

SRI LANKA'S ROADMAP 2016 ON THE WORST FORMS OF CHILD LABOUR

From Commitment to Action



Ministry of Labour Relations and Productivity Promotion
Government of Sri Lanka



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Sri Lanka's Roadmap 2016 on the Worst Forms of Child Labour

From Commitment to Action

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Foreword

In 2006, ILO member states made a commitment to eliminate the worst forms of child labour by 2016. Sri Lanka has signed and ratified ILO Convention 138 on the Minimum Age for Employment and ILO Convention 182 on the Worst Forms of Child Labour. The lead government ministries working towards the elimination of the child labour in Sri Lanka are the Ministry of Labour Relations and Productivity Promotion and the Ministry of Child Development and Women's Affairs. Other ministries also have an important role to play.

The National Steering Committee on Child Labour (NSC), comprising government agencies, social partners and non-government organizations, is chaired by the Secretary to the Ministry of Labour Relations and Productivity Promotion. The NSC has, with the support of the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC), been engaged in advocating and raising awareness among the state and private sector organizations, some segments of the informal sector, plantation communities, the general public, law enforcement officers and others, conducting research on specific child labour sectors and building institutional capacity with the objective of contributing to the elimination of child labour.

In 2006, Sri Lanka as a member state of the ILO made a commitment to eliminate the worst forms of child labour by 2016. In 2010, with technical and financial support from the International Labour Organization, the Ministry of Labour Relations and Productivity Promotion developed Sri Lanka's Roadmap 2016 on the Elimination of the Worst Forms of Child Labour, in consultation with stakeholder ministries, employers' organizations and workers organizations.

In May 2010, the Government of Sri Lanka, represented by the Minister of Labour Relations and Productivity Promotion, presented the Roadmap 2016 at the Child Labour Conference at The Hague. At this conference the Government also pledged to utilize thirty percent of funds allocated from the national budget annually for the implementation of the National Decent Work Policy and Action Plan towards achieving the 2016 goal.

In June 2010, The Ministry of Labour Relations hosted a high level conference on Zero Worst Forms of Child Labour by 2016: Sharing Experiences to Achieve the Goal, in collaboration with the ILO and participation by key government agencies critical to the successful elimination of the worst forms child labour, representatives of employers' and workers organizations, and non-governmental organizations, and ILO Technical Specialists.

The Ministry of Labour Relations and Productivity Promotion will re-convene the National Steering Committee on Child Labour, and establish sub-committees together with the Ministries of Economic Development (Tourism and Investment sector), Education, Agriculture, Fisheries and Plantations. These sub-committees will also include representation by the National Child Protection Authority, the Ministry of Child Development and Women's Affairs and the Ministry of Youth Affairs, among others.

The elimination of the worst forms of child labour by 2016 is not just a goal for government agencies and social partners, but one that requires the commitment of all Sri Lankans, if we are to develop a labour force that is equipped with marketable skills and not vulnerable to exploitation.

Hon. Gamini Lokuge
Minister of Labour Relations and Productivity Promotion

Acknowledgement

Sri Lanka's Roadmap 2016 on the Elimination of the Worst Forms of Child Labour was developed in consultation with stakeholder ministries, employers' organizations and workers' organizations.

I would like to thank the Honourable Gamini Lokuge, Minister of Labour Relations and Productivity Promotion for his commitment to achieving the goal of zero worst forms of child labour by 2016.

I gratefully acknowledge the technical and financial support extended by the International Labour Office for the development of the Roadmap 2016. I also wish to place on record my special thanks to Ms. Tine Staermose, ILO Country Director, Sri Lanka and the Maldives, Ms Sherin Khan (ILO, New Delhi) and Ms. Sandy Wark (ILO consultant), Ms. Shyama Salgado (ILO, Colombo), Ms. Saro Thiruppathy and Ms Hiroshi Gunathilake (ILO Colombo project team).

I wish to acknowledge with appreciation the contributions made by the National Steering Committee on Child Labour including the National Child Protection Authority (NCPA), Social Partners, particularly the Employers' Federation of Ceylon (CFC), Ceylon Workers Congress (CWC) and UNICEF Colombo.

The inputs from an ILO Report on mainstreaming child labour issues into policy prepared by the Center for Poverty Analysis (CEPA) have been integrated into the Roadmap document, strengthening its implementation possibilities.

I would also like to extend my thanks to the Staff of the Ministry of Labour Relations and Productivity Promotion and the Department of Labour, for their dedication towards the prevention and elimination of child labour and its worst forms, which in turn makes the 2016 goal a possibility.

Mahinda Madihahewa

Secretary

Ministry of Labour Relations and Productivity Promotion
Chair, National Steering Committee on Child Labour



INTRODUCTION

Child labour is a worldwide phenomenon, with Asia and the Pacific being home to the largest numbers. Sri Lanka is committed towards the prevention and elimination of child labour and has illustrated this through national and international commitments. The National Survey on Child Labour conducted in 1999 estimated just over 900,000 children to be economically active in Sri Lanka. Another survey has been completed with support of the ILO and a report is expected shortly. There are indications that numbers of children in the worst forms of child labour are at a level that could be targeted for elimination by the 2016.

During the last decade the Government of Sri Lanka, employers' and workers' organizations (Social Partners) and the civil society undertook a wide range of concrete activities towards the elimination of child labour with the assistance of ILO-IPEC. Sri Lanka has ratified both ILO Convention on Minimum Age to Employment, 1973 (No.138) and Convention on the Worst Forms of Child Labour, 1999 (No.182). It has identified 51 hazardous forms of child labour for which legislation is being passed. The minimum age for employment has been increased in certain sectors and a new education policy has been formulated that recognizes the need for increasing the age of compulsory education to 16 years by the year 2010. In 2007-2008 Sri Lanka implemented preparatory activities for a national Time-Bound Programme with support from ILO-IPEC.

The Global Roadmap to 2016

In 2006, following the release of the second Global Report on Child Labour, the ILO urged Member States to commit themselves to eradicate the worst forms of child labour by 2016. To do this, all countries were called to design and put in place appropriate time-bound measures by 2008. The action plan was to be based on three pillars: supporting and mainstreaming national responses to child labour; deepening and strengthening the worldwide movement against child labour; and further integrating child labour concerns in overall ILO strategies to promote decent work for all.

With support from the ILO's International Programme on the Elimination of Child Labour (IPEC), a number of countries have made an effort to develop action plans. In order to accelerate efforts to meet that challenge, the Dutch Ministry of Social Affairs and Employment, in close collaboration with the ILO (and in cooperation with UNICEF and the World Bank), organized a Global Conference on Child Labour in The Hague (The Netherlands) in May 2010. Participants from 80 countries adopted a Roadmap aimed at increasing global efforts to eliminate the worst forms of child labour by 2016. At The Hague Conference, the delegation from Sri Lanka shared its Concept Note outlining Sri Lanka's Roadmap and pledged to work towards achieving the target in Sri Lanka in the context of its Decent Work Programme.

¹ Department of Census and Statistics, Ministry of Finance and Planning: Child Activity Survey (Sri Lanka, 1999), survey undertaken with the support of the ILO.

Sri Lanka's Roadmap for the Elimination of the Worst Forms of Child Labour by 2016

In a meeting of the National Steering Committee on 24 February 2010, the Secretary of Labour, the employers' and workers' representatives and other members expressed concerned about children in the worst forms and agreed to work towards the target of elimination of the WFCL by 2016. The idea of the 2016 target was also endorsed by the National Children's Protection Authority (NCPA) in a subsequent meeting.

The responsibility for the prevention and elimination of the worst forms of child labour as related to Convention No. 182 Article 3 (a, b, c, and d) is shared by various ministries including the ministries and departments covering labour, child development and women's empowerment, justice and law reforms, tourism, agriculture development and agrarian services, police and probation, and specific authorities, such as the National Child Protection Authority. Other ministries and departments at the national, provincial and district levels play a critical role in supporting action against child labour through provision of services including education, training and employment, social protection to families, and various other social services. Close collaboration and leveraging of support is envisioned from ministries and departments dealing with education, vocational training, youth employment, local government, employers' and workers' organizations at the central and provincial levels as well as the private sector.

The achievement of the 2016 target is feasible in Sri Lanka for a number of reasons, given the required technical and financial support is provided. The political climate is more conducive to peace and stability, and the child labour issue is mainstreamed, though implicitly at times, in a number of key policies and frameworks, including the National Development framework – Mahinda Chintana. This includes child abuse, child labour being a part of it, while, the National Action Plan under the SAARC² Social Charter and other policy instruments also include child labour.

Sri Lanka has various inter-related National Plans of Action on children, including the National Plan of Action for Children (2010-2014); the National Plan of Action for Elimination of the Worst Forms (2004); the National Plan of Action to combat trafficking of children for exploitative employment in Sri Lanka (2001) and other sector plans. Elements from the National Plan of Action for the Elimination of the Worst Forms (2004) were integrated in the National Plan of Action for Children (2004-2008 and 2010-2014).

The following are benchmarks to mark progress along this road to zero worst forms of child labour in Sri Lanka.

² South Asian Association for Regional Cooperation (SAARC)



Roadmap Benchmarks

1. Phase one – Start-up (8 months July 2010-February 2011)

1.1 National Steering Committee (NSC) and Secretariat reconstituted

An expanded intersectoral advisory and oversight committee, the National Steering Committee on the Prevention and Elimination of Child Labour (NSC) will be formed. The reconstituted National Steering Committee will be the multi-stakeholder body at the national level, charged with planning and coordinating the implementation of the Roadmap. It will be chaired by the General Secretary of Labour and will be composed of representatives of relevant government agencies at the national and provincial levels, workers' and employers' organizations, international organizations, and civil society organizations. The reconstituted committee will include, among others, representatives of the Ministry of Labour Relations and Productivity Promotion (MLRPP), the Ministry of Child Development and Women's Affairs (MCDWA) and the National Child Protection Authority (NCPA) and the Department of Probation and Childcare Services (DPCS), the ministries responsible for economic development, justice, education, tourism, fisheries, agriculture, youth affairs, media, representatives of employers' organizations and workers' organizations and NGOs, amongst others.

The Secretariat of the NSC will be located within the MLRPP and will be responsible for organizing NSC technical meetings, coordination amongst NSC members, facilitating integration of child labour issues and concerns within the policies, programmes and budgets of its member agencies/organizations, and internal and external resource mobilization for the implementation of the Roadmap, promotion of successful models and initiatives, and evaluating progress and outcomes.

1.2 Human resources assigned by NSC member agencies and organizations

The agencies and organizations represented on the NSC will assign appropriate human resources (focal points) within their organizations and charge them with the development and implementation of their agencies/organizations' child labour mainstreaming plan. The child labour focal point(s) will call planning meetings with relevant departments within their agencies and organizations to identify in particular how various policy, planning, research and service delivery mechanisms can be mobilized to combat the worst forms of child labour.

1.3 Capacity building on child labour and mainstreaming issues

The Ministry of Labour, supported by the International Labour Organization (ILO) and other agencies, will deliver capacity building on child labour to the child labour focal points and other staff. In this phase, capacity building will focus on how to mainstream Roadmap strategies for combating the worst forms of child labour into the operations of their respective agencies and organizations. Capacity building will cover the following main

themes: understanding child labour and its worst forms, Sri Lanka policy and legal framework on child labour and international conventions to which it is a signatory, roadmap strategies for combating child labour, and how to mainstream strategies into policies, plans, budgets and operations.

1.4 Detailed review of policies, programmes, budgets and operational procedures for mainstreaming Roadmap strategies

Child labour issues and concerns will be identified and addressed together with the other development issues (poverty reduction, education, social welfare, decent work, youth employment, public service media) through various processes including assessment, planning, identification, implementation, monitoring and evaluation. Each agency and organization participating in the NSC will conduct a review of their agency/organization to identify where the functions necessary to combat the worst forms of child labour converge with existing policies, programmes, budgets and operational procedures and protocols. In particular, the review will look at mechanisms and operational structures of participating agencies and organizations in relation to the following:

- Capacity building of field staff on child labour;
- Identifying children engaged in the worst forms of child labour or who are at risk;
- Referring these children and/or their family to appropriate social services to assure that viable alternatives to child labour are available to them, and assuring and monitoring their reintegration into education, training or decent work for those of employable age;
- Educating the public about the dangers of child labour;
- When appropriate, apprehending and prosecuting those who exploit children in the worst forms of child labour;
- Implementing other programmes and services that reduce children's vulnerability to the worst forms of child labour, especially in communities where this vulnerability is the strongest; and
- Conducting research and collecting data to improve what is known about the characteristics and prevalence of the worst forms of child labour in various sectors, geographic areas and/or communities to improve strategies for combating the problem.

The review will be used to integrate child labour into agency/organization/sectoral action plans. Action plans will include specific targets and indicators on child labour that will be monitored by the agency and organization and reported to the NSC.

1.5 Resource allocation, re-allocation and mobilization

Based on the above review and planning process, the agencies and organizations on the NSC will initiate a process for allocating, re-allocating and mobilizing resources, including human resources for their planned actions and activities on child labour. By integrating child labour into existing and already funded national, provincial or district development programmes, it is expected that a large part of the financial resources needed to successfully reach the 2016 target will be found within already existing budgets.

3 Decent work is productive work in conditions of freedom, equity, security and human dignity.



1.6 Establishment of authority for actions to combat the worst forms of child labour at various levels, especially the operational level.

The relevant authorities within NSC agencies/organizations will communicate decisions for the allocation and re-allocation of resources, operational plans, procedures and protocols related to Roadmap implementation to appropriate offices and frontline units within their agency/organization through official circulars, plans, and directives. Directives will mandate relevant officials' participation in district level multidisciplinary bodies and direct their role in plans and programmes for the prevention and elimination of the worst forms of child labour.

1.7 Establishment of mechanisms for multi-stakeholder monitoring and progress reporting

The NSC will charge the Secretariat to establish a framework for Roadmap monitoring and progress reporting that will include compiling the targets and indicators established by NSC members and progress toward these targets in an annual Roadmap report.

2. Phase 2: Roadmap Strategies Implemented (March-September 2016)

Roadmap implementation

Created by the coordinated and sustained efforts of government at the national, provincial and district levels, state agencies, social partners, civil society organizations, families and children, zones free of the worst forms of child labour will spread across the island. This will be achieved by:

- Implementation of Integrated Area-Based Programmes;
- Progressively increasing areas that are free of the worst forms of child labour;
- Ongoing monitoring and review of activities and strategies;
- Documentation of experiences; and
- Scaling up successful initiatives to achieve the zero WFCL by 2016.

The Roadmap will tackle the worst forms of child labour using appropriate strategies based on national and international experiences and good practice. Roadmap strategies will consist of the following key elements:

- Strengthening the knowledge base on child labour, with particular attention to the worst forms of child labour and gender dimensions of the challenge;
- Integrating child labour in rural and urban poverty reduction, education, health, social welfare and other policies and programmes, including cash transfers/social security, vocational training, enterprise promotion, among others;
- Strengthening institutional capacity of national and local stakeholders including government, employers' and workers' organizations and associations, NGOs and communities through training, knowledge, and use of tools and processes and gradually increased national, local and community resources;

- Strengthening coordination and delivery mechanisms through collaborative and convergent action focusing on families with or at-risk of child labour;
- Involving employers' and workers' and their organizations, and other key partners in all phases of planning and implementation;
- Awareness raising about the worst forms of child labour among parents, guardians and community leaders as part of ongoing community mobilization. As a result they will identify children at risk and working children and will assist and/or refer the children and their families to available social service programmes; and
- Testing and implementation of integrated models of interventions that regulate, monitor and address child labour in the context of the family, the school and the workplace, with a priority on the worst forms, and special attention to gender dimensions, in the rural and urban economy. Elements of this will include:
 - Identification of children engaged in the worst forms for child labour, their withdrawal and referral to programmes appropriate to their needs;
 - Preparing younger children for formal primary education and older children for vocational training through non-formal education (NFE) or transitional programmes;
 - Preparing older children through various skills/vocational training programmes for placement (at the legal age) in decent employment arrangements through Skill Development Training (SDT) programmes;
 - Providing needs based supplementary services through a network of private and public service providers brought together under strategic partnerships;
 - Developing and implementing a beneficiary tracking system that links with and feeds into the child labour and other monitoring systems; and
 - Developing and implementing awareness raising, social mobilization and community participation.
- Reducing the reliance on child labour earning for poor families and households through Samurdhi and other private and public community based livelihood enhancement programmes;
- Removing hazardous conditions from workplaces for children at legal working age through Workplace Improvement Programmes (WIP), Occupation Safety and Health education, action with employers' and workers' organizations and enforcement; and
- Ensuring that at-risk children in the targeted areas are monitored through a Community-based Child Labour Monitoring (CB-CLM) system, preferably one that is integrated with existing systems.

3. Phase 3 Roadmap Outcomes Maintained October 2016 and Beyond

Zero worst forms of child labour maintained

- Continued monitoring and preventive strategies to ensure that the worst forms of child labour do not re-emerge; and
- Focus efforts on eliminating all forms of child labour.



The 2016 Vision: Zero Worst Forms of Child Labour in 2016

The Sri Lanka 2016 Roadmap for the elimination of the worst forms of child labour will guide policy makers, government agencies, employers' and workers' organizations, civil society organizations and others along a path to zero worst forms by 2016. As part of its 2016 Roadmap vision, zones free of the worst forms of child labour will spread across the island, created by the coordinated and sustained efforts of government at the national, provincial and district levels, state agencies, social partners, civil society organizations, families and children.

The end to the worst forms of child labour is within reach in Sri Lanka, given that the required technical, human resource and financial support is gathered through mainstreaming and other planned resource mobilization efforts. The Government of Sri Lanka has placed the elimination of child labour as a specific objective in the National Action Plan on the Children 2010-2014; the National Action Plan under the SAARC Social Charter and other policy instruments including the Decent Work Programme and the Education for All Strategy also address child labour explicitly. The national child labour programme started in 1997 through which good community-based solutions to combat the problem have been tried and tested and numerous models are ready for scaling-up on a national scale. These initiatives are taking place in the context of the Mahinda Chintana, the 10-year national development strategy, which is vigorously tackling many of the root causes of child labour including regional development disparities, poverty and social exclusion, and uneven access to social services (in particular quality education). The end of three decades of ethnic conflict in 2009 provides an historic opportunity for the country to hasten its economic and social progress, including achieving Zero Worst Forms of Child Labour by 2016.

While the goal remains the prevention and elimination of all forms of child labour, as per Convention on Minimum Age to Employment, 1973 (No. 138), the priority targets for immediate action are the worst forms of child labour, which are defined in the ILO Convention on the Worst Forms of Child Labour, 1999 (No. 182) as:

- 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 labour, including forced or compulsory recruitment of children for use in armed conflict;
- The use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- 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; and
- 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.

Characteristics and Prevalence of the WFCL in Sri Lanka

Sri Lanka is encouraged by the fact that its child labour problem is relatively small in comparison with other countries in the region, despite years of internal conflict and having experienced a major natural disaster (the 2004 tsunami). Nevertheless, significant numbers of children continue to engage in various worst forms of child labour as defined by national law and Convention No. 182 and the prospects of rapid surge in their ranks, as a result mainly of the rapid rise in tourism, is truly alarming.

The most accurate survey of children's activity was conducted by the Department of Census and Statistics in 1999 and did not include the North and East which are highly vulnerable areas in terms of child labour. This survey estimated that there are approximately 70,000 children (5-14 years) who are in a high-risk category for exploitation as child labour. This does not include the approximately 42,000 children (5-14 years) categorised as unpaid family workers who may also be exposed to hazardous forms of labour due to the ignorance and negligence of their families. The Survey also revealed that there are approximately 19,000 child domestic workers (5-17 years) of which 70 per cent are females. Since the employment of child domestics under the age of 14 years is illegal in Sri Lanka getting accurate information is difficult and therefore it is assumed that this figure could be highly underestimated⁴.

A new survey was conducted by the Department of Census and Statistics in 2008, this time reaching the East but still not the North of the country. The survey results are due to be released shortly and will be used to inform 2016 Roadmap implementation. Preliminary analysis indicates that the prevalence of child labour has decreased, but certain worst forms may not have been captured due to the limitations of the methodology.

Some of the worst forms of child labour prevalent in Sri Lanka are the use of children in commercial sexual exploitation and pornography and in illicit activities. Children are trafficked from conflict affected zones, the estate regions (mainly lowland estates) and from poor rural areas into exploitive labour including domestic service and prostitution. While no estimates exist, the issue of the frequent use of children in the illegal alcohol trade is reported⁵.

Hazardous activities such as begging and street vending are common in urban centres and place children at risk of being abused⁶; some of those involved in organized begging may be victims of trafficking. Other areas of exploitative employment of children in Sri Lanka include fireworks and matchstick manufacturing, quarrying, fisheries industry, salt production, gem mining and construction sectors among others⁷.

4 Child Activity Survey, 1999, Sri Lanka, Dept. of Census and Statistics, Ministry of Finance and Planning

5 ILO-IPEC, Country Paper: Sri Lanka, September 1999). Via ILO website.

6 ILO-IPEC, Country Paper; Sri Lanka, September 1999.

7 ILO-IPEC, CPA Rapid Assessment on WFCL, 2003



Reaching the 2016 Target –Key Achievements-to-Date

During the last decade the Government of Sri Lanka, employers' and workers' organizations (Social Partners) and the civil society undertook a wide range of concrete activities towards the elimination of child labour. As noted, Sri Lanka has ratified both ILO Minimum Age Convention, 1973 (No. 138) and Worst Forms of Child Labour Convention, 1999 (No. 182). It has aligned legislation including its penal code with the provisions of these conventions; it has criminalized and provided for serious fines and jail sentences for the perpetrators of forced labour, trafficking, soliciting children for sex and otherwise engaging children in illicit activities. Furthermore, it has listed 51 hazardous occupations and processes to be prohibited for children under 18 years of age. It is expected to be gazetted and adopted by Parliament soon and will have the power of law. The minimum age of employment has been increased in certain sectors and a new education policy has been formulated that recognises the need for increasing the age of compulsory education to 16 years by the year 2010.

More broadly, Sri Lanka is on track to achieve most Millennium Development Goals by 2015. Sri Lanka's social indicators, such as life expectancy, literacy and mortality rates, are well above those in comparable developing countries and are on par with many developed countries. Significant to addressing child labour, Sri Lanka has a very sound educational system. It provides for free access to education from primary to university level. School attendance is mandatory up to the age of 14 years. Under the Mahinda Chintana policy framework, there is commitment to improve school access and quality by providing a mid-day meal to school children, improving facilities, updating the curriculum and upgrading sports facilities. To achieve the goal "education for all," the Ministry of Education has adopted non-formal education programmes (NFE) in addition to formal education opportunities that target out-of-school youth in the compulsory education age group for functional literacy in appropriate alternate learning situations.

Sri Lanka Assets for Roadmap Implementation

- Ratification of ILO Convention No. 138 and Convention No. 182;
- Alignment of Penal Code with these conventions;
- Stiff penalties for perpetrators of forced labour, trafficking and commercial sexual exploitation of children;
- Up-to-Date list of Hazardous Occupations for children;
- Minimum ages of employment increased in some sectors;
- Initiative to increase the age of Compulsory Education to 16 years; and
- On track to achieve Millennium Development Goals by 2015.

Challenges

Despite improvements in primary school enrolment, school dropouts occur at an early stage, particularly of those who come from poor families. While almost all children are enrolled in primary school education, secondary enrolment is less vigorous, thus leaving many young persons available to be used as labour. The issue is most acute in rural areas, where parents would like their children to continue in school, but the quality and relevance of education act as disincentives. An important challenge is effectively improving the relevance of education; the primary and secondary school system needs to be more closely linked to the vocational and technical education system in the country so that students are exposed early and continuously to life skills and market-driven vocational skills development and the world of work. To keep children in school longer, access to better information on decent work options and vocational training for youth is urgently required as well as awareness raising to improve the perception that youth have about the opportunities arising from training in technical trades.

Poverty still remains an issue affecting nearly one in four Sri Lankans on average. It is a major challenge in several provinces where the incidence of poverty is much larger in magnitude. Nearly 90 per cent of the poor live in the rural agricultural economy where significant numbers of children engage in hazardous work on small, family owned farms. Fragmented land use, insufficient availability of water, credit, seed, technical know-how, technology, marketing, storage and transportation, and poor farming practices continue to weaken productivity in agriculture and contribute to rural poverty. Plans are in place to facilitate farmer access to wider markets and improved technologies as well as to improve rural infrastructure⁸. It is important that extension programmes that support better farming techniques also integrate awareness raising about hazardous work for youth and include occupational safety and health training in order to meet the 2016 target.

The worst forms of child labour are most prevalent in the informal sector where labour market regulatory mechanisms including employer association and trade union activity, labour inspection and social security schemes are weak. Better mechanisms for enforcing labour standards including those on minimum age and hazardous occupations for children under 18 are needed. Bringing informal businesses closer to the formal sector through engagement with social partners and developing community based child labour monitoring and enforcement mechanisms are priorities in the Roadmap.

During Roadmap consultations, two trends were identified with the potential to adversely impact the prevalence of worst forms of child labour if not checked. Peace is widely expected to inject new life into the tourism sector, which until now could not reap its full potential. While on one hand the development of tourism holds great promise for Sri Lankan economic development and livelihood opportunities, on the other, it increases the risk of the sexual exploitation of children unless child safe tourism is promoted. The beach boy phenomenon (young boys engaged in prostitution) along with the issue of paedophilia has been known for a long time along the south western coastal belt of Sri Lanka. It has the potential to re-emerge forcefully as a serious issue to impact adversely the future of hundreds of thousands of children and youth as well as the socio-economic fabric of life in the many sending communities. Challenges to be addressed include parents' and children's ignorance of the risks and

⁸ Sri Lanka New Development Strategy, p. 9.



consequences of child prostitution (including the risk of HIV-AIDS and other sexually transmitted diseases), weak law enforcement, inadequate services for the identification, rescue, rehabilitation and reintegration of child victims of commercial sexual exploitation (CSEC), and inadequate social protection for families, many of whom are said to encourage their children to fall prey to this phenomenon.

Similarly, while the end of the civil conflict in the North will reap huge benefits for the nation, its legacy weighs heavy on children from former conflict affected areas. The conflict left many children displaced and orphaned and consequently easy prey for 'job placement agents' who pick them up in villages or even from internally displaced persons camps and sell them into exploitative labour including domestic labour⁹. Social service infrastructure, including schools, was severely affected by the conflict and has increased the vulnerability of children from the region to all forms of child labour. There are reports of many northern children travelling down country to seek work in the informal services sector along the coastal areas and to the capital. Challenges to be addressed include the ignorance of young people from these areas on what constitutes safe migration and weak enforcement of laws in the receiving regions.

Obstacles to achieving Zero Worst Forms by 2016

- Weak support to facilitate school to work transitions for youth;
- Low productivity and few economic opportunities for youth in rural areas;
- Poorly targeted social welfare programmes;
- Poor enforcement of labour standards, especially in informal sector businesses;
- Inadequate strategies to guarantee child-safe tourism; and
- Destruction of social and economic infrastructure in former conflict affected zones.

Sri Lanka's National and International Commitments

Sri Lanka is committed to the prevention and elimination of child labour and has illustrated this through national and international commitments. The foundation of its commitment is found in the Constitution of Sri Lanka (1978) Article 27(13) Directive Principles of State Policy and Fundamental Duties, in which the State pledges to “promote with special care the interest of children and youth as to ensure their full development, physical, mental, moral, religious and social and to protect them from exploitation and discrimination.”

The Government of Sri Lanka's will to combat child labour falls within its broader commitment to creating opportunities for its children to grow in an environment that is protective, safe and caring and which promotes learning and development in accordance with human rights, fundamental freedoms and the nation's own cultural values and norms¹⁰.

9 UNICEF innocent digest on child domestic Work, May 1999, citing ILO, Children in domestic service in Sri Lanka, 1993. Via ILO website.

10 National Plan of Action for Children 2010-2014, p. 70.

Sri Lanka's Roadmap 2016 on the Worst Forms of Child Labour
from Commitment to Action

The Government's commitment to combat child labour is translated explicitly into policy and practice in numerous inter-related National Plans of Action. The most comprehensive plan on children is the National Plan of Action for Children 2010-2014 which outlines programmes to tackle child labour with priority on its worst forms. Child labour is also addressed in the National Decent Work Plan of Action, the National Plan of Action for Elimination of the Worst Forms of Labour (2004-2014); the National Plan of Action to combat trafficking of children for exploitative employment in Sri Lanka (2001), and other sector plans.

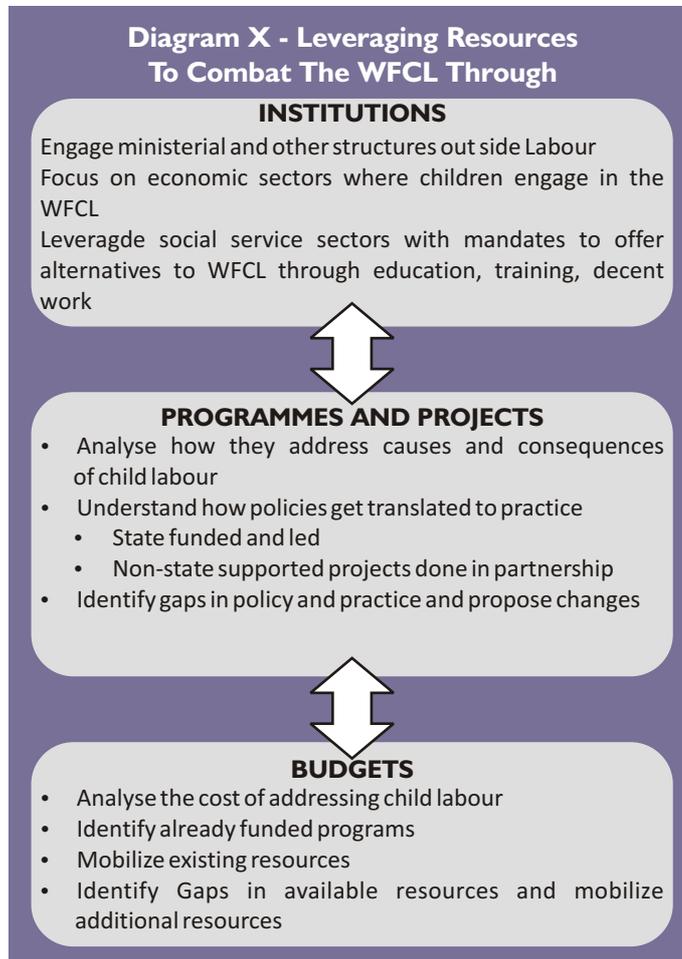
2016 ROAD MAP MAINSTREAMING STRATEGIES

This section draws on information and analysis from “Towards an Integrated Approach for Addressing Child Labour in Sri Lanka: A review of selected policies and programmes with a view to mainstreaming” drafted by the Centre for Poverty Analysis (CEPA). The study was commissioned by the International Labour Organization (ILO) to support the Government and other stake holders in Sri Lanka to mainstream Roadmap strategies into development policies and programmes.

The Sri Lanka Roadmap for the Elimination of the Worst Forms of Child Labour by 2016 will be approached as an integral part of the Government's National Development Strategy as outlined in the Mahinda Chintana. By integrating child labour into existing and already funded development programmes, it is expected that a large part of the resources needed to successfully

reach the 2016 target will be found within national budgets. As such, child labour issues and concerns will be identified and addressed together with the other development issues (poverty reduction, education, social welfare, decent work, youth employment, public service media) through various processes including assessment, planning, identification, implementation, monitoring and evaluation. This integrated approach will assure sustainable action and impact.

The process of mainstreaming child labour engages policy makers, programme managers and frontline services providers in assessing the implications for child labourers, or those at the risk of becoming child labourers, of planned actions, including legislation, policies, or programmes and orienting their work to contribute to the withdrawal and prevention of children. It is a strategy for making concerns about child labour an integral part of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and societal spheres, so as to reduce both the supply of and demand for child labour, especially in its worst forms.



The reduction and eradication of poverty is the broad framework adopted by the Government to combat all forms of economic exploitation including child labour¹¹. The Mahinda Chintana, the 10-year National Development Strategy (2006-2016) outlines the Government's plans to address poverty. Improvement and re-orientation of public sector service delivery mechanisms, effective targeting of public assistance programmes and expanding employment and income opportunities for the poor are among its key strategies. Initiatives that are planned within the National Development Strategy that are particularly relevant to the 2016 Roadmap include the improvement and re-orientation of public sector delivery mechanisms, effective targeting of public assistance programmes and expanding employment and income opportunities for different categories of the poor.

Mainstreaming in Post-Conflict-Socio Economic Re-Integration

Addressing the root causes of child labour in former conflict affected zones

The North and East of the country suffered disproportionately from the armed conflict which ended in 2009. Due to the conflict, basic facilities are lacking and though there is very little data available, it is assumed that that the children in this region are highly susceptible to being employed in the worst forms of child labour.

In its New Development Strategy, the Government has identified the need for speedy implementation of the Triple "R" (Relief, Rehabilitation and Reconciliation) framework and meeting the needs identified in a Needs Assessment Survey (2002) of the North and East undertaken by the Government and donor agencies. The specified objective of the Triple "R" programme is to help strengthen the capacity of the Government to ensure that the basic needs of the people affected by the conflict are met, to build productive livelihoods and to facilitate reconciliation.

Various projects have been initiated with the aim of improving the living standards of the communities in these areas. Rebuilding of damaged infrastructure and providing measures to support livelihoods are high priorities. Although Government plans for post conflict socio-economic integration do not address eliminating the worst forms of child labour explicitly, there are many components in their plans that may be leveraged to address children's vulnerability to the worst forms of child labour and offer alternatives to victims of the worst forms. Efforts to mainstream child labour into post conflict rehabilitation and reconstruction programmes and plans will identify the operational linkages between these and explicit measures to combat the worst forms of child labour including by improving mechanisms for referring vulnerable children and their families to programmes developed under these plans.

¹¹ National Plan of Action for Children 2010-2014, p. 108.



Government Actions planned for children in former conflict affected zones to be leveraged for Roadmap Implementation:

- Catch up education;
- Health and nutrition;
- Awareness raising programmes;
- Education equipment and teachers training;
- Expansion of non-formal education; and
- Expansion of school feeding programmes.

Mainstreaming in Estate Sector

Over the years there have been key structural changes in the plantation sector and in its position in the national economy. Several key policy changes have brought in changes in ownership and management of the sector. The composition of the plantation sector has changed from one being dominated by large scale plantations to one where smallholdings play a significant role. Small holdings have more than doubled in the tea sector and in the rubber sector too.

Despite changes described above, the estate sector remains an area characterized by high incidence of poverty and other associated social problems. The deprivation among estate workers influences the prevalence of child labour in different ways: some children may work on the estates, or end up taking care of younger siblings while both parents go out to work. Of more concern is that the poverty can drive families to send their children to work outside of the estates, as domestic servants, or as workers in informal sector enterprises.

The National Action Plan for the Plantation Community recognizes that due to the high incidence of poverty and ignorance, many children from the plantation community are sent out to work. This is further complicated by the lack of birth certificates and other documentation that preclude children's admission to schools. This is addressed through the overall focus on reducing poverty, and making the community more aware of the value of schooling. The lack of active champions to address this issue of child labour is acknowledged and the Plan proposes Anti-Child Labour Committees in every estate or cluster of estates.

The main sectoral policy for the plantation community is the National Plan of Action for Social Development of the Plantation Community developed in 2006 by the Ministry of Estate Infrastructure and Livestock Development. The target of this Plan of Action, is to reduce poverty by half and to ensure that the standard of social service provision in the plantations is on par with other communities, and that women, men and children in the plantations are able to fully enjoy



their political, social and economic rights. The policy is currently (2010) being translated into a Roadmap, that is under discussion. The development of the Roadmap is being supported by the United Nations Development Programme (UNDP).

In terms of child labour, the main thrust of the National Action Plan is to create better living standards and more opportunities for the plantation community, and thereby reduce the potential to send children to work. The recognition that service provision is very different in the state run plantations and in the privately owned estates is evident throughout the plan, and attempts are made to address the conditions in the estates as well. The plan also seeks to integrate the social development institutions on the estates (e.g. pre-schools, schools, health centres etc.) into government structures such as the Provincial Councils and Local Authorities.

Some of the specific elements that will have a bearing on the incidence of child labour are:

- Increasing coverage of early childhood care and education and bringing the crèche-cum-pre-schools that will be set up under the purview of the Provincial Councils and Local Authorities;
- Encouraging greater participation in the compulsory education cycle by upgrading primary schools, reintegrating those children who have dropped out of school through 'catch-up' education in Tamil, and improving the quality of teaching through changes to teacher training;
- Increasing the enrolment of estate children in Ordinary Level (O/L) classes and introducing Advance Level (A/L) science teaching in schools and upgrading facilities to increase OL and AL pass rates;

- Development of non-formal education through Community Learning Centres; and
- Addressing labour shortages by upgrading the working conditions on the plantations to attract youth, as well as to increase opportunities for tertiary education especially vocational training and for formal sector employment for young people outside of the plantations.

The small holder sector is not covered by these social policies. According to the Tea Small Holder Census of 2005, there are almost about 400,000 tea small holdings that contribute almost 65 per cent of total tea production. Rubber small holdings also contribute about 65 per cent of the production. In the tea sector, small holders can be either among the highly productive group in the southern districts of Galle and Matara or those with very low productivity in the mid-country districts of Kandy and Matale, or among those households who engage in mixed farming in Nuwara Eliya and in the Uva province. The last two are the more deprived of the small holders and are likely to use children to work on their holdings, or be a sending source for child labour.

Mainstreaming recommendations

- Support the Road Map of the National Action Plan for Social Development of the Plantation Community; its implementation will help raise the living standards of the community and promote children's education and wellbeing, and create opportunities for formal employment of young adults;
- Bring other policies and programmes geared towards development of communities, education, etc as envisaged in the Mahinda Chinthana, to the plantation sector;
- Pay more attention to privately owned estates and small holdings. There is a need to collect baseline information about these sectors so that child labour issues and concerns can be identified and addressed; and
- Conduct research on child labour issues in plantations outside of the tea and rubber sector – especially cinnamon, cashew, palmyrah and coconut.



Mainstreaming in Fisheries Sector

Improving social infrastructure and tackling vulnerability

The end to the war in Sri Lanka has meant that a wider area has opened up in the North East of the country and fishing will become one of the key sectors that will be explored to drive growth in the country. With a coastline that extends to 1700 km, fisheries constitute an important livelihood for people living along the coast, around the irrigation tanks and near lakes and reservoirs. The sector currently provides direct employment to about 650,000 people comprising 150,000 in fishing, 100,000 in associated service activities and 400,000 in the fish processing industry.

Fishing is part of the agriculture sector but is often missed in analysis on child labour within the boarder sector. The draft list of Hazardous Forms of Child Labour¹² identifies a range of activities that could put children at risk of engaging in the worst forms of child labour within the fishing sector.



“Any work connected with the act of fishing [such as] deep sea fishing, diving to chase fish to nets [that expose children to hazards] exposure to poisonous snakes and other harmful sea creatures, prolonged exposure to cold water, drowning [with possible consequences of] snake poisoning, psychosocial problems...”¹³

“Any work connected with working on a vessel or craft, shipping, water, transport [such as] any kind of work on a vessel or craft [that expose children to hazards such as] accidents,

¹² The Hazardous Work List

¹³ Point 10 in the matrix.



moral degradation due to prevailing conditions at port, sexual abuse [with possible consequences of] psychosocial problems, sexually transmitted infections”¹⁴

“Any work connected with work in ports or harbours [such as] any kind of work in harbours including sale of food [that expose children to hazards] moral degradation due to prevailing conditions at port, sexual abuse [with possible consequences of] psychosocial problems, sexually transmitted infections”¹⁵

“Any work which involves diving [such as] any diving work for commercial purposes [that expose children to hazards] accidents, formation of air bubbles in blood vessels; drowning [with possible consequences of] injuries, decompression, sickness (bone necrosis) and neurological problems; death”¹⁶

“Sand mining [such as] loading of sand, diving [that expose children to hazards of] ergonomic problems, inhalation of dust, accidents, hazards associated with diving [with possible consequences of] musculoskeletal disorders, respiratory disease, injuries, drowning”¹⁷

Children from fishing communities are also prone to being trafficked to rural and urban areas for domestic labour and sexual exploitation (Remnant and Abdul Cader 2008) further exposing them to the worst forms of child labour. Research (Remnant and Abdul Cader 2008) also indicates that children from coastal regions that have been affected by the tsunami are prone to the worst forms of child labour and hence their continued protection needs to be ensured.

Entry points within the sector where child labour issues and concerns may be addressed and mechanisms activated to contribute to the elimination of the worst forms of child labour in the sector include plans that aim to improve social infrastructure in fishing communities and that reduce vulnerability of marginal children and families who make their living off fishing by improving productivity and marketing mechanisms.

The Ten Year Horizon Development Plan makes provision to improve conditions of the poorer and more vulnerable segments of the fishing community. The Plan (MFAR 2007a) provides some detail of projects and programmes over the short, medium and long term to implement the policy orientation. The plan proposes to;

- Establish income generating activities among coastal fishing communities;
- Strengthen community-based organizations to organise and support Income generating activities;
- Strengthen women groups in fishing communities and encourage them to promote savings
- Improve the living conditions and quality of life of fishing families;
- Provide requisite amenities and facilities conducive to livelihood development and better quality of life of the fishers; and
- Set up 10 model fishing villages replete with amenities and facilities.

14 Point 11 in the matrix.

15 Point 12 in the matrix.

16 Point 15 in the matrix.

17 Point 37 in the matrix.

The recognition by the State that many tasks associated with fishing are hazardous occupations that need to be prohibited is a starting point to advocate for more information on child labour in the sector. It is likewise a justification for engaging in awareness raising activities in fishing communities about the dangers posed to children by these occupations. Families of children engaged in hazardous activities in the fishing sector may be targeted to benefit from planned interventions to improve livelihoods and living conditions.



Mainstreaming recommendations

- Research on prevalence of WFCL in fishing sector;
- Awareness raising on dangerous occupations for children in fishing communities vulnerable to WFCL;
- Identification of children engaged in WFCL by extension agents and others and referral of family to livelihood and other kinds of social support; and
- Targeting fishing communities with high prevalence of child labour or source communities of unsafe migration for social infrastructure improvements.

Mainstreaming in Tourism Sector

Promoting child-safe tourism

The tourism sector has been gaining more and more importance and attention in the economy of Sri Lanka over the last few years, as a valuable source of foreign exchange to the country's economy. In the year 2006 tourism was the fourth highest source of foreign exchange earnings to the country, at 3.8 per cent of the total foreign exchange earning in that year (National Strategy for Sri Lanka Tourism, undated). The sector has been studied in relation to child labour, particularly in relation to child abuse and commercial sexual exploitation of children. It is a key sector to consider when focusing on reductions of the worst forms of child labour in the light of current increase in tourism in the country.

The end of the conflict in 2009 has led to a further increase in attention paid to improving tourism in the country, with the areas in the North and the East which were previously inaccessible, now being focused on for development. The Mahinda Chinthana considers tourism as an important means to achieve economic growth and concentrates heavily on infrastructural improvements to develop physical facilities. It aims to attract 2.5 million tourist arrivals by the year 2016, using an accelerated development programme to fulfill requirements for the industry ranging from loans to medium scale local entrepreneurs to providing incentives to international brands to open franchises in the country (pp. 94-95).

The Ten Year Horizon Development Plan reiterates the intention of the Mahinda Chinthana to strengthen security related to tourism related crimes, which includes combating child sex tourism through strict police vigilance. Raising awareness is the main focus of these programmes. While awareness is essential the means to deal with cases and ensure that once identified, affected children are protected and not further victimised is essential.

The role of the private sector is key within this sector and they need to be brought in when mainstreaming child labour issues in Tourism. Their engagement will be needed to assess the social impact of their projects, raise awareness of the consequences of child abuse in tourism settings and to help identify and refer to appropriate social services the children engaged by informal sector businesses and by tourists in the worst forms of child labour that they encounter in the regular course of doing business. In addition, funding may be mobilized for community awareness building on child safe tourism from corporate social responsibility programmes.



Mainstreaming recommendations

- Requiring an assessment of social impact of tourism projects;
- Information campaign on consequences of abusing children in tourism settings;
- Mobilizing of tourism operators for the identification of children engaged in worst forums of child labour in tourism and their referral to social services;
- Mobilizing Corporate Social Responsibility programme of large tourism operators in favorur of child safe tourism programme; and
- Supporting for community awareness building on child safe tourism;





Mainstreaming in Social Protection Sector

Extending a safety net to protect children at risk or engaged in the WFCL

The development of child sensitive social protection systems mitigate the effects of poverty on families, strengthen families in their child care role, enhance access to basic services for the poorest and most marginalized, and provide special services to children who live outside a family environment. Social protection interventions have a direct impact on poor and vulnerable women and children and contribute to reducing some of the risk factors that lead children to engage in the worst forms of child labour.

While there is no specific Social Protection Policy document in Sri Lanka, the Ten Year Horizon Plan identifies the need to improve social protection mechanisms within a wider framework of the welfare state and identifies target groups for assistance as well as programmes and sub-programmes.

Children are one target group and the Plan aims to:

“...provide care and protection for children in vulnerable situations and to ensure that all children have unfettered opportunities to advance to their fullest potential...Destitute children will be given adequate protection through the improvement of safety homes...Measures will also be taken to ensure their access to education, health and other services” (pp. 137).

The **National Action Plan for Children** (2010-14) reiterates the state's intention to reduce regional disparities and poverty by improving socio-economic conditions at the household level, particularly that of children. The Action Plan identifies;

“...lagging regions including North and East and special groups such as adolescents with certain unresolved problems...socially underprivileged and excluded and other special groups...adolescence...require additional support...” (pp. 12-13)

In the Plan, children working in exploitative conditions are identified as being economically and socially disadvantaged and deprived of their basic needs, including adequate housing, nutrition, health care and educational facilities. The Plan identifies a range of children who could benefit from clearer strategies that consider their wellbeing; including institutionalized children, abused and neglected children, children of migrant mothers, street children, children affected by conflict and differently-abled children (NAPC 2010).

The major state intervention programme for poverty alleviation and social protection is the **Samurdhi** programme. It provides for island-wide coverage including former conflict affected areas. A report prepared by UNICEF (Jayasinghe-Mudalige 2009)¹⁸ indicates that while a number of social protection programmes are in place targeting poor households, improvements may be

¹⁸ Based on data from three districts; Batticaloa, Trincomalee and Nuwara Eliya.

made to target benefits and programmes to those who need them the most to assess the impact of the programmes in order to improve their design. The government recognizes the need to improve the targeting of the Samurdhi programme and to re-orient certain programmes to better serve the needs of some categories of the poor.

Mainstreaming child labour into social protection systems in Sri Lanka will look at ways of improving targeting so that communities with a high prevalence of child labour are prioritized and social protection programmes are made child sensitive.

Social protection interventions that can have a direct impact on poor and vulnerable women and children include:

- Reform of the legal and judicial system to provide equal protection to women and children;
- Early childhood care and development;
- Compulsory education;
- Cash transfers to combat child poverty and deprivations;
- Early childhood care and development;
- Gender-sensitive social welfare and protective services for the most vulnerable children; and
- Second chance education, vocational and life-skills training for adolescents, youth employment schemes.

Mainstreaming in Education Sector

Strengthening education services as an alternative to child labour

Sri Lanka has followed policies of free education since gaining independence in 1948, and because of this, it has enjoyed a high level of educational achievement. Weaknesses remain in the current educational system, some of which should be addressed in the context of mainstreaming child labour into education services. Education and the elimination of the child labour are inextricably linked. To make a sustainable impact on eliminating child labour, it is necessary to address the inequities and dysfunctions in national education systems that leave school-aged children outside the classroom. Conversely, child labour must be tackled to enable children to access available school places.

Poverty is believed to be the main cause for poor enrolment and low retention in Sri Lankan schools, as children who fail to enrol or complete primary level or the nine years of compulsory education are drawn from poor homes from the rural sector, the urban slums and the estate sector. Poverty is also the leading compulsion for children engaging in child labour, begging and even sexual exploitation as parents do not have the means or the resources to enrol their children in school.



The Education Sector Development Framework and Programme (ESDFP) was set up with the objectives of ensuring 95 per cent of children under 14 years complete basic education by 2015, directing potential school leavers at Grades 9, 11 and 13 to labour force development interventions. It was also to ensure ensuring alternative education programmes for the out of school youth and school leavers to enhance basic education, entrepreneurship and vocational skills by 2015 and rationalize education subsidy allowance for children of lower income deciles by 2010 (ESDFP p 21).

The ESDFP recognizes that there is no system to direct children dropping out of school at various stages to other programmes aimed at their personal and economic development, and that although there is a system to allow out-of-school children of schooling age to complete their basic education, the facilities available for it are inadequate.

The ESDFP lists providing career guidance to school leavers and linking them with opportunities in the labour force and equipping them with vocational and technical skills among its objectives. It also suggests providing non-formal education (NFE) to children of school-going age who are out of the formal education system. It notes that the NFE initiatives of the State have been in operation since the 1970s, but acknowledges that the NFE programme never expanded due to the high performance of the formal sector and to the relatively low number of dropouts. This is a gap in implementation of policies as the compulsory education legislation extends to non-formal education as well and the lack of attention paid to the extension and implementation of NFE programmes is something that needs to be addressed.

Mainstreaming recommendations

In addition to improving the quality and access by vulnerable children to NFE, the capacity of teachers to identify and counter symptoms of child labour amongst schooling children needs to be strengthened. Within institutions mechanisms need to be established to identify children who are at risk of dropping out of school to engage in child labour, children who could be engaging in child labour while in school, and children who have learning difficulties which could result in them seeing child labour as a suitable option. School staff, particularly teachers should be provided with the capacity to identify risk factors, be trained to engage with such children in a sensitive manner and equipped with the know-how of assisting children who may be at risk of falling into child labour. In addition, schools can play an important role in raising awareness amongst parents to help them realize the risks of child labour and enabling them to choose more responsibly.

INDICATIVE ROADMAP PROGRAMME OF ACTION

Institutional Framework

There is an institutional framework in place for implementing the Sri Lanka Roadmap. At the national level, the National Steering Committee (NSC) on child labour, chaired by Secretary of Labour Relations and Productivity Promotion, is the coordinating body on the issue and is composed of representatives of key government, employers' and workers' organizations, and non-governmental organizations (NGOs), the ILO and UNICEF. As part of Roadmap implementation, the NSC membership will be reviewed and reconstituted to assure that representatives from all relevant organizations and agencies are represented.

At the Provincial level, the Provincial Secretariat is a coordination mechanism that can provide leverage to ensure coordinated action against child labour at the provincial level. At the District level, the District Child Development Committee (DCDC) performs the coordinating role for action related to children. The DCDCs have the potential to support coordinating action against child labour as well.

Primary among the key actors to be engaged are the Ministry of Labour, the National Child Protection Authority and the Department of Probation of the Ministry of Child Development and Women's Empowerment, the Ministries of Justice, Education, Tourism, Fisheries, Agriculture, Youth Affairs, Media, the Attorney General's Department, Employers' Organizations (Employers' Federation of Ceylon (EFC)) Trade Unions (Ceylon Workers Congress (CWC), National Workers Congress (NWC), National Association for Trade Union Research and Education (NATURE), Sri Lanka Nidahas Sevaka Sangamaya (SLNSS), Lanka Jathika Estate Workers (LJEWU), the Plantation Human Development Trust, teachers and their organizations, the private sector and their associations, training colleges and vocational training service providers amongst others.

Diagram I in the Annex illustrates the institutional framework for the implementation of the 2016 Roadmap.

As recommended in the Policy to Combat the WFCL (2004), the human resources skills, procedures, action plans and strategies of these organizations need to be reviewed and gaps filled by restructuring, strengthening their capacity for resource mobilization and other capacity development interventions in line with the engaged actors roles and responsibilities.

2016 Roadmap The Programme of Action Envisioned in Sri Lanka

Summary – 2011-2016

A Comprehensive Islandwide programme for putting in place sustainable systems and mechanisms, relying on mainstreaming child labour in key development policies, programmes and budgets, targeting some 100,000 children in nine provinces for prevention and removal from the worst forms of child labour, over 600 family members for economic empowerment support, massive capacity building across all key institutions and from national to district level, knowledge enhancement and dissemination, refinement of tested strategies and testing innovative strategies over a period of five years, with technical support from the ILO, with the expansion of zones that are free of the worst forms of child labour to a target of zero worst forms in 2016. (Programme Framework on Diagram 2)

Total for Comprehensive Capacity Development, Technical Assistance and Direct Assistance in One Province – \$7,420,000

All above in 5 Provinces – \$19,300,000

All Above in 9 Provinces - \$32,780,000

| I. ACTION AT THE NATIONAL LEVEL | US\$ |
|--|-------------|
| 1. Institutional capacity development for planning, delivery and reporting of child labour programmes | 750,000 |
| 2. Policy and Research | 500,000 |
| 3. Awareness Raising, Social Mobilization, and Information Network Systems | 1,300,000 |
| II. ACTION AT THE PROVINCIAL AND DISTRICT LEVELS | US\$ |
| 4. Integrated Areas Based Programmes (Per Province) (5 Provinces - \$14,850,000) (All 9 Provinces - \$26,730,000) | 2,970,000 |
| III. TECHNICAL ASSISTANCE (2011-2016) | US\$ |
| 5. ILO Programme of support to the implementation of the Road Map 2016 (Based on One to 5-Province programme) (For 9-Province Programme - \$3,500,000) | 1,900,000 |



I. ACTION AT THE NATIONAL LEVEL

I.1 Institutional Capacity Development for Planning, Delivery and Reporting

Description and rationale: Capacity building exercises on child labour have been undertaken before and have contributed to a more cohesive and coordinated approach in meeting the demand side of the issue e.g. strengthening institutional capacity of governmental agencies that have the primary responsibility for action against the worst forms of child labour. Among these are the Ministry of Labour, the National Child Protection Authority and the Department of Probation of the Ministry of Women and Children, the Department of Police (Ministry of Defense), and the Ministry of Justice. Complementary to the work of these agencies is the collaborative work of other ministries which provide critical services including education and training, linkages to youth employment, awareness raising and media campaigns, social protection, community health services. Capacity development initiatives will also be put in place for concerned employers' and workers' organizations, NGOs, and governmental and non-governmental agencies and employers' and workers' organizations at the provincial and district levels.

A comprehensive human resource development programme will be developed and implemented. Assessments will be conducted in order to align capacity building programmes with the competency requirements of various key actors. Roadmap capacity building will pay particular attention to addressing judicial and law enforcement solutions to situations where children are trafficked and or work under forced labour conditions and to the gender and social dimensions of the issue and its solutions.

Lead Implementing Agency: Sri Lanka Institute of Development Administration. Will engage other training bodies associated with the various Ministries and departments as appropriate.

Main activities: Assessment of training needs, development of professional training programmes, and training at national, provincial and district levels. Development of core programme common to all and tailored programmes addressing specific roles and responsibilities required by key institutions and departments.

Costing: \$750,000 (2011-2016)

I.2 Policy and Research

Description and rationale: A notable paucity of data has made it difficult to target specific sectors and geographic areas for programming. Hence most often either survey information that is not sector specific and anecdotal evidence has supported programme interventions. More policy research is needed to inform Roadmap plans to eliminate the worst forms and investigations/research including rapid assessments, policy and legislative review, knowledge attitudes and perceptions (KAP) assessments, impact analysis, policy monitoring and evaluation.

As a starting point, in order to ensure long-term development and strengthening of decision making, the government will designate/establish and strengthen a focal research agency – as recommended in the policy to eliminate WFCL. The focal research agency will then direct its efforts inter alia to understanding the phenomena of child labour in Sri Lanka. It will undertake and/or supervise review of programmes, legislation and impact assessment of child labour programmes that would ensure that these exercises are undertaken through robust research methodologies. Further they will be charged with disseminating this knowledge in a reader-friendly package to relevant stakeholders. In collaboration with university and other research institutions including the research units of social partners, it will facilitate regional research efforts and strengthen initiatives that address local needs. The Department of Census and Statistics will also be engaged to include child labour related questions in its regular surveys. Improved knowledge will enable data-driven decision-making by policy makers including an appropriate allocation of resources to priority areas and interventions.

Lead Implementing Agency and collaborating agencies: Focal research agency, Department of Census and Statistics and others (including university and other research and evaluation agencies)

Main activities: Rapid assessments, policy and legislative review, knowledge, attitude and perception (KAP) assessments, impact analysis, good practices, and monitoring and evaluation.

Costing: \$500,000 (2001-2016)

I.3 Awareness Raising, Social Mobilization, and Information Network Systems

Description and rationale:

i. National information and communication strategy and campaign on child labour

Though it may seem that poverty is the driving force of child labour, all poor people do not send their children into exploitative employment to supplement family income. Some children work because their families perceive the benefits, both immediate and future, to be greater than the benefits of education and the negative consequences to their children. It is important that awareness is created amongst vulnerable communities on the negative consequences of child labour, the added value education brings in the development of a child, and its contribution to the economy in general. A national communication campaign will be undertaken to raise the awareness of and educate key actors and the public about the dangers and risks associated with child labour and to mobilize partners to contribute to the formation of a national movement to combat the worst forms of child labour. Awareness raising will work through social partners and civil society partners, identify innovative channels for awareness raising such as through cooperatives, other social enterprises, micro finance institutions (MFI), health centres, and agricultural extension

officers, reinforce peer education, enlist the voluntary support of national opinion leaders such as artists, well known sports personalities and/or religious leaders and produce materials in all local languages.

ii. *Strengthening and creating civil society, social partner and professional networks for knowledge sharing and advocacy*

Civil society organizations and social partners are key allies of government to fight the worst forms of child labour. Such networks are powerful agents of social change. Notably, their engagement is crucial to identifying and monitoring children engaged or at risk of engaging in the worst forms in communities, workplaces and in hidden occupations in the informal sector. They are powerful advocates for the rights of children at the community, district and national levels. Social partner and civil society networks are likewise crucial for referring children to appropriate social services and often provide social services themselves. To this end, social partners and civil society will be mobilized to combat the child labour problem through support for their networks and networking activities. (\$500,000)

iii. *Child Labour Information Network and Resource Centres*

Information and knowledge sharing on child labour issues is crucial for capturing and spreading good practices, capitalizing on existing resources and for avoiding costly mistakes. There is enormous potential for online information and knowledge sharing using online social networks and new media. At the same time, traditional documentation centers are still relevant for enabling access to resources and diffusion of information and good practices. Both virtual and traditional resource centres and knowledge sharing clearing houses on child labour will be supported with vertical and horizontal links at the community, district, provincial and national levels. (\$300,000)

Lead Implementing Agency and collaborating agencies: To be identified.

Main activities: Design of national communication strategy, communication campaign(s), capacity building and other support for social partner and civil society networks, organization of networking activities, designating/establishing child labour information and knowledge sharing centres, both online and within existing documentation centres, libraries or research/academic centres. (\$500,000)

Costing: \$1,300,000 (2011-2016)

2. Action at the Provincial and District Level

2.1 Integrated Areas Based Programmes

Description and rationale: This approach will be replicated in each of the nine provinces but the five fast tracked provinces under the Mahinda Chintana will be considered on a priority basis. These are Rajarata Narolaya (North Centre Province), Wayamba Pubuduwa (North Western Province), Pubudamu Wellassa (Uva Province), Kadurata Udanaya (Central Province) and Sabaragamu (Sabaragamuwa Province). The fast track concept is designed to reduce regional disparities by prioritizing the provinces with the highest prevalence of poverty. In addition, the reconstruction and reintegration of the North and Eastern provinces (affected by conflict) under the Mahinda Chintana 2010 (pages 56-58)– namely Uthuru Wasanthaya and Neganahira Navodaya respectively - will be given priority.

While each province will have all the elements described here, they will vary according to the context in each province and will be modeled to meet the specific needs of the respective provinces and districts. These programmes will seek linkages with initiatives under the Decent Work Programme and other relevant schemes.

While strategies designed for tackling specific types of child labour can have impact on a limited scale, for the impact to be widespread and sustainable, it is necessary to fuse together a programme composed of numerous and varied strategies and approaches to meet the challenges posed by the complexities of the child labour problem. Therefore, multi-faceted and integrated strategies, and broad-based partnerships, will be used to put in place coordinated and complementary interventions. Mechanisms for coordination of direct interventions will be anchored mainly at the district and community levels. These interventions will identify, withdraw and prevent some 10,000 children (5-17 years) from the worst forms of child labour in the province through the provision of a range of educational and training opportunities. Family members will receive direct support for income enhancement, training or improved production processes as a result of the programme. Additional children and youth will be indirect beneficiaries of the programme. Older children and youth will participate in the Youth Outreach Programme on Occupational Safety and Health to reach other youth to create awareness of OSH issues. Families will be linked to poverty alleviation schemes and innovative alternatives will be sought for production processes that involve children in hazardous child labour. Strategies for specific target groups and specific geographical areas will be explored.

The key focus of the area-based approach will be:

Geographical focus

The programme interventions will focus on zones that it will make free of the worst forms of child labour in an incremental manner, reaching the target by 2016. These zones will function as communities which have a common vision for their children.



An environment conducive to convergent action – towards common and sustained impact

The aim will be to produce an integrative environment in which quality education for all children, decent work for adults, and respect for labour standards reduce the supply of and demand for child labourers and increase school enrollment and retention. Coordination mechanisms and evaluation processes will be supported.

Coordination, collaboration and partnerships that deliver efficiently and effectively

Multi-faceted responses from different providers will be coordinated through mechanisms that reward efficiency and synergy so services are delivered efficiently and timely in a coordinated manner, without unnecessarily duplicating processes, particularly across agencies.

Institutional structures will be inclusive of key stakeholders at all levels. The participation of the social partners (employers' and workers' organizations) will be critical and NGOs and CBOs will have specific roles. Existing bodies at the provincial and district level (such as DCDC) will be activated to play a key and lead role. Where such bodies do not exist they will be established. Delivery systems; prompt identification of beneficiaries; sequencing of enforcement, delivery of services, and monitoring will be streamlined.

Family and communities

The interventions will focus not only on the child, but on the family. Efforts will be made to link the families to in the poverty alleviation schemes. The ILO has always placed great importance on ensuring that child labour concerns are mainstreamed in development agendas and budgets at the national and local levels, both in the public and private sector programmes and budgets. As such schemes exist in Sri Lanka, an effort will be made to link these families to them.

Integrated enforcement and monitoring systems

Strengthening the inspectorates through capacity building, networking, and integrative work with community-based child labour monitoring systems will go a long way in the prevention and elimination of child labour. This will strengthen the capacity of the labour departments to enforce the law with support of local communities.

Phased and modular approach

The programme will have a phased approach in starting activities in the districts. Capacities will be strengthened prior to starting interventions and during implementation.

Lead Implementing Agency and collaborating agencies: At the provincial level, the lead will be taken by the Provincial Councils which will provide guidance and support. At the district level, the District Child Development Committees will take the role of the key implementing agency. Where these do not exist, they will be activated. They will further work through line departments of education, social welfare, women and child

development, the social partners and others. Agencies/bodies such as the Plantation Human Development Trust (PHDT) will implement programmes in the area of their respective expertise.

Main activities:

- Strengthening institutional mechanisms at national, as well as subnational levels in particular to integrate child labour concerns into provincial, district and divisional level activities whilst implementing their regular portfolios.
- Institutional coordination and collaboration amongst governmental and non-governmental agencies, ensuring that their policies, goals, action and operations have positive impact on children involved in the worst forms of child labour and their families;
- Rather than creating new schemes/programmes, prioritizing the existing schemes of poverty alleviation, education and training, and social protection work for these families and the children;
- Empowering the target group children and their families to be able to benefit from the opportunities in a sustainable manner and become inclusive rather than exclusive;
- Creating horizontal and vertical linkages for the families to schemes, opportunities, networks, partnerships and socio-economic opportunities enabling upward mobility in status and socio-economic conditions;
- Comprehensive support service package for some 10,000 children per province, enabling their withdrawal from worst forms and/or prevention from engaging in the worst forms of child labour;
- Linkages to youth employment and training opportunities;
- Socio-economic empowerment of some 600 families per province so they can support the education and development of their children and keep them out of child labour;
- Work undertaken by the social partners, including bi-lateral initiatives in the interest of the children of their communities and to prevent and eliminate the child labour, particularly its worst forms;
- Group formation to support child labour monitoring;
- Awareness raising within communities and at the administrative levels on issues of child labour and the ways in which the communities can strengthen their response to the problem.
- Costing per province: \$2,970,000 (2011-2016)

3. Technical Assistance (2011-2016)

3.1 ILO Programme of support to the implementation of the roadmap 2016

Description and rationale: The establishment and operation of a comprehensive and integrated programme as envisioned will require the support of the ILO to bring to bear its worldwide experience on tackling the issue and adapting good practices to the Sri Lankan context. It will liaise with the key agencies that have the mandate for the various categories

of worst forms and with other partners and stakeholders to design and initiate the interventions listed. From the onset, the focus will be on efficient targeting, mechanism and delivery sustainability and will promote the role of Sri Lankan partner agencies at all levels. The ILO will adapt its methodologies and strategies that have been tested within and outside the country and undertake wide-scale capacity development with sustainability in view.

Main activities:

The office of the Project of Support will engage national and international staff and consultants; provide technical assistance to governmental and non-governmental agencies, employers' and workers' organizations and other key actors; undertake consultations; design action programmes to implement the comprehensive action envisioned; facilitate mainstreaming of child labour issues and concerns in key policies; programmes and budgets; monitor implementation; prepare reports; including good practices and operational manuals; and undertake evaluations.

Estimate below includes cost for the staff, operations and activities noted.

Costing: \$1,900,000 (2011-2016)

This indicative Roadmap programme is based on extensive consultations with the members of the National Steering Committee on Child Labour, including the Ministry of Labour, the National Child Protection Authority and other ministries, representatives of Employers' and Workers' organizations, the ILO and UNICEF. Further elaboration of the programmes and operational modalities will involve increased consultations with the provinces, the districts and NGOs, UN agencies and the intended beneficiaries, among others.

The ILO (the ILO Decent Work Team for South Asia, ILO Colombo Country Office and IPEC Geneva) provided support to the preparation of the Roadmap document and the process of consultations.

Diagram 1: Sri Lanka - Institutional framework for action on child labour

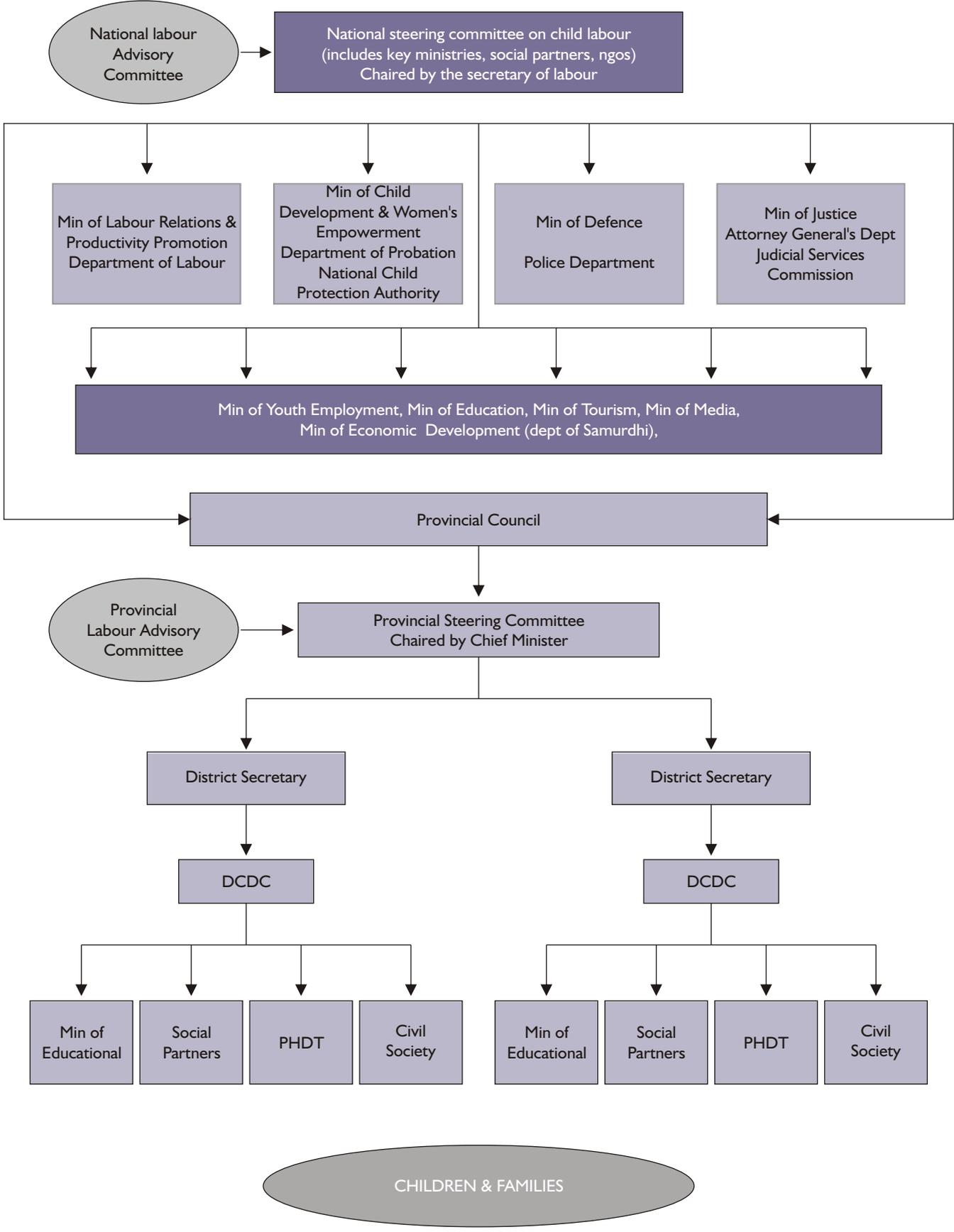
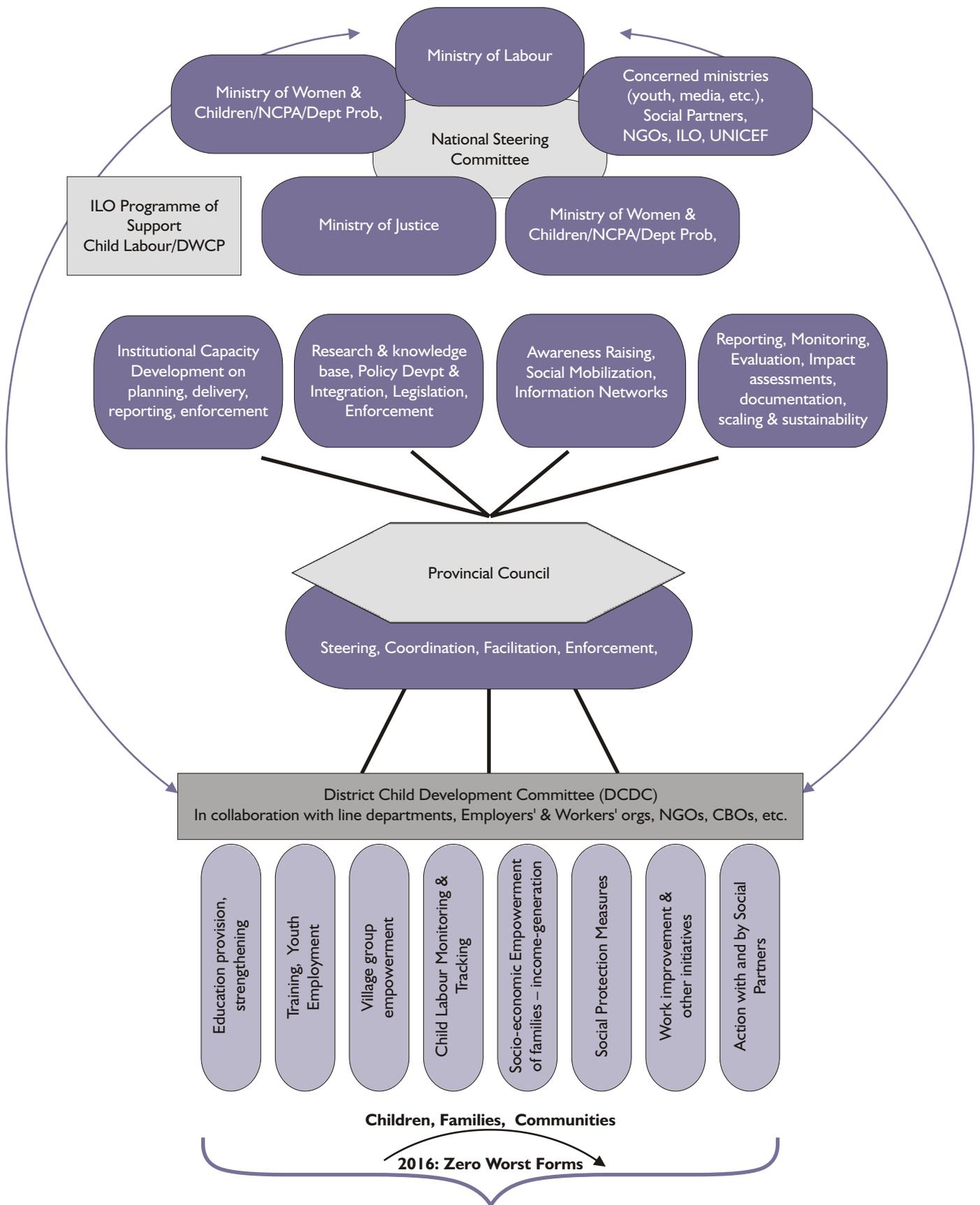


Diagram 2: Sri Lanka 2016 Road Map on Worst Forms of Child Labour Implementation Framework





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