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 in the same undertaking by the company.(3) Therefore, the law does not protect children ages 15 through 17 from dangerous activities, and research found no evidence of a comprehensive list prohibiting children from hazardous work.

The Montserrat Penal Code prohibits the prostitution of girls.(4) The prostitution of boys is not specifically prohibited under the law. Child pornography is illegal in Montserrat.(4)

The Constitution of Montserrat prohibits slavery and forced labor.(5) Abduction and kidnapping are punishable under the Penal Code; these provisions may be used to prosecute traffickers.(4) No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

Defense of Montserrat is the responsibility of the United Kingdom (UK). There is no military conscription, and the minimum age for voluntary military recruitment is 16.(6, 7)

The Education Act of 2004 makes education compulsory to age 16. The Government provides free education from nursery through secondary school.(8, 9)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Montserrat has established a coordinating mechanism to combat commercial sexual exploitation of children. The Royal Montserrat Police Service has primary responsibility for enforcing laws involving children. The Department of Social Services employs social workers who work on child protection issues.(10)

Government Policies on the Worst Forms of Child Labor

Research found no evidence that the Government has established a policy to combat the commercial sexual exploitation of children in Montserrat.

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

During the reporting period, the Government of Montserrat continued to participate in the SCOT Program, which concluded at the end of 2012. The Program was sponsored by the UK's Department for International Development.(11, 12) Through the SCOT Program, participating governments received capacity building and advisory support to implement policies, procedures, and best practices to ensure children's health and safety.(11) The question of whether the SCOT Program had an impact on the commercial sexual exploitation of children does not appear to have been addressed. Research found no evidence that the Government has carried out programs targeting the worst forms of child labor, specifically 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 of hazardous work that children are prohibited from engaging in.	2011, 2012
	Ensure that laws against commercial sexual exploitation protect all children, regardless of gender.	2009, 2011, 2012
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011, 2012
Coordination and Enforcement	Establish a coordinating mechanism to combat the commercial sexual exploitation of children.	2010, 2011, 2012
Policies	Establish a policy to combat the commercial sexual exploitation of children in Montserrat.	2012
Social Programs	Collect, analyze, and disseminate information regarding the prevalence and nature of the commercial sexual exploitation of children to inform the establishment of policies and programs to address the problem.	2009, 2010, 2011, 2012
	Assess the impact the SCOT Program may have on addressing commercial sexual exploitation of children.	2010, 2011, 2012
	Implement programs to address the worst forms of child labor, specifically commercial sexual exploitation.	2011, 2012

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Niue

For the 2012 reporting period, no assessment has been made regarding Niue's efforts to advance the elimination of the worst forms of child labor because there is no evidence of a worst forms of child labor problem and the country has a good legal and enforcement framework on child labor.

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.(1)

Laws and Regulations on the Worst Forms of Child Labor

The Niue Public Service Regulations 2004 prohibit the employment of children under the age of 16. Research did not reveal whether the law defines a minimum age for employment in hazardous work or establishes a list of hazardous activities prohibited to children.(1)

The Terrorism Suppression and Transnational Crimes Act makes trafficking in persons a crime.(1) No information was found on whether laws exist regarding the use of children for drug trafficking or for other illicit activities. The Niue Act prohibits brothels and prostitution.(1) Research did not reveal whether there are laws that specifically address child prostitution and other forms of commercial sexual exploitation of children, such as pornography.

There is no military in Niue, as defense is the responsibility of New Zealand. There is no military conscription, and the minimum age for voluntary military recruitment is 17.(1-3) Children under age 18 are completely protected from engagement in combat.(4)

Education in Niue is free, and the Education Act makes school compulsory through age 16.(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. The National Coordinating Committee for the Convention on the Rights of the Child (NCCCRC) coordinates and monitors implementation of national policies related to children's rights and protections.(1) The NCCCRC is chaired by the Minister of Health and includes representatives from the Departments of Education, Crown Law, Community Affairs, Justice, Statistics, and Environment.(1)

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 2012, Norfolk Island made a minimal 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. Legislation fails to prescribe a minimum age for employment, prohibit hazardous work for children, and fully protect minors under 18 from exploitation in prostitution. However, in November 2012, the Government of Norfolk Island, through the Legal Service Unit, began preparing legislative amendments to address these gaps.

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, 2) Children younger than age 15 may not work more than 20 hours a week, at night, or during school hours.(3) Parental consent and written agreement is required to employ persons younger than age 18.(3) Information is limited, but it does not appear that Norfolk Island has restrictions on hazardous child labor. However, employers have a duty to provide a safe working environment and, without any charge to their employees, the required safety equipment and clothing.(2) 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.(3, 4) The Criminal Law Amendment Act 1993 makes it illegal to employ a person younger than age 16 for the purposes of prostitution.(3) Therefore, the law fails to fully protect children ages 16 to 18 from prostitution.

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.(5-7)

Public education is free.(8) The Norfolk Island Education Act makes education compulsory through age 15.(1, 2)

In November 2012, the Government of Norfolk Island, through the Legal Service Unit, began preparing legislative amendments to address gaps in its legal framework to enhance protections for children vulnerable to exploitative labor.(1, 9) Research does not indicate that such amendments have been passed or implemented.

Institutional Mechanisms for Coordination and Enforcement

Since 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 of young workers and take action with regard to their protection.(2, 9) The Australian Federal Police enforce criminal laws related to the worst forms of child labor.(3) The Australian Federal Police Human Trafficking Teams investigate human trafficking for the purpose of transnational sexual and labor exploitation.(2) The Australian Federal Police Child Protection Operations Team performs an investigative and coordination role for multijurisdictional and international online child sex exploitation issues.(3)

During the reporting period, the Government of Norfolk Island began to actively implement the Child Welfare Act of 2009.(10) The Act protects children under the age of 18 from sexual and financial exploitation by allowing officials to take children at risk of harm or injury into safe custody.(9, 11) Further details are not available.

Government Policies on the Worst Forms of Child Labor

Since 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

Since there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

Non-Independent Countries and Territories

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, 2012
	Establish laws to prohibit children under age 18 from engaging in hazardous work.	2010, 2011, 2012
	Amend the Criminal Law Amendment Act 1993 to protect all children younger than age 18 from prostitution.	2010, 2011, 2012

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11. Government of Norfolk Island. *Child Welfare Act 2009*, enacted July 17, 2010. www.info.gov.nf/legislation/ConsolidatedActs/ChildWelfareAct2009.doc.

da Cunha. While there is no evidence of a problem, the Government may lack legislation prescribing a minimum age for non-hazardous employment.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in Saint Helena, Ascension, and Tristan da Cunha, are engaged in the worst forms of child labor.(1, 2)

Laws and Regulations on the Worst Forms of Child Labor

It is unclear whether the law sets a minimum age for work. The Education Ordinance prohibits children of compulsory school age from working during school hours.(3) The Welfare of Children Ordinance sets the minimum age for hazardous work at 18 years of age. It prohibits children from being employed in activities that may be detrimental to their health, education, or development.(2, 4) It also prohibits children under age 15 from employment on vessels other than those that employ family members only.(4) 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.

Defense in Saint Helena is the responsibility of the United Kingdom (UK). There is no military conscription, and the minimum age for voluntary military recruitment is 16.(5, 6) In Saint Helena and Tristan da Cunha, the Education Ordinance makes education free and compulsory to age 15.(7) In Ascension, education is free and compulsory to age 16.(7, 8)

Saint Helena, Ascension, and Tristan da Cunha (formerly called Saint Helena)

For the 2012 reporting period, no assessment has been made regarding Saint Helena, Ascension, and Tristan da Cunha's efforts to advance the elimination of the worst forms of child labor because this 2012 report is the first year suggested actions are included for Saint Helena, Ascension, and Tristan

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.(9)

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

During the reporting period, the Government continued to participate in the Safeguarding Children in the Overseas Territories (SCOT) Program, which concluded at the end of 2012. The Program was sponsored by the UK's Department for International Development.(2) Through the SCOT Program, participating governments received capacity building and advisory support to implement policies, procedures, and best practices to ensure children's health and safety.(10)

Based on the reporting above, the following action would advance the prevention of the worst forms of child labor in Saint Helena, Ascension, and Tristan da Cunha (formerly called Saint Helena):

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clarify a legal minimum age for work.	2012

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Tokelau

For the 2012 reporting period, no assessment has been made regarding Tokelau's efforts to advance the elimination of the worst forms of child labor because there is no evidence of a worst forms of child labor problem and the country has a good legal and enforcement framework on child labor.

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.(1)

Laws and Regulations on the Worst Forms of Child Labor

New Zealand legislation does not apply to Tokelau, unless it is extended with Tokelauan consent. No evidence was obtained to indicate that New Zealand laws against the worst forms of child labor have been extended to Tokelau. No information was found on whether the law establishes a minimum age for employment or engagement in hazardous work in Tokelau.(1)

The Tokelau Crimes, Procedures, and Evidence Rules Act of 2003 prohibits prostitution and the possession, sale, or exhibition of pornography.(2) No information was found on whether laws exist regarding forced labor and trafficking in

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persons. No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

Defense is the responsibility of New Zealand. No information was found on whether laws exist regarding military conscription of children in Tokelau. The minimum age for voluntary military recruitment is 17.(3) Children under age 18 are completely protected from engagement in combat.(3, 4)

Public education is free and compulsory to age 16.(1, 5, 6)

Institutional Mechanisms for Coordination and Enforcement

Since 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

Since 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

Since 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 2012, 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 for performing hazardous work, leaving children under 18 vulnerable.

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. However, anecdotal evidence suggests that the islands' 2,000 stateless children may be vulnerable to trafficking for commercial sexual exploitation.(1)

Laws and Regulations on the Worst Forms of Child Labor

Although the Turks and Caicos Islands is a territory of the United Kingdom (UK), it writes its own legislation and does not follow UK laws.(2, 3)

The minimum age for employment in the Turks and Caicos Islands is 16.(4) Children younger than age 16 may be employed with the written consent of a parent or guardian. 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.(3) No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

Defense in the Turks and Caicos Islands is the responsibility of the UK, and there is no military conscription. The minimum age for voluntary military recruitment is 16.(5, 6)

Education is compulsory through age 16.(7) Research did not find complete information on the question of whether education is free.

Institutional Mechanisms for Coordination and Enforcement

Since 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

Since 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 Turks and Caicos continued to participate in the Safeguarding Children in the Overseas Territories (SCOT) Program through the program's completion in

October 2012.(8) The SCOT Program was sponsored by the UK'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.(9)

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, 2012
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011, 2012

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Wallis and Futuna

For the 2012 reporting period, no assessment has been made regarding Wallis and Futuna's efforts to advance the elimination of the worst forms of child labor because there is no evidence of a worst forms of child labor problem and the country has a good legal and enforcement framework on child labor.

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, 2)

Laws and Regulations on the Worst Forms of Child Labor

French law applies in the Wallis and Futuna Islands.(3, 4)

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.(5-7) 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. Prohibited dangerous jobs include working in plants, factories, construction sites, and workshops.(6, 7)

The French Penal Code prohibits slavery, forced labor, and the use of children in illicit activities such as transporting or selling drugs.(8) The Penal Code prohibits trafficking in children and provides for appropriate penalties for offenders.(6) Procuring and prostituting a child is also prohibited under France's Penal Code and such offenses carry appropriate penalties.(6)

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.(8)

Non-Independent Countries and Territories

The minimum age for admittance into the French Armed Forces is 17.(9, 10) There is no mandatory conscription.(11)

Education is free and compulsory through age 16.(2, 12)

Institutional Mechanisms for Coordination and Enforcement

Since 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. French officials report that no violations of child labor were found or investigated during the reporting period.(2)

Government Policies on the Worst Forms of Child Labor

Since 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

Since 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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West Bank and the Gaza Strip

During 2012, the Palestinian Authority (PA) made a minimal advancement in efforts to eliminate the worst forms of child labor in the areas of the West Bank under PA control. The PA amended the Children's Law to include stiff penalties for child labor violations. While the PA may have started some initiatives to generally address the social protection of vulnerable children, there is no evidence of any targeted programs for children working in dangerous activities on the streets or in agriculture. The PA continued to lack an adequate number of inspectors and child protection officers to enforce child labor laws. Although the PA solicited donor support to hire additional inspectors and expand vocational programs for youth, it did not receive such funding. Children continue to engage in the worst forms of child labor in dangerous activities in agriculture and on the streets.

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, 2013.(1)

All other data: Understanding Children's Work Project's analysis, 2013.(2)

Prevalence and 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 on the streets.(3-9) Limited evidence suggests that some children working in agriculture help to cultivate dates.(4, 8, 10) Children working in date cultivation may work in trees for long hours. There is limited evidence that children work in the farming of fruits and vegetables such as peppers and tomatoes.(4) Palestinian children working in agriculture apply harmful pesticides.(9) Some may also use dangerous tools and carry heavy loads.(3) During the reporting period, the PA compiled reports of children trafficked to, from, and within the West Bank for

work in Israeli agricultural settlements in the West Bank and sites located within Israel.(7)

Children engage in street vending, which involves working long hours standing in the sun and traffic, and working as a porter, which may involve carrying heavy loads. (5, 7, 11) The PA's Ministry of Labor (MOL) reports that many children working on the street do so all day, often without food or water. (6, 12) Children working in the streets are vulnerable to harassment and assault.(6, 11, 13) Some children work in auto body shops and are exposed to unsafe tools and machinery.(14, 15) Children also collect metals and other salvageable materials from garbage dumps and structures demolished from the on-going conflict. This scavenging exposes children to harmful and unsanitary materials, as well as to potential hazards from unexploded ordnance or structures that may collapse.(5, 9, 11, 16)

Children in the West Bank and the Gaza Strip collect pebbles and gravel for construction purposes, and limited evidence suggests that children may also perform other activities in construction.(5, 7, 9, 10, 13, 15-18) This work often takes place in dangerous areas that put the children in the middle of ongoing conflict.(16-18).

A study of 780 children working in various activities by local and British academics and government representatives published in 2011 found that there was an association between working long hours and depression in the Gaza Strip.(19)

In the Gaza Strip, a limited number of Palestinian children work in 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.(5, 6, 9, 13, 20-23) Some children may work up to 10 hours at a time in the tunnels, with only a short break.(13) Many of these 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, which attempt to block the smuggling.(7, 22, 24)

Reports indicate that children have been used as human shields and as informants in the West Bank and the Gaza Strip.(16, 25) There is limited evidence that children are trained as combatants by Hamas.(26)

Laws and Regulations on the Worst Forms of Child Labor

No unified and comprehensive set of child labor and education laws exists for all of the Occupied Palestinian Territories.(27) Since the 2007 takeover in Gaza by Hamas, the PA no longer has jurisdiction, including 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 has civil law enforcement authority in the area of the West Bank that is designated Area A and Area B. In Area C, the Israeli Government has control.(7, 26) This report discusses only the efforts of the PA in the areas it controls. For more information, see the USDOS's 2012 Human Rights Report at <http://www.state.gov>.(26)

International Conventions and Selected Laws on Child Labor and Education

	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

Unified Labor Law No. 7 of 2000 and the Palestinian Child Law No. 7 of 2004 (PCL) prohibit the employment of any person under age 15. The former also requires that children ages 15 to 18 receive medical examinations every 6 months while working.(28) The Labor Law prohibits children ages 15 to 18 from working more than 4 consecutive hours at a time and requires employers to give these children a 1-hour break during their shift.(27, 28) In addition, the Labor Law states that these children are prohibited from work night shifts, which are from 8 p.m. to 6 a.m.(28, 29) The Labor Law includes an exception to the above restrictions for children who work for and are directly supervised by relatives, as long as the work does

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not negatively impact the mental and physical development of the child or the child's education.(28)

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, performing piece work, and working in remote areas.(26, 28) The PCL prohibits the employment of children in the drug, tobacco and alcohol industries, the use of children in begging, and the use of children in armed conflicts.(28)

In December 2012, the PA adopted amendments to the PCL that include explicit penalties for child labor violations.(7, 26) For example, exposing children to dangerous work conditions is subject to fines up to approximately \$2,800. The law calls for the doubling of fines and closure of work facilities upon repeated child labor violations.(7, 26, 30)

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.(28, 31)

The PA Labor Law does not expressly prohibit forced and compulsory labor, and research found no evidence of laws against trafficking.(6, 28)

The PA reports on the Implementation of the CRC states that the PCL prohibits sexual exploitation of children.(27) . In addition, the PCL prohibits creating or possessing materials that will induce delinquency in children.(28) Based on historical ties with Jordan, Jordanian Law No. 16 of 1960 remains the Penal Code in effect in West Bank.(28) According to Jordanian Law No. 16, sexual intercourse and engaging in lewd acts with a child younger than age 15 are criminalized, as is allowing a child less than 16 to frequent or reside in a house of prostitution.(28) Rather than applying higher penalties, Law No. 16 applies the same penalties for rape and sexual assault of 15-to-18-year-olds as it does for such crimes committed against adults.(32)

Article 37 of the PCL obliges the state to provide free and compulsory education for all children. The law requires the Government to take action to encourage student attendance, eliminate discrimination, and promote the dignity of students.(27) Education in PA-controlled areas is compulsory from age 6 through age 16. Most students finish compulsory education by age 16 after completing 12 academic years.(26, 27, 33) The West Bank and the Gaza Strip lack adequate schools to serve all children. Children often travel long and dangerous distances to attend schools, in some

instances, due to Israeli restrictions on access and movement and the Israeli separation barrier. Schools are sometimes poorly equipped and unhygienic.(34)

Institutional Mechanisms for Coordination and Enforcement

Although the Ministry of Social Affairs (MOSA) is charged with coordinating efforts to protect children's rights, 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.(27)

MOSA, working with UNICEF, is currently leading the work of eight Child Protection Networks (CPNs) in eight districts in the West Bank. The CPNs are comprised of relevant ministries and key NGOs working in child protection.(35) These CPNs have specific annual work plans that guide their work with children affected by violence or at risk of becoming subject to violence, abuse, neglect and exploitation. One of the main tasks of the CPNs is to protect children from child labor.(35) Within this initiative, there is an on-going campaign directed toward children, families, employers and others against child labor through communicating the damaging impact on child development and well-being, as well as making clear the legal implications for adults involved.(35) However, it is unclear if there is a coordinating mechanism in place across all PA-controlled areas.

The MOL's Inspection and Protection Administration is responsible for enforcing child labor laws.(7, 36) The MOL employed 43 labor inspectors, 6 of whom are specifically assigned to monitor child labor conditions.(7) Government officials describe the MOL as understaffed and in need of at least 300 labor inspectors in order to cover most of the private establishments in which children often work.(7, 26)

Over the last few years, MOL inspectors engaged business owners on child labor laws in an effort to raise awareness on minimum age requirements for work eligibility.(7, 13) In 2012, the MOSA and the police made visits to homes of children found working on the street to obtain commitments from parents that the child would not continue to work.(37) No current or reliable data were found on the precise number of child labor 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; further information on the result of these referrals, fines imposed, or other penalties is not available.(13) The Government also reported that numerous people were fined

for child labor violations, although the exact nature of the violations is not known.(13)

The PA has established a National Child Protection System through which the MOSA coordinates with the police, Attorney General, and nongovernmental organizations to provide appropriate services for vulnerable children, including those exploited in the worst forms of child labor.(27) The Child Protection Department within the 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 8 in Gaza.(27) Child Protection Officers receive reports of both child labor and child abuse, but lack the resources to follow up on the large case load of child labor violations.(7)

Government Policies on the Worst Forms of Child Labor

The PA has recently revised and updated its national plan of action on children. In its report to the Committee on the Rights of the Child, the PA has prioritized monitoring all workplaces in illegal settlements in which children are employed.(27) Due to the lack of data regarding monitoring and enforcement efforts, 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 Ministry of Social Affairs (MOSA) undertook social assessments of children's families and included poor families in the ministry's social protection program (cash assistance, health insurance, free education) with the goal of preventing families from resorting to child labor. The MOSA and Ministry of Education (MOE) took efforts to ensure that children who recently dropped out of schools were sent back to school. Lastly, the CPN teams have also worked to build the capacity of the MOL and MOSA child protection workers and inspectors in managing cases of child laborers.(35)

The PA reported in 2010 that it was 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, research did not identify any activities carried out through this collaboration.

Save the Children and the PA published a report in 2010, discussing MOSA-supported vocational centers for children who dropped out of school or were considered poor and child protection programs to reduce the risk of economic exploitation of children.(27) However, the same report evaluated these programs, indicating that they are outdated, poorly resourced, and ineffective. The current status of these vocational center and programs is unclear.(27) In the past, the PA has solicited donor support to expand vocational programs for youth but did not receive the funding.

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. Started by a civil society organization, SAWA, government officials work with the Helpline to provide services to victims of violence, including children.(38, 39) Save the Children Sweden provides funding for the Helpline.(38)

The UN Relief and Works Agency (UNRWA) is working to improve education in the West Bank through such efforts as encouraging better school management and community participation in education as well as providing remedial education services for children in the West Bank. The UNRWA provides microfinancing to a variety of groups, including women and those who own small businesses, which support family investments in education, among other needs.(40-42) Research found no studies that demonstrate the impact of this microfinancing on child labor.

Lower than expected international donor support has contributed to a reduction in the PA's enforcement efforts and social programs.(7) In addition, Israel withheld the PA's customs and Value Added Tax (VAT) revenues collected on imported goods destined for the West Bank and Gaza via Israeli points of entry. This lack of revenue negatively impacted the PA's ability to implement social protection efforts, including those to combat child labor, in late 2012 and early 2013(7, 43) Israel announced the resumption of these revenue transfers on March 25, 2013.(44)

Given the scope and magnitude of child labor in the West Bank and the Gaza Strip, the limited breadth of these programs is not sufficient to combat child labor, especially in dangerous activities in agriculture and on the streets.

Non-Independent Countries and Territories

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	Amend the law, possibly through establishing a united criminal code, that would: <ul style="list-style-type: none"> Expressly prohibit forced and compulsory labor as well as trafficking. 	2009, 2010, 2011, 2012
Coordination and Enforcement	Provide sufficient resources and staff to the MOL and the MOSA to enforce child labor laws adequately.	2010, 2011, 2012
	Collect and distribute current data on the enforcement of child labor laws.	2010, 2011, 2012
	Clarify whether the Child Protection Networks (CPNs) constitute a national coordinating mechanism, and if not, establish such a mechanism.	2012
Policies	Establish a new children's policy that includes provisions to protect children from the worst forms of child labor	2012
	Implement programs to address child labor, particularly in street work and agriculture.	2011, 2012
Social Programs	Update, expand, and improve the resources for programs offered by MOSA that address the worst forms of child labor.	2010, 2011, 2012
	Improve educational access by increasing the number of well-equipped and hygienic schools available for students.	2011, 2012
	Research the impact of microfinancing programs on the worst forms of child labor.	2012

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Western Sahara

In 2012, Morocco made a moderate advancement in efforts to eliminate the worst forms of child labor in Western Sahara. During the reporting period, the Government of Morocco provided specialized training to inspectors dedicated to child labor issues. 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. Children continue to engage in the worst forms of child labor, particularly in dangerous work in 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 work in agriculture.(1) Children working in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(2, 3) Information about the nature and prevalence of the problem remains limited.

Non-Independent Countries and Territories

Laws and Regulations on the Worst Forms of Child Labor

The Moroccan-controlled territory of Western Sahara is subject to Moroccan laws.(1) The Popular Front for the Liberation of the Polisario Front, a Sahrawi national liberation movement, controls fifteen percent of the territory, and information on the laws applicable in this area is unavailable.(1, 4)

In the Moroccan-controlled territory, the minimum age for employment is 15, as established by the Labor Code of 2004. The Labor Code of 2004 prohibits night work for children age 15.(5) However, the law exempts certain types of agricultural work from this prohibition, potentially exposing any children involved in this exempted agricultural work to hazardous labor. Since children 16-17 are not prohibited from agricultural night work, they may also potentially be exposed to hazardous labor.(5)

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, and therefore may not be protected from involvement in hazardous activities.(5) The Ministry of Employment and Professional Training (MOEPT) updated its list of occupations that qualify as “hazardous work” for children.(6, 7) The list addresses some work in agriculture, including hazards such as use of pesticides and sharp blades.(8)

Multiple versions 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.(9) In October 2011, a bill on setting the minimum age for domestic service at 15 years old was submitted to Parliament for approval.(10, 11) In 2012, the draft bill to clarify Article 4 of the Labor Code regarding child labor in traditional artisan or handicraft activities was revised to incorporate comments from the National Department for Artisanal Works and was submitted to the Secretary General for approval. As of the end of the reporting period, neither bill had been passed.(10, 12)

Forced or compulsory labor is prohibited under the Labor Code and the Penal Code.(13, 14) 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. Sex tourism is also criminalized under an amendment to the Penal Code.(13)

According to Moroccan law, education is compulsory through age 15 and is free through university.(15, 16)

The minimum age for voluntary recruitment to the military is 18. There is no compulsory military service.(17)

Institutional Mechanisms for Coordination and Enforcement

The Government of Morocco administers its laws in Western Sahara through Moroccan institutions.(14)

The Government of 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.(10, 11)

The Government of Morocco’s MOEPT enforces the Labor Code and implements child labor laws.(11) The MOEPT Director of Work heads the Child Labor Task Force to coordinate this effort.(11, 18) The MOEPT employs 51 focal point inspectors dedicated to child labor issues, all of whom receive training on child labor issues. These inspectors also received specialized training during the reporting period.(12) Labor inspectors and child focal point inspectors cover Western Sahara as well as Morocco.(11)

The Government of Morocco’s Ministry of the Interior (MOI) is responsible for enforcing the Penal Code’s prohibitions on prostitution and trafficking.(11, 18)

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.(10, 11, 18) 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.(10, 11, 18) In May 2011, the MOSDFS held a conference to review PANE and begin developing the second phase of the policy.(11)

The issue of child labor has been incorporated into the Government’s policies, such as the King’s National Initiative for Human Development second phase 2012-2015 (NIHD2).(12, 19) 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.(11, 18, 20, 21) Reducing child labor is one of the goals of the initiative.(11, 22)

Under a United Nations Development Assistance Framework (UNDAF), during the reporting period the Government began implementing a new antipoverty action plan (2012-2016) that addresses education, health, socioeconomic development, democratic governance, and protection of the environment. Budgeted at \$32 million, the plan includes a focus on equal access to education for vulnerable children.(12, 23)

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

The Government of Morocco has initiated programs against child labor and for livelihood that extend to Western Sahara.

Through PANE, the Government of Morocco continued to fund programs against child labor, which were implemented by local NGOs in 2012.(10, 12, 24) Research did not identify the scale of these programs, or whether they address child labor in agriculture.

Under the first phase of the NIHD program (2005-2011), the Government implemented programs in Western Sahara designed to reduce poverty in rural areas and to decrease instability for those living in extreme instability.(25) NIHD2 builds on the first phase, investing nearly twice as many resources countrywide. It allocates resources directly to communities based on poverty and social exclusion criteria, which includes child workers.(19, 26, 27) Western Sahara receives more funding per capita under the NIHD program than does Morocco proper.(28, 29)

In 2012 under a UNDAF, the Government of Morocco continued cooperating with UNICEF and UNDP on a \$32 million program focusing on education for vulnerable children, health services for mothers, and socioeconomic development; the program will run through 2016.(12, 23, 30) Research did not identify which specific UN programs have been implemented in Western Sahara.

The question of whether NIHD2 or UN 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 Western Sahara:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to protect children from engaging in hazardous work on family farms.	2009, 2010, 2011, 2012
	Approve legislation to: <ul style="list-style-type: none"> • Protect domestic workers from hazardous work and to prevent children under the legal working age from domestic service. • Prohibit children under the legal working age from employment in traditional sectors and to regulate apprenticeships in traditional sectors. 	2009, 2010, 2011, 2012
Social Programs	Collect, analyze and disseminate information regarding the worst forms of child labor, particularly in agriculture, to guide the development of policies and programs to address the problem.	2012
	Develop new or expand existing programs to ensure they adequately target children in the worst forms of child labor in agriculture.	2011, 2012
	Assess the impact that existing education and livelihoods programs may have on reducing child labor.	2011, 2012

Non-Independent Countries and Territories

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Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
<i>Significant Advancement</i>		
Brazil	WHA	Significant Advancement
Chile	WHA	Significant Advancement
Colombia	WHA	Significant Advancement
Ecuador	WHA	Significant Advancement
Ethiopia	AF	Significant Advancement
Gibraltar	EUR	Significant Advancement
Indonesia	EAP	Significant Advancement
Peru	WHA	Significant Advancement
Philippines	EAP	Significant Advancement
Thailand	EAP	Significant Advancement
<i>Moderate Advancement</i>		
Albania	EUR	Moderate Advancement
Argentina	WHA	Moderate Advancement
Armenia	EUR	Moderate Advancement
Azerbaijan	EUR	Moderate Advancement
Bangladesh	SCA	Moderate Advancement
Belize	WHA	Moderate Advancement
Benin	AF	Moderate Advancement
Bolivia	WHA	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Botswana	AF	Moderate Advancement
Burkina Faso	AF	Moderate Advancement
Cambodia	EAP	Moderate Advancement
Cape Verde	AF	Moderate Advancement
Comoros	AF	Moderate Advancement
Cook Islands	EAP	Moderate Advancement
Costa Rica	WHA	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement
Egypt	NEA	Moderate Advancement
El Salvador	WHA	Moderate Advancement
Gambia	AF	Moderate Advancement
Georgia	EUR	Moderate Advancement
Ghana	AF	Moderate Advancement
Grenada	WHA	Moderate Advancement
Guatemala	WHA	Moderate Advancement
Haiti	WHA	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Jamaica	WHA	Moderate Advancement
Jordan	NEA	Moderate Advancement
Kazakhstan	SCA	Moderate Advancement
Kenya	AF	Moderate Advancement
Kiribati	EAP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lebanon	NEA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	SCA	Moderate Advancement
Moldova	EUR	Moderate Advancement
Montenegro	EUR	Moderate Advancement
Morocco	NEA	Moderate Advancement
Namibia	AF	Moderate Advancement
Nicaragua	WHA	Moderate Advancement
Niger	AF	Moderate Advancement
Pakistan	SCA	Moderate Advancement
Panama	WHA	Moderate Advancement
Papua New Guinea	EAP	Moderate Advancement
Paraguay	WHA	Moderate Advancement
Saint Kitts	WHA	Moderate Advancement
Seychelles	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
South Africa	AF	Moderate Advancement
Suriname	WHA	Moderate Advancement
Swaziland	AF	Moderate Advancement
Tanzania	AF	Moderate Advancement
Timor-Leste	EAP	Moderate Advancement
Trinidad & Tobago	WHA	Moderate Advancement
Turkey	EUR	Moderate Advancement
Ukraine	EUR	Moderate Advancement
Western Sahara	NEA	Moderate Advancement
<i>Minimal Advancement</i>		
Afghanistan	SCA	Minimal Advancement

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COUNTRY	REGION	ASSESSMENT
Angola	AF	Minimal Advancement
Anguilla	EUR	Minimal Advancement
Bahrain	NEA	Minimal Advancement
Barbados	WHA	Minimal Advancement
Burundi	AF	Minimal Advancement
Cameroon	AF	Minimal Advancement
Central African Republic	AF	Minimal Advancement
Chad	AF	Minimal Advancement
Congo, Republic of	AF	Minimal Advancement
Dominican Republic	WHA	Minimal Advancement
Fiji	EAP	Minimal Advancement
Gabon	AF	Minimal Advancement
Guinea	AF	Minimal Advancement
Guinea Bissau	AF	Minimal Advancement
Guyana	WHA	Minimal Advancement
Iraq	NEA	Minimal Advancement
Madagascar	AF	Minimal Advancement
Mali	AF	Minimal Advancement
Mauritania	AF	Minimal Advancement
Mauritius	AF	Minimal Advancement
Mongolia	EAP	Minimal Advancement
Mozambique	AF	Minimal Advancement
Nepal	SCA	Minimal Advancement
Nigeria	AF	Minimal Advancement
Norfolk Island	EAP	Minimal Advancement
Russia	EUR	Minimal Advancement
Rwanda	AF	Minimal Advancement
Saint Lucia	WHA	Minimal Advancement
Saint Vincent	WHA	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
Togo	AF	Minimal Advancement
Tunisia	NEA	Minimal Advancement
Tuvalu	EAP	Minimal Advancement
Uganda	AF	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Uruguay	WHA	Minimal Advancement
Vanuatu	EAP	Minimal Advancement
West Bank and the Gaza Strip	NEA	Minimal Advancement
Yemen	NEA	Minimal Advancement
Zambia	AF	Minimal Advancement
Zimbabwe	AF	Minimal Advancement
No Advancement		
Algeria	NEA	No Advancement
Bhutan	SCA	No Advancement
Congo, Democratic Republic of	AF	No Advancement
Djibouti	AF	No Advancement
Dominica	WHA	No Advancement
Eritrea	AF	No Advancement
Montserrat	EUR	No Advancement
Oman	NEA	No Advancement
Samoa	EAP	No Advancement
Tonga	EAP	No Advancement
Turks and Caicos Islands	EUR	No Advancement
Uzbekistan	SCA	No Advancement
Venezuela	WHA	No Advancement
No Assessment		
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
South Sudan	AF	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

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Country Assessments, by Country

COUNTRY	REGION	ASSESSMENT
Afghanistan	SCA	Minimal Advancement
Albania	EUR	Moderate Advancement
Algeria	NEA	No Advancement
Angola	AF	Minimal Advancement
Anguilla	EUR	Minimal Advancement
Argentina	WHA	Moderate Advancement
Armenia	EUR	Moderate Advancement
Azerbaijan	EUR	Moderate Advancement
Bahrain	NEA	Minimal Advancement
Bangladesh	SCA	Moderate Advancement
Barbados	WHA	Minimal Advancement
Belize	WHA	Moderate Advancement
Benin	AF	Moderate Advancement
Bhutan	SCA	No Advancement
Bolivia	WHA	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate 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	Minimal Advancement
Cambodia	EAP	Moderate Advancement
Cameroon	AF	Minimal Advancement
Cape Verde	AF	Moderate Advancement
Central African Republic	AF	Minimal Advancement
Chad	AF	Minimal Advancement
Chile	WHA	Significant Advancement
Christmas Island	EAP	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment
Colombia	WHA	Significant Advancement
Comoros	AF	Moderate Advancement
Congo, Democratic Republic of	AF	No Advancement
Congo, Republic of	AF	Minimal Advancement
Cook Islands	EAP	Moderate Advancement
Costa Rica	WHA	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
Djibouti	AF	No Advancement
Dominica	WHA	No Advancement
Dominican Republic	WHA	Minimal Advancement
Ecuador	WHA	Significant Advancement
Egypt	NEA	Moderate Advancement
El Salvador	WHA	Moderate Advancement
Eritrea	AF	No Advancement
Ethiopia	AF	Significant Advancement
Falkland Islands (Islas Malvinas)	EUR	No Assessment
Fiji	EAP	Minimal Advancement
Gabon	AF	Minimal Advancement
Gambia	AF	Moderate Advancement
Georgia	EUR	Moderate Advancement
Ghana	AF	Moderate Advancement
Gibraltar	EUR	Significant Advancement
Grenada	WHA	Moderate Advancement
Guatemala	WHA	Moderate Advancement
Guinea	AF	Minimal Advancement
Guinea Bissau	AF	Minimal Advancement
Guyana	WHA	Minimal Advancement
Haiti	WHA	Moderate Advancement
Heard Island and McDonald Islands	EAP	No Assessment
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Indonesia	EAP	Significant Advancement
Iraq	NEA	Minimal Advancement
Jamaica	WHA	Moderate Advancement
Jordan	NEA	Moderate Advancement
Kazakhstan	SCA	Moderate Advancement
Kenya	AF	Moderate Advancement
Kiribati	EAP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lebanon	NEA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Minimal Advancement
Malawi	AF	Moderate Advancement

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COUNTRY	REGION	ASSESSMENT
Maldives	SCA	Moderate Advancement
Mali	AF	Minimal Advancement
Mauritania	AF	Minimal Advancement
Mauritius	AF	Minimal Advancement
Moldova	EUR	Moderate Advancement
Mongolia	EAP	Minimal Advancement
Montenegro	EUR	Moderate Advancement
Montserrat	EUR	No Advancement
Morocco	NEA	Moderate Advancement
Mozambique	AF	Minimal Advancement
Namibia	AF	Moderate Advancement
Nepal	SCA	Minimal Advancement
Nicaragua	WHA	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Minimal Advancement
Niue	EAP	No Assessment
Norfolk Island	EAP	Minimal Advancement
Oman	NEA	No Advancement
Pakistan	SCA	Moderate Advancement
Panama	WHA	Moderate Advancement
Papua New Guinea	EAP	Moderate Advancement
Paraguay	WHA	Moderate Advancement
Peru	WHA	Significant Advancement
Philippines	EAP	Significant Advancement
Pitcairn Islands	EUR	No Assessment
Russia	EUR	Minimal Advancement
Rwanda	AF	Minimal Advancement
Saint Kitts	WHA	Moderate Advancement
Saint Lucia	WHA	Minimal Advancement
Saint Vincent	WHA	Minimal Advancement
Samoa	EAP	No Advancement
Sao Tome and Principe	AF	Minimal Advancement
Senegal	AF	Minimal Advancement
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

COUNTRY	REGION	ASSESSMENT
South Sudan	AF	No Assessment
Sri Lanka	SCA	Minimal Advancement
St. Helena, Ascension and Tristan da Cunha	EUR	No Assessment
Suriname	WHA	Moderate Advancement
Swaziland	AF	Moderate Advancement
Tanzania	AF	Moderate Advancement
Thailand	EAP	Significant 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	Moderate Advancement
Turks and Caicos Islands	EUR	No Advancement
Tuvalu	EAP	Minimal Advancement
Uganda	AF	Minimal Advancement
Ukraine	EUR	Moderate Advancement
Uruguay	WHA	Minimal Advancement
Uzbekistan	SCA	No Advancement
Vanuatu	EAP	Minimal Advancement
Venezuela	WHA	No Advancement
Wallis and Futuna	EAP	No Assessment
West Bank and the Gaza Strip	NEA	Minimal Advancement
Western Sahara	NEA	Moderate Advancement
Yemen	NEA	Minimal Advancement
Zambia	AF	Minimal Advancement
Zimbabwe	AF	Minimal Advancement

Source: U.S. Department of Labor

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Change in Assessments from 2011 to 2012, by Country

COUNTRY	REGION	2011 ASSESSMENT	2012 ASSESSMENT
Afghanistan	SCA	Minimal Advancement	Minimal Advancement
Albania	EUR	Minimal Advancement	Moderate Advancement
Algeria	NEA	No Advancement	No Advancement
Angola	AF	Minimal Advancement	Minimal Advancement
Anguilla	EUR	Minimal Advancement	Minimal Advancement
Argentina	WHA	Moderate Advancement	Moderate Advancement
Armenia	EUR	Minimal Advancement	Moderate Advancement
Azerbaijan	EUR	Minimal Advancement	Moderate Advancement
Bahrain	NEA	Minimal Advancement	Minimal Advancement
Bangladesh	SCA	Moderate Advancement	Moderate Advancement
Barbados	WHA	Minimal Advancement	Minimal Advancement
Belize	WHA	Moderate Advancement	Moderate Advancement
Benin	AF	Moderate Advancement	Moderate Advancement
Bhutan	SCA	Minimal Advancement	No Advancement
Bolivia	WHA	Moderate Advancement	Moderate Advancement
Bosnia and Herzegovina	EUR	Minimal Advancement	Moderate Advancement
Botswana	AF	Moderate Advancement	Moderate Advancement
Brazil	WHA	Significant Advancement	Significant Advancement
British Indian Ocean Territory	EUR	No Assessment	No Assessment
British Virgin Islands	EUR	No Assessment	No Assessment
Burkina Faso	AF	Moderate Advancement	Moderate Advancement
Burundi	AF	No Advancement	Minimal Advancement
Cambodia	EAP	Moderate Advancement	Moderate Advancement
Cameroon	AF	Minimal Advancement	Minimal Advancement
Cape Verde	AF	Minimal Advancement	Moderate Advancement
Central African Republic	AF	No Advancement	Minimal Advancement
Chad	AF	Minimal Advancement	Minimal Advancement
Chile	WHA	Significant Advancement	Significant Advancement
Christmas Island	EAP	No Assessment	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment	No Assessment
Colombia	WHA	Minimal Advancement	Significant Advancement
Comoros	AF	Minimal Advancement	Moderate Advancement
Congo, Democratic Republic of	AF	No Advancement	No Advancement
Congo, Republic of	AF	Minimal Advancement	Minimal Advancement
Cook Islands	EAP	No Advancement	Moderate Advancement
Costa Rica	WHA	Moderate Advancement	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement	Moderate Advancement

COUNTRY	REGION	2011 ASSESSMENT	2012 ASSESSMENT
Djibouti	AF	Minimal Advancement	No Advancement
Dominica	WHA	No Advancement	No Advancement
Dominican Republic	WHA	Minimal Advancement	Minimal Advancement
Ecuador	WHA	Moderate Advancement	Significant Advancement
Egypt	NEA	Minimal Advancement	Moderate Advancement
El Salvador	WHA	Moderate Advancement	Moderate Advancement
Eritrea	AF	No Advancement	No Advancement
Ethiopia	AF	Minimal Advancement	Significant Advancement
Falkland Islands (Islas Malvinas)	EUR	No Assessment	No Assessment
Fiji	EAP	Moderate Advancement	Minimal Advancement
Gabon	AF	No Advancement	Minimal Advancement
Gambia	AF	Moderate Advancement	Moderate Advancement
Georgia	EUR	Minimal Advancement	Moderate Advancement
Ghana	AF	Moderate Advancement	Moderate Advancement
Gibraltar	EUR	No Advancement	Significant Advancement
Grenada	WHA	No Advancement	Moderate Advancement
Guatemala	WHA	Minimal Advancement	Moderate Advancement
Guinea	AF	Minimal Advancement	Minimal Advancement
Guinea Bissau	AF	Moderate Advancement	Minimal Advancement
Guyana	WHA	Minimal Advancement	Minimal Advancement
Haiti	WHA	Minimal Advancement	Moderate Advancement
Heard Island and McDonald Islands	EAP	No Assessment	No Assessment
Honduras	WHA	Moderate Advancement	Moderate Advancement
India	SCA	Moderate Advancement	Moderate Advancement
Indonesia	EAP	Moderate Advancement	Significant Advancement
Iraq	NEA	Minimal Advancement	Minimal Advancement
Jamaica	WHA	Moderate Advancement	Moderate Advancement
Jordan	NEA	Moderate Advancement	Moderate Advancement
Kazakhstan	SCA	Moderate Advancement	Moderate Advancement
Kenya	AF	Moderate Advancement	Moderate Advancement
Kiribati	EAP	Minimal Advancement	Moderate Advancement
Kosovo	EUR	Moderate Advancement	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement	Moderate Advancement
Lebanon	NEA	Minimal Advancement	Moderate Advancement
Lesotho	AF	Moderate Advancement	Moderate Advancement
Liberia	AF	Minimal Advancement	Moderate Advancement
Macedonia	EUR	Minimal Advancement	Moderate Advancement
Madagascar	AF	No Advancement	Minimal Advancement
Malawi	AF	Moderate Advancement	Moderate Advancement

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COUNTRY	REGION	2011 ASSESSMENT	2012 ASSESSMENT
Maldives	SCA	Moderate Advancement	Moderate Advancement
Mali	AF	Moderate Advancement	Minimal Advancement
Mauritania	AF	Minimal Advancement	Minimal Advancement
Mauritius	AF	Minimal Advancement	Minimal Advancement
Moldova	EUR	Moderate Advancement	Moderate Advancement
Mongolia	EAP	Moderate Advancement	Minimal Advancement
Montenegro	EUR	Minimal Advancement	Moderate Advancement
Montserrat	EUR	No Advancement	No Advancement
Morocco	NEA	Minimal Advancement	Moderate Advancement
Mozambique	AF	No Advancement	Minimal Advancement
Namibia	AF	Moderate Advancement	Moderate Advancement
Nepal	SCA	Minimal Advancement	Minimal Advancement
Nicaragua	WHA	Moderate Advancement	Moderate Advancement
Niger	AF	Minimal Advancement	Moderate Advancement
Nigeria	AF	Minimal Advancement	Minimal Advancement
Niue	EAP	No Assessment	No Assessment
Norfolk Island	EAP	No Advancement	Minimal Advancement
Oman	NEA	No Advancement	No Advancement
Pakistan	SCA	No Advancement	Moderate Advancement
Panama	WHA	Minimal Advancement	Moderate Advancement
Papua New Guinea	EAP	Minimal Advancement	Moderate Advancement
Paraguay	WHA	Moderate Advancement	Moderate Advancement
Peru	WHA	Moderate Advancement	Significant Advancement
Philippines	EAP	Moderate Advancement	Significant Advancement
Pitcairn Islands	EUR	No Assessment	No Assessment
Russia	EUR	Minimal Advancement	Minimal Advancement
Rwanda	AF	Moderate Advancement	Minimal Advancement
Saint Kitts	WHA	Moderate Advancement	Moderate Advancement
Saint Lucia	WHA	No Advancement	Minimal Advancement
Saint Vincent	WHA	Moderate Advancement	Minimal Advancement
Samoa	EAP	No Advancement	No Advancement
Sao Tome and Principe	AF	Minimal Advancement	Minimal Advancement
Senegal	AF	Minimal Advancement	Minimal Advancement
Serbia	EUR	Minimal Advancement	Minimal Advancement
Seychelles	AF	Moderate Advancement	Moderate Advancement
Sierra Leone	AF	Moderate Advancement	Moderate Advancement
Solomon Islands	EAP	Minimal Advancement	Minimal Advancement
Somalia	AF	Minimal Advancement	Minimal Advancement
South Africa	AF	Moderate Advancement	Moderate Advancement

COUNTRY	REGION	2011 ASSESSMENT	2012 ASSESSMENT
South Sudan	AF	No Assessment	No Assessment
Sri Lanka	SCA	Minimal Advancement	Minimal Advancement
St. Helena, Ascension and Tristan da Cunha	EUR	No Assessment	No Assessment
Suriname	WHA	Minimal Advancement	Moderate Advancement
Swaziland	AF	No Advancement	Moderate Advancement
Tanzania	AF	Moderate Advancement	Moderate Advancement
Thailand	EAP	Moderate Advancement	Significant Advancement
Timor-Leste	EAP	Moderate Advancement	Moderate Advancement
Togo	AF	Minimal Advancement	Minimal Advancement
Tokelau	EAP	No Assessment	No Assessment
Tonga	EAP	No Advancement	No Advancement
Trinidad & Tobago	WHA	Moderate Advancement	Moderate Advancement
Tunisia	NEA	Minimal Advancement	Minimal Advancement
Turkey	EUR	Minimal Advancement	Moderate Advancement
Turks and Caicos Islands	EUR	No Advancement	No Advancement
Tuvalu	EAP	No Advancement	Minimal Advancement
Uganda	AF	Minimal Advancement	Minimal Advancement
Ukraine	EUR	Minimal Advancement	Moderate Advancement
Uruguay	WHA	Moderate Advancement	Minimal Advancement
Uzbekistan	SCA	No Advancement	No Advancement
Vanuatu	EAP	No Advancement	Minimal Advancement
Venezuela	WHA	No Advancement	No Advancement
Wallis and Futuna	EAP	No Assessment	No Assessment
West Bank and the Gaza Strip	NEA	No Advancement	Minimal Advancement
Western Sahara	NEA	Minimal Advancement	Moderate Advancement
Yemen	NEA	No Advancement	Minimal Advancement
Zambia	AF	Minimal Advancement	Minimal Advancement
Zimbabwe	AF	Minimal Advancement	Minimal Advancement

Source: U.S. Department of Labor

Appendix II

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? This question would apply both to countries with child labor problems as well as countries in which there is no evidence of a worst forms of child labor problem and when the country has gaps in its legal and enforcement framework on 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 inspections 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.

Appendix III

Appendix III- Laws and Ratifications by Country

Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC	Palermo Protocol	Min Age/ Work	Min Age/ Haz Work	Comp. Educa- tion Age
Afghanistan	SCA	Minimal Advancement	X	X	X	X	X	18	18	15	X
Albania	EUR	Moderate Advancement	X	X	X	X	X	16	18	15	X
Algeria	NEA	No Advancement	X	X	X	X	X	16		16	X
Angola	AF	Minimal Advancement	X	X	X	X	X	14			X
Anguilla	EUR	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	14	17	17	X
Argentina	WHA	Moderate Advancement	X	X	X	X	X	16	18	18	X
Armenia	EUR	Moderate Advancement	X	X	X	X	X	16	18	15	X
Azerbaijan	EUR	Moderate Advancement	X	X	X	X	X	15	18	17	X
Bahrain	NEA	Minimal Advancement	X*	X	X	X	X	15	16	15	X
Bangladesh	SCA	Moderate Advancement	X	X	X	X	X	14	18	10	X
Barbados	WHA	Minimal Advancement	X	X	X			16	18	16	X
Belize	WHA	Moderate Advancement	X	X	X	X	X	14	18	15	X
Benin	AF	Moderate Advancement	X	X	X	X	X	14	18	11	X
Bhutan	SCA	No Advancement	N/A	N/A	X	X	X	18	18		X
Bolivia	WHA	Moderate Advancement	X	X	X	X	X	14	18	17	X
Bosnia and Herzegovina	EUR	Moderate Advancement	X	X	X	X	X	15	18	15	X
Botswana	AF	Moderate Advancement	X	X	X	X	X	14	18		
Brazil	WHA	Significant Advancement	X	X	X	X	X	16	18	17	X
British Virgin Islands	EUR	No Assessment	N/A	N/A	X	N/A	N/A	16	18	16	X
Burkina Faso	AF	Moderate Advancement	X	X	X	X	X	16	18	16	X

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Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC	Palermo Protocol	Min Age/Work	Min Age/Haz Work	Comp. Education Age
Burundi	AF	Minimal Advancement	X	X	X	X	X*	16	18	12	X
Cambodia	EAP	Moderate Advancement	X	X	X	X	X	15	18		X
Cameroon	AF	Minimal Advancement	X	X	X	X*		14	18	12	X
Cape Verde	AF	Moderate Advancement	X	X	X	X	X	15	18	11	X
Central African Republic	AF	Minimal Advancement	X	X	X	X*		14	18	15	X
Chad	AF	Minimal Advancement	X	X	X	X	X	14	18		X
Chile	WHA	Significant Advancement	X	X	X	X	X	18	18	18	X
Christmas Island	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	15	U	17	X
Cocos (Keeling) Islands	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	15	U	17	X
Colombia	WHA	Significant Advancement	X	X	X	X	X	15	18	18	X
Comoros	AF	Moderate Advancement	X	X	X	X		15	18*	12	X
Congo, Dem Rep of	AF	No Advancement	X	X	X	X	X	15	18	15	X
Congo, Rep of	AF	Minimal Advancement	X	X	X	X	X*	16	18	16	X
Cook Islands	EAP	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	16	18	16	X
Costa Rica	WHA	Moderate Advancement	X	X	X	X	X	15	18	15	X
Côte d'Ivoire	AF	Moderate Advancement	X	X	X	X	X	14	18		X
Djibouti	AF	No Advancement	X	X	X	X	X	16	16	16	X
Dominica	WHA	No Advancement	X	X	X	X	X	12/14/16	14	16	X
Dominican Republic	WHA	Minimal Advancement	X	X	X	X	X	14	18	18	X
Ecuador	WHA	Significant Advancement	X	X	X	X	X	15	18	15	X

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Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC-AC		Min Age/ Work	Min Age/ Haz Work	Comp. Educa- tion Age	Free Public Educa- tion
Egypt	NEA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
El Salvador	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Eritrea	AF	No Advancement	X		X	X	X		14	18	14	X
Ethiopia	AF	Significant Advancement	X	X	X		X*		14	18	14	X
Falkland Islands (Islas Malvinas)	EUR	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	16	18	16	X
Fiji	EAP	Minimal Advancement	X	X	X				15	18	17	X
Gabon	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Gambia	AF	Moderate Advancement	X	X	X	X	X	X	18	18	12	X
Georgia	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	15	X
Ghana	AF	Moderate Advancement	X	X	X				15	18	15	X
Gibraltar	EUR	Significant Advancement	N/A	N/A	N/A	N/A	N/A	N/A	14	16	15	X
Grenada	WHA	Moderate Advancement	X	X	X	X*	X*	X	16		16	X
Guatemala	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Guinea	AF	Minimal Advancement	X	X	X	X	X	X	16	18	13	X
Guinea Bissau	AF	Minimal Advancement	X	X	X	X	X	X	14	18	13	X
Guyana	WHA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Haiti	WHA	Moderate Advancement	X	X	X			X	15	18	11	X
Honduras	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	17	X
India	SCA	Moderate Advancement			X	X	X	X		14	14	X
Indonesia	EAP	Significant Advancement	X	X	X	X*	X*	X	15	18	16	X

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Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Comp. Educa- tion Age	Free Public Educa- tion
Iraq	NEA	Minimal Advancement	X	X	X	X	X	X	15	18	12	X
Jamaica	WHA	Moderate Advancement	X	X	X	X	X	X	15	18	18	X
Jordan	NEA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Kazakhstan	SCA	Moderate Advancement	X	X	X	X	X	X	16	18	17	X
Kenya	AF	Moderate Advancement	X	X	X	X	X	X	16	18	15	X
Kiribati	EAP	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	15	X
Kyrgyz Republic	SCA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Lebanon	NEA	Moderate Advancement	X	X	X	X	X	X	14	16	12	X
Lesotho	AF	Moderate Advancement	X	X	X	X	X	X	15	18		X
Liberia	AF	Moderate Advancement		X	X	X	X	X	16	18	18	X
Macedonia	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Madagascar	AF	Minimal Advancement	X	X	X	X	X	X	15	18	14	X
Malawi	AF	Moderate Advancement	X	X	X	X	X	X	14	18	14	X
Maldives	SCA	Moderate Advancement	X*	X*	X	X	X	X	16	18		X
Mali	AF	Minimal Advancement	X	X	X	X	X	X	14	18	16	X
Mauritania	AF	Minimal Advancement	X	X	X	X	X	X	14	18	14	X
Mauritius	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Moldova	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Mongolia	EAP	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Montenegro	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Montserrat	EUR	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	14	15	16	X
Morocco	NEA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X

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Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC-CSEEC	CRC-AC		Min Age/Work	Min Age/Haz Work	Comp. Education Age	Free Public Education
Mozambique	AF	Minimal Advancement	X	X	X	X	X	X	15	18	13	X
Namibia	AF	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Nepal	SCA	Minimal Advancement	X	X	X	X	X	X	14	16		X
Nicaragua	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Niger	AF	Moderate Advancement	X	X	X	X	X*	X	14	16	18	X
Nigeria	AF	Minimal Advancement	X	X	X	X	X	X	13	18	15	
Niue	EAP	No Assessment	N/A	N/A	X	U	U		U	U	16	U
Norfolk Island	EAP	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A			15	X
Oman	NEA	No Advancement	X	X	X	X	X	X	15	18		X
Pakistan	SCA	Moderate Advancement	X	X	X	X	X	X		14	17	X
Panama	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Papua New Guinea	EAP	Moderate Advancement	X	X	X	X	X	X	16	16		X
Paraguay	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Peru	WHA	Significant Advancement	X	X	X	X	X	X	14	18	17	X
Philippines	EAP	Significant Advancement	X	X	X	X	X	X	15	18	11	X
Russia	EUR	Minimal Advancement	X	X	X	X	X	X	16	18	15	X
Rwanda	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Saint Kitts	WHA	Moderate Advancement	X	X	X	X	X	X	16	16	16	X
Saint Lucia	WHA	Minimal Advancement		X	X				15*	18	15	X
Saint Vincent	WHA	Minimal Advancement	X	X	X	X	X	X	14	14	16	X
Samoa	EAP	No Advancement	X	X	X				15	18	15	X
Sao Tome and Principe	AF	Minimal Advancement	X	X	X	X	X	X	14	18	15	X

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Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC-CSEEC	CRC-AC		Min Age/Work	Min Age/Haz Work	Comp. Education Age	Free Public Education
Senegal	AF	Minimal Advancement	X	X	X	X	X		15	18	15	X
Serbia	EUR	Minimal Advancement	X	X	X	X	X		15	18	15	X
Seychelles	AF	Moderate Advancement			X	X*			15			X
Sierra Leone	AF	Moderate Advancement	X	X	X	X	X		15	18	15	X
Solomon Islands	EAP	Minimal Advancement		X*	X				12	15		X
Somalia	AF	Minimal Advancement							15	16		X
South Africa	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
South Sudan	AF	No Assessment		X					14		14	X
Sri Lanka	SCA	Minimal Advancement	X	X	X	X	X		14	18	15	X
St. Helena, Ascension and Tristan da Cunha	EUR	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	U	18	15/16	X
Suriname	WHA	Moderate Advancement		X	X	X*		X	14	18	12	X
Swaziland	AF	Moderate Advancement	X	X	X	X*	X*	X*	15	18*		X*
Tanzania	AF	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Thailand	EAP	Significant Advancement	X	X	X	X	X	X	15	18	15	X
Timor-Leste	EAP	Moderate Advancement		X	X	X	X	X	15	18	14/15	X
Togo	AF	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Tokelau	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	U	U	16	X
Tonga	EAP	No Advancement	N/A	N/A	X						18	X
Trinidad & Tobago	WHA	Moderate Advancement	X	X	X		X		16		12	X
Tunisia	NEA	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Turkey	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	17*	X

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Country	Region	2012 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Comp. Educa- tion Age	Free Public Educa- tion
Turks and Caicos Islands	EUR	No Advancement	N/A	N/A	X	U	U	N/A	16		16	U
Tuvalu	EAP	Minimal Advancement			X				14	15	15	X
Uganda	AF	Minimal Advancement	X	X	X	X	X	X	14	18	12	X
Ukraine	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Uruguay	WHA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Uzbekistan	SCA	No Advancement	X	X	X	X	X	X	16	18	18	X
Vanuatu	EAP	Minimal Advancement		X	X	X	X		15			X
Venezuela	WHA	No Advancement	X	X	X	X	X	X	14	18	15	X
Wallis and Futuna	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	16	18	16	X
West Bank and the Gaza Strip	NEA	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	16	X
Western Sahara	NEA	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	15	X
Yemen	NEA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Zambia	AF	Minimal Advancement	X	X	X		X	X	15	18	14	X
Zimbabwe	AF	Minimal Advancement	X	X	X	X*			15	18		

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:

- ILO C. 138: ILO Convention 138
- ILO C. 182: ILO Convention 182
- CRC: Convention on the Rights of the Child
- CRC Optional Protocols, CRC- CSEC: Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography
- CRC Optional Protocols, CRC- AC: Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflicts
- Palermo Protocol: Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
- Minimum Ages for Work, Min Age/Haz Work: Minimum Age for Admission to Work
- Minimum Ages for Work, Min Age/Haz Work: Minimum Age for Admission to Hazardous Work
- Education, Comp. Education Age: Age to which education is compulsory by law or policy.
- Education, Free Public Education: Free Education is established by law or policy.
- U: Status is unclear.
- N/A: Not Applicable

On the rear cover:
At school, Nepal. © Goodweave/Robin Romano

