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**2017 FINDINGS**  
ON THE WORST FORMS  
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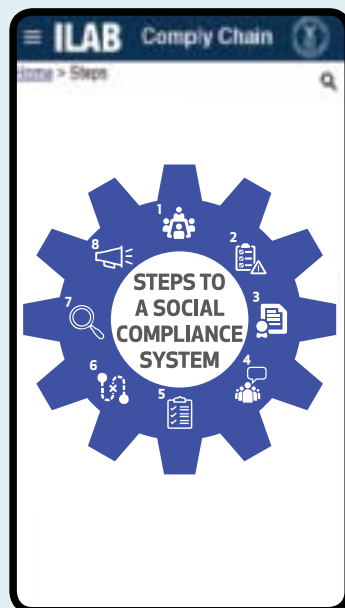


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## ON PAPER

Our *Findings* report is available in a hard-copy magazine format, which provides an overall summary of the report, regional findings related to meaningful efforts made and gaps for countries to address, and the assessment levels of each of the 132 countries. In addition, our *List of Goods Produced by Child Labor or Forced Labor* is also available in hard copy format. Send an e-mail to [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov) to request hard copies or download them from the USDOL website at <https://www.dol.gov/endchildlabor>.

# Foreword

When the U.S. Department of Labor's Bureau of International Labor Affairs (ILAB) began researching international child labor 25 years ago, information moved slowly. Policy analysts placed phone calls to overseas organizations and waited for faxes from foreign governments. This was all to shed more light on a problem that mostly existed in the dark, and global estimates on the magnitude of child labor did not yet exist. The result was the first ILAB child labor report, *By the Sweat & Toil of Children*, which was mailed to hundreds of locations across the globe.

Today, information moves faster, and the knowledge base is broader. *Sweat & Toil* is now an app, available on iTunes and Google Play, that aggregates over 1,000 pages of child labor and forced labor research.

This is an "Age of Acceleration." Technology is changing the way we live and work, and inventors and companies are spearheading innovation to improve our lives. Yet, a relic of the previous era persists: 152 million child laborers and 25 million forced laborers are estimated to still sweat and toil worldwide. These adults and children work in hazardous, abusive, or even slave-like conditions. And U.S. workers have been left to compete on an uneven playing field.



R. Alexander Acosta, U.S. Secretary of Labor

The United States should not have to compete with other countries that fail to play by the rules, and seek an unfair advantage by turning a blind eye to labor abuses. Trade between nations should be fair, and profits should not come from the backs of children or slaves. The cost of child labor and forced labor is simply too high for all involved.

I am proud to release the 17<sup>th</sup> edition of the annual Findings on the Worst Forms of Child Labor, and the 8<sup>th</sup> edition of the List of Goods Produced by Child Labor or Forced Labor—the flagship reports in the series we began publishing 25 years ago. The research in these reports helps shine a light on these conditions overseas, and offers concrete actions U.S. trading partners can take to accelerate efforts to eliminate child labor and forced labor. While there has been significant progress over the last two decades, including 94 million fewer child laborers estimated today than there were in 2000, these reports show us that we need to accelerate progress toward ending child labor, forced labor, human trafficking, and modern slavery. This is vital if we are to make trade fair for all.

American workers cannot compete with producers abroad who use child labor or forced labor, provide unsafe working conditions, or do not pay workers what they are legally owed. These reprehensible practices undercut the higher standards we maintain to protect the well-being of our workforce here at home.



Accelerating progress means intensifying efforts on what we are already doing and what we know works. That means enforcing trade commitments, strengthening labor standards, and removing children from dangerous or demeaning work that robs them of their childhoods. This means prosecuting and holding accountable those individuals who force children to traffic drugs, wage battle as part of armed groups, or perform sex acts. It means permanently shuttering dishonest recruitment agencies and illicit companies that lure workers with false promises of decent work into abhorrent conditions of forced labor. And as we intensify our efforts, we must also seek innovations and creative solutions to more effectively address these challenges.

At the U.S. Department of Labor and across federal agencies, we are doing our part to accelerate progress on these issues. Here at home, our Wage and Hour Division investigated 750 cases with child labor violations last year, and debarred employers from applying for certification to request temporary foreign workers due to frequent abuse of workers in the H-2A agricultural worker visa program. Our Occupational Safety and Health inspectors have also assessed thousands of dollars in civil penalties for failing to protect employees from falls and other safety hazards. We must also seek innovations and creative solutions to more effectively address these challenges. Businesses can also accelerate progress by using our data and consulting our Comply Chain app, now available in Spanish and French, to be vigilant and dig deeper in their supply chains to ensure that child labor and forced labor are not in the mix of goods or services they offer.

In May of 2018, the Department of Homeland Security's Customs and Border Protection (CBP) used ILAB's extensive research documenting the use of forced labor in the production of cotton from Turkmenistan in making the historic decision to block all goods made with Turkmen cotton from entering the United States. The message here is clear: If you are a trading partner that does not abide by and uphold your commitments to end child labor or forced labor, the U.S. will do what it takes to protect vulnerable workers from exploitation, safeguard American jobs, and create a fair playing field for countries that play by the rules.

Like the rest of the international community, as communicated in the G20 Labor and Employment Ministers' Hamburg Declaration, the United States acknowledges that meeting the ambitious goal of ending child labor, forced labor, human trafficking, and all forms of modern slavery requires that we accelerate the very real progress that has been made over the past quarter-century. In this Age of Acceleration, we must keep pace by forging new partnerships, introducing innovations, and accelerating actions that take us closer to a world free of child labor and forced labor.

It is my hope that these reports will provide you with a renewed sense of urgency to continue this fight and bring others along who will join us in the race toward fair global trade—one that gives children their childhoods, forced laborers their freedom, and U.S. workers a fair playing field.

R. ALEXANDER ACOSTA  
Secretary of Labor  
September 2018

When Secretary of Labor Alexander Acosta named me to be Deputy Undersecretary for International Affairs in September 2017, it was my great honor to return to a bureau I had departed over 10 years earlier, but whose mission had never left me. My return marked the 70th anniversary of the Bureau of International Labor Affairs, or ILAB, as we call it. While our work, like the world, may look very different today than it did in 1947 or even in 2006, it still serves the same vital purpose: to help ensure a fair playing field for U.S. workers and businesses by improving labor standards overseas.

“The Age of Acceleration” Secretary Acosta mentioned has resulted in the swift rise of international trade and increasingly complex global supply chains. Yet we must ensure that as we accelerate, we also leave behind backward practices like child labor and forced labor.

Whether these abusive labor practices are checked or unchecked, the existence of child labor and forced labor run counter to our values as a nation. We want the goods we consume to be made by workers free from exploitation, not made by children or slaves. We also want workers in the U.S. to be able to compete on a fair global playing field.



Martha E. Newton, Deputy Undersecretary for International Affairs

That is why Secretary Acosta is committed to seeing accelerated action among our trade partners, including stronger enforcement against labor violations and demonstrated action to protect workers and children, especially those most vulnerable to exploitation. I am particularly proud that creating the knowledge base for such accelerated action is one of ILAB’s key contributions to the global effort to protect workers around the world.

Over the past 25 years, ILAB’s Office of Child Labor, Forced Labor, and Human Trafficking has been providing groundbreaking and influential research that equips governments, workers, businesses, and civil society with the information they need to take effective action against labor exploitation.

And we’re not resting on our laurels. The country assessments in this year’s Findings on the Worst Forms of Child Labor report, mandated by the Trade and Development Act of 2000, are based on the most stringent criteria ever. In order to earn a “Significant Advancement” assessment, a country must establish a basic floor of labor protections. This year, there were 14 countries that achieved this distinction, including Colombia, Paraguay, and India.

Of the approximately 1,700 country-specific suggested actions in this report, 1,100 of them are directed at improving laws and strengthening enforcement, providing a roadmap for over 140 governments to follow to accelerate progress in eliminating child labor in their own countries.

These are concrete actions governments can take to accelerate change and improve lives. The Government of Uzbekistan's work with the international community to significantly reduce the forced mobilization of children in the cotton fields is one example of how such change can and does happen. We commend this effort and appeal to the government to build on it by extending protections to adults who are forced to work under the threat of retaliation.

Our List of Goods Produced by Child Labor or Forced Labor, mandated by the Trafficking Victims Protection Reauthorization Act of 2005, also provides vital information for both governments and businesses to accelerate change in improving the lives of workers abroad and creating a level playing field. The 2018 edition covers 148 goods in 76 countries. This includes the addition of 10 new goods, including some goods that consumers in the United States use every day, such as peppers from Mexico and mica from India.

By pinpointing specific industries where child labor and forced labor are occurring, the report equips governments and companies with information to help them target appropriate policy responses or direct resources as part of due-diligence or risk-management

systems. While there are new goods from the governments of Brazil, El Salvador, and Paraguay, it is because they have proactively invested resources and collected and used their own data to determine where they can be most effective in addressing labor abuses in their own countries. Their commitment to data-driven policy-making serves as an example to other countries working to end child labor and forced labor, and these governments should be commended for these efforts.

Consumers, too, are growing more savvy and selective in their purchases—demanding not only quality products but responsible production practices—and social entrepreneurs are channeling the report's data into point-of-sale tools to inform purchases. ILAB welcomes this virtuous cycle of consumer advocacy and business response to consumer demand, as it gets more people involved, who can be a part of the solution.

Twenty years ago, 7 million people marched across 5 continents in the Global March Against Child Labor. The spirit of that march continues today, and must energize our collective commitment to march on behalf of the 152 million children still in child labor and 25 million adults and children in forced labor. As we seek inspiration from the past, let us recommit ourselves and show a renewed sense of purpose to accelerate progress toward the goal of eliminating child labor and forced labor.

MARTHA E. NEWTON  
Deputy Undersecretary for International Affairs  
September 2018



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Young girls and boys doing yoga and dancing lessons at the Lindalva daycare center for children of textile workers in Phnom Penh, Cambodia. June 27, 2014.



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Copies of this and other reports in ILAB's child labor and forced 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-5315, Washington, DC 20210. Telephone: (202) 693-4843; Fax: (202) 693-4830; e-mail: [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov). The reports are also available on the Web at <https://www.dol.gov/ilab/>. Comments on the reports are also welcomed and may be submitted to [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov).





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Soburn, an 11-year-old girl, collects what can be used as food for pigs  
at landfill dumpsite outside Siem Reap, Cambodia. March 20, 2015.



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13-year-old Indonesian girl, Asnimawati, working at a palm oil plantation area in Pelalawan, Riau province in Indonesia's Sumatra Island. September 16, 2015.



# Acronyms & Abbreviations

<b>AF</b>	Sub-Saharan Africa
<b>AGOA</b>	African Growth and Opportunity Act
<b>CEACR</b>	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
<b>EAPCCO</b>	Eastern Africa Police Chiefs Cooperation Organization
<b>ECOWAS</b>	Economic Community of West African States
<b>ECPAT</b>	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
<b>EFA</b>	Education for All
<b>EU</b>	European Union
<b>EUR</b>	Europe and Eurasia
<b>FLSA</b>	Fair Labor Standards Act
<b>GDP</b>	Gross Domestic Product
<b>GSP</b>	Generalized System of Preferences
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
<b>IDB</b>	Inter-American Development Bank
<b>ILAB</b>	Bureau of International Labor Affairs
<b>ILO</b>	International Labor Organization
<b>ILO C. 29</b>	International Labor Organization, Convention No. 29: Convention Concerning Forced or Compulsory Labor, commonly known as the “Forced Labor Convention”
<b>ILO C. 138</b>	International Labor Organization, Convention No. 138: Convention Concerning Minimum Age for Admission to Employment, commonly referred to as the “Minimum Age Convention”
<b>ILO C. 182</b>	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”
<b>ILO R. 190</b>	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”
<b>IMF</b>	International Monetary Fund
<b>INTERPOL</b>	ICPO-INTERPOL/International Criminal Police Organization
<b>IOM</b>	International Organization for Migration
<b>LAC</b>	Latin America and the Caribbean
<b>LFS</b>	Labor Force Survey
<b>LGBTI</b>	Lesbian, Gay, Bisexual, Transgender, Intersex
<b>LSMS</b>	Living Standards Measurement Survey
<b>MENA</b>	Middle East and North Africa
<b>MERCOSUR</b>	Common Market of the South (America); full members include Argentina, Brazil, Paraguay, Uruguay, and Venezuela (membership currently suspended)
<b>MOU</b>	Memorandum of Understanding
<b>NGO</b>	Non-Governmental Organization
<b>OAS</b>	Organization of American States



© Rajesh Kumar Singh

A little girl working in the kiln factory during a sunny afternoon. Like other children, she keeps working along with her parents. June 14, 2013. India.

<b>OCFT</b>	Office of Child Labor, Forced Labor, and Human Trafficking
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>OSHA</b>	Occupational Safety and Health Administration
<b>Palermo Protocol</b>	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>SDG</b>	Sustainable Development Goals
<b>SIMPOC</b>	Statistical Information and Monitoring Program on Child Labor
<b>TDA</b>	Trade and Development Act
<b>TVPRA</b>	Trafficking Victims Protection Reauthorization Act
<b>UCW</b>	Understanding Children’s Work
<b>UK</b>	United Kingdom
<b>UN</b>	United Nations
<b>UN CRC</b>	United Nations Convention on the Rights of the Child
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Program
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children’s Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>USAID</b>	U.S. Agency for International Development
<b>USDOJ</b>	U.S. Department of Justice
<b>USDOL</b>	U.S. Department of Labor
<b>USDOS</b>	U.S. Department of State
<b>USHHS</b>	U.S. Department of Health and Human Services
<b>WFP</b>	World Food Program
<b>WHD</b>	Wage and Hour Division
<b>WHO</b>	World Health Organization





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A Malagasy child carrying a bundle of firewood on his back. August 2, 2015.

# Purpose of this Report

The U.S. Department of Labor (USDOL) has prepared this 17<sup>th</sup> annual report on the *2017 Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA).<sup>(1)</sup> The TDA set forth the requirement that a country implement its commitments to eliminate the worst forms of child labor for the President to consider designating the country a beneficiary developing country under the Generalized System of Preferences (GSP) program.<sup>(2;3)</sup> The TDA also mandated the President to submit to Congress the Secretary of Labor's findings with respect to each "beneficiary country's implementation of its international commitments to eliminate the worst forms of child labor."<sup>(4)</sup> USDOL's Bureau of International Labor Affairs (ILAB) carries out this responsibility on behalf of the Secretary.

## Research Focus

### Country Coverage

This report covers 120 independent countries and 15 non-independent countries and territories designated as GSP beneficiaries. This includes former GSP recipients who have negotiated free-trade agreements with the United States.

<sup>(4)</sup> Because the population of children is extremely small (fewer than 50) or non-existent in the British Indian Ocean Territory, Heard Island and McDonald Islands, and the Pitcairn Islands, the report does not contain a discussion of these three non-independent countries and territories. The 2017 report presents information on child labor and the worst forms of child labor and efforts to eliminate this exploitation in the remaining 120 countries and 12 non-independent countries and territories. The five regions of countries and non-independent countries and territories in this report are Sub-Saharan Africa, 46; Asia and the Pacific, 32; Europe and Eurasia, 18; Latin America and the Caribbean, 24; and the Middle East and North Africa, 12. The use of "countries" in the report includes territories, and because the report focuses on government efforts, non-independent countries and territories are classified by their associated regions.

### Population Covered

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

### Reporting Period

The reporting period for this year's report is January 2017 through December 2017. In certain cases, significant events or government efforts that occurred in early 2018 were included, as appropriate.

### Type of Work

This report focuses on child labor and the worst forms of child labor. Definitions related to these types of work are guided by ILO C. 138 on Minimum Age and ILO C. 182 on the Worst Forms of Child Labor. Child labor includes work below the minimum age as established in national legislation (excluding permissible light work), the worst forms of child labor, and hazardous unpaid household services. 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.<sup>(1)</sup> Similar to ILO C. 182, the TDA states that the work described in subparagraph (d) should be "determined by the laws, regulations, or competent authority of the country involved."<sup>(1;5)</sup>



FIGURE 1

Children, 5-17 years old



\*Global estimates on the number of children engaged in categorical worst forms of child labor do not exist. See the International Labor Organization. *Global Estimates of Child Labour: Results and Trends 2012-2016*. Geneva, 2017.



© Crozet M./ILO  
Work in the fields. Cairo, Egypt. April 2008.

# The Year in Review: A Call to Accelerate Global Action against Child Labor

## Executive Summary

Over the last two decades, the world has come to know about the plight of child laborers. There remain 152 million of them, even as there has been global decline in their numbers. Between 2000 and 2017, the International Labor Organization (ILO) estimates that there were 30 percent, or 94 million, fewer children being exploited in low-wage industries or illegitimate work. A major force behind this has been the worldwide movement against child labor, which has declared that enough is enough. With human rights activist Kailash

Satyarthi leading the charge in 1998, 7 million men, women, and children marched across 5 continents and 103 countries with one clear message: The world should not tolerate the exploitation of children in the worst forms of child labor.

Governments, workers, and employers heard the intensity of that message, and soon after unanimously adopted ILO Convention 182 on the Worst Forms of Child Labor (ILO C. 182) at the 87th International Labor Conference on June 17, 1999. Ratifying this convention committed countries to address the plight of children who are forced to work in slave-like conditions, subjected to commercial sexual exploitation, used in illicit activities, and exposed to hazardous conditions.





© Kailash Satyarthi Children's Foundation

Kailash Satyarthi and other advocates at the 1998 Global March Against Child Labor in Manila, the Philippines.

## BOX 1

# At 20 Years: The Global March Against Child Labor Presses Onward

Manila, January 17, 1998. It was in this setting that a massive global groundswell began to raise public awareness of child labor. On that day, a group of child's rights activists, led by Kailash Satyarthi, set off on a 50,000 mile-long journey from Manila to Geneva.<sup>(6)</sup> The Global March Against Child Labor featured events, rallies, foot marches, and bus caravans to raise awareness of child labor issues. Passing through 103 countries before ending in Geneva in June 1998, just in time for the ILO's annual meeting, the Global March drew the participation of more than 7 million people, including representatives from NGOs and trade unions, teachers, children, and other concerned individuals.<sup>(6)</sup> World leaders could not—and did not—ignore them.

The ILO, in particular, heard the message, and a year later, ILO members unanimously adopted ILO C. 182 on the Worst Forms of Child Labor. This convention commits countries to take immediate actions to prohibit and eliminate the worst forms of child labor, and has enjoyed the fastest ratification of any ILO convention in history. To date, 181 out of 187 ILO member states have ratified the Convention. In addition, with India's ratification of the Convention in 2017, Kailash's home country joins the growing coalition. Kailash himself was recognized in 2014 as a co-winner of the Nobel Peace Prize.

Twenty years after the journey that began in Manila, Kailash and the Global March continue to influence worldwide efforts to protect and promote the rights of children. Supporters continue to be advocates for children's rights, especially free and meaningful education, freedom from economic exploitation, and freedom from work that is harmful to a child's physical, mental, spiritual, moral, or social development.

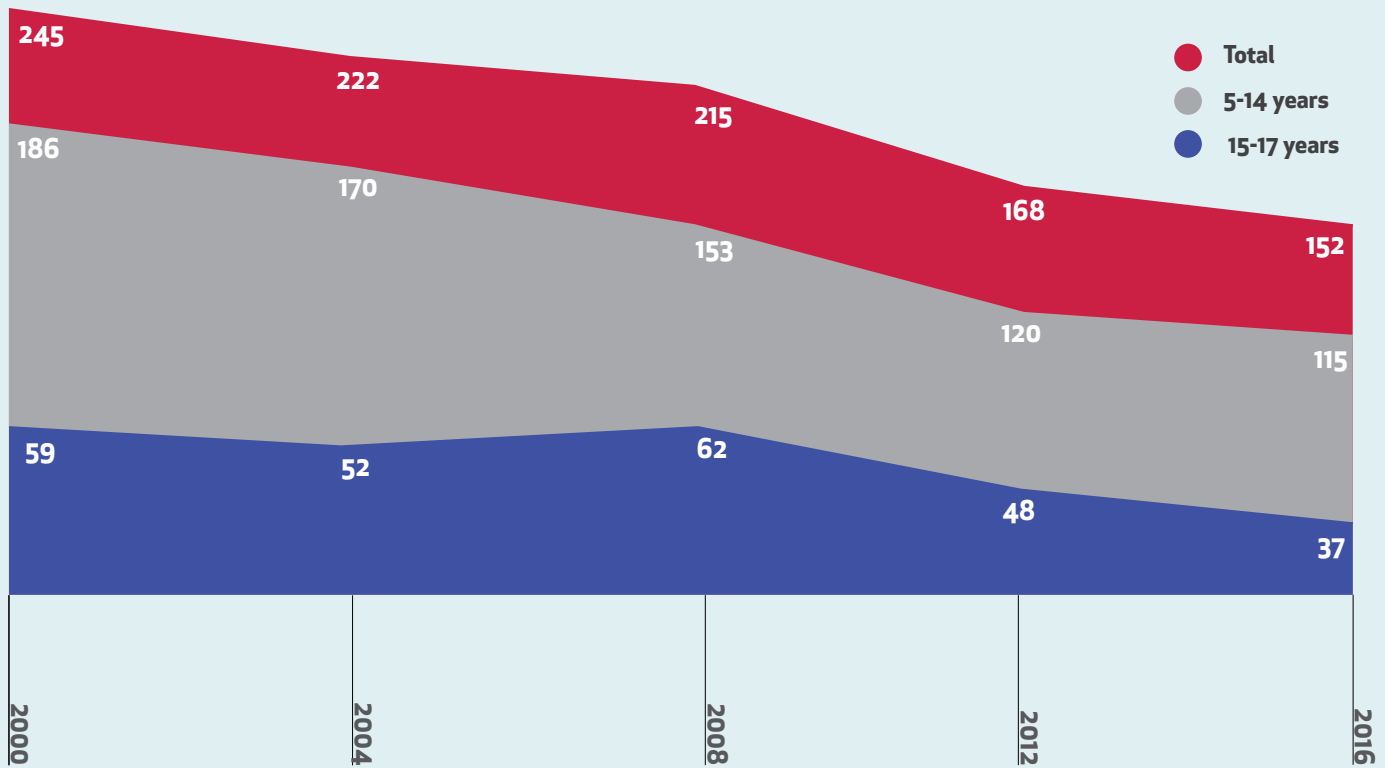
The Global March organized a virtual march in May and June 2018, commemorating the Global March's 20th anniversary, and spreading awareness about hazardous child labor and the safety and health of young workers. It also advocated for the universal ratification and implementation of ILO C. 138, which establishes the minimum age of admission into employment or work in any occupation, and ILO C. 182. This social media blitz was hailed as a success, receiving 858,000 comments on Twitter and 206,000 on Facebook.<sup>(7)</sup> This is an example of the hard work and sacrifice from people both online and on the road who continue to focus attention on the problems facing young workers globally.

  
**SATYARTHI**

FIGURE 2

# Global Trends in Child Labor, 2000-2016

Number of child laborers in millions



Source: International Labor Organization. *Global estimation of child labour 2016: Main results and methodology*. Geneva, September 2017.

Twenty years later, Kailash Satyarthi, now a Nobel Peace Laureate, is sending the same message to rally the world to continue its fight against child labor and modern slavery (see Box 1).<sup>(6)</sup>

The Bureau of International Labor Affairs (ILAB) of the U.S. Department of Labor (USDOL) has been a proud partner in the global fight against child labor. Beginning with the seminal *Sweat & Toil* report, prepared in response to a congressional request in 1993 to study child labor practices in manufacturing and mining industries that export to the United States, ILAB's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) has been providing timely, quality research to identify and address these abuses for over 25 years.<sup>(8; 9; 10)</sup> In addition to research, ILAB has been at the

forefront of efforts to eradicate child labor through support for on-the-ground initiatives and policy engagement with foreign governments, civil society, and businesses. ILAB has worked alongside partners to build the capacity of governments to strengthen legislation and law enforcement, support civil society efforts to rescue children from exploitative labor, and provide social compliance training to businesses active in supply chains in over 90 countries. These initiatives have given nearly 2 million children access to education and training opportunities and offered approximately 185,000 families better alternatives to meet their basic needs and discover decent work. In the process, ILAB has contributed to the global reduction of over 94 million child laborers (see Figure 2).

The problem of labor exploitation of children persists, however, in virtually every sector of the global economy. Of the 152 million child laborers that remain worldwide, nearly half—73 million—are engaged in hazardous work, which by its nature can have adverse effects on children’s health, safety, and moral development (see Box 2 and Figures 3-4 on page 14). Most child labor—some 70 percent—occurs in agricultural sectors. While the global trend in child labor is downward, in Sub-Saharan Africa, in particular, the proportion of children in child labor is actually rising—with one-in-five children engaged in child labor. <sup>(11)</sup>

This past year also witnessed the sustained, gruesome involvement of children in gang and criminal activities, in particular in Guatemala and the Philippines, and mainly for the purposes of drug trafficking (see Box 3 on page 15). Meanwhile, migrant and oppressed populations remained extremely vulnerable to labor exploitation. In Turkey, poverty and a lack of meaningful work opportunities put at risk the children of 3.5 million refugees in the country. In Burma, the military’s brutal ethnic cleansing of the Rohingya people resulted in the displacement of children to refugee camps in Bangladesh, where many were trafficked for labor and commercial sexual exploitation. National armies and armed groups continued to recruit children for combat; and children displaced by fleeing conflict zones were more vulnerable to labor exploitation, particularly in refugee-receiving countries like Jordan, Lebanon, and Turkey. Natural disasters, such as tragic flooding in Peru and Sierra Leone, and Hurricane Maria in the Caribbean, not only destroyed property, but also left thousands of children orphaned, homeless, and vulnerable to labor exploitation.

All this upheaval and unrest—armed conflict, natural disasters, violent crime, and recruitment by gangs—creates barriers to educational access and equity that are often prohibitive, especially for those vulnerable to discrimination, including female children, disabled populations, and ethnic minorities. For far too many of the world’s children, the trauma of destabilization and exploitation supplants the hope and promise of a quality education.

The sooner the world can rid itself of such abusive practices, the sooner innocent children can enjoy lives free of exploitation. Achieving this goal will also help American workers, who should not need to compete on an unfair global playing field. The new global estimates of 64 million girls and 88 million boys still in child labor reaffirm the urgent need for the global community to act. As Secretary of Labor Alexander Acosta states in the foreword to this report, this “Age of Acceleration” can and must translate to an acceleration of efforts to permanently eradicate child labor.

USDOL’s 17th annual report, *2017 Findings on the Worst Forms of Child Labor*, analyzes the state of child labor in 132 countries and territories and provides a detailed roadmap for each government to accelerate its efforts in eradicating these labor abuses. The following summary highlights key findings on efforts governments are making to end child labor in their countries, egregious forms of labor abuse or conditions that continue to plague children, and major gaps and promising practices for addressing the worst forms of child labor. The year in review concludes with priority areas for future action.







## BOX 2

### Not Miniature Adults: Dangerous Work is Inherently More Dangerous for Children

Of the 152 million children who work worldwide, nearly half—73 million—work in dangerous conditions. According to European data, children and young adults up to age 24 are 40 percent more likely to suffer from a non-fatal workplace injury.<sup>(12)</sup> In the United States, the risk that young workers between the ages of 15 and 24 will suffer a non-fatal occupational injury is approximately twice as high as that for workers age 25 or older.<sup>(13)</sup>

Children are at risk of working in unsafe or unhealthy conditions in all countries and in a diverse range of sectors. Nearly 75 percent of workers between the ages of 15 and 29 work in the informal economy, in which they are more vulnerable to occupational accidents and diseases because those jobs are more likely to lack protections for workers against workplace hazards.<sup>(14)</sup> For example, selling items on the street exposes a child to toxic fumes from vehicles, extreme temperatures, and even violence or sexual abuse. In the mining sector, children may suffer from musculoskeletal disorders caused by carrying heavy loads or they could be killed by collapsing mining shafts.

About half of the laborers in employment sectors that are prone to dangers, such as construction, mining, and agriculture, are children.<sup>(15)</sup> Although child laborers are vulnerable to the same dangers adult workers face, children, because of their level of behavioral and cognitive development, are less able to recognize unsafe conditions and take precautionary safety measures. Risk factors for exposure to dangerous work include a child's level of education, job skills, work experience, and stage of physical, psycho-social, and emotional development. Youth of legal working age also are often unaware of their rights as employees, and they lack the bargaining power that more experienced workers may possess. These factors can lead to their accepting dangerous work tasks or poor working conditions.

ILO C. 182 deems a worst form of 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.” In 2017, the World Day Against Child Labor (June 12) and the World Day for Safety and Health at Work (April 28) highlighted the need to address hazardous child labor and improve the safety and health of young workers.<sup>(12)</sup>

These efforts demonstrate the enormous cost that families and communities bear when young people or children are seriously injured or impaired while doing dangerous work. The goals of eliminating dangerous child labor and improving the occupational safety and health of young workers are closely linked.

FIGURE 3

# What is Hazardous Child Labor?

ILO Recommendation 190<sup>1</sup> calls on governments to consider the following when determining work that is prohibited for children.



Work which exposes children to physical, psychological, or sexual abuse



Work underground, under water, at dangerous heights, or in confined spaces



Work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads



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

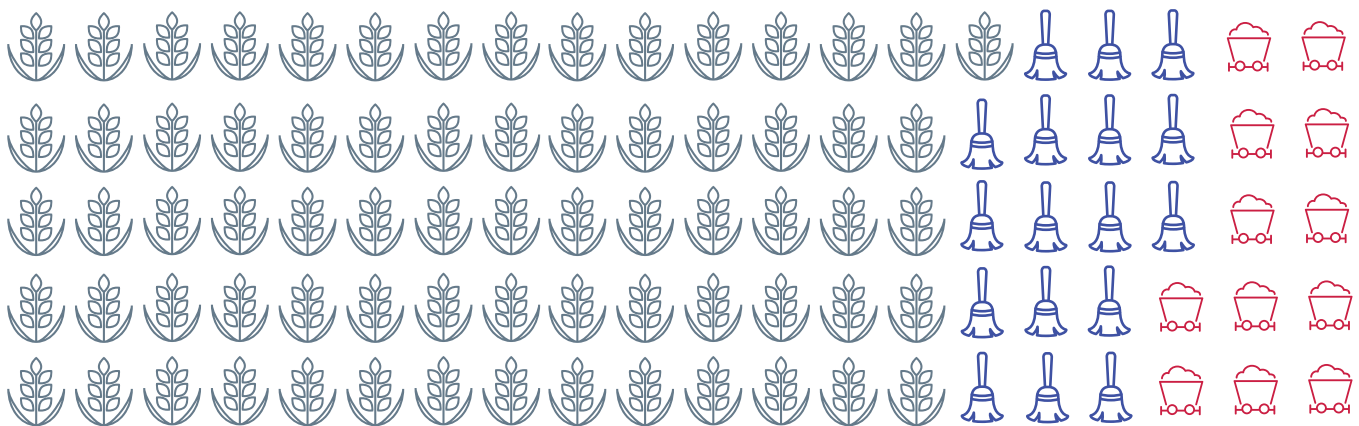


Work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer

FIGURE 4

# Where Do the 152 Million Children Work?

Child labor by industry, 5-17 years



**Agriculture, 71%**

**Services, 17%**

**Construction/  
Manufacturing/  
Mining, 12%**

\*Each icon represents 1 million children in child labor in that industry.

Source: International Labor Organization. *Global estimation of child labour 2016: Main results and methodology*. Geneva, September 2017.





### BOX 3

## Micro-trafficking a Mega-Problem

The term “micro-trafficking” refers to the transport and sale of drugs in small quantities for local consumption, and it is a large and growing problem throughout Latin America.<sup>(16; 17)</sup> Criminal organizations rely on child labor to transport and distribute drugs because children are easy to manipulate and less likely to arouse suspicion or to face as harsh punishment as adults. Children have been forced to become key players in the illicit drug market, especially in the case of micro-trafficking.<sup>(18)</sup>

While ILO C. 182 specifically states that countries should prohibit using, procuring, and offering a child, in particular for the production and trafficking of drugs, often gangs and other illicit organizations still prey on children.<sup>(5)</sup>

Gangs in Colombia, El Salvador, Guatemala, Honduras, and other countries forcibly recruit children to transport and sell drugs.<sup>(19; 20; 21; 22)</sup> School administrators, public officials, and enforcement agencies report that gangs force children to join their criminal operations through direct attacks, extortion, intimidation, and threats, and sometimes in or near the schools children attend.<sup>(23; 24)</sup> Children also find themselves in unsafe communities torn apart by turf wars, and have little or no access to education.<sup>(17; 23)</sup> Children who live in fear of being harassed by gangs sacrifice their childhoods; some flee their hometowns and others ultimately give in and join the gangs they believe will protect them and provide them with a livelihood.<sup>(24)</sup>

In response, USDOL encourages governments in the Central American region to develop and increase funding to enhance efforts to protect students from gang recruitment and violence in schools. Governments should also identify the geographic areas where micro-trafficking most often occurs and focus on investigating and prosecuting the adults who recruit children for this purpose.



# Country Assessment Criteria

Each country in this report receives an assessment to indicate clearly the U.S. Department of Labor's findings on the country's level of advancement in efforts to eliminate the worst forms of child labor during the reporting period. There are five possible assessment levels: *Significant Advancement*, *Moderate Advancement*, *Minimal Advancement*, *No Advancement*, or *No Assessment*.<sup>(41)</sup> Box 4 lists the criteria for minimally acceptable laws and regulations.

## 1. SIGNIFICANT ADVANCEMENT.

A country significantly advanced efforts in 2017 if the country: (a) instituted minimally acceptable laws and regulations, mechanisms, and programs to address and prevent the worst forms of child labor (see Box 4); and (b) during the reporting period made meaningful efforts in **all relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking suggested actions recommended in the 2016 Report.

### BOX 4

## Minimally Acceptable Laws and Regulations, Mechanisms, and Programs to Address and Prevent the Worst Forms of Child Labor

**In order for a country to be eligible to receive a Significant Advancement level, a country must have:**

- Established a minimum age for work that meets international standards;
- Established a minimum age for hazardous work that meets international standards;
- Established legal prohibitions against forced labor that meet international standards;
- Established legal prohibitions against commercial sexual exploitation of children that meet international standards;
- Established legal prohibitions against the use of children for illicit activities that meet international standards;
- Designated a competent authority or implemented institutional mechanisms for the enforcement of laws and regulations on child labor;
- Imposed penalties for violations related to the worst forms of child labor;
- Directly funded a social program that includes the goal of eliminating child labor or addressing root causes of the problem, such as lack of education opportunities, poverty, or discrimination; and
- Ensured that child victims are not inappropriately incarcerated, penalized, or physically harmed solely for unlawful acts as a direct result of being a victim of the worst forms of child labor.

## 2. MODERATE ADVANCEMENT.

A country moderately advanced efforts in eliminating the worst forms of child labor in 2017 if it made meaningful efforts during the reporting period in **some relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking suggested actions recommended in 2016.

## 3. MINIMAL ADVANCEMENT.

Three types of countries made minimally advanced efforts in eliminating the worst forms of child labor in 2017. The first is a country that made meaningful efforts during the reporting period in a **few relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking suggested actions recommended in 2016.

The other two types of countries are those that, regardless of meaningful efforts made in relevant areas, minimally advanced as a result of establishing or failing to remedy regressive or significantly detrimental laws, policies, or practices that delayed advancement in the elimination of the worst forms of child labor. Examples of regressive or significantly detrimental laws, policies, or practices include lowering the minimum age for work below international standards, recruiting or using children in armed conflict, and continuing to impose administrative barriers to child labor inspections. The following points make distinctions between regression and continued law, policy, or practice:

- **Regression in Law, Policy, or Practice that Delayed Advancement.** This type of country made meaningful efforts in a few or more relevant areas but established a regressive or significantly detrimental law, policy, or practice during the reporting period that delayed advancement in eliminating the worst forms of child labor.
- **Continued Law, Policy, or Practice that Delayed Advancement.** This type of country made meaningful efforts in a few or more relevant areas but failed to remedy a regressive or significantly detrimental law, policy, or practice established in previous years, which delayed advancement in eliminating the worst forms of child labor.

## 4. NO ADVANCEMENT.

Three types of countries made no advancement in efforts to eliminate the worst forms of child labor in 2017. The first is a country that **made no meaningful efforts** to advance the elimination of the worst forms of child labor during the reporting period.

The other two types of countries are those that, regardless of whether meaningful efforts in relevant areas were made or not, had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents, which is considered an egregious form of exploitation. Complicity can occur when a government is involved in forced child labor at any level of government, including at the local, regional, or national level. Such involvement is direct or proactive government action to compel children under age 18 to work. The following points make distinctions between no efforts and complicit and efforts made but complicit:

- **No Efforts and Complicit in Forced Child Labor.** This type of country made no meaningful efforts, took no suggested actions reported in 2016, and had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents in 2017.
- **Efforts Made but Complicit in Forced Child Labor.** This type of country made meaningful efforts, which may have included taking suggested actions reported in 2016, but had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents in 2017.

## 5. NO ASSESSMENT.

This assessment is reserved for countries in which the population of children is either non-existent or extremely small (fewer than 50), there is no evidence of worst forms of child labor, and the country appears to have an adequate preventive legal and enforcement framework on child labor; or when a country is included in the report for the first time or receives a suggested action for the first time. Currently, only Wallis and Futuna falls into this category.

# 2017 Country Assessments

In 2017, 17 countries received assessments of Significant Advancement, 60 countries received assessments of Moderate Advancement, 42 countries received assessments of Minimal Advancement, 12 countries received assessments of No Advancement, and 1 country received an assessment of No Assessment. The global breakdown of assessment levels for advancement in efforts to eliminate child labor for the 132 countries and territories included in this report is shown in Figure 5.

This year, USDOL developed more stringent criteria by establishing certain basic child labor protections that countries must meet to be eligible to receive an assessment of Significant Advancement. In addition to taking actions suggested in last year's report or making other meaningful efforts during the reporting period in all relevant areas assessed in this report, these countries must have instituted minimally acceptable protections in laws and regulations, coordination mechanisms, and policies and programs to address and prevent the worst forms of child labor. For instance, countries must establish legal prohibitions against forced child labor and a minimum age for work that meets international standards. The U.S. government commends the following governments for receiving an assessment of Significant Advancement, based on their efforts to accelerate the elimination of child labor: Argentina, Brazil, Colombia, Costa Rica, Cote d'Ivoire, Ecuador, Guatemala, Honduras, India, Mauritius, Paraguay, Peru, Rwanda, Serbia, South Africa, Thailand, and Tunisia.

The Department continued implementing the requirement that a country could not receive an assessment level beyond a Minimal Advancement if it continued or established a *detrimental law, policy, or practice* that delayed its advancement in eliminating the worst forms of child labor. Fourteen countries received an automatic assessment of Minimal Advancement based on this, many due to engaging in a detrimental practice. For example, Mauritania's criminal law enforcement authorities failed to initiate a sufficient number of investigations and prosecutions to combat slavery related to children. The governments of Armenia, Azerbaijan, and the Democratic Republic of the Congo conducted no worksite inspections, while the governments of Azerbaijan

and Mongolia did not permit their Labor Inspectorates to conduct unannounced inspections.

In addition, countries could not receive an assessment level beyond No Advancement if they had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents. Three countries—Burma, Eritrea, and South Sudan—received this assessment due to the government's direct or proactive involvement in forced child labor. Burma's national military recruited, sometimes through force, and used children as combatants in armed conflict. The military also forced children to work as porters and cooks in conflict areas. In addition, the Burmese military perpetuated ethnic cleansing and acts of violence against the Rohingya people in Rakhine State, which resulted in children's displacement to refugee camps in Bangladesh, where they are vulnerable to labor exploitation and commercial sexual exploitation.

Several countries received notable changes in assessment levels. After years of receiving an assessment of No Advancement for the forced mobilization of children in the cotton harvest, Uzbekistan is receiving a Moderate Advancement for 2017 (see Box 5 on page 23). This year's assessment reflects the important efforts the country has made to significantly reduce the mobilization of children for the cotton harvest; however, the USDOL continues to call for an end to the mobilization of adult forced labor for this same purpose. The Dominican Republic is also receiving an assessment of Moderate Advancement because, in contrast to previous years in which it received an automatic Minimal Advancement, no cases were reported of children without identity documents being denied access to education. The Dominican government made new efforts to address this unlawful practice, which mainly affected children of Haitian descent. In Eswatini (previously known as Swaziland), there was no evidence in 2017 that local chiefs were forcing children to perform agricultural work or other tasks through *kuhlehla*, a customary practice that requires residents to carry out communal work, including in chiefs' houses or fields. This resulted in Eswatini's upgrade to an assessment of Minimal Advancement from its previous rating of No Advancement due to government complicity in forced child labor.



FIGURE 5

# Global Breakdown of Country Assessments

132 countries

## 17 Significant Advancement

Argentina • Brazil • Colombia • Costa Rica • Côte d'Ivoire • Ecuador • Guatemala • Honduras • India • Mauritius • Paraguay • Peru • Rwanda • Serbia • South Africa • Thailand • Tunisia

## 60 Moderate Advancement

Afghanistan • Albania • Algeria • Angola • Bahrain • Bangladesh • Belize • Benin • Bolivia • Bosnia and Herzegovina • Burkina Faso • Cabo Verde • Cambodia • Cameroon • Central African Republic • Chile • Cook Islands • Dominican Republic • Egypt • El Salvador • Ethiopia • Fiji • Gambia, The • Ghana • Guinea • Haiti • Indonesia • Jamaica • Jordan • Kazakhstan • Kenya • Kosovo • Lebanon • Lesotho • Liberia • Macedonia • Madagascar • Malawi • Mali • Moldova • Montenegro • Morocco • Mozambique • Namibia • Nepal • Niger • Nigeria • Oman • Pakistan • Panama • Philippines • Saint Lucia • Sri Lanka • Timor-Leste • Togo • Turkey • Uganda • Uzbekistan • Western Sahara • Zimbabwe

## 42 Minimal Advancement

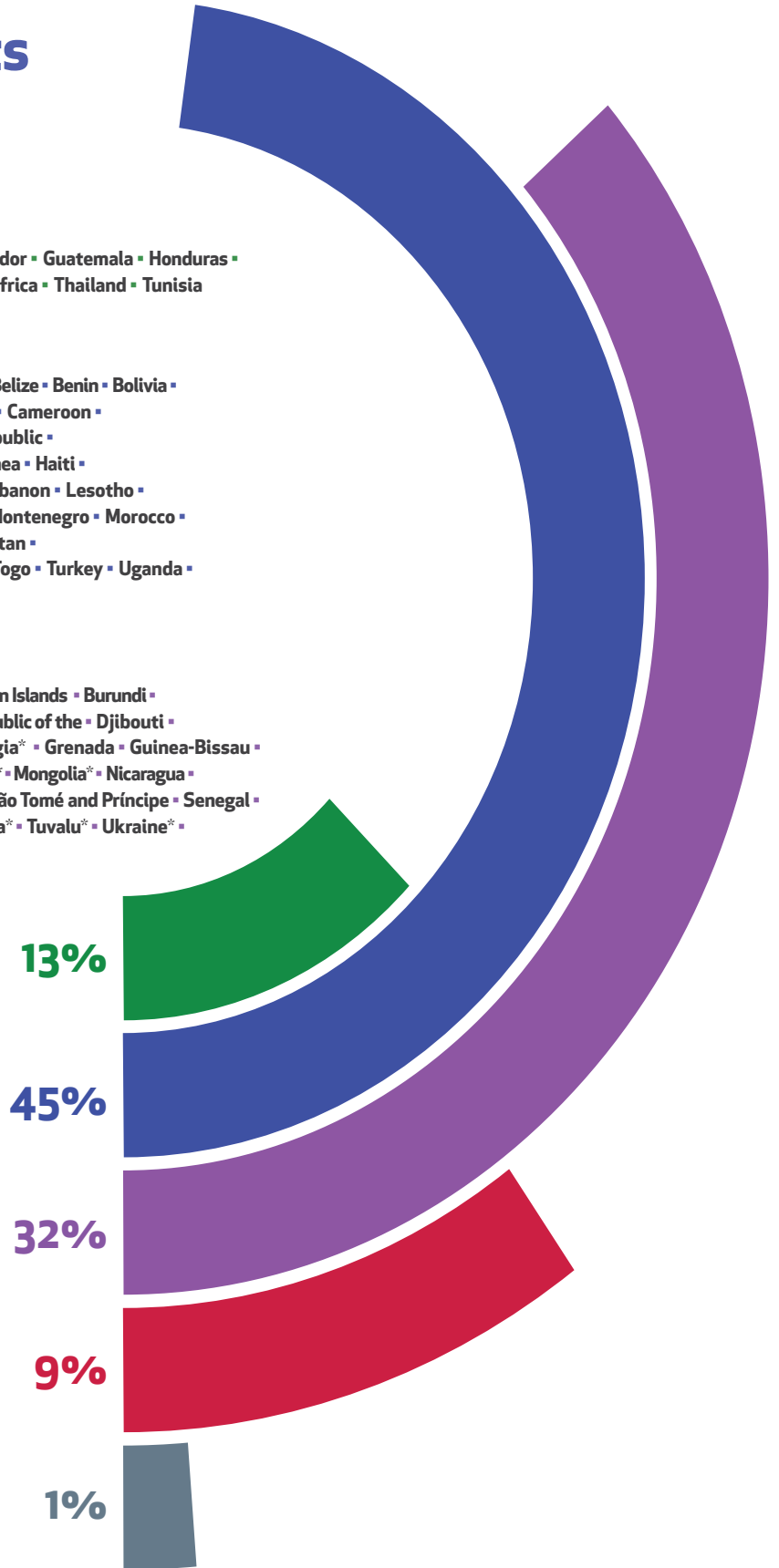
Anguilla • Armenia\* • Azerbaijan\* • Bhutan • Botswana • British Virgin Islands • Burundi • Chad • Comoros • Congo, Democratic Republic of the\* • Congo, Republic of the • Djibouti • Dominica • Eswatini (formerly called Swaziland) • Gabon • Georgia\* • Grenada • Guinea-Bissau • Guyana • Iraq\* • Kiribati • Kyrgyz Republic • Maldives • Mauritania\* • Mongolia\* • Nicaragua • Papua New Guinea • Saint Vincent and the Grenadines • Samoa • São Tomé and Príncipe • Senegal • Sierra Leone\* • Solomon Islands • Somalia\* • Suriname • Tanzania\* • Tuvalu\* • Ukraine\* • Vanuatu • West Bank and the Gaza Strip • Yemen • Zambia

## 12 No Advancement

Burma‡ • Christmas Island • Cocos (Keeling) Islands • Eritrea‡ • Falkland Islands (Islas Malvinas) • Montserrat • Niue • Norfolk Island • Saint Helena, Ascensión, and Tristán da Cunha • South Sudan‡ • Tokelau • Tonga

## 1 No Assessment

Wallis and Futuna



\* Efforts made but regression or continued law, policy, or practice that delayed advancement  
 ‡ Efforts made but complicit in forced child labor

# 2017 Assessment of Country Efforts to Eliminate the Worst Forms of Child Labor

Key

17

Significant Advancement

60

Moderate Advancement

42

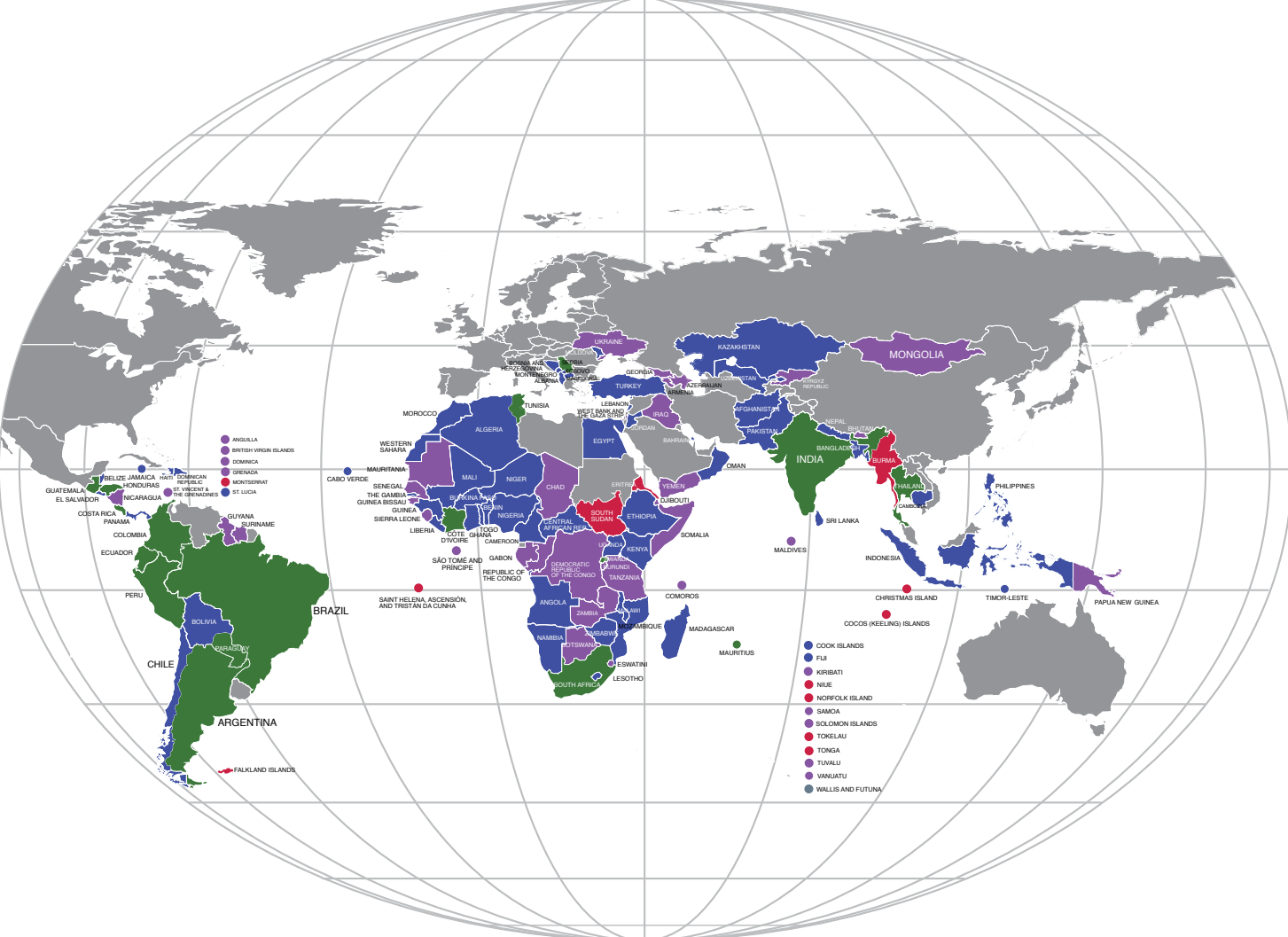
Minimal Advancement

12

No Advancement

1

No Assessment







© Jake Lyell/Alamy  
Two children work on their family's small farm in rural Masaka, Uganda, East Africa. May 18, 2010.



# Meaningful Efforts and Major Gaps

In 2017, governments around the globe made meaningful efforts to further protect children by strengthening laws, enforcing existing statutes and regulations, coordinating with stakeholders, enhancing policy guidance, and carrying out social programming for vulnerable populations. Particularly noteworthy was the strengthening of legal frameworks by countries in every region of the world, including by adopting and expanding laws that identify hazardous occupations or activities prohibited to children. Governments also leveraged technology in new ways to improve the enforcement of child labor laws and monitoring of social services for children. Mobile applications were developed to report child labor violations and online portals were launched to make it easier for officials to share information, coordinate cases, and refer children and their families to social programming. In addition, a number of governments, particularly in Latin America, published child labor data that deepened understanding of the child labor situation in their countries and enabled more targeted actions to address the exploitation of children.

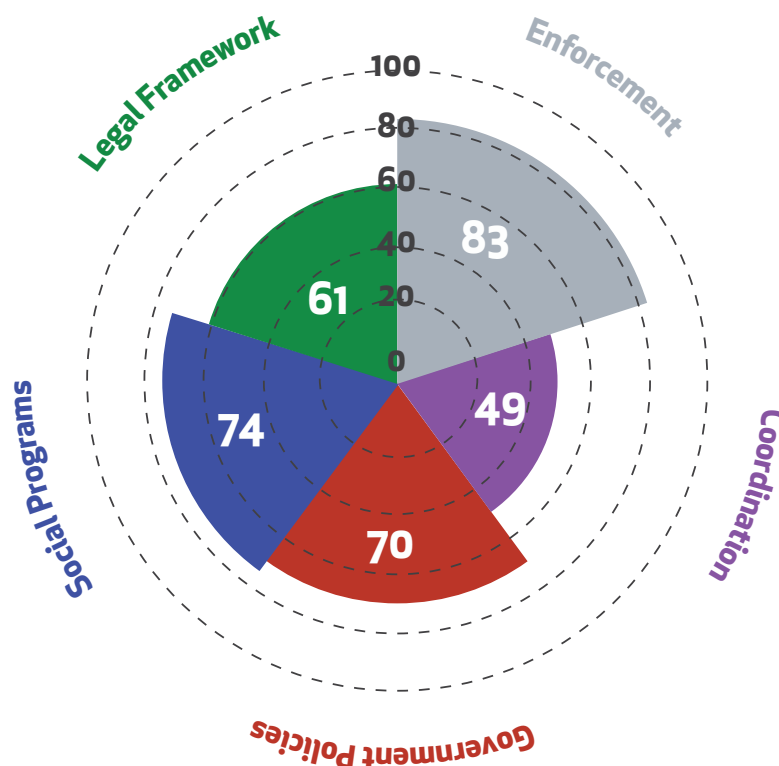
The report also details substantial gaps that remain and the considerable actions that countries need to take to continue to make progress toward eliminating child labor. The 2017 report notes that, in every region of the world,

there are countries in which Labor Inspectorates had weak or ineffective enforcement mechanisms. In some countries, the Labor Inspectorate was entirely absent or its authority to conduct inspections was lacking or restricted. In addition, most countries had an insufficient number of labor inspectors compared to the ILO's technical advice, and many inspectorates were inadequately resourced to fully enforce child labor laws, resulting in fewer inspections, limited application of penalties for violations found, and little justice for the victims of child labor.

More than simply pointing out problems, the *2017 Findings on the Worst Forms of Child Labor* recommends concrete actions to promote change. It calls attention to areas in which additional action is needed and suggests 1,772 country-specific actions that governments can implement to accelerate the fight against child labor. Nearly two-thirds of these recommendations relate to the need to strengthen laws or improve the enforcement of such laws, indicating the urgent need for additional progress in holding accountable those who perpetrate abuses. The sections of this report that follow look in greater detail at each area in which governments made efforts, highlighting promising practices and the gaps that remain to be addressed (see Figures 6-7).

FIGURE 6

## Total Number of Countries that Undertook Meaningful Efforts to Combat the Worst Forms of Child Labor in Relevant Areas





## BOX 5

# Uzbekistan's Efforts to Address Long-Standing Problem of Child Labor in the Cotton Harvest

For several years, Uzbekistan has received an assessment of No Advancement in this report because of its government's complicity at the national, regional, or local levels in using forced child labor in the annual cotton harvest. This year, however, the government received an assessment of Moderate Advancement, which may come as a surprise to some observers. What changed?

Since 2014, Uzbekistan has demonstrated commitment toward eliminating child labor in the cotton harvest and made efforts to do so. USDOL has supported these efforts by funding the Uzbekistan Decent Work Country Program (DWCP), which is implemented by the ILO. As part of this project, the Uzbekistan government and the ILO conducted extensive awareness raising activities on the prohibition of using children to harvest cotton, trained national cotton harvest monitors to identify cases of child labor and forced labor, and conducted research on recruitment and working conditions in the agricultural sector to facilitate the development of an appropriate policy response.

While ILO monitoring in Uzbekistan suggests there has been a meaningful decrease in the number of children picking cotton each year starting in 2015, independent human rights activists in 2015 and 2016 identified cases of forced child labor in which officials mobilized entire classes or schools of children to pick cotton. However, current reports indicate that the incidence of child labor in the sector has been significantly reduced to isolated incidents.

Despite this good news, evidence indicates that for adult workers, the systematic use of forced labor continued in the 2017 cotton harvest. The quota system in the cotton sector continues to provide incentives for the use of forced labor, and further coordination is needed between national, regional, and local government officials to ensure that national prohibitions against forced labor are enforced at all levels of government.

USDOL remains committed to supporting Uzbekistan in addressing the use of forced adult labor through the DWCP, which is funded through the end of 2019.

## Legal Framework for Child Labor

A solid legal framework demonstrates a commitment to the government's duty to protect its citizens, lays out rights and responsibilities, prescribes punishments for violators, and provides legal redress for victims. In short, good laws provide specific, much-needed protections and lay the groundwork for redress and accountability. While most countries have ratified all of the relevant international conventions, fully prohibited the commercial sexual exploitation of children, and established hazardous work prohibitions in line with international standards, much still remains to be done before children can enjoy full labor protections under the law, regardless of their country of residence.

In 2017, some countries achieved important milestones on this front. For example, despite ongoing internal conflict, South Sudan enacted a law prohibiting the worst forms of child labor and providing minimum ages for work, light work, and hazardous work. Afghanistan enacted a new Penal Code that explicitly prohibits and sets penalties for *bacha bazi*, a practice involving the exploitation of boys, often through threats or violence, for social and sexual entertainment. Rwanda amended legislation to allow labor inspectors to monitor and enforce child labor laws in the informal sector, a large part of its overall economy and a sector in which child labor is most prevalent. In addition, Turkey directed provincial governments to provide housing, health, and

education services for seasonal agricultural workers and their families. Equally encouraging was the number of countries that developed or expanded their hazardous work prohibitions for children, including Argentina, Belize, Côte d'Ivoire, Mali, Mauritania, Mongolia, Niger, Serbia, and Timor-Leste. At the end of 2017, over 80 percent of the countries assessed in this report had hazardous work lists that included the sectors of work in which there is evidence of child labor in dangerous and unhealthy conditions.

Despite this progress, for many governments, developing a legal framework to address child labor in compliance with ILO Conventions 138 and 182 remains a significant challenge, and national laws continue to be deficient in key areas. For example, one-third of countries included in this report do not have a minimum age for work that is in line with international standards, and 34 percent do not adequately prohibit the use of children for illicit activities, including producing and trafficking of drugs. In addition, 55 percent of the countries do not provide adequate legal protection against the military recruitment of children into non-state armed groups, which leaves children vulnerable to recruitment by non-state armed groups such as ISIS, especially in Indonesia, the Philippines, and other countries in Southeast Asia.<sup>(25; 26; 27; 28; 29)</sup>

As a result, this report includes 448 country-specific suggested actions that governments can take to remedy gaps in their existing legal statutes.

FIGURE 7

## Global Gaps in Laws and Regulations



**15** Countries' prohibitions of forced labor do not meet international standards

**35** Countries' prohibitions of commercial sexual exploitation of children do not meet international standards

**23** Countries' prohibitions of child trafficking do not meet international standards

**45** Countries' prohibitions of the use of children in illicit activities do not meet international standards

\*Out of 132 countries



## Enforcement of Laws on Child Labor

For countries that have solid laws on the books, effective monitoring and enforcement of these laws is the next hurdle. Labor Inspectorates and criminal law enforcement agencies need the resources, capacity, and authority to be able to do their jobs.

In several notable instances in 2017, countries improved their ability to enforce their laws. Tunisia, for example, increased the budget of its Labor Inspectorate by 37 percent, while Colombia more than doubled its Labor Inspectorate budget. Guatemala's Labor Inspectorate was granted the authority to impose sanctions for labor violations and issued a new protocol for agricultural inspections, which includes specific instructions on child labor. In addition, Thailand's Department of Labor Protection and Welfare developed a handbook for labor inspectors who conduct home-based inspections in which domestic workers are typically found, and conducted training workshops for labor inspectors to enforce the Home Workers Protection Act.

Some countries also carried out successful law enforcement operations to identify child laborers. In India, the Anti-Human Trafficking Cell of the Rajasthan Police launched *Operation Milap* and rescued more than 500 child laborers. Authorities in Benin removed 77 children from child labor during inspections conducted in open-air markets and placed them in protective care or reunited them with their families. In Belize, Ministry of Education truancy officers referred children found in child

labor, in particular on private farms, to social services after receiving alerts from teachers on student absences.

In practice, in 2017, many governments still failed to fully implement their child labor laws. Forty-nine of the 132 governments included in this report made no meaningful efforts to enforce laws related to child labor, including 28 governments that made no known law enforcement efforts at all during the reporting period. Workplace inspection systems remained generally weak in the majority of countries, largely because of capacity and resource constraints facing Labor Inspectorates, such as inadequate budget, personnel, vehicles, fuel, and training. Fewer than one-quarter of the countries assessed in this report had adequately staffed Labor Inspectorates and many officials indicated they lacked the most basic tools to conduct inspections. In Burundi, for example, the Labor Inspectorate did not have a single vehicle, and Indonesian inspectors lacked office facilities and fuel for transportation needed to carry out inspections.<sup>(30)</sup> Fewer than half of all governments authorize their inspectorates to assess penalties for violations, preventing them from holding violators accountable. Even in countries in which workplace inspection systems were in place and were functioning well, such as Costa Rica, Jamaica, Panama, Paraguay, and Peru, inspections of workplaces in the informal economy, in which most child labor tends to be found, were rare.

This report identified 669 country-specific suggested actions that would help governments improve their enforcement of child labor laws. (See Figure 8 to learn more about global enforcement efforts in 2017.)

FIGURE 8

## Global Enforcement Efforts

32

Have an adequate number of labor inspectors



84

Conducted routine labor inspections



62

Authorize their Labor Inspectorates to assess penalties



77

Conducted unannounced inspections



105

Have a complaint mechanism for labor violations



\*Out of 132 countries





## BOX 6

# A Collaborative Approach to Combating Child Trafficking on Ghana's Lake Volta

Lake Volta in Ghana is the largest man-made lake in Africa. With its great abundance of fish and the electricity generated from Akosombo Dam, it is a national treasure. The lake harbors a dark secret, however, because children are brought by traffickers from other areas of Ghana and sometimes from neighboring countries to work in the fishing sector. The hazards for children who fish in the lake are well documented. Children in these fishing communities work long hours and are exposed to dangerous conditions, including the constant threat of drowning because fishing nets get tangled in tree trunks left behind when the valley was flooded to create the lake. In addition, both boys and girls may be subject to physical abuse and commercial sexual exploitation.

To combat these exploitative labor practices, multiple U.S. agencies, including the U.S. Department of Labor, are working with the Government of Ghana to improve livelihoods for children and families and build the capacity of government officials and local communities to combat the exploitation of children in this area. Because of these efforts, the Government of Ghana has provided additional training to law enforcement personnel, established standard operating procedures for identifying and rescuing trafficked children, and raised awareness of relevant laws related to child trafficking. The government has also worked with Interpol to conduct police raids along the lake and collaborated with other international organizations, such as the International Justice Mission, to conduct research, prosecute perpetrators, and build the capacity of law enforcement officers to identify trafficking victims.

Civil society is also stepping up to provide services to victims and explore creative ways to ensure communities are aware of the hazards in the fishing sector that children face. For example, in 2018, the local NGO, Challenging Heights, collaborated with an artist and writer to publish a graphic novel about child labor in the Lake Volta Region, and an independent filmmaker released a documentary about a man affiliated with Challenging Heights who rescues child laborers from the lake. This multi-faceted approach to combating child labor is drawing greater attention to a pressing problem and reducing the number of children involved in such dangerous work.



## Coordination of Efforts on Child Labor

Coordinating bodies and other mechanisms are critical for monitoring the implementation of international commitments and national legal and regulatory mandates. When functioning properly, entities such as steering committees, task forces, and working groups ensure that those who have responsibility for implementing national provisions for the prohibition and elimination of child labor cooperate with each other and coordinate their activities. Without coordination, the efforts of governments and other stakeholders can be duplicative and an inefficient use of resources.

In 2017, some governments made progress in improving coordination of their child labor efforts. Panama's Ministry of Labor launched a child labor monitoring information system to strengthen interagency coordination on child labor cases and established agreements with municipal councils to design and implement child labor elimination strategies. The Serbian government elevated the National Coordinator to Combat Trafficking to a full-time position, created a standalone office under the Ministry of the Interior, allocated five employees, and budgeted for the first 2 years of implementation of the Strategy for Preventing and Suppressing Human Trafficking and its accompanying Action Plan. Timor-Leste established a monitoring committee to assess the progress of the Inter-Agency Trafficking Working Group tasked with implementing the National Action Plan on Combating Human Trafficking. In addition, during the reporting period, the Government of Ghana, through extensive coordination with U.S. government agencies, Interpol, NGOs, and civil society, positively affected the problem of forced child labor in fishing on Lake Volta. Box 6 on page 27 provides additional details about these efforts.

Although some governments made notable progress, major gaps in interagency coordination to address child labor were evident. In 2017, 63 percent of governments made no meaningful efforts to improve their inter-ministerial coordination on child labor. Many existing mechanisms in countries around the world, such as national child labor steering committees, failed to meet or conduct any activities during the reporting period. Neither Burundi's Commission for Consultation and Monitoring on the Prevention and Suppression of Trafficking in Persons nor its National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor have convened since 2014. Fiji's Inter-Agency Human Trafficking Task Force has not been active since 2012. Benin's National Executive Committee to Combat Child Labor and the National Commission on Children's Rights did not meet in 2017, and their overlapping mandates are a source of confusion. While some coordinating mechanisms convened, others lacked the resources to carry out their mandates. In

Indonesia, some Provincial and District Human Trafficking Task Forces lacked sufficient funding to operate effectively. In Macedonia, the National Trafficking in Persons Commission reportedly was underfunded. In some countries, including Azerbaijan, Kiribati, and Tuvalu, coordinating bodies have yet to be established.

## Government Policies on Child Labor

Policies on child labor—statements, directives, or agreements—communicate a government's position, which should guide decision-making and structure government efforts toward achieving desired outcomes to address child labor. In many cases, countries are more successful in reducing child labor than other countries because they make better or more appropriate policy choices. Policies related to the elimination of child labor may help identify areas of greatest need and priorities for engagement. They may help achieve greater policy coherence between ministries, set targets and timelines, or mobilize financial and human resources. Policies may secure the commitment of multiple stakeholders and provide accountability. Such policies commonly take the form of national action plans, national strategies, codes of conduct, executive orders, or memorandums of understanding (MOU).

In 2017, a number of countries instituted new national policies to address child labor. Argentina, Mozambique, and Turkey adopted national child labor action plans. Other countries focused on specific types of child labor or addressed labor exploitation in specific sectors. The Colombian government approved a roadmap for the prevention and elimination of child labor in mining, and the Government of Mongolia adopted a National Action Plan on Combating Trafficking in Persons. Chile released a National Action Plan on Business and Human Rights, a policy that promotes respect of human rights in supply chains. In addition, the governments of Peru and the United States signed an MOU to combat labor exploitation in illegal gold mining, including forced labor and hazardous child labor, through cooperation on the prevention, investigation, prosecution, and conviction of such crimes. Other governments evaluated the effectiveness of their child labor policies. In 2017, the Government of Kosovo published a report detailing the results of implementing its National Strategy and Action Plan for the Prevention and Elimination of Child Labor, citing improvement of the child labor knowledge base and strengthening of institutions that are partnering in the fight against child labor. Ethiopia and Zambia, among other countries, also adopted economic and social policies that may have an impact on child labor, including anti-poverty and education policies.

Policies mean little if they are not implemented, and despite these advancements, many national action plans or other



© REUTERS/Andrew Biraj

Rustam, 10, works at an aluminium factory in Dhaka, Bangladesh. About 25 children are employed at the factory and most of them work for 12 hours a day. The daily wage is 60 taka (\$1.70) for the children. November 16, 2009

policies throughout the world were not funded or monitored, or were allowed to lapse. The lack of implementation of policies has weakened governments' efforts to meet their goals of eliminating child labor. Bosnia and Herzegovina and Brazil did not provide adequate resources to ensure the implementation of their education policies, and Botswana, Eswatini, and Nicaragua did not take steps to implement their national child labor policies during the year. In addition, Bolivia, Burundi, and Moldova allowed their national child labor policies to expire. In 2017, 47 percent of governments covered by this report took no meaningful steps to enact new—or implement existing—child labor policies, prompting the inclusion of 172 country-specific suggested actions.

### **Social Programs to Address Child Labor**

Social programs serve a variety of important functions in addressing child labor. They can prevent child labor by educating and mobilizing the public and concerned groups, including children and their families. They may identify cases of child labor, provide direct assistance to remove children from child labor situations, and facilitate their rehabilitation and reintegration into society, including by providing temporary shelter and other basic needs. Some social programs focus on ensuring access to free basic education, vocational training, or apprenticeship opportunities; provide cash transfers to vulnerable families so they can keep their children in school; or improve school infrastructure and teacher training to better meet the needs of children. (See Box 7 to learn more about ensuring education for vulnerable children.) Other social programs identify children at special risk, including girls, younger children, children with disabilities, or minority populations, and provide services for them.

In 2017, 99 countries—or 75 percent of countries covered in this report—funded or participated in programs that included the goal of eliminating or preventing child labor. India launched the Platform for Effective Enforcement for No Child Labor (PENCIL) to enforce child labor laws and implement a district level project that identifies children working in hazardous work, withdraws them from dangerous situations, and provides them with education and vocational training. In Argentina,

the Ministry of Labor and the Argentinian Brick Workers Union launched a National Campaign Against Child Labor in Brickmaking that aims to develop policies that improve labor inspections in this sector and better support brick workers so their children do not need to work. The governments of Macedonia and Moldova inaugurated new national hotlines to receive tips and complaints from the public regarding child labor and trafficking, while Colombia initiated “We Protect,” a web-based tool to collect, monitor, and address complaints regarding the commercial sexual exploitation of children.

Specific to improving education access for those in or at risk of child labor, Brazil, Ethiopia, and Morocco, among others, continued to operate large-scale cash transfer programs to qualifying families to increase school enrollment and reduce dropout rates. As of May 2017, Pakistan's Elimination of Child Labor and Bonded Labor Project has provided cash assistance to families of 88,000 child laborers so that instead of working in brick kilns, they could go to school. The Government of Ecuador launched Youth Impulse, a program designed to increase job training and provide higher education opportunities for at-risk youth, support youth entrepreneurship, and connect employers with at-risk youth.

Despite the launch or continuation of social programs to address child labor around the world, such programs are, at times, under-resourced or their scope is insufficient to fully address the extent of the problem. In Burma, the Department of Social Welfare lacks the staff and resources necessary to provide adequate services to child labor victims, and in Cambodia, social services providers are under-funded and have insufficient technical capacity to provide services to children involved in or at risk of child labor. In addition, some countries lack social programs that target high-risk sectors where child labor is particularly pervasive. In Bangladesh, for example, research found no evidence of social programs to assist children working in tanneries or the informal garment sector, and Belize lacks social programs to combat child labor in agriculture and fisheries. Four countries had no social programs to address child labor: Grenada, Saint Lucia, Tonga, and Vanuatu.





© UNICEF TACRO /Gonzalo Bell/Panama  
A young boy attends school in Panama.

## BOX 7

# Birth Registration: A First Step in Making Education Accessible and Preventing Child Labor

Birth registration is a key tool in combating child labor around the world, and its importance is enshrined in the Convention on the Rights of the Child and other international treaties. Birth registration provides legal proof of a child's identity, including his or her name, nationality, parentage, and age. A strong and well-documented legal identity is key to protecting children from becoming victims of child labor and sexual exploitation.

UNICEF estimates that the births of nearly 230 million children under the age of 5 have never been registered. Without an established legal identity with a birth certificate, they are often excluded from accessing basic services, such as health care, social security, and education. This puts a child's development, safety, and future in jeopardy. Many countries require children to present identity documents to access primary school or to take the exams needed to graduate and pursue secondary or higher education. Without access to education, unregistered

children have less incentive to enroll or remain in school, and once out of the school system, children are at an increased risk of becoming victims of child labor. In addition, improved birth registration records and datasets are crucial for governments to develop policies and programs aimed at protecting children from exploitation.

Many of the country profiles included in this year's *Findings on the Worst Forms of Child Labor* highlight the struggle that unregistered children face when trying to access education, and how this increases their vulnerability to labor exploitation. The findings listed in these country profiles highlight the low birth registration numbers among children from refugee families, migrant and minority populations, and those living in rural areas, among others. The report also contains suggested actions targeted toward 25 governments to increase birth registration rates and make education accessible for all children, including those without identity documents.



© Zsolt Repasy/Alamy  
Young students in an elementary school in rural Eastern Uganda. April 16, 2015.





# A Roadmap for Accelerated Action to Eradicate Child Labor

With the 2017 *G20 Labor and Employment Minister's Hamburg Declaration and Buenos Aires Declaration on Child Labor, Forced Labor, and Youth Employment*, world leaders challenged global partners to renew their “commitment to action and [its] effective implementation” to end child labor.

Building on a quarter century of experience, the United States remains a steadfast partner in helping the world meet this challenge. We know firsthand that change can happen, but it will take at least as much sustained attention and concerted effort to make the next 25 years as transformational for the world's working children as have the last 25 years, and we call on all governments to step up efforts in this global fight.

Whether because of personal hardship, social unrest, or natural disasters or upheaval, the complexity of child labor requires an equally multifaceted response. The *2017 Findings on the Worst Forms of Child Labor* paves the way for stakeholders to bring tested policy interventions to scale and introduce innovations to accelerate global actions that can transform lives, economies, and even societies.

The recommendations in this report respond to changing global realities and underscore the vast amount of work the world has in front of it. Governments must enact stronger legislation, strengthen enforcement, improve coordination, implement better policies, and broaden social protections for children and families. Rapid technological innovations provide opportunities for new tools that can accelerate these efforts.

While this report focuses primarily on government actions, everyone has a role to play. Private citizens can seek knowledge about how their goods are made so that they can make more informed purchases. Businesses can demand and take steps to ensure social compliance at every step along the supply chain. Civil society can continue to shine a light on the abusive practices of child labor.

We invite you to join us and do your part.



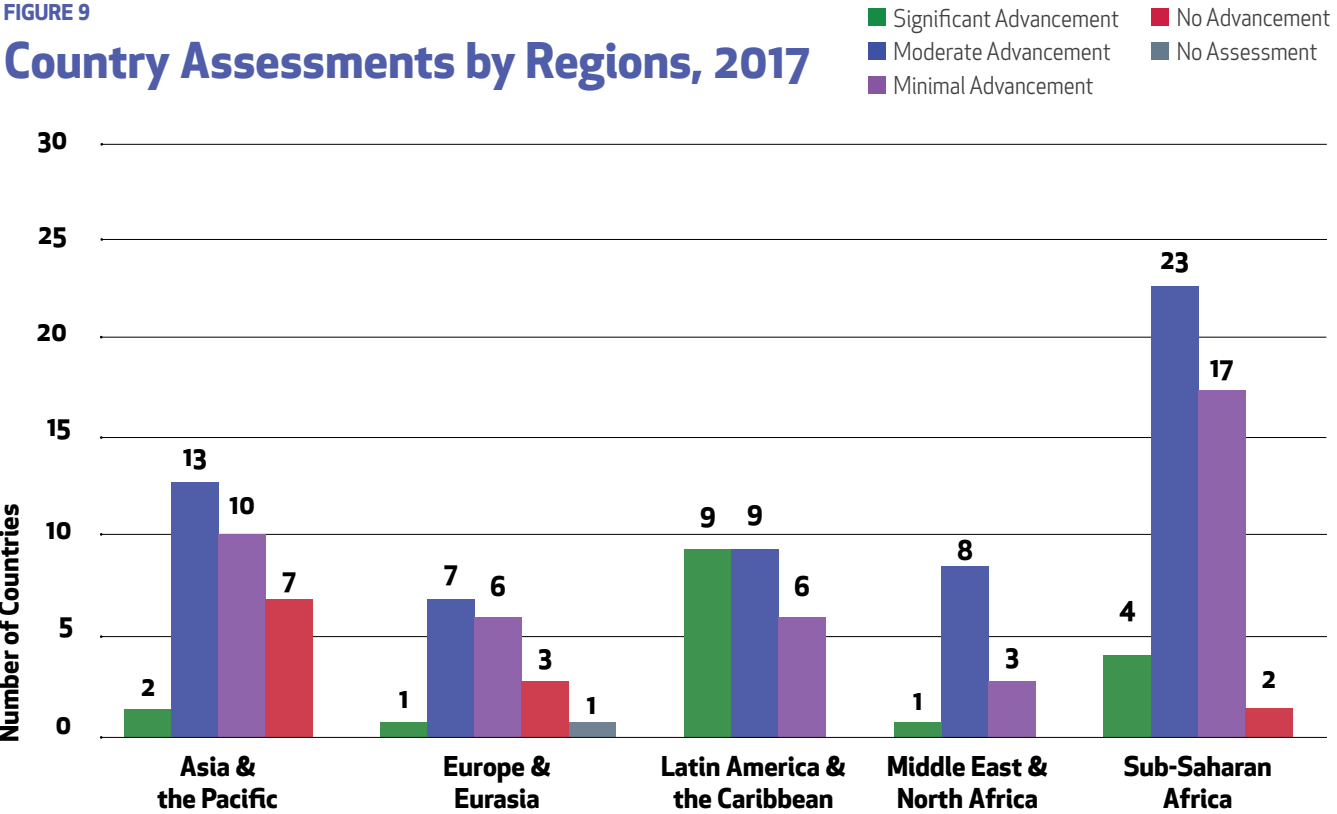


© David Price/Alamy  
Six year old girl turning bricks at a brick factory in Nepal. December 19, 2008.

# Regional Analysis of Government Efforts and Country Assessments

The global picture of child labor is as varied as the people and the cultures themselves. In an effort to provide context to this diversity, the following section gives a snapshot by region of the *2017 Findings on the Worst Forms of Child Labor*. (See Figure 9 for a regional breakdown of country assessments.) All five regions had at least one country that received an assessment of Significant Advancement, with Latin America and the Caribbean having the highest number of countries in this category, followed by Sub-Saharan Africa, Asia and the Pacific, Europe and Eurasia, and the Middle East and North Africa. All regions also had countries that received an assessment of Minimal Advancement, with Sub-Saharan Africa having the highest number of countries in this category, followed by Asia and the Pacific, Europe and Eurasia, Latin America and the Caribbean, and the Middle East and North Africa.

**FIGURE 9**  
**Country Assessments by Regions, 2017**



# Asia and the Pacific

FIGURE 10

## 2017 Regional Outlook



62 million children ages 5-17 are engaged in child labor

KEY = 1,000,000 children

### Meaningful Efforts

- Strengthened legal frameworks prohibiting hazardous work for children and the commercial sexual exploitation of children.
- Leveraged technology to improve enforcement of child labor laws.
- Launched new policies aimed at eliminating child labor.

In Asia and the Pacific, 62 million children ages 5 to 17, or 7.4 percent of all children in the region, are engaged in child labor.<sup>(31)</sup> Figure 10 shows an overview of the regional outlook. Children in this region engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in agriculture and as domestic workers in private households. In addition, the governments of Burma and the Philippines committed acts of violence against children during the reporting period. Following the Burmese military’s acts of ethnic cleansing and violence against the Rohingya people, an estimated 400,000 children were displaced to refugee camps in Bangladesh, where they were vulnerable to additional abuses, including child labor. In the Philippines, police and armed persons associated with the police killed a number of children suspected of being drug dealers, while other children were placed in detention centers with poor conditions.

32 countries



6% Significant Advancement  
41% Moderate Advancement  
31% Minimal Advancement  
22% No Advancement

### Challenges and Existing Gaps

- Insufficient number of labor inspectors and inadequate resources prevent enforcement of child labor laws.
- Social programs do not exist for children engaged in certain types of child labor, particularly for children engaged in hazardous work and commercial sexual exploitation.
- Some governments perpetrated acts of violence against child laborers or made children more vulnerable to child labor.

In 2017, countries throughout the region strengthened protections for children, including by addressing gaps in existing laws related to hazardous work and the commercial sexual exploitation of children. For the first time, Timor-Leste and Pakistan’s Sindh Province established hazardous work prohibitions for children, and India and Mongolia expanded the list of hazardous work activities for children. Afghanistan adopted a Penal Code that explicitly prohibits *bacha bazi*, a practice involving exploitation of boys for social and sexual entertainment. In addition, the Philippines passed the Free Internet Access in Public Places Act, which aims to prevent the online sexual exploitation of children. In Burma, the USDOL-funded Myanmar Program on the Elimination of Child Labor (My-PEC) supported the country’s efforts to bring laws and practices into alignment with the principles of ILO C. 182, including by amending existing national laws to meet international minimum age requirements and provide additional legal protections to children. (See project description in Box 8.)





© Victor Fleury, ILO-My-PEC Hpa  
An, Kayin State, Burma 2015.

## BOX 8

# My-PEC: Helping a Nation Take Its First Steps to Combat Child Labor

After five decades of military rule, Burma lacked laws, knowledge, and tools to combat the worst forms of child labor. In the absence of data indicating the scope and scale of child labor, and the lack of understanding of the impact of the issue on Burmese society and its economy, Burma faced major challenges. In 2013, to support the Government of Burma's efforts to combat the worst forms of child labor, USDOL funded a \$6.25 million project called the Myanmar Program on the Elimination of Child Labor (My-PEC), implemented by the ILO.

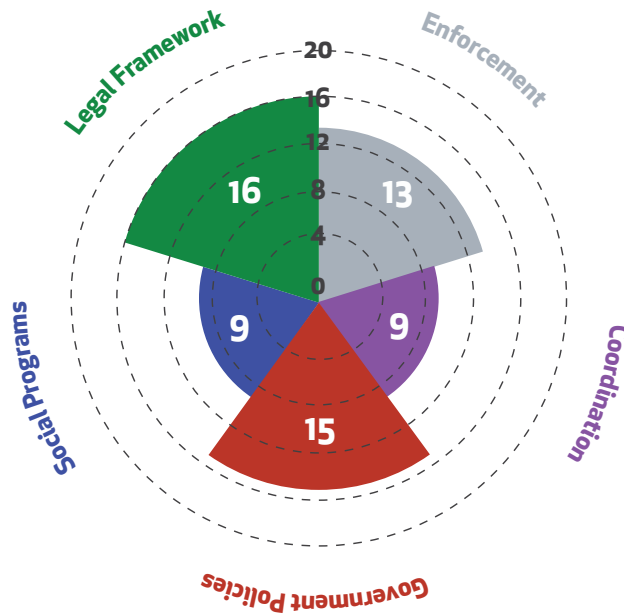
Through the My-PEC partnership, the Government of Burma has started to formulate a strategy to combat the worst forms of child labor. Furthermore, it now has child labor data, which were collected this past year as part of the National Labor Force Survey, although

the government has not yet publicly released the data from this survey. New, reliable data, combined with additional studies recently released on child labor in Burma, are helping to inform My-PEC programming. The focus is also on the long term, and in addition to providing approximately 3,600 children across a variety of ethnic groups with direct education services, My-PEC is supporting Burma's efforts to amend existing national laws to meet international minimum age requirements and provide additional legal protections to children.

My-PEC is just the start; considerable work remains to be done country-wide, particularly as children continue to be used as combatants and the government perpetuates violence and discrimination against ethnic minorities.

FIGURE 11

## Number of Countries in Asia & the Pacific that Undertook Meaningful Efforts to Combat the Worst Forms of Child Labor in Relevant Areas



In 2017, some countries in the region also leveraged technology to enforce child labor laws. India launched an online portal that allows NGOs and law enforcement officials to share information and coordinate child labor cases at the national, state, and local levels. Likewise, Thailand adopted the Cyber Tipline Policy, enabling it to partner with the U.S. National Center for Missing and Exploited Children to combat the online sexual exploitation of children.

Despite this progress, the region faces significant challenges in eliminating child labor. Fewer than a quarter of countries covered in this report had an inadequate number of labor inspectors. Afghanistan, for example, had only 8 labor inspectors, compared with the ILO’s technical advice of 200 inspectors. Bangladesh ideally would have 1,835 inspectors, but employed only 317, while Pakistan’s inspectorate had only 356 inspectors of the ILO’s technical advice of 1,597 inspectors.

Most countries in Asia and the Pacific dedicated insufficient financial resources to their Labor Inspectorates, which negatively affected the enforcement of child labor laws. For instance, Tuvalu’s Labor Inspectorate received no funding in 2017. Officials in Nepal’s Department of Labor noted their budget was insufficient and had decreased, compared with 2016 levels, resulting in a lack of resources to collect and publish data on child labor law violations. Bhutan’s Ministry of Labor and Human Resources also reported

that limited resources placed constraints on the number of inspections conducted and inspectors employed. Many labor inspectors across the region lacked the training needed to do their jobs. Inspectors in the Maldives received no training on the identification and remediation of child labor. Pakistan’s provincial labor inspectors indicated that insufficient training hampered their ability to inspect workplaces. In addition, insufficient training limited the capacity of local authorities in Cambodia to enforce regulations against hazardous work for children in agriculture, brickmaking, fishing, tobacco, and cassava production.

Countries across the region also lacked social programs to adequately assist child laborers, particularly those working in hazardous situations and commercial sexual exploitation. In the Maldives, social programs did not specifically address the commercial sexual exploitation of children, forced labor in domestic work, or the use of children in drug trafficking or the production of pornography. Existing programs in Pakistan did not provide adequate protection and rehabilitation services for bonded child laborers and victims of human trafficking. Afghanistan also had no programs aimed at eliminating child labor in agriculture or the production of bricks, and it greatly needs government-run shelters for victims of human trafficking. The Government of Kazakhstan lacked programs to assist children engaged in the production of cotton, which is on the country’s hazardous work list.





© REUTERS/Akhtar Soomro

Nine-year-old Shah Rahman sells cooked corn on the streets of Abbottabad, Pakistan. May 7, 2011.




# Europe and Eurasia

FIGURE 12

## 2017 Regional Outlook



6 million children ages 5-17 are engaged in child labor

KEY  = 1,000,000 children

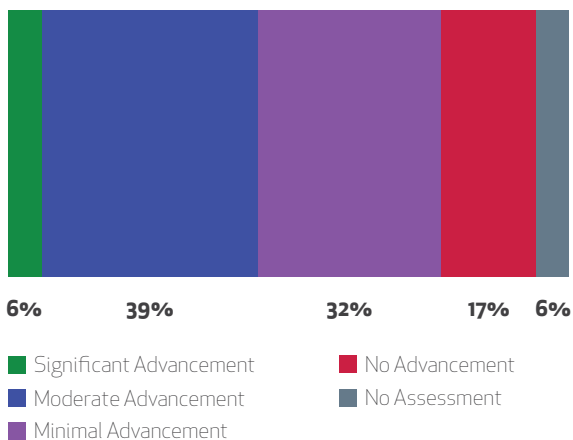
### Meaningful Efforts

- Adopted laws and regulations to strengthen child labor protections.
- Trained law enforcement personnel to combat child labor, including child trafficking.
- Established new policies that address child labor issues.

In Europe and Eurasia, approximately 6 million children ages 5 to 17, or 4.1 percent of all children in the region, are engaged in child labor.<sup>(31)</sup> Figure 12 provides an overview of the regional outlook. Children in this region engage in the worst forms of child labor, including in commercial sexual exploitation and forced begging, each sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture and street work.

In 2017, several countries passed new laws and policies to strengthen child labor protections. Moldova passed a new law that grants financial compensation to child victims of forced labor, and Serbia adopted an amended hazardous work list. A new Ukrainian law strengthened social services and access to education for children living in regions beyond central government control. In addition, Albania passed a new child rights strategy, and Turkey instituted a new national action plan to address child labor.

18 countries



### Challenges and Existing Gaps

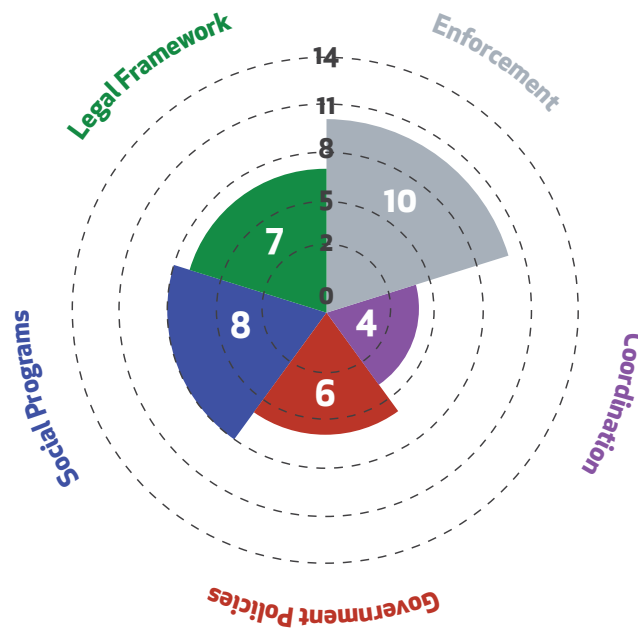
- Labor Inspectorates in some countries are not fully functioning.
- Mechanisms to coordinate efforts to address child labor are not established or do not function.
- Minorities and other disadvantaged children face barriers to access education.

Although having solid laws and policies is essential, enforcement remains critical to addressing child labor. Several governments provided enforcement personnel with training on child labor. For instance, labor inspectors in Azerbaijan, Montenegro, and Turkey received training on enforcing laws against child labor. Criminal investigators, prosecutors, and judges in Bosnia and Herzegovina, Serbia, and Turkey also received training on child labor and child trafficking.

Despite these successes across the region, basic labor law enforcement structures were absent in some countries. Georgia continued to lack a Labor Inspectorate to monitor, inspect, and enforce child labor laws, following the repeal of its 2006 Labor Code. Armenia lacked a body clearly mandated to monitor, inspect, and enforce child labor laws, a gap caused by a reform of the country's inspection program. In addition, neither Armenia nor Georgia allow labor inspectors to conduct unannounced inspections, and Azerbaijan took steps to extend a moratorium on all labor

FIGURE 13

## Number of Countries in Europe & Eurasia that Undertook Meaningful Efforts to Combat the Worst Forms of Child Labor in Relevant Areas



inspections through 2021, which potentially will leave violations of child labor laws undetected in workplaces. Ukraine’s legislation continued to require the State Labor Service to obtain Cabinet of Ministers’ approval to conduct an inspection of businesses with an annual income of

less than \$750,000. In Serbia, however, USDOL worked to address gaps in labor law enforcement through its Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) project. (See project description in Box 9.)

### BOX 9

## The CLEAR Path to Improving Law Enforcement



Labor inspectors, social workers, and police officers in Serbia receive training on the identification of child labor, including its worst forms, through the CLEAR Project. (October 2017)

Across Europe and Eurasia, unscrupulous employers take advantage of gaps in labor law enforcement to exploit vulnerable workers, including children. USDOL is providing capacity-building assistance to Serbia, among other countries, through the ILO-implemented Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) project.

Since 2010, officials from Serbia’s Labor Inspectorate have reported that training for labor inspectors was inadequate. To address this gap, the CLEAR project is implementing a train-the-trainers program for labor inspectors, social workers, and police officers. Train-the-trainer programs function by initially training a few individuals, who then return to their home agencies and replicate the training, greatly magnifying the number of trained individuals and enhancing training capacity in the country. In 2017, the CLEAR project provided training on child labor identification and prevention to individuals in 29 districts across Serbia, and provided inspectors with access to laptops to help them manage cases. The Labor Inspectorate reported that it plans to use the train-the-trainers program as the foundation for an internal training regimen for all inspectors. Adoption of this model by the Serbian Labor Inspectorate allows the project’s work to continue well past its end date.


# Latin America and the Caribbean

FIGURE 14

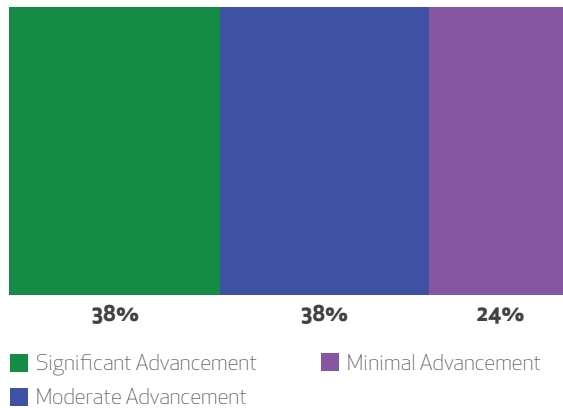
## 2017 Regional Outlook



10.5 million children ages 5-17 are engaged in child labor

KEY  = 1,000,000 children

24 countries



### Meaningful Efforts

- Leveraged unconventional partnerships to coordinate efforts to identify and address child labor.
- Introduced new technology to improve child labor law enforcement and monitor social services for children.
- Conducted and published research on child labor.

In Latin America and the Caribbean, 10.5 million children ages 5 to 17, or 7 percent of all children in the region, are engaged in child labor.<sup>(31)</sup> Figure 14 provides an overview of the regional outlook. Children in this region engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture, mining, and domestic work. In addition, many migrant children, and children of indigenous and African descent, remain particularly vulnerable to the worst forms of child labor. For a picture of how USDOL is helping to address child labor in Colombia’s mining communities, see the project description in Box 10 on page 45.

During the year, governments throughout the region leveraged partnerships to coordinate efforts to identify and address child labor. In both Panama and Peru, national ministries forged new relationships with municipal governments to prevent and respond to child labor, such as providing training and outreach on child labor and human trafficking following Peru’s devastating floods in 2017. The governments of Colombia and

### Challenges and Existing Gaps

- Gaps exist within the authority or operations of enforcement agencies to monitor the informal sector.
- Prosecution levels related to the commercial sexual exploitation of children are low.
- Natural disasters, violent crime, and migration prevent children from accessing education.

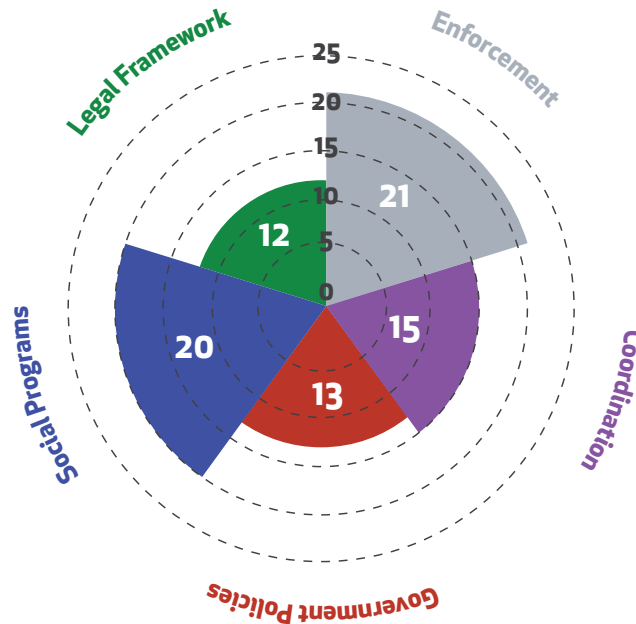
Guatemala jointly developed a virtual training course and established an agenda to work together to end child labor. Governments in the region also introduced new technologies to modernize efforts to monitor social services for children and strengthen labor law enforcement. Honduras released a mobile application for reporting child labor violations, and Paraguay piloted a data system to link local and national government bodies to improve protection of adolescent workers and referral of families to social programs. The region continued to collect and publish child labor research; Brazil, Costa Rica, and Guatemala published national child labor data, while Guyana and St. Lucia published rapid assessments on child labor.

The region faces many challenges, including high rates of inequality and informal work, and inadequate funding for law enforcement and social programming. Brazil’s Labor Inspectorate experienced significant resource issues that limited inspections to major cities due to a lack of funds for vehicles, gasoline, air travel, and daily lodging and meals for labor inspectors. The same held true in Haiti,



FIGURE 15

## Number of Countries in Latin America & the Caribbean that Undertook Meaningful Efforts to Combat the Worst Forms of Child Labor in Relevant Areas



where the lack of sufficient transportation, fuel, and appropriately equipped ministry facilities hampered the Ministry of Labor and Social Affairs' efforts to enforce child labor laws. The capacity of the Dominican Republic's National Police and Attorney General's Special Prosecutor to identify, investigate, and prosecute criminal cases related to the worst forms of child labor was limited by a lack of human and financial resources. In addition, many countries in the region have gaps within the authority or operations of law enforcement agencies, preventing them from addressing child labor in the informal sector in which child labor is most likely to occur. In Jamaica, child labor is pervasive in the informal sector, but existing law authorizes labor inspectors to conduct inspections in only certain industries or sectors, resulting in inspectors conducting inspections primarily in the formal sector.

Although social programs exist throughout Latin America and the Caribbean to protect children, many countries in the region lack programming or funding to reach children in key sectors and among vulnerable populations, including migrant children, children of indigenous or African descent, and children in rural areas. In Ecuador, the lack of schools in some areas specifically affects

indigenous and refugee children, who must travel long distances to attend school; almost half of all indigenous children in rural areas and up to 40 percent of those in urban areas do not attend secondary school, which can make them more vulnerable to child labor. Saint Vincent and the Grenadines lacked social programs for children engaging in commercial sexual exploitation and begging, while many Brazilian states lacked resources and shelters to adequately assist child victims of human trafficking.

Secondary school attendance and completion rates remain low throughout the region and natural disasters, violence, and migration pose barriers to access education. In 2017, Hurricane Maria damaged or destroyed many schools in the Caribbean, resulting in long interruptions to children's education. In Guatemala, El Salvador, and Honduras widespread violence and the recruitment of children into gangs continued to hinder access to education. Children fleeing the crisis in Venezuela also experienced difficulties accessing education. Efforts are underway in this region to address these issues.



© Somos Tesoro

Lizeth is now able to provide for her children. Puerto Jobo, Colombia 2018.

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“We have learned to work better as a team, to be more united. I am happy!”

—Lizeth Mendoza, *Somos Tesoro* Participant

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© Somos Tesoro

The community in Puerto Jobo with the Somos Tesoro project team. Together, they are making a difference for their children. Puerto Jobo, Colombia 2018.

## BOX 10

# Somos Tesoro in Colombia: The Transformation of Child Labor in Mining Communities

Lizeth Mendoza remembers that before the *Somos Tesoro* project first came to her village of Puerto Jobo, she often saw children working after school under the hot sun in streams with their *bateas*, searching for gold. Today, those *bateas*—the shallow wooden pans used to capture small gold particles from the streams—lie unused in the corners of their homes. The children now spend more time riding bicycles and playing soccer.

Much has changed for Lizeth and the children of Puerto Jobo. Through the *Somos Tesoro* project, Lizeth participated in training workshops led by the international nonprofit Pact, during which she learned about financial savings strategies, growing vegetables, and raising farm animals. She also learned about the negative effect of mercury on her health and received safety equipment to protect her while she worked in the artisanal gold mines. She even gained new skills; together with 19 other families, Lizeth participates in the pilot fish-farming project, which has raised 23,000 fish to date. Sharing the good news, Lizeth said, “Every day a group of us goes to the [fish] pool to feed

them; we are happy to go. We have learned to work better as a team, to be more united. I am happy!”

From 2013–2018, USDOL provided \$9.5 million in funding to PACT, along with *Alianza por la Minería Responsable*, *Fondo Acción*, and *Fundación Mi Sangre* to implement the *Somos Tesoro* project, which to date has directly benefitted 4,300 households and 13,000 children and adolescents. The *Somos Tesoro* project in Colombia takes a holistic approach that has proven effective in reducing child labor. The project raises awareness of child rights and the consequences of working at an early age. In addition, the project supports programs to increase food security and financial savings and educate families on safe gold mining practices. The project is also helping individuals build income to supplement artisanal mining wages and increasing support for education. This holistic approach has contributed to reducing child labor. When asked whether this trend will continue, Puerto Jobo’s community leader, Jose Solano, says it best: “In Puerto Jobo, we don’t want to see our children working anymore.” Those *bateas* will remain in the corners of their homes, unused by the children of Puerto Jobo.




# Middle East and North Africa

FIGURE 16

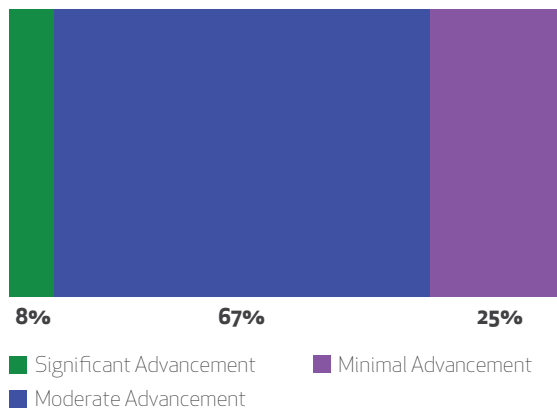
## 2017 Regional Outlook



**3.3 million children ages 5-17 are engaged in child labor**

KEY  = 1,000,000 children

12 countries



### Meaningful Efforts

- Increased training for government officials and stakeholders on the worst forms of child labor, particularly child trafficking.
- Increased efforts to raise awareness about child labor and child trafficking.
- Improved legal frameworks on child labor.

In the Middle East and North Africa, 3.3 million children are engaged in child labor, 3.4 percent of all children in the region.<sup>(31)</sup> Figure 16 provides an overview of the regional outlook. Children in the region engage in the worst forms of child labor, including commercial sexual exploitation and armed conflict. Children also perform dangerous tasks in agriculture and street work. In Iraq and Yemen, various armed groups recruited and used children in combat operations, and armed groups recruited child soldiers in Lebanon for deployment in Syria. Conflicts in the region also led to major population displacements, which increased the vulnerability to child labor of children among refugee populations and internally displaced persons.

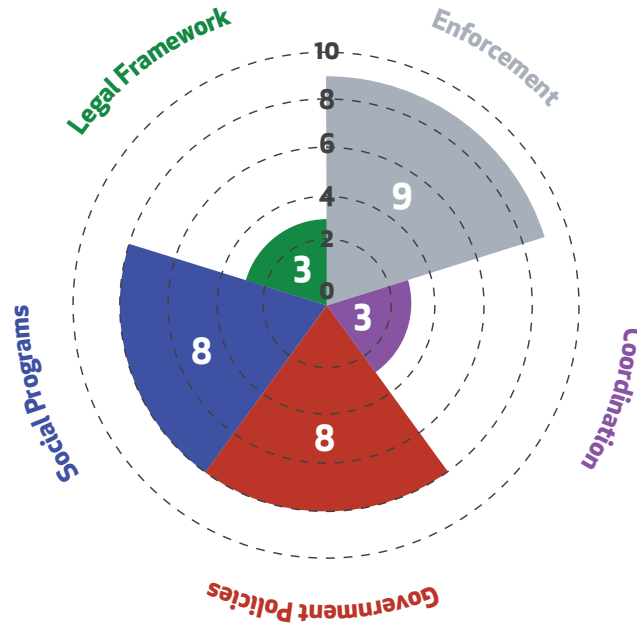
### Challenges and Existing Gaps

- Recruitment of children by armed groups for combat continues.
- Insufficient programs exist to address the extent of child labor, particularly in sectors where child labor is most prevalent.
- Barriers to education exist for children from vulnerable groups, including girls.

Across the region, countries made meaningful efforts to address child labor through initiatives to strengthen their legal frameworks, increase training for government officials, and raise public awareness. Morocco passed two decrees that prohibit certain activities for child domestic workers, and Tunisia passed a law to improve educational requirements for children who have dropped out of school. Police officers, prosecutors, judges, and civil society and media professionals in Algeria, Bahrain, Egypt, Lebanon, Oman, and Tunisia also received training on human trafficking, including victim identification and protection. Algeria and Jordan aired television and radio programs on child labor, Lebanon released a practitioner's guide on child labor in agriculture, Morocco conducted an informational workshop on

FIGURE 17

## Number of Countries in the Middle East & North Africa that Undertook Meaningful Efforts to Combat the Worst Forms of Child Labor in Relevant Areas



domestic work, Oman launched its first public awareness campaign on human trafficking, and Tunisia developed a training manual on its anti-trafficking law.

Despite these commendable efforts, social programs were insufficient to address the most prevalent child labor sectors. For instance, Iraq lacked programs to demobilize and reintegrate child soldiers or to support children engaged in commercial sexual exploitation, while Jordan lacked programs to assist children working in agriculture, construction, or street vending. Available services in Yemen are inadequate to address the needs of demobilized child soldiers or children removed from fishing or commercial sexual exploitation, and in Egypt, many children engaged in commercial sexual exploitation or quarrying limestone do not receive sufficient support.

Significant barriers to education, such as lack of schools and school-related costs, drove many children into workplaces during the year. In Jordan, Lebanon, and Morocco, the cost of transportation,

uniforms, and school supplies kept children from attending school, while Iraq lacked a sufficient number of educational facilities. In the West Bank and the Gaza Strip, attacks on schools, violence, military operations, delays at checkpoints, and school closures also led to a drop in children’s enrollment rates. Girls, in particular, faced difficulties accessing education due to families’ concerns about their security and well-being. In Egypt, approximately 600,000 girls were out of school in 2017 because of the long distances to school, harassment and violence at and on the way to school, lack of hygiene facilities, and cultural barriers. In 2017, approximately 100,000 students, including a disproportionate number of girls, dropped out of schools in Tunisia, often as a result of physical violence. USDOL seeks to help young girls overcome these challenges. From 2013–2017, USDOL’s Promise Pathways project provided \$5 million in funding to Creative Associates International to establish programs that empowered girls to pursue their educational and career goals. (See project description in Box 11 on page 48.)

**BOX 11**

# Promise Pathways: Reducing Child Labor through Viable Paths in Education and Decent Work

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**Hayat's Story** Hayat was in the sixth grade when she dropped out of school to help take care of her mother, sick father, and four brothers, one of whom was suffering from cancer. But with little education or training, she found that she had few options for a better future.

Now 18 years old, she is a chef at a top-ranked restaurant in Marrakech, where she also completed an internship. This transformation in Hayat's life—from vulnerable and out-of-school to skilled and employed—is due to the Promise Pathways project, funded by USDOL and implemented by Creative Associates International.

"When Promise Pathways reached out to me, I benefited from many things: studying baking and pastries, medical care for me and my family, and getting an ID card and a business card"

The project provided Hayat with vocational training and the opportunity for a safe and fulfilling career. It also gave her the psychosocial support needed to chart a new course for her future. According to her fellow chefs and the restaurant manager, Hayat is a star employee. She is confident and optimistic about the road ahead.

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"Because of this project, my life has changed and I am at a happy place now."

—Hayat, Promise Pathways participant

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**Kaoutar's Story** The school bus doesn't travel to 16-year-old Kaoutar's village in the Al Haouz province of Morocco's High Atlas Mountains. But even if it did, her family did not have the money to send her to middle school. Instead, she stayed home, helping her mother tend to the fields, feed the cows, and fetch wood. This was what her father wanted.

"My dad says that school is not for girls, and girls should work at home," Kaoutar said.

But that was before she was connected to the Promise Pathways project, funded by the USDOL and implemented by Creative Associates International. The team from Promise Pathways met with Kaoutar's parents and explained to them the importance of educating their daughter to improve her future.

The project staff encouraged Kaoutar's parents to enroll her in the Aghbalou boarding school in a nearby town, and helped with a scholarship from the project. Although Kaoutar received tutoring, boarding school proved a challenging adjustment and she soon dropped out—but not for long.

"The team of case managers made a special intervention to support me through counseling. This had a very positive impact on me, and I am back to school now and learning!"

Her performance and attendance have significantly improved, which brings her and her mother pride.

"We are proud of the good student I have become, and we appreciate school and the great results it helps girls achieve. I feel now that I am in charge of my future."


# Sub-Saharan Africa

FIGURE 18

## 2017 Regional Outlook



70 million children ages 5-17 are engaged in child labor

KEY  = 1,000,000 children

### Meaningful Efforts

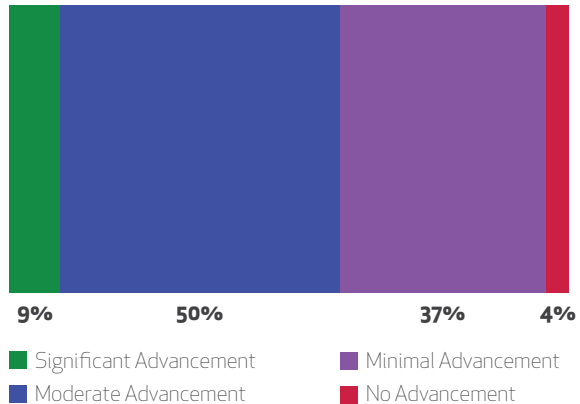
- Adopted and expanded laws that identify hazardous occupations or activities prohibited for children.
- Established new mechanisms to coordinate efforts to address child labor.
- Launched new and expanded existing social programs that aim to increase resources for youth training and development.

In Sub-Saharan Africa, 70 million children, or 22 percent of all children in the region, are engaged in child labor.

<sup>(31)</sup> Figure 18 provides an overview of the regional outlook. Children in the region engage in the worst forms of child labor in forced labor and commercial sexual exploitation. Children also perform dangerous tasks in agriculture, mining, and domestic work. In 2017, the news media highlighted the use of child labor in the Democratic Republic of the Congo to mine cobalt used in the manufacturing of rechargeable lithium-ion batteries found in electronics.<sup>(32)</sup>

Seven countries—Angola, Cote d’Ivoire, Mali, Mauritania, Mozambique, Niger, and Rwanda—strengthened labor protections for children by adopting or amending existing laws or regulations that identify hazardous occupations or activities prohibited for children. Other governments increased their coordination of child labor efforts by establishing new committees or task forces. In 2017, The Gambia’s Department of Social Welfare launched a National Coordination Committee on Child Labor to conduct child labor investigations and streamline the

46 countries



### Challenges and Existing Gaps

- Minimum age laws do not apply to all children.
- The number of labor inspectors is insufficient for the size of the countries’ workforces.
- Children, including trafficking victims, are punished for their involvement in the worst forms of child labor.

process for prosecuting child labor perpetrators. Benin’s newly formed Inter-Ministerial Task Force to Combat Trafficking in Persons organized a 2-day workshop to finalize a national anti-trafficking policy, action plan, and data collection guidelines. In addition, Nigeria’s Edo State and 10 of Zimbabwe’s 12 provinces established task forces to address child trafficking.

During the reporting period, several governments increased resources for youth training and development. Cameroon financed the Institute of Childhood Rehabilitation Project, which aims to restore a center in Betamba that provides vocational training to youth. Mauritania worked with the ILO to launch a decent work project for migrant youth in the fishing sector, and Uganda partnered with a local bank to fund a program to reduce youth unemployment through enterprise development, job creation, and business skills training. These initiatives, as well as the USDOL-funded Engaged, Educated and Empowered Ethiopian Youth (E4Y) project in Ethiopia, implemented by World Vision in partnership with the International Rescue Committee and the Center

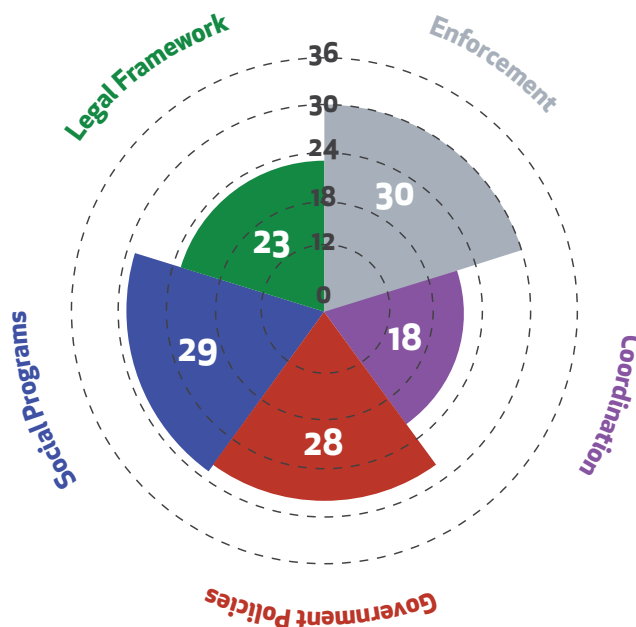
for Creative Leadership (see project description in Box 12), provide youth with training and skills that help them secure decent work opportunities.

In many countries in the region, minimum age laws do not apply to all children. This does not conform to international standards, which require that all children be protected under minimum age work laws. In Botswana, Cabo Verde, Central African Republic, Comoros, Eritrea, Ethiopia, Gabon, Guinea, Guinea-Bissau, Kenya, Malawi, Mozambique, Niger, Nigeria, São Tomé and Príncipe, and Uganda, minimum age protections do not apply to children outside of formal work relationships. In addition, 85 percent of Sub-Saharan African countries lack a sufficient number of labor inspectors to adequately enforce labor laws. Ghana, for example, had 105 labor inspectors. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Ghana would employ roughly 833 inspectors. Kenya employed only 84 labor inspectors compared with the ILO's technical advice of 1,321 inspectors. Nigeria employed only 888 inspectors compared to the ILO's technical advice of 4,005 inspectors, while Uganda employed 47 inspectors compared with the ILO's technical advice of 500 inspectors and the Republic of the Congo employed 12 inspectors compared with the ILO's technical advice of 137 inspectors.

Many children, including victims of human trafficking, were arrested, detained, and criminally prosecuted for their involvement in the worst forms of child labor during the year. Criminal law enforcement authorities in Nigeria detained children for their or their parent's alleged association with Boko Haram, and many children remained in detention facilities for prolonged periods. The armed forces of the Democratic Republic of the Congo arrested 302 children, many for their alleged

FIGURE 19

## Number of Countries in Sub-Saharan Africa that Undertook Meaningful Efforts to Combat the Worst Forms of Child Labor in Relevant Areas



association with armed groups, and detained them for periods of up to 1 year in cells with adults, during which time they were interrogated and beaten. Somali officials continued to detain children for alleged associations with non-state armed groups, and more than 30 children were prosecuted and given sentences ranging from 8 years to life imprisonment for association with al-Shabaab.

### BOX 12

## E4Y Project: Engaged, Educated, Empowered Ethiopian Youth

Raised by a single mother, Ferenju Godie had to make a choice no child should have to make: help his mother feed his five siblings or go hungry. He chose to help. At age 12, he cooked and sold pastries on the streets of Chilga in western Ethiopia. He also worked in other people's fields as a day laborer, earning a little money to help feed his family and buy school supplies.

Ferenju worked for more than 10 hours a day, including at night. When he was able to make it to school, he found himself exhausted and perpetually worried about making ends meet. Fortunately, Ferenju learned about USDOL's E4Y project and its efforts to help young people like him move out of the worst forms of child labor and back into school. He seized the opportunity. The project provided him with books, school supplies, and a uniform, which allowed him to quit working and focus on his studies. The project also supported Ferenju's mother with livelihood services and business development training so that she could support all of her children. Liberated from work, Ferenju is now focused on his future. He dreams of becoming a doctor and lifting his family out of poverty.



© World Vision Ethiopia

Ferenju Godie, a participant in a USDOL-funded program for children engaged in the worst forms of child labor in Ethiopia.





**USDOL**

U.S. Secretary of Labor Alexander Acosta visits Ford Motor Company apprentices & discusses their opportunity to "learn & earn" while being exposed to a variety of careers in the auto industry. Dearborn, Michigan. June 1, 2017

# The U.S. Experience

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“The Department vigorously enforces our nation’s laws that protect working Americans. Fully enforcing the laws deters bad actors from willfully and repeatedly ignoring their responsibilities under the law. This makes American workplaces safer.”

—Secretary of Labor Alexander Acosta

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The United States remains strongly committed to the elimination of the worst forms of child labor, and showed this commitment when it ratified ILO Convention 182 on the Worst Forms of Child Labor in 1999. The U.S. Department of Labor (USDOL) is the sole federal agency that monitors child labor and enforces child labor laws. For the past 80 years, the Fair Labor Standards Act (FLSA) has governed the permissible employment of child workers. The FLSA’s child labor provisions are designed to protect the educational opportunities of youth and prohibit their employment in jobs that are detrimental to their health and safety. The FLSA and its implementing regulations generally restrict the hours and times of day that youth under age 16 can work and lists hazardous occupations too dangerous for young workers to perform. USDOL’s Wage and Hour Division (WHD) gives the highest priority to the enforcement of FLSA’s child labor provisions.

Protecting the health and safety of young workers, while helping them enjoy positive work experiences, remains a high priority for several other agencies within USDOL. The Occupational Safety and Health Administration (OSHA) enforces the Occupational Safety and Health Act and related regulations, which ensure workplace

safety for all employees, regardless of age. The Office of Disability Employment Policy (ODEP) works to improve transition outcomes for youth and young adults with disabilities toward successful employment and adulthood, and the Department’s YouthRules! initiative seeks to promote positive, safe work experiences for young workers. The Employment and Training Administration (ETA) also sponsors many programs to provide training opportunities and job placement assistance for America’s youth. In addition, the Bureau of Labor Statistics, which serves as a statistical resource to USDOL, gathers statistics on various subjects, including those related to child labor.

## The Federal Minimum Ages for Work

The FLSA and its implementing regulations—

- Set a minimum age of 14 for most employment in non-hazardous, non-agricultural industries, limits the times of day and the number of hours that 14- and 15-year-olds may work, and limits the tasks that they may perform.
- Establish a minimum age of 18 for employment in occupations governed by the Department’s 17 non-agricultural Hazardous Occupations Orders (HOs).
- Provide different standards for agricultural employment. For example, the FLSA does not restrict the type of work that 16- and 17-year-olds are permitted to perform in agricultural employment. The FLSA also permits 12- and 13-year-olds, with parental approval, to work outside of school hours in nonhazardous agricultural employment.
- Provide exceptions from some or all of these child labor rules for youth who are employed by their parents or persons standing in place of their parents in both agricultural and nonagricultural work. The statute also includes exceptions from the child labor rules for specific types of work, such as newspaper delivery and performing in theatrical productions.

There were 1,747,000 youth ages 16 to 17 employed in the United States in 2016, and 2,237,000 employed in 2017.<sup>(33)</sup> Despite the restrictions and limitations placed on their work, in 2016, the most recent year for which data are available, there were 17 fatal occupational injuries among youth ages 16 to 17, and 13 fatal occupational injuries among youth below age 16 in the United States.<sup>(34)</sup>





**USDOL**

U.S. Secretary of Labor Alexander Acosta visits Milton Manufacturing to discuss how apprenticeships & training strengthen US workforce. Detroit, Michigan. June 1, 2017.



FIGURE 20

## Wage and Hour Division Rigorously Enforces the Fair Labor Standards Act, including Child Labor Laws

 **748**

**Number of Cases Where Child Labor Violations Were Found**

 **240**

**Number of Cases Where Hazardous Order Violations Were Found**

 **491**

**Number of Minors Employed in Violation of Hazardous Orders**

More information about these cases is available in the WHD's enforcement database at <http://ogesdw.dol.gov/views/search.php> and the WHD website at <https://www.dol.gov/whd/data/datatables.htm#panel1>.

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“We urge employers to avail themselves of the resources we provide to show them how to comply with federal pay and child labor laws. Employment opportunities for minors must never come at the expense of their safety.”

**—Wage and Hour Philadelphia District Director James Cain**

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WHD looks for employer compliance with the FLSA's child labor provisions in every investigation it conducts. In 2017, WHD found that Stoltzfus Structures, a Pennsylvania manufacturing company, violated FLSA child labor provisions when it employed a 16-year-old to operate a table saw with a circular blade, which resulted in a serious injury, and six other 16-year-olds to operate a pneumatic-powered staple gun and a battery-operated drill. The company also employed three 15-year-olds to perform manufacturing duties that are prohibited for 14- and 15-year-olds. Because of these child labor violations, the company was ordered to pay a penalty of \$30,800.<sup>(35)</sup>

In 2018, WHD also determined that McDonalds' franchisee, S&P Enterprises Inc., based in New York, violated FLSA requirements that limit the number of hours and times of day that employees under age 16 engaged in nonagricultural work may legally work while school is in session. The employer allowed minors ages 14 and 15 to work after 7:00 p.m. during the school year, more than 3 hours on a school day, more than 8 hours on a non-school day, or more than 18 hours during a school week, exceeding the FLSA's limits. S&P Enterprises Inc. paid \$8,829 in penalties to resolve the child labor violations.<sup>(36)</sup>

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“Child labor laws protect the educational opportunities of minors, and ensure that their employment does not come at the expense of their health or well-being. . . . Child labor violations can occur when front-line supervisors do not comply with the law’s requirements, and fail to monitor minor employees’ hours.”

—Wage and Hour Northern New Jersey District Director John Warner

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### **WHD’s Outreach and Education Efforts to Prevent Child Labor in Agriculture and Other Sectors**

WHD conducts extensive outreach and education on child labor to workers’ and employers’ organizations in the agriculture sector. At the national level, WHD provides training and information to organizations such as Farm Worker Justice and National Partnership of Farmworker and Rural Organizations (MAFO). At the state and local levels, WHD works with a variety of stakeholders, including employers’ organizations, unions, state governments, and NGOs, to enforce federal child labor laws. In response to reports of children working in tobacco fields, WHD works with the industry to improve compliance with labor laws and conditions for workers. This includes working with the Farm Labor Practices Group (FLPG), a tobacco industry stakeholder organization comprising manufacturers, growers, and worker representatives. The FLPG has recognized the importance of maintaining compliance with child labor laws in the industry and has taken steps to improve compliance levels industry-wide. In addition, large

tobacco manufacturers are now self-monitoring or they contract with third parties to monitor labor law compliance among their suppliers.

WHD also maintains the YouthRules! website at <https://www.youthrules.gov/>, a child labor information portal that seeks to engage teenage workers through a user-friendly interface, rich multimedia and social media content, and a Young Worker Toolkit of teen-friendly resources.<sup>(37)</sup> The site offers links to compliance assistance materials for employers, parents, and educators. It also links to helpful worker resources, including information on filing complaints, federal and state child labor laws, federal and state labor offices, and other USDOL and government sites with information for children and young workers. WHD maintains a toll-free helpline (1-866-4US-WAGE or 1-866-487-9243) that provides information about child labor laws.

### **Career and Technical Education for Youth**

USDOL’s Employment and Training Administration’s (ETA) Office of Apprenticeship (OA) oversees the Registered Apprenticeship System in the United States. Apprenticeship is a proven earn-while-you-learn strategy that helps meet industry needs and equips workers with skills to obtain vacant, high-paying jobs. Consistent with the President’s June 15, 2017 Executive Order, Expanding Apprenticeships in America, USDOL is developing a framework for industry-recognized apprenticeships that is more flexible and responsive to market needs and more attractive to American job creators.

The Workforce Innovation and Opportunity Act (WIOA) also provides generous funds to promote youth employment, including its youth formula program, YouthBuild, Job Corps, and Reentry Employment Opportunities (REO). These programs help youth who face barriers to employment, including out-of-school youth and those involved with the justice system, by providing them with services that prepare them for success, such as work-readiness skills and opportunities to gain industry-driven credentials. For example, the WIOA’s youth formula program allocates funds to serve eligible youth ages 14 to 24 who face barriers to education, training, and employment. Eddie Colquitt, a youth from Michigan, applied for and received assistance through this program to complete his General Education Diploma (GED). After obtaining his GED, he was able to work in the clothing industry as a Social Media Manager.<sup>(38)</sup>

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"[The WIOA Youth Program] really gave me a lot of great opportunities that I would not have had without it. It helped me to work in the clothing industry and gain lots of great experience."

**—Eddie Colquitt, Michigan WIOA program participant**

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YouthBuild and Job Corps also help low-income, unemployed, young Americans continue their education, gain the skills they need for employment, and become leaders in their communities. YouthBuild helped Alexis Bach, a youth from the heart of the Appalachian Mountains in Kentucky, to pursue her dream of becoming a registered nurse. After dropping out of high school, YouthBuild helped her get a job, obtain her GED, and later enroll in college while serving her community as a YouthBuild AmeriCorps member.<sup>(39)</sup> Arielle Gonzalez from Minnesota did not have money for college, so she enrolled in Job Corps after it offered her a 9-month training program. Afterwards, Arielle applied for a position at the U.S. Forest Service-Ottawa National Forest and was hired. She currently serves the public in the Forest headquarters as an office automation clerk.<sup>(40)</sup>



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"I'm so thankful for Job Corps and I feel like I need to give back; that's how much it changed my life. I tell everybody about Job Corps. . . . Even my parents didn't see my success coming. They've never been so proud."

**—Arielle Gonzalez, Job Corps participant**

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# How to Read a Country Profile

- **Country Overview.** Each country profile begins with an overview for 2017 in a single paragraph, beginning with a statement identifying the assessment level assigned to the country for 2017. Following the statement of assessment, the paragraph offers a summary of key findings in the country profile. The narrative includes any meaningful efforts taken by a government, defined as efforts in key areas where the government advanced its commitments to eliminate the worst forms of child labor. The narrative also notes the most common or egregious forms of child labor found in the country and highlights areas in which key gaps in government efforts remain.

- **Section I: Prevalence and Sectoral Distribution of Child Labor** The first section of each country profile attempts to provide, to the extent that information is available, a comprehensive picture of the worst forms of child labor in the country.

- **Table 1, Statistics on Children's Work and Education**, contains at least four variables: percentage of working children, school attendance rate, percentage of children combining work and school, and primary completion rate. The majority of the country profiles have data for at least one of these variables. A smaller set of profiles contain data on children's work by sector. The age and methodologies of the original surveys that provide the underlying data vary, and in some cases, the surveys may not reflect the true magnitude of the child labor problem in a country. For some countries, data are unavailable from the sources used in this report.

- **Table 2, Overview of Children's Work by Sector and Activity**, groups types of children's work by sector, using categories established by the ILO and Understanding Children's Work for national child labor surveys (Agriculture, Industry, and Services), as well as a category intended to capture work understood as the worst forms of child labor per se under Article 3 (a)–(c) of ILO C. 182, referred to by the report as "Categorical Worst Forms of Child Labor." Sectors and specific activities performed by children are sorted into these categories according to internationally accepted industry and occupational codes.

- The first footnote identifies sectors or activities determined to be hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182, and the second footnote provides the definition of "Categorical Worst Forms of Child Labor."

- The table is followed by a narrative highlighting additional sector-specific information and social, economic, or political issues that affect the prevalence of child labor, such as barriers to accessing education, or major socioeconomic shocks to the country that may inhibit the government's ability to address child labor, such as a natural disaster or armed conflict.

## Colombia

SIGNIFICANT ADVANCEMENT



- *In 2017, Colombia made a significant advancement in efforts to eliminate the worst forms of child labor. The government approved the National Policy to Prevent and Eliminate Child Labor and Protect the Young Worker and a roadmap to prevent and eliminate child labor in mining. The government also updated its list of hazardous occupations for children, piloted the Model for Identification of Child Labor Risks, and devoted additional resources to its Labor Inspectorate. Under the peace accord signed with the Revolutionary Armed Forces of Colombia, the government reintegrated over 130 recovered child soldiers in 2017. In addition, the government raised awareness of commercial sexual exploitation of children among indigenous communities and issued guidance to labor inspectors, including by providing strategies and protocols related to child labor prevention and detection. However, children in Colombia engage in the worst forms of child labor, including in commercial sexual exploitation and illicit activities, sometimes as a result of human trafficking. Additionally, the government does not employ a sufficient number of labor inspectors.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Colombia engage in the worst forms of child labor, including in commercial sexual exploitation and illicit activities, sometimes as a result of human trafficking. (1; 2) The government publishes annual statistics on children's work from its National Household Survey. (3) However, activities and ages are not sufficiently specified in this data to determine child labor rates. (3; 4) Table 1 provides key indicators on children's work and education in Colombia.

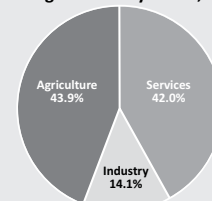
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.2 (356,867)
Attending School (%)	5 to 14	94.4
Combining Work and School (%)	7 to 14	4.5
Primary Completion Rate (%)		101.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Gran Encuesta Integrada de Hogares, Módulo de Trabajo Infantil (GEIH-MTI), 2016. (6)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of coffee,† sugarcane,† and unrefined brown sugar (panela)† (7; 8; 9)
	Animal husbandry,† hunting,† and fishing,† activities unknown (10; 11; 9)
Industry	Mining coal,† emeralds,† gold,† tungsten,† coltan,† and clay† (12; 13; 14; 15; 9)
	Producing bricks† (15)
	Construction,† activities unknown (16)
	Cutting and transporting lumber;† and creating artisanal woodwork such as handicrafts and decorative items (17; 11)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

- Commercial sexual exploitation of children occurs more often in private homes rented online than in commercial establishments. (9) In Bucaramanga, child victims of commercial sexual exploitation are allegedly recruited in schools by other students. (34) In mining areas, trafficking of children for forced labor and commercial sexual exploitation is widespread. (35) In Cartagena, children are forced by illegal armed groups and criminal organizations to commit homicides. (36)

The government reports that the recruitment and use of children by illegal armed groups has declined by 60 percent since the government and the FARC signed a peace accord in 2016. However, the National Liberation Army, Popular Liberation Army, and non-ideological criminal organizations such as the Gulf Clan continued to recruit children in 2017. (9)

# How to Read a Country Profile (Continued)

**Section II: Legal Framework for Child Labor** The second section indicates whether a country has ratified key international instruments related to child labor and assesses whether a country's legal framework meets international standards. This section begins with a statement about the extent to which the government has ratified key international conventions concerning child labor.

**Table 3. Ratification of International Conventions on Child Labor**, lists the relevant UN conventions concerning child labor. A checkmark indicates the country's ratification, acceptance, accession, or succession to the instrument, considering that these actions have the same practical legal effect regarding the substantive obligations of the instruments as ratification. If other relevant international instruments, beyond those listed in the table, were ratified during the reporting period, this may be recognized in a short narrative following the table.

A statement above **Table 4, Laws and Regulations on Child Labor**, indicates whether the government's laws and regulations related to child labor meet ILO Conventions 138 and 182 or whether gaps exist in the legal framework to adequately protect children from child labor.

**Table 4** lists each of the relevant legal standards and notes which laws meet and do not meet international standards. Table 4 footnotes identify if a government does not use conscription for military service, if a government does not have a standing military, and whether an age is calculated based on available information.

The table is followed by a narrative describing any relevant laws the government enacted, or advanced to a significant step in the legislative process during the reporting period. If the government failed to take action on an existing draft bill that would fill a gap in the legal framework related to child labor, this also may be noted. The narrative also discusses why existing laws do not meet international standards.




**Section III: Enforcement of Laws on Child Labor** The third section describes the roles of government agencies in enforcing laws related to child labor and reports on efforts made during the reporting period. It begins with a statement about whether the government has established institutional mechanisms to enforce laws and regulations on child labor (Table 5), notes whether gaps exist within the authority or operations of ministries responsible for law enforcement, or if enforcement data were missing.

**Table 5, Agencies Responsible for Child Labor Law Enforcement**, lists the agencies charged with enforcing such laws and identifies each agency's role. A footnote identifies whether an agency responsible for child labor enforcement was created during the reporting period. A subsequent narrative describes gaps in agency responsibilities or new information during the reporting period.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Colombia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 35 of the Code on Childhood and Adolescence (41)
Minimum Age for Hazardous Work	Yes	18	Article 117 of the Code on Childhood and Adolescence (41)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 3, Resolution 1796 (42)
Prohibition of Forced Labor	Yes		Article 17 of the Constitution; Articles 141 and 188A of the Penal Code; Article 5 of Resolution 3597 (43; 44; 45)
Prohibition of Child Trafficking	Yes		Article 17 of the Constitution; Articles 188A–188C of the Penal Code; Article 5 of Resolution 3597 (43; 44; 45)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 213–219B of the Penal Code (45)
Prohibition of Using Children in Illicit Activities	Yes		Articles 162, 188D, and 384 of the Penal Code; Article 2 of Resolution 3597 (43; 45)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 13 of Law 418; Article 2 of Law 548 (46; 47)
State Voluntary	Yes	18	Article 13 of Law 418; Article 2 of Law 548 (46; 47)
Non-state	Yes	18	Article 162 of Law 599; Article 20 of Law 1098; Article 14 of Law 418 (41; 45; 46)
Compulsory Education Age	Yes	18	Decision C-376/10 of the Colombian Constitutional Court (48)
Free Public Education	Yes		Article 1 of Decree 4807 (49)

In 2018, the Ministry of Labor (MOL) issued a Resolution updating its list of hazardous occupations prohibited for children, including by capping domestic work by children in the child's own home at 15 hours a week. (42) Colombian law also provides that children ages 15 to 17 may work if they have official authorization. The Resolution states that authorization for these children to work may be revoked if minimum guarantees protecting health, social security, education, and acceptable work conditions are not met. (42)

## III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's (MOL) Inspection, Monitoring, Control, and Territorial Management Department	Receive complaints of labor law violations and conduct labor inspections, including inspections to verify labor conditions for adolescent workers and compliance with other child labor provisions. Oversee the Internal Working Group on Child Labor Eradication. (50) Operate the Integrated Registration and Information System for Child Labor (SIRITI), a child labor monitoring system that identifies children engaged in or at risk of child labor. (1; 51) In 2017, the government provided training on SIRITI, reaching 10 departments, 122 municipalities, and 342 trainees. (52)
National Police	Investigate cases of commercial sexual exploitation and human trafficking. (51)
Attorney General's Office	Investigate and prosecute cases of child recruitment for armed conflict, commercial sexual exploitation, forced labor, and human trafficking. (1; 41) Oversee the Articulation Group for Combating Trafficking in Persons, which includes four prosecutors that focus on investigating and prosecuting cross-border human trafficking and other related crimes. (53)
National Training Service (SENA)	Collect fines imposed by the MOL for labor law violations. (54)

# How to Read a Country Profile (Continued)

● **Table 6** and **Table 7** provide data on labor law and criminal law enforcement efforts, respectively, in 2016 and 2017.

● **Table 6, Labor Law Enforcement Efforts Related to Child Labor**, provides information on labor law enforcement data, including information about the Labor Inspectorate's financial and human resources; authority to conduct inspections and assess penalties; and actions and mechanisms to enforce labor laws, including those related to child labor.

● **Table 7, Criminal Law Enforcement Efforts Related to Child Labor**, provides information on criminal law enforcement data, including information about actions and mechanisms to enforce laws related to the worst forms of child labor.

● Footnotes under each table identify whether the government made enforcement information publicly available and if the data included in the tables fall outside of the calendar year. A narrative follows each of these tables with more specific information on government mechanisms and efforts, and includes findings in which ILAB has concluded that government efforts fall short.

● **Section IV: Coordination of Government Efforts on Child Labor** The fourth section provides information on institutions charged with coordinating efforts related to child labor, including its worst forms. It begins with a statement indicating whether the government has established mechanisms to coordinate its efforts to address child labor, and if any gaps exist that hinder the effective coordination of efforts to address child labor.

● **Table 8, Key Mechanisms to Coordinate Government Efforts on Child Labor**, lists the country's key coordinating bodies, their composition, if known, and their respective mandates, as well as their efforts during the reporting period. A footnote states whether a mechanism to coordinate efforts to address child labor was created during the reporting period. A subsequent narrative may include findings on gaps in their efforts.

## ● Labor Law Enforcement

In 2017, labor law enforcement agencies in Colombia took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOL that may hinder adequate labor law enforcement, including human resource allocation and labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$426,165 (4)	\$1,016,989 (4)
Number of Labor Inspectors	836† (7)	868 (55)
Inspectorate Authorized to Assess Penalties	Yes (7)	Yes (9)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (56)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes	Yes (9)
Number of Labor Inspections Conducted	Unknown	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	6† (7)	247‡ (9)
Number of Child Labor Violations for which Penalties were Imposed	6† (7)	15 (9)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (7)	Yes (9)
Routine Inspections Targeted	Yes (7)	Yes (9)
Unannounced Inspections Permitted	Yes (7)	Yes (9)
Unannounced Inspections Conducted	Yes (7)	Yes (9)
Complaint Mechanism Exists	Yes (7)	Yes (7; 9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (7)	Yes (7; 9)

† Data are from January 2016 to October 2016.  
‡ Data are from January 2017 to October 2017.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (9)
Refresher Courses Provided	Yes (7)	Yes (9)
Number of Investigations	2,240 (7)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	374 (7)	359 (9)
Number of Convictions	258 (7)	206 (55)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (7)	Yes (9)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the activities of the Inter-sectorial Commission for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups and the Work Group to Assess Acceptable Activities for Adolescent Work in Coffee, Cotton, Sugar, and Rice.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Interagency Committee for the Elimination of the Worst Forms of Child Labor (CIETI)	Coordinate efforts to combat the worst forms of child labor. Chaired by the MOL, includes 13 government agencies and representatives from trade unions, business associations, and civil society organizations. (7) Oversee 32 department-level CIETIs throughout the country, each comprising municipal-level committees. (61) In 2017, the government took actions to reform the CIETI's structure by updating the entities and sectors that should be represented in the committees, detailing their roles and responsibilities, and defining the guidelines for operation at national and local levels. (62)
Colombian Institute for Family Well-Being (ICBF)	Operate 40 mobile units to coordinate government actions to protect children's rights, including child labor. Support demobilized child soldiers by strengthening family networks and increasing access to health services, food, education, and shelter. (17) Serve as Administrator of the Fund Against Sexual Exploitation of Children and Adolescents. (63) Process child labor complaints, operate hotlines to report child labor cases, and provide social services to children engaged in or at risk of child labor. (1; 64; 65) Between January and August 2017, provided services to 209 children registered as victims of commercial sexual exploitation. (66)
ICBF's National System of Family Well-Being	Promote interagency coordination to protect children's rights, including rights related to child labor. (7) Design, implement, monitor, and evaluate policies that affect children from early childhood to adolescence. Comprises the offices of the President and Vice President, 15 government ministries, and other government agencies. In 2017, reviewed the first draft of the Childhood and Adolescence Policy and provided capacity-building activities to 531 government officials. (62; 9)



# How to Read a Country Profile (Continued)

## Section V: Government Policies on Child Labor

The fifth section describes a country's policies and plans to combat child labor and development policies that explicitly incorporate the issue of child labor. It begins with a statement indicating whether the government has established policies related to child labor, and if policy gaps exist that hinder efforts to address child labor.

**Table 9, Key Policies Related to Child Labor**, lists the country's key policies, providing a description of each policy's objectives and any developments in implementation that occurred during the reporting period. The footnote identifies policies that were approved during the reporting period and notes small-scale policies that may have addressed child labor issues or had an impact on child labor.

The narrative following the table notes includes findings related to whether existing policies sufficiently address child labor issues in the country.

## Section VI: Social Programs to Address Child Labor

The sixth section describes social programs launched or implemented during the reporting period that focus on child labor and programs that address poverty, education, and other related matters that could have a beneficial effect on child labor. It begins with a statement as to whether the government funded or participated in social programs that include the goal of eliminating or preventing child labor, and whether gaps exist in these social programs.

**Table 10, Key Social Programs to Address Child Labor**, lists the country's key social programs and a description, including its activities and accomplishments, to the extent known, during the reporting period. Where possible, programs are hyperlinked to project websites for additional information. Footnotes identify social programs that are funded by the government or were launched during the reporting period and whether the government had small-scale social programs with the goal of eliminating or preventing child labor.

The narrative following the tables may also include an analysis of the extent to which social programs were sufficient to address the scope of the problem or covered the key sectors in which children are known to work in the country.

## Section VII: Suggested Government Actions to Eliminate the Worst Forms of Child Labor

The last section of each country profile (Table 11) is a set of suggested actions for the country to consider taking in order to advance the elimination of child labor. These suggested actions correspond directly to findings made in each of the report's sections regarding gaps in the country's laws and regulations, enforcement, coordination, policies, and social programs. They serve as a roadmap for efforts that individual countries can follow to more fully address child labor. Next to each suggested action is the years in which it has appeared in the report, followed by every year the action was included without being remedied.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Policy to Prevent and Eliminate Child Labor and Protect the Young Worker (2017–2027) <sup>†</sup>	Aims to focus agricultural policy on child labor eradication, develop child labor prevention strategies, improve the quality and coverage of social mobility and child protection services for vulnerable children, protect adolescent workers from hazardous work, create strategies to address child labor in domestic work, strengthen institutions to improve attention on children at risk for child labor, and establish evaluation and monitoring mechanisms to assess progress of public policies. (73)
Roadmap for the Restoration of Rights, Assistance, and Reparation for Children and Adolescent Victims of the Armed Conflict	Establishes the protocols for assisting child victims of the armed conflict. Approved in 2016 and implemented through inter-institutional mechanisms and technical assistance in various departments in 2017. (9; 80)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (7; 61; 81; 82; 83)

- In 2017, the ICBF presented a draft of the National Policy for Children and Adolescents to relevant government entities working on child protection issues and established nine working groups to gather information to develop the Public Policy for the Prevention and Eradication of Commercial Sexual Exploitation of Children and Adolescents. (62; 55) At the IV Global Conference on the Sustained Eradication of Child Labor held in Buenos Aires, Argentina, the government pledged to develop local-level strategies to address the needs of children vulnerable to child labor within the framework of the National Policy to Prevent and Eliminate Child Labor and Protect the Young Worker. (84)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor, which cover the main sectors where child labor has been identified in the country (Table 10).

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
Child Labor in Mining Prevention Program ( <i>Prevenir es Mejor</i> ) <sup>†</sup>	Secretariat of Mining and Office of Infancy, Adolescence, and Youth program in Antioquia that provided 438 children with life skills training, legal and psychological support, and recreational activities to prevent and eradicate child labor in the mining sector. (85)
Projects Addressing Commercial Sexual Exploitation of Children <sup>†</sup>	Eyes Everywhere ( <i>Ojos en Todas Partes</i> ), a public awareness campaign, aims to prevent the commercial sexual exploitation of children in the tourism sector. Led by the Ministry of Commerce, Industry, and Tourism, and implemented in coordination with the ICBF and the National Tourism Fund. (1; 86) Sexual Violence – The Importance of the First 72 Hours campaign to train psychosocial teams and other service providers on how to conduct investigations into the commercial sexual exploitation of children and provide assistance to victims. In 2017, the government launched “We Protect,” a web-based tool to collect, monitor, and address complaints of commercial sexual exploitation of children. (87) The government, private sector, and civil society also organized an event to promote the treatment of “child pornography” as “sexual exploitation of children.” (88; 87; 89) In 2017, the project I Am the Wall! ( <i>La Muralla Soy Yo!</i> ) created an award to recognize efforts in combatting the commercial sexual exploitation of children in tourism. (90; 91)

- To address child labor in the mining sector, the Ministry of Mines and ICBF signed a cooperative agreement and the government developed a Roadmap for the Prevention and Elimination of Child Labor in Mining. (71; 72) Under this agreement, the government assisted 106 families, including 210 children at risk of child labor. (9) In addition, under the Regional Initiative Latin America and the Caribbean Free of Child Labor, the MOL Municipality of Cali and Government of Valle del Cauca Department

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Colombia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that all labor inspectors have sufficient resources to perform inspections.	2009 – 2017
	Increase the number of labor inspectors to meet the ILO's technical advice.	2009 – 2017
	Publish information on labor law enforcement efforts, including the total number of labor inspectors and penalties imposed that were collected for child labor violations.	2009 – 2017
	Ensure that all adolescents who work in allowed sectors have received official authorization.	2015 – 2017
	Publish information on the number of violations found related to the worst forms of child labor and initial training for new labor inspectors and criminal investigators.	2014 – 2017
Coordination	Provide sufficient resources to criminal law enforcement officials to enforce criminal laws related to the worst forms of child labor.	2014 – 2017
	Ensure that information is exchanged among coordinating bodies at the national and regional levels.	2012 – 2017
Social Programs	Ensure that children are protected from armed conflict while at school.	2013 – 2017
	Expand efforts to improve access to education for all children, particularly for indigenous and Afro-Colombian children, including by improving transportation infrastructure, and building more schools in rural areas.	2013 – 2017



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Bobo Dioulasso, Burkina Faso. Girl selling nuts. July 29, 2016.



# Definitions Related to Child Labor

Definitions related to child labor are guided by ILO C. 138 on Minimum Age and ILO C. 182 on Worst Forms of Child Labor. ILO's Resolution Concerning Statistics on Child Labor, developed during the 18th Conference of Labor Statisticians, provides the international framework for measuring children's work. Please see Appendix 4 for additional definitions.

## Working Children

Working children are those engaged in any economic activity for at least 1 hour during the reference period. Economic activity includes market production and certain types of non-market production, principally the production of goods and services for their families' use. The work children perform may be in the formal or informal economy, inside or outside family settings, whether paid or unpaid. This includes children working in domestic service outside the child's own household for an employer, paid or unpaid.<sup>(42; 43)</sup>

## Child Labor

Children in child labor are a subset of working children. Child labor includes work below the minimum age, as established in national legislation excluding permissible light work, the worst forms of child labor, and hazardous unpaid household services. Child labor is a narrower concept than children in work because child labor excludes children who work only a few hours a week in permitted light work and those who are above the minimum age who engage in work not classified as a worst form of child labor.<sup>(42; 44)</sup>

## Forced Child Labor

Forced labor, under international standards, is defined as all work or service for which the worker does not offer himself voluntarily and which is exacted from any person under the menace of any penalty for its non-performance.<sup>(45)</sup> Forced labor includes work provided or obtained by force, fraud, or coercion, including (a) by threat of serious harm to, or physical restraint against, any person; (b) by means of any scheme, plan, or pattern intended to cause the person to believe that, if the person did not perform such labor or services, that person or another person would suffer serious harm or physical restraint; or (c) by means of the abuse or threatened abuse of law or the legal process.<sup>(46)</sup> Forced labor occurs during unfree recruitment, work or life under duress, or the inability to leave the employer.<sup>(47)</sup>

Forced child labor is a categorical worst form of child labor under ILO C. 182.<sup>(5)</sup> Children older than the minimum age

for work are in forced child labor if work is involuntary and the children or their parents are under the menace of threat or penalty. For children younger than the minimum age, voluntariness does not need to be established because children cannot legally consent to work. All children who are made to work as a result of parental forced labor are engaged in forced child labor.<sup>(47)</sup>

## Worst Forms of Child Labor

Worst forms of child labor refers to activities described and as understood in ILO C. 182: Worst Forms of Child Labor, 1999.<sup>(5)</sup> Under Article 3 of the Convention, the worst forms of child labor comprise the following activities:

- (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; 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.

## Categorical Worst Forms of Child Labor

For this report, categorical worst forms of child labor refers to child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182. This category does not include the worst forms of child labor identified under Article 3(d) "hazardous work." See also "ILO C. 182: Worst Forms of Child Labor, 1999."<sup>(5)</sup>

## Hazardous Work

Hazardous work refers to the worst form of child labor identified in ILO C. 182 Article 3(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." ILO C. 182 Article 4 directs countries to consult with employers and workers to identify the types of hazardous work that should be prohibited by law or regulation. Hazardous work lists may describe specific activities, occupations, or industries.<sup>(43)</sup>



# ILO Conventions Related to Child Labor

The International Labor Organization (ILO) brings together governments, employers, and worker representatives of member states to establish international labor standards, develop policies, and implement programs to advance decent work.<sup>(48)</sup> International labor standards are legal instruments drawn up by these ILO constituents that set out basic principles and rights at work. They take the form of either Conventions or Recommendations. Conventions are international treaties that are legally binding on ratifying member states. Ratifying countries commit themselves to applying the Convention in national law and practice and reporting on its application at regular intervals. The following paragraphs describe key ILO Conventions related to child labor and the minimum ages set by countries related to these Conventions.

## **ILO Convention 138: Minimum Age for Admission to Employment, 1973**

ILO C. 138 serves as the principal ILO standard on child labor. Under Article 2(3) of ILO C. 138, 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. In addition, Article 7(1) says that national laws or regulations may permit the employment or work of children ages 13 to 15 years on light work. Countries that specify a minimum legal working age of 14 may permit light work for children ages 12 to 14.<sup>(49)</sup>

## **ILO Convention 182: Worst Forms of Child Labor, 1999**

ILO C. 182 defines the worst forms of child labor and requires countries to criminally prohibit them for children under age 18. It also commits ratifying nations to take immediate action to secure the prohibition and elimination of the worst forms of child labor. Among

other actions, ILO C. 182 requires ratifying nations to remove children from the worst forms of 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 cooperate with efforts of other members to implement the Convention.<sup>(5)</sup>

## **ILO Convention 29: Forced Labor, 1930**

ILO C. 29 is the primary Convention on forced labor. It includes some exceptions for compulsory military service, work as part of normal civic obligations, work as a consequence of convictions, working during emergencies, and minor community services.<sup>(45)</sup>

## **ILO Convention 105: Abolition of Forced Labor Convention, 1957**

ILO C. 105 further clarifies ILO C. 29 as it relates to forced or compulsory labor as a means of political coercion or education, or as a punishment for holding or expressing political views or views ideologically opposed to the established political, social, or economic system; as a method of mobilizing and using labor for economic development; as a means of labor discipline; as a punishment for having participated in strikes; and as a means of racial, social, national, or religious discrimination.<sup>(50)</sup>

## **Protocol of 2014 to the Forced Labor Convention, 1930**

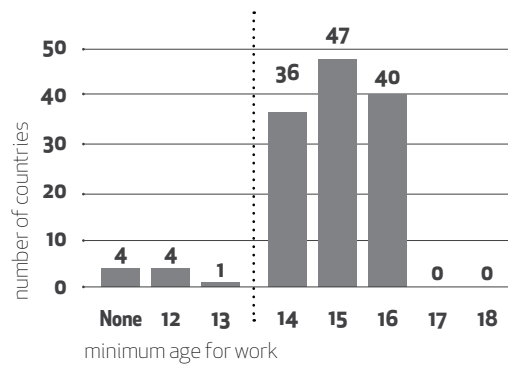
The Forced Labor Protocol requires ratifying countries to take effective measures to prevent and eliminate forced and compulsory labor, to sanction perpetrators, and to provide protections and appropriate remedies, such as compensation. It also requires ratifying countries to develop a national policy and plan of action to address forced or compulsory labor in consultation with employers’ and workers’ organizations.<sup>(51)</sup>

FIGURE 21



Minimum Age\* for Work

15 years



Countries that do not have a minimum age for work at 14 years

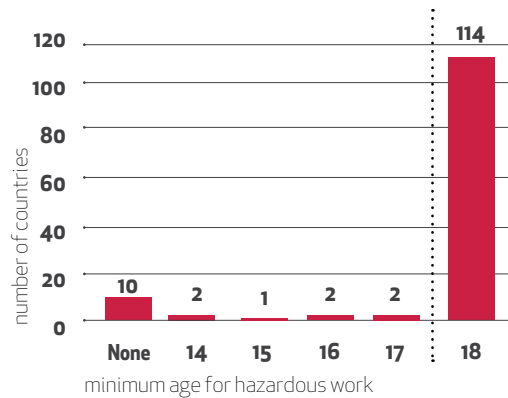
Anguilla • Belize • Bhutan • Nigeria • Niue • Norfolk Island • Solomon Islands • Tokelau • Tonga

\*Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the convention.



Minimum Age for Hazardous Work

18 years



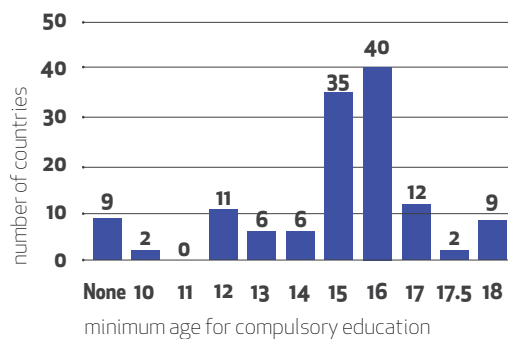
Countries that do not have a minimum age for hazardous work at 18 years

Anguilla • Belize • Burma • Dominica • Eritrea • Falkland Islands • Grenada • Nepal • Niue • Norfolk Island • Solomon Islands • St. Vincent and the Grenadines • Timor-Leste • Tokelau • Tonga • Tuvalu • Vanuatu



Minimum Age for Compulsory Education

15 years



Countries that do not have a compulsory education age that extends to the minimum age for work

Angola • Bangladesh • Bhutan • Botswana • Burma • Burundi • Cambodia • Cameroon • Comoros • Congo, Democratic Republic of the • Eswatini (formerly called Swaziland) • Ethiopia • Georgia • Iraq • Kenya • Kyrgyz Republic • Lesotho • Liberia • Mozambique • Nepal • Nicaragua • Niger • Papua New Guinea • Samoa • São Tomé and Príncipe • Solomon Islands • Somalia • South Sudan • Suriname • Tanzania • Uganda • Vanuatu • Zambia • Zimbabwe

# About the Iqbal Masih Award



The United States Congress established the Iqbal Masih Award for the Elimination of Child Labor in 2008 to recognize exceptional efforts by an individual, company, organization, or national government to end the worst forms of child labor.

The award reflects the spirit of Iqbal Masih, a Pakistani child sold into bonded labor as a carpet weaver at age 4. He escaped his servitude at age 10 and became an outspoken advocate of children's rights, drawing international attention to his fight against child labor. Masih was killed in Pakistan at age 13 in 1995.

Further information about the Iqbal Masih Award and USDOL's efforts to combat child labor, is available on the USDOL website at [www.dol.gov/ilab](http://www.dol.gov/ilab).



# 2017 Iqbal Masih Award Recipient: Daphne de Guzman Culanag

In 2017, the Secretary of Labor selected Ms. Daphne de Guzman Culanag to receive the Iqbal Masih Award in recognition of her tireless efforts to protect children from exploitation, raise awareness, and inspire others in the fight against child labor in the Philippines. Known affectionately as *Ate Daphne* (Big Sister Daphne) in the Philippine communities where she works, Ms. Culanag has earned this term of respect over more than three decades of activism and leadership in the fight against child labor.

Ms. Culanag's efforts helped change the lives of more than 50,000 children engaged in or at risk of child labor. Her leadership of projects to end child labor in the Philippine sugarcane sector and footwear industry inspired others to continue efforts to eliminate child labor by promoting education opportunities and helping households overcome the need to rely on child labor to meet basic needs.

Ms. Culanag has led the charge to mobilize communities, families, and the Philippine government to commit to transforming the lives of children vulnerable to child labor. Like Iqbal Masih, who escaped after 5 years chained to a carpet loom to travel the world and speak out against child labor, Ms. Culanag has carried her voice to the highest levels of government around the world. She has been an advocate for exploited children and demanded accountability from government officials when their actions were not sufficient to address these abuses. She has worked to improve the legislative framework to protect children against labor exploitation in the Philippines. Her activism has planted seeds of inspiration and local youth and staff she has mentored have gone on to lead efforts in the fight to end exploitative child labor in their own communities and around the globe.

Ms. Culanag is the ninth recipient of this non-monetary award.



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The U.S. Ambassador to the Philippines, Ambassador Sung Kim, with Ms. Daphne de Guzman Culanag in December 2017. Ms. Culanag was the 2017 Iqbal Masih Award recipient for her efforts to eliminate child labor.

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*In 2017, Afghanistan made a moderate advancement in efforts to eliminate the worst forms of child labor. The President signed a new Penal Code, which explicitly prohibits and sets penalties for bacha bazi—a practice involving exploiting boys, often through threats or violence, for social and sexual entertainment. The High Commission for Combating Crimes of Abduction and Human Trafficking carried out 210 awareness-raising campaigns. In addition, the government also rescued nearly 40 children from a madrassa where they were receiving military training from the Taliban. However, children in Afghanistan are engaged in the worst forms of child labor, including in armed conflict and forced labor in the production of bricks. Bacha bazi exists in all provinces of the country, and boys who are victims of this practice are often treated as criminals rather than as victims. Afghanistan’s Labor Inspectorate is not authorized to impose penalties for child labor violations, and the government lacks sufficient programs to eliminate the worst forms of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Afghanistan engage in the worst forms of child labor, including in armed conflict and the forced production of bricks. (1; 2; 3; 4) Table 1 provides key indicators on children’s work and education in Afghanistan. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	7.5 (673,949)
Attending School (%)	5 to 14	41.8
Combining Work and School (%)	7 to 14	4.6
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (5)  
 Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Multiple Indicator Cluster Survey 4, 2010-2011. (6)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting poppies (7; 8; 9; 10; 11; 12; 13)
	Herding (8; 14; 15; 11; 13)
Industry	Carpet weaving† (8; 15; 16; 17; 11; 18)
	Construction, including gravelling, paving, and painting (19; 11; 20; 21)
	Coal, gold, and salt mining† (14; 22; 23; 24; 25; 26; 27; 28)
	Brick-making (8; 9; 14; 17; 29)
	Working in metal workshops, including in the production of doors, windows, and water tanks (17; 19; 30; 31)
Services	Domestic work (8; 32; 13)
	Transporting water and goods, including across international borders (8; 14; 33; 11; 34)
	Street work, including peddling, vending, shoe shining, carrying goods, and begging (8; 11; 35; 18; 36)
	Collecting garbage† (37; 20; 35; 18)

# Afghanistan

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Washing cars (8; 9; 11)
	Selling goods in stores (8; 19; 30; 33)
	Collecting and selling firewood (38; 11; 34)
	Repairing automobiles (39; 20)
	Voluntarily recruited children used in hostilities by state armed groups (3; 4)
Categorical Worst Forms of Child Labor‡	Recruitment of children by non-state armed groups for use in armed conflict (40; 32; 3; 4)
	Use in illicit activities, including in producing and trafficking of drugs, and pickpocketing (8; 41; 35; 42; 43; 31; 44)
	Domestic work as a result of human trafficking (32; 44)
	Commercial sexual exploitation, sometimes as a result of human trafficking (33; 45; 46; 47; 48; 49; 44)
	Forced labor in the production of bricks and carpets, and in begging, each sometimes as a result of human trafficking (1; 2; 17; 33; 50; 31; 44)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are subject to commercial sexual exploitation throughout the country. A remaining concern is the practice of *bacha bazi*, or boy play, in which men—including police commanders, tribal leaders, warlords, and mafia heads—force boys to provide social and sexual entertainment. (46; 51; 52) In many cases, these boys are dressed in female clothing, used as dancers at parties and ceremonies, and sexually exploited. (46) According to the Afghanistan Independent Human Rights Commission, the practice exists in all provinces of the country. (53) Research has found specific cases in the provinces of Baghlan, Balkh, Faryab, Helmand, Konduz, Takhar, and Uruzgan. (49; 52; 46) A national inquiry conducted in 2014 found that most boys were between the ages of 13 and 16, and that 60 percent of them had been subjected to physical violence, confinement, and threats of death. (46) Some government officials, including members of the Afghan National Police, the Afghan Local Police, and the Afghan Border Police, exploit boys for *bacha bazi* as well as for work as tea servers or cooks in police camps. (54; 46; 48; 49; 51; 53; 44; 55) A few such cases took place and were documented in 2017. (4; 56; 57) Some local police commanders abduct boys and use them for *bacha bazi*. (48; 49)

Afghan children are trafficked both domestically and internationally. Afghan boys are used for forced labor in agriculture and construction abroad, and girls tend to be used for commercial sexual exploitation and domestic work in destination countries, primarily Iran and Pakistan. (44) Children were trafficked to settle their family’s debt, including in the production of bricks and illicit drugs. (2; 8; 44) Some Afghan girls are subjected to forced marriage in exchange for money for their families. (56) Reports indicate that girls from Iran, Pakistan, and China are trafficked to Afghanistan for commercial sexual exploitation. (56) Some child laborers are subjected to sexual violence. (20; 35) According to an international organization, there is an emerging trend of forced recruitment of trafficked children into non-state armed groups. (32)

Widespread violence and lack of economic opportunities lead some Afghan children to leave Afghanistan. (58; 59; 60; 61; 62) Some children specifically go to Iran to engage in child labor. (63) According to the UN, some Afghan refugee children in Iran engage in child labor and do not attend school. (32) There are reports that the Iranian Government and the Islamic Revolutionary Guards Corps (IRGC) coerce male Afghan migrants, including young boys, to fight in Syria in IRGC-organized and -commanded militias by threatening them with arrest and deportation to Afghanistan. (44; 56) The Taliban recruited and forced children to attend *madrassas* in Afghanistan and Pakistan, where they received religious and military training. (56; 57) Some families received cash payments in exchange for sending their children to the Taliban-run schools. (56) Boys, especially those traveling unaccompanied, are particularly vulnerable to trafficking. Some Afghan boys are subjected to sex trafficking in Greece after paying high fees to be smuggled into the country. (44; 64)

Non-state groups, such as the Taliban and the Islamic State in Khorasan Province, recruited children for use in armed conflict, including as combatants and suicide bombers. (40; 4; 32; 3) The UN verified the continued use of children by the government in 2017, including 11 cases of recruitment by the Afghan National Police, 9 by the Afghan Local Police, 1 by Afghan National Border Police, and 1 by the National Directorate of Security. (4; 32; 3) Low birth registration and falsified identity documents contribute






to the problem because it makes the determination of a recruit’s age difficult. (65; 66) Observers reported that some officials accepted bribes to produce false identity documents that indicated the recipient boys were more than 18 years old. (44)

In 2016, UNICEF asserted that approximately 3.5 million school-age children are out of school in the country, 75 percent of whom are girls. (32) Barriers to education for children include displacement of populations due to conflict, the use of schools as military bases, attacks on schools, distance from school, school-related fees, lack of security, and lack of documentation. (21) Girls face additional barriers to education including lack of hygiene facilities, shortage of female teachers, and not being allowed by parents to go to school. (8; 67; 68) Schools do not provide sufficient services to children with disabilities. (32) Some nomad, or *kuchi*, children do not attend school because they travel to tend to livestock. (32) There were more than 445,000 new internally displaced persons during the reporting period. (69) Child labor is particularly prevalent among urban internally displaced persons. (21) In 2017, approximately 467,000 refugee and undocumented Afghans returned to Afghanistan from Iran and 155,000 from Pakistan. (56) The lack of necessary documents for children among displaced and returnee populations is an additional barrier to education. (18) For example, about half of returnee children from Pakistan do not attend school and are also particularly vulnerable to child labor, including debt bondage in brick factories. (50; 70; 71; 72; 32) Some individuals who facilitate repatriation take returnees to brick factories and keep them in debt bondage to repay their transportation costs. (51) Based on NGO reports, some 200,000 child laborers returned with their families from Pakistan and Iran and continued to engage in child labor in Afghanistan. (56)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Afghanistan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Afghanistan’s legal framework to adequately protect children from the worst forms of child labor, including debt bondage.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 13 of the Labor Law (73)
Minimum Age for Hazardous Work	Yes	18	Articles 13 and 120 of the Labor Law (73)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		List of Prohibited Jobs for Child Laborers; Article 613 of the Penal Code (74; 75)
Prohibition of Forced Labor	No		Article 4 of the Labor Law; Articles 510 and 511 of the Penal Code; Article 3 of the Law to Combat Trafficking in Persons and Smuggling of Migrants; Article 36 of the Law on the Elimination of Violence Against Women (73; 76; 77; 75)
Prohibition of Child Trafficking	Yes		Articles 510–512 of the Penal Code; Article 3 of the Law to Combat Trafficking in Persons and Smuggling of Migrants (76; 75)
Prohibition of Commercial Sexual Exploitation of Children	No		Article 18.2 of the Law on Elimination of Violence Against Women; Articles 650, 652–667, and 874 of the Penal Code; Article 3 of the Law to Combat Trafficking in Persons and Smuggling of Migrants (76; 77; 75)

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	Yes		List of Prohibited Jobs for Child Laborers; Articles 1, 7, and 23 of the Counter Narcotics Law; Articles 3.1–3.2 of the Law to Combat Trafficking in Persons and Smuggling of Migrants (74; 78)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 605–8 of the Penal Code (75)
Non-state	Yes	18	Articles 510–512 of the Penal Code; Articles 3 of the Law to Combat Trafficking in Persons and Smuggling of Migrants (76; 75)
Compulsory Education Age	Yes	15‡	Article 17 of the Education Law; Article 609 of the Penal Code (79; 75)
Free Public Education	Yes		Article 17 of the Education Law (79)

\* No conscription (80)

‡ Age calculated based on available information (81)

In 2017, the President approved a new Penal Code, published in the Official Gazette in May. The Penal Code entered into force in February 2018 and explicitly prohibits and sets penalties for the use of male or transgender children for *bacha bazi*. (32; 75) However, the new Penal Code does not create criminal penalties for the use of female children engaged in prostitution and therefore it does not meet the international standard on sexual exploitation of children.

In 2016, the government drafted a Comprehensive Child Act that remained under review in 2017. (32; 82)

Afghan law does not sufficiently criminalize forced labor and debt bondage.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor, Social Affairs, Martyrs, and Disabled (MoLSAMD) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Child Protection Action Network (CPAN)	Operates as a coalition of government agencies, NGOs, and community and religious leaders. Receive complaints of child labor, investigate such cases, and refer them to NGO and government shelters that provide social services. (54; 83) Not all provinces have a CPAN. (17; 84) The CPANs' capacity is not uniform or based on need, and the type of intervention depends on members of a particular CPAN and resources available. (31) In 2017, there were 133 CPANs in the country with 4,500 volunteers. (32)
Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD)	Respond to complaints of child labor, child trafficking, and child sexual exploitation; refer cases to the Attorney General's Office and NGO shelters; and operate a shelter for trafficking victims in Kabul. (66)
Ministry of the Interior	Enforce laws related to child trafficking, the use of children in illicit activities, and child sexual exploitation. (83)
National Directorate of Security	Identify human trafficking victims and refer these cases to the Ministry of the Interior. (85)
Attorney General's Office	Investigate and prosecute human trafficking, abduction, and sexual exploitation cases. (66)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Afghanistan took actions to combat child labor (Table 6). However, gaps exist within the authority of MoLSAMD that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown* (32)
Number of Labor Inspectors	32 (54)	8 (32)
Inspectorate Authorized to Assess Penalties	No (54)	No (32)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training for Labor Inspectors		
Initial Training for New Employees	No (54)	No (32)
Training on New Laws Related to Child Labor	N/A	No (32)
Refresher Courses Provided	Unknown	No (32)
Number of Labor Inspections Conducted	Unknown	Unknown* (32)
Number Conducted at Worksites	Unknown	Unknown* (32)
Number of Child Labor Violations Found	Unknown	Unknown* (32)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown* (32)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown* (32)
Routine Inspections Conducted	Unknown	Unknown* (32)
Routine Inspections Targeted	Unknown	Unknown* (32)
Unannounced Inspections Permitted	Yes (54)	Yes (32)
Unannounced Inspections Conducted	Unknown	Unknown* (32)
Complaint Mechanism Exists	Yes (54)	Yes (32)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (54)	Yes (32)

\* The government does not publish this information.

Labor inspectors do not have legal authority to inspect worksites for compliance with child labor laws or impose penalties for non-compliance. (83; 86) However, CPAN, of which MoLSAMD is a component, can respond to complaints of child labor, investigate cases, and issue warnings or refer criminal cases to the Attorney General's Office. A person wishing to file a complaint must specify the legal grounds for labor violations in writing. (87)

In 2017, MoLSAMD had 26 inspector positions, only 12 of which were filled. Of these, 8 were labor inspectors and 4 occupational safety and health inspectors. (32) The number of labor inspectors is likely insufficient for the size of Afghanistan's workforce, which includes more than 7.9 million workers. (88) According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Afghanistan would employ roughly 200 labor inspectors. (83; 89; 90) Government officials, NGOs, and UNICEF acknowledge that the number of labor inspectors is insufficient. (83)

Business owners are not required to allow unannounced inspections. (83) Based on available information, MoLSAMD only inspects businesses that are registered with the Ministry. (32)

During the reporting period, MoLSAMD removed 40 children from an illegal salt mine and enrolled them in school. (32)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Afghanistan took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	No (32)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (56)
Refresher Courses Provided	Unknown	No (32)
Number of Investigations	60 (52)	10 (32)
Number of Violations Found	Unknown	Unknown (32)
Number of Prosecutions Initiated	Unknown	Unknown (32)
Number of Convictions	Unknown	Unknown (32)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (54)	Yes (32)



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In 2017, the Ministry of the Interior employed two officers in each anti-human trafficking unit throughout Afghanistan's 34 provinces, but the units lacked training and resources. (56) Government officials continue to state that they lack equipment and transportation to carry out investigations. (54) During the reporting period, the government detected 10 cases of commercial sexual exploitation of children, which were at different levels of the legal process, but the details are not available. (32)

Individuals who subject boys to *bacha bazi* were not prosecuted and some government officials contributed to this problem. (52; 44) The Afghanistan Independent Human Rights Commission's 2014 report assessed that most men who engage in *bacha bazi* paid bribes to, or had relationships with, law enforcement, prosecutors, or judges and that fact practically exempted them from prosecution. (44)

Victims of human trafficking were routinely prosecuted and convicted of crimes. (44) Male victims of child trafficking, especially those engaged in commercial sexual exploitation or armed conflict, were sometimes referred to juvenile detention and rehabilitation facilities, instead of appropriate victim support services. (91; 44; 92) Male child sex trafficking victims, including boys subjected to *bacha bazi*, were in some cases referred to juvenile rehabilitation centers on criminal charges. (44) The UN noted that some children associated with armed groups were kept in detention centers instead of juvenile rehabilitation centers. (57) The UN reported that some of these children were subjected to torture and ill treatment. (92; 93)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
High Commission for Combating Crimes of Abduction and Human Trafficking	Address human trafficking in general, including child trafficking. Led by the Ministry of Justice; comprises nine ministries and five other entities. (32) In 2017, met regularly and identified 476 victims of human trafficking, although it is unknown how many of them may be children. Also carried out 210 awareness raising campaigns on human trafficking. (56)
Inter-Ministerial Steering Committee on Children and Armed Conflict	Coordinate efforts to eliminate the recruitment and use of child soldiers. Led by the Ministry of Foreign Affairs and monitored by the UN and NGOs. (32) Research was unable to determine whether the Inter-Ministerial Steering Committee on Children and Armed Conflict was active during the reporting period.

Although there are these two sectoral mechanisms to coordinate government efforts to combat trafficking in persons and child soldiering, the government has not established an overarching coordination mechanism to address all child labor present in the country, including forced labor, debt bondage, and commercial sexual exploitation of children.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Labor Policy	Includes objectives to eliminate the worst forms of child labor, such as those involving hazardous activities; pass legislation prohibiting child labor; and effectively enforce child labor laws. (94) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
Action Plan for the Prevention of Underage Recruitment	Aims to prevent the recruitment of minors into the Afghan National Security Forces, including the Afghan National Army, the Afghan National Police, the National Directory of Security, and pro-government militia groups. Seeks to ensure the release of children under age 18 from the armed forces and facilitate their reintegration into families and communities. (95) In 2017, the policy remained in effect, but no further information was available. (56)
Policy on Child Labor in Carpet Weaving	Provides social services to children and incentives for weaving families that avoid child labor. Includes an implementation plan. (96) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

**Table 9. Key Policies Related to Child Labor (cont)**

Policy	Description
National Strategy for Children at Risk	Creates a framework to provide social services to at-risk children and their families, and guides donors in contributing toward a comprehensive child protection system. Focuses specifically on working children, trafficked children, child soldiers, and other children affected by conflict. (97) Since the adoption of the policy, the establishment of CPANs has been an important achievement in its implementation. (32) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
Policy for Protection of Children in Armed Conflict†	Reiterates the commitment to prevent children from recruitment and sexual exploitation in the armed forces, and provide services to children rescued from engagement in armed conflict. Assigns the Ministry of Defense and the Afghan National Police with monitoring that children’s rights are safeguarded and coordinating with CPANs and the Afghanistan Independent Human Rights Commission. (84)

† Policy was approved during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of preventing child labor (Table 10). However, gaps exist in these social programs, including inadequate coverage of all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
USDOL-Funded Projects to address child labor	USDOL funds projects that aim to build capacity of government law enforcement officials and address child labor in the carpet industry. Includes Project to Prevent Child Labor in Home-Based Carpet Production in Afghanistan, a \$2 million project implemented by GoodWeave; and Country Level Engagement and Assistance to Reduce Child Labor, a capacity-building project implemented by the ILO in at least 11 countries to build local and national capacity of the government to address child labor. (98; 99) Additional information is available on the USDOL website.
Age Verification of New Afghan National Security Forces Recruits†	Joint government and UNICEF program that operates child protection units in the Afghan National Security Forces recruitment centers. Aims to ensure that new recruits meet the minimum age requirement of age 18 by carefully screening applicants. (100) The process includes an ID check and a requirement that at least 2 community elders vouch that a recruit is age 18 or older and is eligible to serve. (101) In 2017, a child protection unit was opened in Kandahar to monitor and prevent child recruitment, bringing the number of child protection units to 22. (56)

† Program is funded by the Government of Afghanistan.

During the reporting period, the government rescued nearly 40 children from a *madrassa* near the Pakistan border where they were receiving military training by the Taliban. (102)

There is no evidence of programs designed specifically to prevent and eliminate child labor in agriculture or forced child labor in the production of bricks. Moreover, there were no government-run shelters for victims of human trafficking, although there were two NGO-operated shelters in Kabul for victims of labor and sex trafficking, including one specifically for boys. (56) Some boys who are victims of human trafficking were arrested and some sent to juvenile rehabilitation centers due to the lack of shelters. (51; 55)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Afghanistan (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that forced labor and debt bondage are criminally prohibited.	2015 – 2017
	Create criminal penalties for the use of any child engaged in prostitution.	2017
Enforcement	Establish a CPAN in all of Afghanistan’s 34 provinces and ensure they can provide all the needed services.	2016 – 2017
	Track and publish information on labor inspections, including the Labor Inspectorate funding, number and type of child labor inspections, number of violations found, and penalties imposed and collected.	2015 – 2017

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**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize the Labor Inspectorate to assess penalties for violations of Afghan law.	2015 – 2017
	Ensure that labor inspectors and criminal investigators receive training on child labor.	2011 – 2017
	Increase the number of labor inspectors to meet the ILO technical advice.	2011 – 2017
	Simplify the child labor complaint mechanism to allow oral complaints, and waive the requirement that the individual filing a complaint must specify the legal grounds for the violation.	2015 – 2017
	Ensure that the Labor Inspectorate has legal authority to enforce child labor laws, including by legally requiring businesses to comply with unannounced inspections.	2014 – 2017
	Publish data on criminal investigation, including the number of violations, prosecutions, and convictions for all crimes involving the worst forms of child labor.	2011 – 2017
	Ensure that investigators are available and receive resources, including equipment and transportation, to enforce criminal child labor laws.	2012 – 2017
	Ensure that child victims of human trafficking and other worst forms of child labor are correctly identified as victims and are not detained, and ensure that victims are referred to appropriate social services, and that children held in juvenile detention or rehabilitation facilities are not subject to mistreatment or torture.	2014 – 2017
Coordination	Ensure all coordinating bodies are able to carry out their intended mandates.	2017
	Establish coordinating mechanisms to combat child labor, including its worst forms, present in the country.	2013 – 2017
Government Policies	Implement the National Labor Policy, Policy on Child Labor in Carpet Weaving, and the National Strategy for Children at Risk.	2016 – 2017
Social Programs	Institute a birth registration campaign.	2015 – 2017
	Institute programs to increase access to education and to improve security in schools, especially for girls.	2014 – 2017
	Institute programs to address child labor in agriculture and bonded child labor in brick kilns.	2009 – 2017
	Provide financial support to open shelters for victims of human trafficking and to ensure that sufficient shelter services are available for male child trafficking victims.	2010 – 2017

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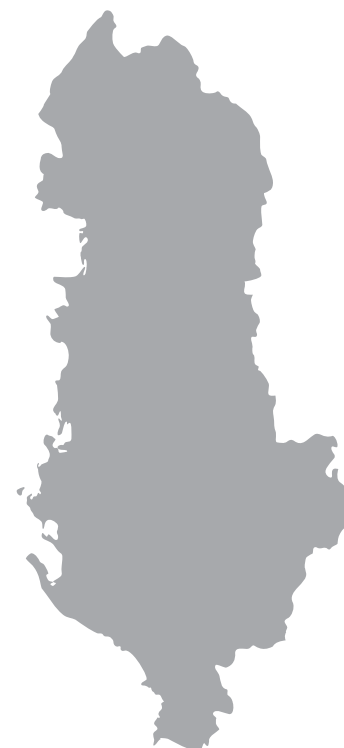
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# Afghanistan

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In 2017, Albania made a moderate advancement in efforts to eliminate the worst forms of child labor. The government passed the Regulation on Protection of Children at Work, which provides a list of hazardous occupations for children under age 18. The Office of the National Coordinator for the Fight Against Trafficking in Human Beings conducted an awareness-raising campaign. In addition, the government passed the Albanian National Agenda for Children's Rights, which aims to support development and social inclusion of children, and 101 children were assisted in shelters. However, children in Albania engage in the worst forms of child labor, including in mining and forced begging. Although the government made meaningful efforts in all relevant areas during the reporting period, the law does not explicitly prohibit using, procuring, or offering children for illicit activities. In addition, the Labor Inspectorate needs to be strengthened to conduct adequate inspections in all sectors in which child labor is known to occur.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Albania engage in the worst forms of child labor, including in mining and forced begging. (1; 2; 3; 4; 5; 6; 7; 8; 9) Table 1 provides key indicators on children's work and education in Albania.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.6 (23,665)
Attending School (%)	5 to 14	92.5
Combining Work and School (%)	7 to 14	5.2
Primary Completion Rate (%)		105.6

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (10)

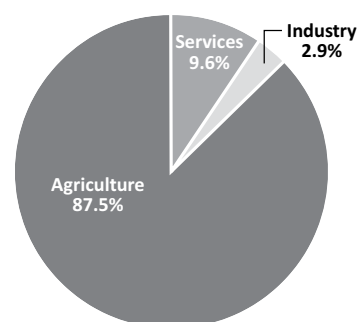
Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2010. (11)

Albania lacks recent, comprehensive data on children engaging in the worst forms of child labor, including in agriculture and construction. Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2; 3; 4; 5; 8)
Industry	Mining, <sup>†</sup> including chromium (4; 5; 12; 13; 14; 15; 16; 7; 17; 8)
	Construction, activities unknown (1; 2; 4; 5)
	Working in the textile, garment, and footwear sectors (2; 4; 5; 18; 8; 19; 20)
	Processing fish (4; 5; 21)
Services	Begging (2; 3; 4; 5; 22; 8; 19)
	Street work, including vending, washing vehicles, busking, and shining shoes (3; 23; 8; 9; 19)
	Collecting recyclable materials on the street and in landfills (3; 5; 8; 19)
	Working in wholesale and retail trade (1; 2; 4; 5)
	Working in hotels and restaurants (1; 2; 4; 5; 8)
	Working in call centers (4; 5; 8)

**Figure 1. Working Children by Sector, Ages 5-14**





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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†‡	Use in illicit activities, including burglary, drug trafficking, drug couriering, and harvesting and processing cannabis (2; 5; 3; 23; 24; 25; 26; 8; 9; 19)
	Commercial sexual exploitation, sometimes as a result of human trafficking (3; 5; 26; 8)
	Forced begging, sometimes as a result of human trafficking (2; 3; 5; 6; 23; 26; 8; 9)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Children are trafficked internally in Albania and abroad to neighboring and EU countries for commercial sexual exploitation and forced labor, including forced begging. (23; 27; 28; 9) Internal child trafficking and forced begging have increased in recent years, particularly during the tourist season. (23; 26; 27; 28) Street children, especially those from Egyptian and Roma communities, are incredibly vulnerable to becoming victims of human trafficking. (2; 3; 29; 30)




In addition, children in Albania informally collect chromium around the mines where debris from mine tunnels is found, and sometimes carry heavy rocks for miles. (16; 7; 17; 8; 19; 20) The work is not coerced, and parents are aware that their children collect chromium. (8)

Although Albania allows children without a birth certificate to enroll in public schools, some children from Roma and Egyptian families and refugees may face obstacles in obtaining birth certificates, which may affect their access to social services and school inclusion. (5; 31; 27; 32; 21; 33) Children out of school are more vulnerable to the worst forms of child labor. Some Roma and Egyptian children also experienced financial hurdles to accessing education, such as transportation and textbook costs. (5; 8; 33) Discrimination in schools or being physically separated in classrooms are also challenges faced by Roma and Egyptian students. (5; 33)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Albania has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Albania’s legal framework to adequately protect children from child labor, including using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 98 of the Code of Labor; Article 24 of the Law for the Protection of the Rights of the Child (34; 35)
Minimum Age for Hazardous Work	Yes	18	Articles 98–101 of the Code of Labor; Article 24 of the Law for the Protection of the Rights of the Child (34; 35)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 99–101 of the Code of Labor; Decree of the Council of Ministers on Defining Hazardous and Hard Work; Article 34 of the Law on Occupational Safety and Health at Work; Regulation on Protection of Children at Work (34; 36; 37; 38)
Prohibition of Forced Labor	Yes		Article 8 of the Code of Labor; Article 124/b of the Criminal Code (34; 39)
Prohibition of Child Trafficking	Yes		Article 128/b of the Criminal Code (39)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 114–115, 117, and 128/b of the Criminal Code; Article 26 of the Law for the Protection of the Rights of the Child (35; 39)
Prohibition of Using Children in Illicit Activities	No		Article 129 of the Criminal Code; Articles 24–25 of the Law for the Protection of the Rights of the Child (35; 39)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 9 of the Law on Military Service (40)
State Voluntary	Yes	19	Article 9 of the Law on Military Service (40)
Non-state	Yes		Article 28 of the Law for the Protection of the Rights of the Child (35)
Compulsory Education Age	Yes	16	Article 22 of the Law on Pre-University Education System (41)
Free Public Education	Yes		Article 57 of the Constitution of the Republic of Albania; Article 5 of the Law on Pre-University Education System (41; 42)

\* No conscription (40)

In 2017, the Government of Albania passed the Regulation on Protection of Children at Work. The law provides a list of hazardous occupations for children under age 18. (38) In addition, the government adopted the Criminal Justice for Children Code, which prescribes a child-friendly approach to the justice system, such as providing psychologists for trials that involve a minor. (9; 43) The Law on the Protection of the Rights of the Child, also passed during the reporting period, creates an integrated system to prevent the abuse and exploitation of children in employment and codifies rights for children. (35) The government is also drafting bylaws to this law for the identification and referral process for street children. (8)

The law in Albania does not explicitly prohibit using, procuring, or offering children under age 18 for illicit activities, including in the production and trafficking of drugs. (30) Article 129 of the Criminal Code prohibits only inducing or encouraging children under age 14 to participate in criminality. (39)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Finance, Economy, and Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Finance, Economy, and Labor	Enforce laws related to child labor and hazardous work, and monitor the quality of social services provided through the State Inspectorate for Labor. (8)
Ministry of Health and Social Care	Develop policies and laws related to child protection, previously managed by the State Agency for the Protection of Children's Rights. (8) Receive, document, and respond to child labor complaints through the State Social Services (SSS) Agency. (8)
Ministry of Interior	Enforce all laws, including laws related to the worst forms of child labor through protection officers. (4; 8) Coordinate the work of the Regional Police Directorate through the General Directorate of State Police. Establish the government's policy on combating human trafficking through the State Committee Against Trafficking in Persons, chaired by the Interior Minister. (44)

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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Office of the Prosecutor General	Investigate and prosecute child trafficking cases through the Serious Crimes Prosecution Office. (2; 45)
Child Protection Units (CPUs)	Identify at-risk children, take case referrals from enforcement agencies, and conduct initial evaluations of each case at the municipal level. Manage cases of at-risk children and refer them to appropriate social services. (2; 46; 47) Receive referrals from state police responsible for identifying and referring high-risk children. Every municipality or administrative unit with at least 3,000 children is required to have at least 1 CPU. (8) There were 221 CPUs in 2017. (8)

Child Protection Units (CPUs) are generally staffed by one individual, and a majority of CPU staff are not able to focus on child protection issues full-time. (48) The State Social Services Agency was moved from the Ministry of Social Welfare and Youth, causing delays in funding and lack of senior-level guidance on social issues. (9)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Albania took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Finance, Economy, and Labor that may hinder adequate labor law enforcement, including inspection planning and human resource allocation for all relevant sectors in which child labor is known to occur.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1,375,851.85 (8)	\$1,419,891.50 (8)
Number of Labor Inspectors	110 (8)	113 (8)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (8)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (5)	Yes (8)
Training on New Laws Related to Child Labor	Yes (5)	No (8)
Refresher Courses Provided	No (5)	No (8)
Number of Labor Inspections Conducted	171 (5)	168 (8)
Number Conducted at Worksites	69 (5)	74 (8)
Number of Child Labor Violations Found	21 (5)	71 (8)
Number of Child Labor Violations for Which Penalties were Imposed	10 (5)	39 (8)
Number of Child Labor Penalties Imposed that were Collected	N/A	0 (8)
Routine Inspections Conducted	Yes (5)	Yes (8)
Routine Inspections Targeted	Yes (5)	Unknown (8)
Unannounced Inspections Permitted	Yes (5)	Yes (8)
Unannounced Inspections Conducted	Yes (5)	Yes (8)
Complaint Mechanism Exists	Yes (5)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (8)

The government has an annual plan to conduct inspections to identify potential dangers to employees. During the summer tourist season, the inspections focus on child labor in tourist areas. (5) However, the plan for 2017 did not include other sectors in which child labor is known to occur, specifically the agricultural, wholesale and retail trade, hotel restaurants, mining, and informal sectors. (8) Also, the complaint mechanism received only one complaint during the reporting period, indicating that it has not been promoted strongly by the Labor Inspectorate. (48)

In addition, the Director of the Labor Inspectorate was dismissed at the end of 2017 and was not replaced, which will affect the ability to pursue an adequate inspection strategy for 2018. (8) The government noted in 2017 that the budget did not cover all resources needed for labor inspectors, such as vehicles and office space. (8; 9)



If a child is exploited for labor, the identifying agency or individual refers the child to the CPU to create a child care plan. The CPU then refers the child to social services offered by the government or NGOs. (8) In 2017, CPUs identified and managed 586 cases of street children involved in begging. (8)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Albania took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including human resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (5)	Yes (8)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (8)
Refresher Courses Provided	Yes (44)	Yes (8)
Number of Investigations	19 (5)	20 (8)
Number of Violations Found	Unknown (8)	19 (8)
Number of Prosecutions Initiated	17 (5)	19 (8)
Number of Convictions	8 (5)	1 (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (8)

In 2017, police officers from the Illicit Trafficking Police, State Police, and Border Police, were trained on child protection and trafficking in persons, including in the context of migrant flows through the Western Balkans. (8) In addition, the Office of the National Coordinator for the Fight Against Trafficking in Human Beings (ONAC) and the State Agency for the Rights and Protection of Children trained 240 local government professionals, including police, CPUs, and educators, on child protection and child trafficking. (30) An additional 160 teachers were trained on the prevention of trafficking organized by ONAC and the Ministry of Education. (8) Other training was organized by regional anti-trafficking committees. (8; 9)

NGOs noted that, due to police turnover, frequent training for police officers is needed to improve identification of child trafficking victims and street children, including child beggars trafficked from neighboring countries. (9; 48)

If a child is trafficked for labor exploitation, the agency identifying the child refers the child to the police and state social services and then to an anti-trafficking shelter. (8) Standard operating procedures (SOPs) exist to identify and refer victims of trafficking, including children. Although the SOPs are being reviewed to align with the new legal framework and institutional changes, border police did not consistently identify trafficking victims. (48; 9; 30) In addition, gaps exist in the screening of minors, including migrants traveling to and from neighboring countries. (48; 33)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination between agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
State Agency for the Protection of Children's Rights	Oversee implementation of the government's child rights protection policies, including monitoring the National Action Plan for the Identification and Protection of Children in Street Situations. (4; 5) Manage cases of at-risk children and refer them to appropriate social services. (2; 46; 47) Sanction those who fail to protect children from violence and exploitation. (46)

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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Office of the National Coordinator for the Fight Against Trafficking in Human Beings (ONAC)	Coordinate all anti-trafficking efforts in Albania. Oversee 12 regional anti-human trafficking committees that carry out local action plans in cooperation with civil society partners. (5) Lead data collection and report writing for the National Database for Human Trafficking Victims/Potential Victims. (5) Runs the Close Case Task Force with the Serious Crimes Prosecution Office and Albanian State Police. (9)
National Referral Mechanism	Coordinate the identification, protection, referral, and rehabilitation of trafficking victims between government and civil society organizations. (27) Chaired by the Ministry of the Interior's ONAC. (27; 49)

During the reporting period, the ONAC conducted one national awareness-raising campaign. (48) The Closed Case Task Force resumed meetings at the beginning of the year and reviewed two cases, which were used to conduct training for police and prosecutors. However, meetings tapered off by the end of the year due to government reorganization. (48)

Coordination between the State Inspectorate for Labor, State Social Services, and the Albanian State Police has traditionally been sporadic. (48) In 2017, the National Anti-Trafficking Coordinator position was vacated and replaced by the Director General for Asylum and Trafficking, which may have affected the government's ability to respond to issues related to human trafficking. (9)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
The Albanian National Agenda for Children's Rights (2017–2020)†	Aims to protect and promote children's rights by supporting physical and psychosocial development, and social inclusion of children. (50) Objectives include improving children's access to services and enhancing legal and institutional mechanisms for child protection. (50; 8) Rests on promoting, respecting, and protecting children's rights through governance; eliminating all forms of violence against children; and creating child-friendly systems and services in education, justice, health, and social protection. (8; 9)
Strategy for Combating Trafficking in Persons Action Plan (2014–2017)	Outlined a plan to improve law enforcement and prosecutions, build the capacity of programs that provide services to trafficking victims, improve interagency coordination, and train professionals working with street children. (28; 51; 52) ONAC and IOM met three times in 2017 to begin updating it for the next cycle. (9)
The Action Plan for the Social-Economic Reintegration of Women and Girl Victims (2016–2020)	Increases resources available to victims and attempts to reintegrate girl trafficking victims by providing education and social services to combat future forced labor and trafficking. (53) Part of the Strategy for Combating Trafficking in Persons Action Plan. (5) Active in 2017. (48)
Instruction No. 10 on Cooperation and Intervention Procedures for Assisting Vulnerable Children for Institutions and Structures in Charge of Child Protection	Describes child protection responsibilities of the state police, Ministry of Education, regional Directorates of Social Services, regional Departments of Education, schools, municipal governments, and CPUs. (46) Requires all agencies to refer known and suspected cases of child abuse and exploitation to CPUs. Outlines principles for case management and evaluation. (46) Active in 2017. (48)
Action Plan for the Identification and Protection of Children in Street Situations (2015–2017)	Defines the roles and responsibilities of various ministries and stakeholders in identifying and providing assistance to children living and working on the street. (4; 51) Active in 2017. (48)
White Paper on the Future of the Integrated Child Protection System in Albania	Clarifies roles and responsibilities of government agencies involved in child protection, makes government policy recommendations on child protection accountability, addresses mechanisms, and creates a child-friendly justice system. (4; 54)
National Action Plan for Roma and Egyptian Community Reintegration (2016–2020)	Aims to provide Roma and Egyptian children full access to education, reduce discrimination, enhance social inclusion, and promote intercultural dialog between different actors in the community. (28; 55) Active in 2017. (48)

† Policy was approved during the reporting period.

In 2017, the government and Organization for Security and Co-operation in Europe (OSCE) continued to draft an action plan for the Identification and Protection of Children Subject to Economic Exploitation, Including Children

in Street Situations (2018–2020). (8; 9; 48) Once implemented, it will seek to build capacity for child protection and law enforcement institutions, as well as promote access to education for children vulnerable to trafficking. (56)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with the adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Program of Cooperation for Sustainable Development (2017–2021)	UN program that aims to increase access to education for vulnerable children and protections for child victims of human trafficking. (57; 58) Program continued in 2017. (8)
Human Trafficking Hotline and Shelters	ONAC program supported by USAID, UNODC, World Vision, and the Vodafone Albania Foundation. Through the Human Trafficking Helpline, Report, and Save Mobile App, provides services to victims of crime, improves prevention of human trafficking, and serves as a public awareness tool. (27; 9) The National Shelter Coalition† comprises one state-run and three NGO-run shelters. The National Reception Center for Victims of Trafficking, under the supervision of the Directorate General of State Social Services, provides shelter and access to social services for human trafficking victims. (59; 9) The <i>Tjeter Vizion</i> NGO shelter provides services for minors. (9) In total, 101 minors were assisted in the shelters in 2017, including 3 Afghan minors at the <i>Tjeter Vizion</i> NGO shelter. (8; 9)
National Emergency Transition Center†	Government-run center that aims to provide vulnerable families with housing, health care, psychosocial and educational services, legal assistance, and employment placement aid. Accommodates 39 families. Continued to operate in 2017. (8; 30)
Child Allowance Program ( <i>Ndihma Ekonomike</i> )†	\$46 million government-funded cash transfer program that provides an allowance for families receiving economic aid through the Law on Social Assistance and Services. Continued to operate in 2017. (8)
Identification and Protection of Children in Street Situations Action Plan (2015–2017)	UNICEF-funded program that protected children from abuse, exploitation, and neglect through an inter-agency plan for the protection of children living and working on the street. (60) Drafted by the Ministries of Social Welfare and Youth, Interior, and Education and Sports. Implemented by municipalities and monitored by the State Agency for the Protection of Children’s Rights. (5; 60) Continued in 2017 and created local action plans in Durres, Elbasan, Fier, Korce, Shkoder, and Vlore. (8; 30)

† Program is funded by the Government of Albania.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (61; 9)

During the reporting period, police sometimes referred street children or unaccompanied minors to human trafficking shelters while contacting their parents. This occasionally overburdened the shelters. (8) Some state- or NGO-run services were available for children who were forced to beg; research found no evidence that programs were carried out to assist children working in mining. (26; 49; 8)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Albania (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that using, procuring, and offering children under age 18 for illicit activities, including in the production and trafficking of drugs, is criminally prohibited.	2015 – 2017
Enforcement	Provide CPUs with sufficient staffing and funding to carry out their work.	2013 – 2017
	Ensure that the Labor Inspectorate has a permanent director and that the Labor Inspectorate plan is adequate, targeting sectors in which child labor is known to occur.	2010 – 2017
	Strengthen and promote the labor complaint mechanism so that the general public can report cases of child labor.	2017
	Provide the Labor Inspectorate with the necessary equipment and training so that inspections can be conducted.	2017



**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that labor and police investigators receive frequent training on children engaged in the worst forms of child labor.	2013 – 2017
	Ensure that the border police officers properly screen minor children, including migrants, and properly implement Standard Operating Procedures to identify victims of child trafficking.	2016 – 2017
Coordination	Ensure that all parties participate in ongoing meetings of the Closed Case Task Force, including ONAC, the Office of the General Prosecutor, and the State Police.	2016 – 2017
	Increase coordination between the State Inspectorate for Labor, State Social Services, and the Albanian State Police.	2016 – 2017
	Ensure that the position of Anti-Trafficking Coordinator is filled and responds to issues related to the commercial sexual exploitation of children.	2017
Social Programs	Conduct research to further identify children’s activities in agriculture and construction to inform policies and programs.	2013 – 2017
	Increase resources, access to civil registration, and social services available to children, including Roma and Egyptian children engaged in or at risk of engaging in child labor.	2011 – 2017
	Ensure that barriers to education, such as the prohibitive cost of school supplies and discrimination against Roma and Egyptian children, are removed.	2013 – 2017
	Increase the amount of shelters for children who are referred by police officers.	2017
	Institute programs to assist children who are used in mining chromium.	2014 – 2017

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# Algeria

## MODERATE ADVANCEMENT

*In 2017, Algeria made a moderate advancement in efforts to eliminate the worst forms of child labor. The government conducted a dedicated period of inspections focused solely on child labor, prosecuted 79 child labor cases, and achieved 58 convictions. It provided advanced training for government personnel on investigating and prosecuting trafficking in persons and protecting victims. Furthermore, the National Commission for the Prevention of and Fight Against Child Labor organized awareness days on the harms of child labor, putting together television and radio programs on the topic, encouraging imams to raise the subject in sermons, and offering assistance to needy families. However, children in Algeria engage in the worst forms of child labor, including in commercial sexual exploitation and forced begging, each sometimes as a result of human trafficking. Children also perform dangerous tasks in street work. The government has not sufficiently prohibited the use of children in illicit activities or determined by national law or regulation the types of work that are hazardous for children to perform.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Algeria engage in the worst forms of child labor, including in commercial sexual exploitation and forced begging, each sometimes as a result of human trafficking. Children also perform dangerous tasks in street work. (1; 2; 3) Table 1 provides key indicators on children's work and education in Algeria.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	6.7 (413,729)
Attending School (%)	5 to 14	92.3
Combining Work and School (%)	7 to 14	7.2
Primary Completion Rate (%)		105.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4 (MICS 4), 2012–2013. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting olives (1; 6; 7; 8; 9)
Industry	Construction, activities unknown (2; 6; 7; 9; 10)
Services	Street work, including vending, collecting plastics, and begging (2; 6; 7; 11; 12; 13; 14; 3; 15)
	Domestic work (1; 2; 10)
	Working in small workshops and businesses, including mechanics' shops (6; 8; 10)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 7; 14)
	Use in illicit activities, including drug trafficking (9)
	Forced begging, sometimes as a result of human trafficking (11; 12; 14; 10)
	Forced domestic work, including drawing water from wells, sometimes as a result of human trafficking (14)

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Evidence suggests that children, primarily unaccompanied sub-Saharan migrants, are subjected to commercial sexual exploitation






and forced domestic work. (2; 16; 17; 18) Some migrants, particularly those from Niger, keep young children, often not their own but rather “rented” from smuggling networks, at their side while begging in the street. (9; 18; 10) The government reported that child labor was most prevalent in the provinces of Algiers, Batna, Constantine, and Oran, often part-time and informal in nature. (19; 10) Research could not find a current and comprehensive study on the activities and scope of the child labor situation in Algeria. (2; 20)

The Algerian public education system is free and open to all children, regardless of ethnicity and nationality. Non-Algerian children must provide documentation of grade level or sit for testing to determine their level. (10; 21) Many children with disabilities do not have the opportunity to access mainstream education because of social stigma, the relatively low number of teachers with specialized training, the lack of a transportation system for children with disabilities, and the limited accessibility of school buildings. (21) Barriers to education, including those placed on migrant children and children with disabilities, result in absence from school and increase vulnerability to child labor. Furthermore, many unregistered children remain out of school and vulnerable to child labor because birth certificates are required to attend school. (19)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Algeria has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Algeria’s legal framework to adequately protect children from the worst forms of child labor, including the lack of a prohibition against using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 15 of the Labor Code; Article 7 of Executive Decree No. 96-98 on the List and Content of Special Books and Registers Mandatory for Employers (22; 23)
Minimum Age for Hazardous Work	Yes	18	Article 15 of the Labor Code; Article 7 of Executive Decree No. 96-98 on the List and Content of Special Books and Registers Mandatory for Employers (22)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 303 <i>bis</i> 4 of the Penal Code (24)
Prohibition of Child Trafficking	Yes		Articles 303 <i>bis</i> 4 and 319 of the Penal Code (24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 319, 333 <i>bis</i> 1, 343, and 344 of the Penal Code (24)
Prohibition of Using Children in Illicit Activities	No		Article 195 <i>bis</i> of the Penal Code (24)
Prohibition of Military Recruitment			
State Compulsory	Yes	19	Article 3 of Law No. 14-06 on National Service (25)

# Algeria

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
State Voluntary	Yes	17	Article 14 of Presidential Decree No. 08-134 on the National People's Army (26)
Non-state	No		
Compulsory Education Age	Yes	16	Article 12 of Law No. 08-04 on National Education (27)
Free Public Education	Yes		Article 13 of Law No. 08-04 on National Education (27)

The government drafted a bill to revise the Labor Code; however, it is currently subject to consultations with business and civil society partners before it is submitted to Parliament. (28; 29; 30; 10) The Labor Code prohibits anyone under age 19 from working at night and anyone under age 18 from performing work that is harmful to their health, safety, or morals. Algeria has not determined by national law or regulation the types of work that are hazardous for children; however, in January 2018, the government created a commission tasked with proposing a list of hazardous professions. (2; 3; 22; 31; 32) Algerian law does not provide increased penalties for or categorize as a separate crime the involvement of children in either the production or trafficking of drugs. (24)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor, Employment, and Social Security that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security (MTESS)	Enforce labor laws, including laws related to child labor, through its General Labor Inspectorate, distribute written notices and issue tickets in response to violations, and refer violations to the Ministry of Justice. (6; 21) Supervise the application of laws and regulations related to labor relations, working conditions, and worker safety. (9) Share child labor reports with the Ministry of National Solidarity to ensure follow-up with social services. (9; 11)
Ministry of the Interior and Local Assemblies	Enforce criminal laws related to child trafficking through the Directorate General for National Security, which comprises 8 active brigades of 77 specialized police officers, focused on illegal immigration and human trafficking, and 50 brigades of 300 police officers, specialized in the protection of children. (9; 14; 33; 19)
Ministry of National Defense	Enforce criminal laws pertaining to the worst forms of child labor, including child trafficking, in rural and border regions through the National Gendarmerie. (14) Work with the Directorate General for National Security and NGO Algerian Network for the Defense of Children's Rights to administer hotlines for the reporting of child abuse. (11; 33; 34; 35)
Ministry of Justice	Prosecute child exploitation cases, including those related to non-compliance with labor laws, through its Office of Criminal Affairs and Amnesty Procedures as the lead law enforcement actor for trafficking issues. (34)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Algeria took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Labor, Employment, and Social Security that may hinder adequate labor law enforcement, including the lack of authorization for the Labor Inspectorate to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$21,000,000 (9)	\$17,600,000 (10)
Number of Labor Inspectors	563 (33; 9)	645 (10)
Inspectorate Authorized to Assess Penalties	No (3)	No (10)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (19)	Yes (10)
Training on New Laws Related to Child Labor	N/A (9)	N/A (10)
Refresher Courses Provided	Yes (9)	Yes (10)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Labor Inspections Conducted	11,575 (36)	11,419 (10)
Number Conducted at Worksites	11,575 (3; 9)	11,419 (10)
Number of Child Labor Violations Found	12 (36)	141 (10)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (9)	Unknown (10)
Number of Child Labor Penalties Imposed that were Collected	Unknown (9)	Unknown (10)
Routine Inspections Conducted	Yes (33)	Yes (10)
Routine Inspections Targeted	Yes (33)	Yes (10)
Unannounced Inspections Permitted	Yes (9)	Yes (10)
Unannounced Inspections Conducted	Yes (33)	Yes (10)
Complaint Mechanism Exists	Yes (33; 11)	Yes (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (33)	Yes (10)

The number of labor inspectors is likely insufficient for the size of Algeria's workforce, which includes more than 11.8 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Algeria should employ roughly 788 inspectors, notably in all geographic areas of the country, both urban and rural. (8; 37; 38) The government conducted a dedicated period of inspections focused solely on child labor violations over 25 days in 2017 and uncovered nine instances of children working below the minimum age of employment. During the reporting period, inspectors issued 60 notices and 81 citations for violations related to child labor, which were then referred to the Ministry of Justice for prosecution and the assessment of penalties. (10)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Algeria took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies, including the lack of published information on the number of criminal investigations and violations found related to child labor.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (19)	Yes (10)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (9)	N/A (10)
Refresher Courses Provided	Yes (33)	Yes (10)
Number of Investigations	Unknown (9)	Unknown (10)
Number of Violations Found	Unknown (9)	Unknown (10)
Number of Prosecutions Initiated	117 (19)	79 (10)
Number of Convictions	89 (19)	58 (10)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (9)	Yes (10)

In April, the National Gendarmerie dismantled a criminal network that was allegedly recruiting underage girls in Mali to work as domestic servants in Algeria. The Ministry of Justice prosecuted 79 cases involving illegal employment of children, economic exploitation of a minor, begging with a child, and employment of a child at night, with 73 percent of the cases ending in conviction. (10) The General Directorate of National Security held 17 trainings on the subject of child victims, benefiting 600 police officers. (10)

The government has an ad hoc practice in place for law enforcement personnel to refer potential victims of human trafficking to the prosecutor, who then notifies social services, as needed. (9; 14; 33; 10)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).



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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Prevention of and Fight Against Child Labor	Prevent and eliminate child labor by coordinating between government ministries and all other agencies that oversee labor activities. (6; 35) Led by the MTESS, with members from the National Labor Union and NGOs, as well as nine other governmental agencies. (35; 39) In 2017, the commission established a new national program focused on child labor awareness-raising activities. (10)
National Committee for the Prevention of and Fight Against Trafficking in Persons	Monitor implementation of the National Action Plan for the Prevention of and Fight Against Trafficking in Persons, established by Decree 16-249. Comprises representatives from the President's Office; the Prime Minister's Office; 12 ministries, including the MTESS; and other government entities. (9; 17; 40) In 2017, the committee started drafting a comprehensive anti-trafficking in persons bill to strengthen existing laws. (10)
National Authority for the Protection and Promotion of Children (ONPPE)	Protect and promote children's rights and provide advocacy for children in danger of economic exploitation. Act as a liaison between the Ministry of Justice and members of the public alleging violations of children's rights. (2; 9; 33) In 2017, established a website and planned to establish a toll-free hotline through which the public can report on child labor violations. (10)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including no evidence of a policy regarding other worst forms of child labor beyond the government's policy related to trafficking in persons.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan for the Prevention of and Fight Against Trafficking in Persons	Aims to prevent and reduce human trafficking by raising awareness of the issue, strengthening legislation, prosecuting trafficking crimes, improving the provision of protective services to victims, and increasing collaboration with national and international NGOs. (9; 14) During the reporting period, drafting of a directive from the Prime Minister establishing a formal process for officials to follow in identifying and caring for potential trafficking victims was started. (10)

Although the Government of Algeria has adopted the National Action Plan for the Prevention of and Fight Against Trafficking in Persons, research found no evidence of a policy regarding other worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor†‡**

Program	Description
Child Labor Awareness Campaign*†	The National Commission for the Prevention of and Fight Against Child Labor organized awareness days on the harms of child labor, putting together television and radio programs on the topic, encouraging imams to raise the subject in sermons, and offering assistance to needy families. (10)

\* Program was launched during the reporting period.

† Program is funded by the Government of Algeria.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (10; 41)

Although Algeria has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including the commercial sexual exploitation of children, forced begging, and street work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Algeria (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit the use of children in all illicit activities, including using, procuring, and offering children for the production and trafficking of drugs.	2013 – 2017
	Determine the types of hazardous work prohibited for children under age 18, in consultation with employers' and workers' organizations.	2009 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Publish information on the enforcement of child labor laws, including the number of penalties imposed and collected and the number of criminal investigations and violations.	2009 – 2017
	Increase the number of labor inspectors in accordance with the ILO's technical advice and ensure that child labor laws are enforced in all geographic areas.	2009 – 2017
	Ensure that the Labor Inspectorate is authorized to assess penalties.	2017
Government Policies	Adopt a policy that includes all relevant worst forms of child labor, such as forced begging and commercial sexual exploitation.	2015 – 2017
Social Programs	Research and publish information on children involved in child labor, or at risk of being involved; specify these activities and publish information to inform policies.	2014 – 2017
	Take measures to register children at birth and remove barriers to accessing education, particularly for migrant children and children with disabilities, namely transportation and accessibility to schools.	2015 – 2017
	Expand existing programs to address the scope of the child labor problem.	2016 – 2017

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In 2017, Angola made a moderate advancement in efforts to eliminate the worst forms of child labor. The government updated its list of hazardous activities and occupations prohibited for children and published the results of the 2015–2016 Survey on Multiple Health Indicators, which includes information on child labor. The government also announced the creation of an alert system to combat crimes against children, including human trafficking. However, children in Angola engage in forced labor in agriculture. Children also perform dangerous tasks in construction. The gap between the compulsory education age and minimum age for work leaves children ages 12 and 13 vulnerable to the worst forms of child labor. There are not enough labor inspectors to provide sufficient coverage of the workforce, and social programs do not target all sectors in which children work.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Angola engage in forced labor in agriculture. (1; 2) Children also perform dangerous tasks in construction. (3) The 2015–2016 Survey on Multiple Health Indicators found that 23 percent of children ages 5 to 17 engage in child labor. The percentage of children engaged in child labor is higher in rural areas compared to urban areas; Cuanza Sul and Cuando Cubango provinces have the highest percentage of child laborers. (4) Table 1 provides key indicators on children's work and education in Angola.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	25.7 (694,458)
Attending School (%)	5 to 14	65.4
Combining Work and School (%)	7 to 14	22.1
Primary Completion Rate (%)		46.1

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2 (MICS 2), 2001. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including plowing, planting and picking tomatoes, harvesting vegetables, and the production of rice (3; 7; 8; 2; 9)
	Fishing, activities unknown (9)
	Cattle herding (7)
	Production of charcoal (9)
Industry	Artisanal diamond mining (7; 9)
	Mining coal (3)
	Construction, including making and transporting bricks (3; 10; 9)
	Slaughtering cattle, goats, and pigs† (9)
Services	Street work, including vending, car washing, shoe shining, and transporting heavy loads† (3; 8; 2; 9)
	Domestic work (9)

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1)
	Forced labor, including in agriculture, construction, artisanal diamond mining, and domestic work, each sometimes as a result of human trafficking (2; 11; 1)
	Use in illicit activities, including the transport of illicit goods across the border of Angola and Namibia (1)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Undocumented Congolese migrant children enter Angola for work in diamond-mining districts, and some experience conditions of forced labor or commercial sexual exploitation in mining camps. (7; 1) Girls as young as age 12 are trafficked from Kasai Occidental in the Democratic Republic of the Congo to Angola for forced labor and commercial sexual exploitation. Angolan boys are taken to Namibia and forced to herd cattle. (1)

The government permits children to attend school without birth registration, but only up to the fourth grade. (12) Families face difficulty paying informal school fees, and many schools do not have enough classroom space for all children. (13; 12)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Angola has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Angola’s legal framework to adequately protect children from the worst forms of child labor, including the prohibition of commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor‡**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 254 of the Labor Law (14)
Minimum Age for Hazardous Work	Yes	18	Articles 3(21) and 256 of the Labor Law (14)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 256 of the Labor Law; Hazardous Work List (14; 15)
Prohibition of Forced Labor	Yes		Articles 18–19 and 23 of the Money Laundering Law (16)
Prohibition of Child Trafficking	Yes		Articles 19 and 23 of the Money Laundering Law (16)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 19 and 22–23 of the Money Laundering Law (16)
Prohibition of Using Children in Illicit Activities	Yes		Articles 4 and 7 of the Drug Trafficking Law (17)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Military Recruitment			
State Compulsory	Yes	20	Article 2 of the Military Service Law (18)
State Voluntary	Yes	18	Article 11 of the Military Service Law (18)
Non-state	No		
Compulsory Education Age	No	12‡	Articles 8 and 17 of the Basic Law of the Education System (19)
Free Public Education	Yes		Article 7 of the Basic Law of the Education System (19)

‡ Age calculated based on available information (19; 20)

In 2017, the government updated the list of hazardous activities and occupations prohibited for children. (9) The legislation identifies 57 activities that are prohibited for children; however, the types of hazardous work prohibited for children do not include diamond mining, a sector in which there is evidence of work conducted underground. (15)

Laws related to commercial sexual exploitation are not sufficient because using, procuring, and offering a child for the production of pornography and pornographic performances are not criminally prohibited. (16) The 2016 draft Penal Code, which contains prohibitions on the commercial sexual exploitation of children, remains before parliament for approval. (21; 9)

Ending compulsory education at age 12 leaves children ages 12 and 13 vulnerable to child labor because they are not required to attend school, but also are not legally permitted to work. (19; 20) In addition, this age conflicts with the National Development Plan (2013–2017), which sets the compulsory education age at 14. (22)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Public Administration, Labor, and Social Security (MAPTSS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Administration, Labor, and Social Security (MAPTSS)	Enforce laws against child labor. Fine employers or send cases to the Ministry of Interior for further investigation and to the Ministry of Justice and Human Rights for prosecution. (23) Employ labor inspectors nationwide to carry out inspections and joint operations with social services providers. (24)
National Children's Institute (INAC)	Receive complaints about cases of child exploitation, including child labor. Conduct inspections and respond to reports of child labor. (23)
Ministry of Interior's National Police	Enforce criminal laws and conduct operations and investigations related to the worst forms of child labor. (7)
Ministry of Justice and Human Rights	Investigate and prosecute the worst forms of child labor cases. (23)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Angola took actions to combat child labor (Table 6). However, gaps exist within the framework of the MAPTSS that may hinder adequate labor law enforcement, including human resources allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	153 (25)	135 (9)
Inspectorate Authorized to Assess Penalties	Yes (24)	Yes (9)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (25)	Yes (9)
Training on New Laws Related to Child Labor	Yes (25)	Yes (9)



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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Refresher Courses Provided	Yes (25)	Yes (26)
Number of Labor Inspections Conducted	5,261 (25)	5,384 (9)
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	5 (9)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	0 (9)
Number of Child Labor Penalties Imposed that were Collected	Unknown	N/A
Routine Inspections Conducted	Yes (25)	Yes (9)
Routine Inspections Targeted	Yes (25)	Yes (9)
Unannounced Inspections Permitted	Yes (24)	Yes (9)
Unannounced Inspections Conducted	Yes (25)	Yes (9)
Complaint Mechanism Exists	Yes (25)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (25)	Yes (9)

The number of labor inspectors is likely insufficient for the size of Angola's workforce, which includes approximately 12.5 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Angola would employ about 312 labor inspectors. (27; 28; 29; 9)

Inspectors from the MAPTSS work with the National Children's Institute (INAC) and the Ministry of Social Action, Family, and the Promotion of Women (MASFAM) to ensure that child labor victims receive the appropriate social services. (9)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Angola took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including publicly available information.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (9)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (30)	Yes (9)
Number of Investigations	2 (30)	2 (31)
Number of Violations Found	Unknown (25)	Unknown
Number of Prosecutions Initiated	4 (30)	Unknown
Number of Convictions	Unknown (25)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (25)	Yes (9)

In 2017, National Police initiated investigations into two cases of child trafficking for labor exploitation. The cases included six children who were being trafficked to Namibia for forced labor. (31) The government created a system to combat crimes against children, including child trafficking. The system alerts social media networks and local authorities to reports of disappearances of minors. (31)

The Ministry of Interior refers victims of the worst forms of child labor to the INAC and the MASFAM to receive social services. (32; 9)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the capacity to coordinate efforts to address child labor, including the efficacy of coordination efforts on child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Commission to Combat Trafficking in Persons	Coordinate enforcement efforts on human trafficking, including child trafficking for labor and commercial sexual exploitation. Led by the Ministry of Justice and Human Rights. (33) Research was unable to determine coordination activities taken during the year.
National Council for Social Action	Promote and defend children's rights through social consultation and monitoring of public policies. Led by the Ministry of Social Action, Family, and the Promotion of Women. (26; 34) Research was unable to determine coordination activities taken during the year.
Ministry of Social Action, Family, and the Promotion of Women (MASFAM)	Ensure coordination among various government agencies related to social welfare and victim protection. (7; 31) A network of institutions and shelters protect children from abusive, exploitative, and dangerous situations. (35) Research was unable to determine coordination activities taken during the year.
INAC	Coordinate child protective services. Work with the MASFAM to provide shelter and help reintegrate children found in child labor situations with their families. (23; 31) Research was unable to determine coordination activities taken during the year.

Research shows there is no specific coordinating mechanisms dedicated solely to addressing issues related to the worst forms of child labor, outside the scope of human trafficking.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children	Aims to protect and defend the rights of child victims of sexual and economic exploitation, including rehabilitation. (36)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (22)

Research was unable to determine whether activities were undertaken to implement the Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children during the reporting period. (26) Although the government has adopted the Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children, research found no evidence of a policy on other worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Social Protection Programs†	National network of child support centers implemented by the government, in coordination with NGOs, that offer meals, shelter, basic education, and family reunification services to crime victims, including child trafficking victims. The MASFAM and the Organization of Angolan Women operate 52 children's shelters. (1; 31)
Microcredit Project†	MAPTSS program that provides cash assistance to parents so that their children do not need to work. (7)
Birth Registration and Justice for Children†	Government-run program that makes birth registration free for all Angolan citizens. Aimed to expand birth registration coverage of all children from 56 percent to 80 percent by the end of 2017. (37)
UNICEF Country Program (2015–2019)	UNICEF program, in coordination with the government, designed to plan and implement education and child protection-focused interventions. (38) Collaborates with the government to run a child helpline in Luanda Province. (13)
National Institutes of Job and Professional Training†	Government-funded program of 555 centers that provides professional training for youth so that they have the skills to enter the formal labor market. (7; 39)

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**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Mobile Schools and Free Meals for Children†	Ministry of Education program that provides education in mobile schools to migrant children who work with their parents in cattle herding. Specifically targets children at the highest risk of involvement in child labor in southern Angola. (7) Supports some mobile schools with kitchens, which facilitate the free school meals program. (7; 23; 40) In 2017, the government gradually reintroduced the school meals program after it was halted in 2016. (41; 26)

† Program is funded by the Government of Angola.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (42)

Although Angola has implemented programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Furthermore, research did not identify programs that seek to reach children engaged in certain worst forms of child labor, such as commercial sexual exploitation and forced labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Angola (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits hazardous occupations or activities for children in all relevant sectors in Angola, including diamond mining.	2011 – 2017
	Ensure that the legal framework protects children from exploitation in child pornography and pornographic performances.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Increase the compulsory education age to 14 to be consistent with the National Development Plan and the minimum age for work.	2009 – 2017
Enforcement	Publish information regarding the Labor Inspectorate’s funding and the number of labor inspections conducted at worksites, as well as the number of criminal violations found, prosecutions initiated, and convictions achieved.	2011 – 2017
	Increase the number of labor inspectors to meet the ILO’s technical advice.	2009 – 2017
Coordination	Establish coordinating mechanisms to combat all forms of child labor.	2016 – 2017
	Ensure coordination mechanisms related to child labor are active during the year.	2017
Government Policies	Ensure that the Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children is effectively implemented.	2014 – 2017
	Adopt a policy that addresses all relevant worst forms of child labor, such as forced labor.	2017
Social Programs	Develop and expand existing social programs to ensure that all children have access to education and are not restricted by informal fees, lack of birth certificates, and lack of classroom space. Ensure the continuation of the free school meals program.	2013 – 2017
	Institute programs that target children engaged in commercial sexual exploitation and forced labor, and expand existing programs to address the scope of the child labor problem.	2010 – 2017



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# Argentina

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*In 2017, Argentina made a significant advancement in efforts to eliminate the worst forms of child labor. The government hosted the IV Global Conference on the Sustained Eradication of Child Labor, published the results of its National Child Labor Survey, and released its third National Plan for the Prevention and Eradication of Child Labor and Protection of Adolescent Labor. The government also distributed a new child labor inspection protocol, created a national registry of child labor complaints, and launched a national campaign against child labor in brickmaking. However, children in Argentina engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and in illicit activities such as the transportation and sale of drugs. Children also perform dangerous tasks in agriculture. The government does not appear to publish federal and provincial labor and criminal law enforcement data on child labor, and social programs that address child labor in agriculture do not appear to address the full scope of the problem.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Argentina engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and illicit activities such as the transportation and sale of drugs. (1; 2; 3; 4; 5) Children also perform dangerous tasks in agriculture. In November 2016, the government, in collaboration with the ILO, began conducting the National Survey on Children and Youth Activities (EANNA) to assess child labor in urban areas. In 2017, the government extended that survey into rural areas. (4; 6; 7) The government's 2017 Child Labor Survey Report, released in 2018, concluded that there are 291,335 working children between the ages of 5 and 15. Raw data used in the government's 2017 Child Labor Survey report were not available for analysis in time for inclusion in this report. Table 1 provides key indicators on children's work and education in Argentina.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.2 (258,286)
Attending School (%)	5 to 14	98.5
Combining Work and School (%)	7 to 14	4.8
Primary Completion Rate (%)		101.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018. (8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from *Módulo de Actividades de Niños, Niñas y Adolescentes*, 2012. (9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting blueberries,† carrots,† cotton,† garlic,† grapes,† olives,† onions,† potatoes,† strawberries,† and tomatoes† (3; 10; 11; 12; 13; 14; 15; 16; 17; 18) (19; 20; 21; 22; 23)
	Harvesting yerba mate (stimulant plant)† and tobacco† (1; 2; 24; 23) (25; 26; 27; 28; 29)
Industry	Production of garments (30; 31)
	Production of bricks† and wooden crates (4; 32; 33; 34; 35; 36; 23; 37)
	Construction,† activities unknown (35; 23)
Services	Street begging and performing,† windshield-washing, handing out flyers or promotional materials, and guarding parked cars (38; 39; 40; 23)
	Refuse collection, recycling, and garbage scavenging† (18; 38; 41; 42; 43; 35; 23)
	Caregiving, including caring for other children, or elderly, or infirmed people (23)
	Working and cooking in food service (23)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work, including cleaning, laundry, and ironing (38; 44; 35; 23)
	Yard work, including cutting lawns and pruning trees (23)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking, including use in the production of pornography (4; 38; 5; 23; 45)
	Forced labor in the production of garments (46; 23; 45)
	Use in illicit activities, including distribution of drugs (23; 47; 48)
	Forced labor in domestic work (23)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Misiones—the producer of 90 percent of Argentina’s and 60 percent of the world’s yerba mate—is one of the provinces most affected by child labor. (49) Children as young as five years old help their parents harvest yerba mate, sometimes carrying heavy loads. (49) In Salta and Jujuy, children between 5 and 17 years old harvest tobacco. (50)

Although the extent of the problem is unknown, reports indicate that girls from Argentina’s Northern provinces are victims of human trafficking for commercial sexual exploitation. (51; 52) Bolivian children and children of Bolivian immigrants in Argentina engage in child labor in agriculture, production of bricks, and domestic service, and in forced child labor in the production of garments. (16; 44; 53; 37) Reports also indicate that Paraguayan children are victims of trafficking for the purpose of commercial sexual exploitation in Argentina. (54; 51)







In 2017, adults used girls as young as 13 years old to distribute drugs in nightclubs. (47) In the Northern and Western provinces, indigenous children were used to move drugs across the border. (55; 56; 57)

In Argentina, education is compulsory until age 18. However, reports indicate that many children, including 16 and 17 year olds, drop out of school. (58) Those children are not eligible for many youth employment programs, including most apprenticeships, as the minimum age to qualify for those programs is 18. (59; 60; 61) Thus, they are likely to engage in jobs in the informal sector and, without formal training, may remain in informal work as adults.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Argentina has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government’s laws and regulations are in line with relevant international standards (Table 4).



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**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Articles 2, 7, and 17 of the Prohibition of Child Labor and Protection of Adolescent Work Law; Article 9 of the Special Code on Contracting Domestic Workers; Article 1 of the Child Labor Law; Article 25 of the Child and Adolescent Rights Protection Law; Articles 54–55 of the Law on Agrarian Work (62; 63; 64; 65; 66)
Minimum Age for Hazardous Work	Yes	18	Article 10 of the Prohibition of Child Labor and Protection of Adolescent Work Law; Articles 176 and 191 of the Law on Labor Contracts; Article 62 of the Law on Agrarian Work (62; 66; 67)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 1 of Executive Decree 1117/2016 on Dangerous Work (68)
Prohibition of Forced Labor	Yes		Article 15 of the Constitution; Articles 1 and 24–26 of the Modifications to the Prevention of and Sanction Against Trafficking in Persons and Assistance to Victims Law; Article 9 of the Child and Adolescent Rights Protection Law (64; 69; 70)
Prohibition of Child Trafficking	Yes		Articles 1 and 25–26 of the Modifications to the Prevention of and Sanction Against Trafficking in Persons and Assistance to Victims Law; Article 9 of the Child and Adolescent Rights Protection Law (64; 70)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 1 and 21–23 of the Modifications to the Prevention of and Sanction Against Trafficking in Persons and Assistance to Victims Law; Article 6 of the Crimes Against Sexual Integrity Law; Article 128 of the Penal Code (70; 71; 72)
Prohibition of Using Children in Illicit Activities	Yes		Article 11 of the Possession and Trafficking of Drugs Law (73)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 19 of the Voluntary Military Service Law (74)
State Voluntary	Yes	18	Article 8 of the Voluntary Military Service Law (74)
Non-state	Yes		Article 10 of Law No. 26.200 (75)
Compulsory Education Age	Yes	18‡	Articles 16 and 29 of the National Education Law; Article 2 of the Law on Early Education (76; 77; 78)
Free Public Education	Yes		Articles 15–16 of the Child and Adolescent Rights Protection Law (64)

\* No conscription in practice (79)

‡ Age calculated based on available information (76)

In 2017, the Argentinean Congress passed a law on the Protection of Victims of Crimes, which enhances and clarifies guidelines for victims' assistance, including human trafficking victims. (80) The government also drafted a labor reform bill introducing workplace-based education and training opportunities for high school, technical school, and university students. (23)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Employment, and Social Security (MTESS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security (MTESS)	Enforce child labor laws, in part through its Coordinating Body for the Prevention of Child Labor and the Regulation of Adolescent Work (COODITIA). Oversee the National Commission for the Eradication of Child Labor (CONAETI). (38; 81; 82) Collaborate with the National Registry of Agricultural Workers and Employers (RENATRE) in enforcing child labor laws in the agricultural sector. (4; 39; 83) Maintain a national hotline through which labor violations can be reported. (40)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Justice and Human Rights	Maintain a tribunal for adjudicating disputes involving domestic work and hotlines for reporting cases of child labor and forced labor. (84)
Office for the Rescue and Care of Trafficking Victims	Provide emergency legal and other assistance to victims of labor and sex trafficking, including child victims. Under the Ministry of Justice and Human Rights. (85) Maintain Regional Offices that coordinate the provision of legal and social services to trafficking victims in the Provinces of Chaco, Chubut, La Pampa, La Rioja, Mendoza, Rio Negro, and Santa Fe. (51; 86; 87; 88) Maintain a hotline through which alleged crimes of trafficking in persons can be reported. (85)
Public Prosecutor's Anti-Trafficking Division (PROTEX)	Prosecute crimes of trafficking in persons for labor and commercial sexual exploitation, instruct federal personnel in the investigation of human trafficking, and design criminal policy related to human trafficking. (89; 90; 91) Manages Line 145, the anonymous national hotline that allows the public to report suspected trafficking cases. (92)
National Directorate of Criminal Intelligence, Human Trafficking Unit	Improve the ability of the Ministry of Security and federal police forces to collect information and investigate trafficking in persons. (92)
National Immigration Directorate	Direct the National Immigration Police, oversee the rights of migrants, and assist in investigating cases of transnational human trafficking. (93)
Federal Police	Conduct human trafficking investigations through its Trafficking in Persons Division. (31)
Federal Administration of Public Revenue (AFIP)	Ensure employer compliance with national laws, assist in workplace and labor-related inspections, and initiate prosecutions of labor violations through the Penal Section of its Social Security Directorate. (31; 94; 95)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Argentina took actions to combat child labor (Table 6). However, gaps exist within the operations of the MTESS that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown* (23)
Number of Labor Inspectors	421 (96)	355 (23)
Inspectorate Authorized to Assess Penalties	Yes (4)	Yes (23)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (97)	Yes (23)
Training on New Laws Related to Child Labor	Yes (4)	Yes (23)
Refresher Courses Provided	Yes (4)	Yes (23)
Number of Labor Inspections Conducted	156,956 (98)	184,440 (23)
Number Conducted at Worksites	Unknown	Unknown* (23)
Number of Child Labor Violations Found	458 (98)	38 (99)
Number of Child Labor Violations for Which Penalties were Imposed	21 (4)	32 (23)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (4; 100)	Unknown* (23)
Routine Inspections Conducted	Yes (4)	Yes (23)
Routine Inspections Targeted	Yes (4; 100)	Yes (23)
Unannounced Inspections Permitted	Yes (4)	Yes (23)
Unannounced Inspections Conducted	Yes (100)	Yes (23)
Complaint Mechanism Exists	Yes (4)	Yes (23)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (23)

\* The government does not publish this information.

In 2017, the MTESS released a new inspection protocol for child and adolescent labor and began updating the list of hazardous occupations prohibited for children. (101; 23) The government also created a national registry of child labor complaints that allows for monitoring of child labor cases and referral of these cases to social services at national, provincial, and municipal levels. (101) In coordination with the Argentine National Institute of Census and Statistics, ILO, and UNICEF, the MTESS also completed the

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EANNA to better understand child labor, including in rural areas. (23; 35) In November, in connection with hosting the IV Global Conference on the Sustained Eradication of Child Labor, the MTESS published preliminary findings from the EANNA. (23; 35) The MTESS also conducted a raid on tobacco farms in Jujuy and found 800 unregistered workers, including child laborers; the number of child laborers found is unknown. (102)

Within the reporting period, the MTESS provided federal and provincial inspectors with child labor training, including training on improving child labor inspections and interagency coordination to address child labor. (23) However, the number of labor inspectors is likely insufficient for the size of Argentina’s workforce, which includes approximately 17.7 million workers. According to the ILO’s technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Argentina should employ roughly 1,200 labor inspectors. (103) The government does not report on the number of provincial inspectors, so the totals reflect only the number of federal inspectors. Additionally, labor inspections in rural areas have decreased, and coordination between the MTESS and provincial inspectors have become less adequate. (92)

Federal labor inspectors are obligated to file a citation with the provincial labor authority of the relevant jurisdiction documenting any labor violation—including child labor—found during a site inspection, triggering an administrative process that may result in fines imposed. (23) Labor inspectors are also required to file a criminal complaint in the provincial courts of the relevant jurisdiction for any child labor violation detected. (23) The government reports that, in 2017, in every child labor case detected, children were referred to the relevant Provincial Commission for the Prevention and Eradication of Child Labor (COPRETI)—local interagency authorities responsible for coordinating social services for children rescued from child labor. Within the reporting period, the MTESS rescued 38 children resulting from 32 child labor violations. (23) In 2016, the MTESS reported 21 cases of child labor involving 458 victims. The MTESS reports the number of penalties imposed based on the number of cases, rather than on the number of victims, so in 2016 the number of penalties imposed appeared to be much lower than the number of violations. (99) In 2017, as was the case in 2016, the government imposed penalties on all child labor violations.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Argentina took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including human resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (23)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (23)
Refresher Courses Provided	Yes (4; 59)	Yes (23)
Number of Investigations	Unknown	869‡ (23)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	2 (23)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (23)

‡ Data are from January 1, 2017, to August 31, 2017.

In 2017, the government assisted 207 child victims of sex and labor trafficking. (23; 92) Between January and August, the PROTEX prosecuted three cases and secured two convictions for commercial sexual exploitation of children as a result of human trafficking. (23) However, the total number of federal and provincial prosecutions involving the worst forms of child labor is unknown. Research could not determine whether agencies responsible for enforcing criminal laws related to the worst forms of child labor had sufficient resources to carry out their mandates. (23)

The government conducted 64 human trafficking detection and prevention seminars, training 8,136 individuals including members of the security forces, Ministries of Labor and Social Development staff, teachers and students, members of the judiciary, hospital staff, and municipal and provincial officers. (92) Additionally, the government began implementing a new database system to track



human trafficking cases, and trained prosecutors and investigators in identifying and addressing cases of human trafficking. (23) La Quiaca, a border town in the northeast Jujuy Province, inaugurated a monitoring center that provides tools for detection and prosecution of human trafficking crimes. (92) However, UNHCR identified the need for the government to build the capacity of its judiciary and police to investigate cases of trafficking and commercial sexual exploitation, including those involving children, and recommended that the government increase funding for shelters and assist girl victims of trafficking and commercial sexual exploitation. (104)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies to provide services to child victims of commercial sexual exploitation.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Eradication of Child Labor (CONAETI)	Coordinate national efforts to monitor and eliminate child labor and implement the National Plan for the Prevention and Eradication of Child Labor. (38; 105; 106; 107; 108) Led by the MTESS and re-established in 2016 to comprise 16 government agencies, representatives from UNICEF, the ILO, industry associations, and labor unions. (38; 98; 109; 110; 99) In 2017, implemented the Awareness Campaign on Child Labor in Mar del Plata. (111)
Provincial Commissions for the Prevention and Eradication of Child Labor (COPRETI)	Coordinate efforts to prevent and eliminate child labor at the provincial level, including through Local Roundtables on Child Labor at the municipal level. (38; 110; 112; 113) Comprises representatives from government agencies, NGOs, labor unions, and religious institutions; there are 23 COPRETI. (110; 112) In 2017, organized awareness-raising activities for children and their parents, met with representatives of the Pilar municipality to discuss child labor eradication in the region, led a workshop on access to rights for children and adolescents at risk for child labor in garbage scavenging and recycling, and trained inspectors to detect child labor and human trafficking. (114; 115; 116; 117; 118) Also met in Parana to discuss building consensus and operative agreements between the COPRETI and the MTESS and review the Strategic National Plan for Prevention and Eradication of Adolescent Work. (119)
National Secretariat for Childhood, Adolescence, and Family (SENNAF)	Establish public policies through its Childhood and Adolescence Protectorate to secure the rights of children and adolescents, coordinate child protection efforts with other government ministries and NGOs, and assist trafficking victims. Overseen by the Ministry of Social Development. (120) In 2017, assisted 37 children rescued from transnational human trafficking and for the first time compiled national statistics on trafficking victim assistance by province. (23; 92; 99)
Coordinating Body for the Prevention of Child Labor and the Regulation of Adolescent Work (COODITIA)	Implement audits to detect child labor and irregular adolescent labor; train inspectors on auditing and monitoring child and adolescent work; promote the creation of special inspection units; and provide technical assistance and advice to inspectors. (101) In 2017, released a new inspection protocol to detect child labor and created the National Registry of Criminal Child Labor Complaints, which allows for monitoring the criminal procedure and intervention of social services at national, provincial, and municipal levels. (101)
Child and Adolescent Labor Monitoring Office (OTIA)	Conduct qualitative and quantitative research on child and adolescent labor to provide policy analysis and inform programming to eradicate child labor and regulate adolescent labor. Created through the Undersecretariat of Technical Programming and Labor Studies of the MTESS. (106; 110; 121) Research could not determine any actions taken by this coordinating body in 2017.
Coordinating Unit for Children and Adolescents in Danger of Commercial Sexual Exploitation	Provide guidance to relevant institutions; run workshops and research programs on commercial sexual exploitation; and assist children, adolescents, and their families. Formed within the Ministry of Justice and Human Rights. (122) Research could not determine any actions taken by this coordinating body in 2017.
Federal Council to Fight Human Trafficking and to Protect and Assist Victims	Coordinate government-wide efforts to combat human trafficking. Comprising representatives from the three branches of government and NGOs. Presided by the Under Secretary for Access to Justice of the Ministry of Justice and Human Rights. (4; 99) Led by the Ministry of Justice and Human Rights and oversees five thematic working groups. (23) In 2017, established five working groups and conducted four high-level meetings in the Provinces of Buenos Aires, Cordoba, La Rioja, and San Juan. (92)
Executive Council to Fight Human Trafficking and to Protect and Assist Victims	Coordinate executive branch efforts to combat human trafficking. Comprising representatives of the Ministries of Justice and Human Rights, Security, and Social Development, and the MTESS. (123) In 2017, it produced two bimonthly newsletters on government-led anti-human trafficking activities. (99)
Network of Businesses Against Child Labor	Develop initiatives to raise awareness of child labor and programs to prevent and eradicate child labor. Formed through a partnership among the MTESS, the CONAETI, and the businesses that comprise it. (105; 124; 125) Research could not determine any actions taken by this coordinating body in 2017.

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In 2017, the MTESS and Ministry of Social Development met with UNESCO to discuss research and strategies for prevention and eradication of child labor. (126) The MTESS and Attorney General of Salta signed an agreement to establish a more efficient referral policy for child labor cases. (23) The provincial government of Neuquén and the Argentine Union of Rural Workers and Stevedores signed a cooperative agreement to strengthen collaboration, coordination, and training on the detection and eradication of unregistered labor, including child labor. (127) In addition, the government signed cooperative agreements with two other countries, Colombia and Bolivia, to prevent and investigate trafficking in persons and assist and protect its victims. (92) The government also participated in seminars and roundtables with the Government of Peru to establish mechanisms for institutional cooperation and with the Government of Australia to share strategies to address trafficking. (92) The government granted access to provincial law enforcement agencies to the Integrated System of Trafficking in Persons Criminal Information, the database that allows federal law enforcement agencies to report on raids, victims rescued, and other data on trafficking cases. (92) Civil society reports, however, that coordination to provide services to child victims of commercial sexual exploitation is ineffective, causing program proposals to remain in the implementation stage, and their objectives and target groups to overlap. (128)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Third National Plan for the Prevention and Eradication of Child Labor and the Regulation of Adolescent Work (2018–2022)†	Aims to prevent and eliminate child labor, including its worst forms, and to regulate adolescent work. Promotes the dissemination of information on child labor, strengthens the COPRETI and creates Local Roundtables on Child Labor, promotes families' livelihoods, strengthens the Labor Inspectorate, fosters civil society engagement on child labor issues, provides for a more inclusive educational system, raises awareness of the safety and health implications of child labor, and promotes institutional and legislative strengthening for child labor issues. (129; 130; 23; 131; 132)
Strategic Framework for Cooperation Between Argentina and the UN System for Development (2016–2020)	Establishes development priorities for Argentina as agreed upon by the government and the agencies comprising the UN System for Development in Argentina. Comprises five areas for cooperation, including the expansion of social protection support and the promotion of inclusive and sustainable economic growth, which prioritizes the prevention and elimination of child labor and forced labor, and the protection of adolescent workers. (133) In 2017, the government held an event to launch its National Report on Sustainable Development. (134; 135)
Interagency Agreement for Prevention of Child Labor and Protection of the Adolescent Worker†	Signed between the Ministries of Labor and Education to integrate child labor prevention and protection of adolescent workers in curricula and teacher training courses. (23)
National Plan of Action on Human Rights†	Contains over 200 actions to apply government policies in the following areas: (1) inclusion, non-discrimination, and equality; (2) public safety and non-violence; (3) memory, truth, justice, and reparations; (4) universal access to rights; and (5) civic culture and commitment to protecting human rights. (136) Includes actions focused on prevention and restitution of rights for children and adolescents exposed to violence and exploitation, including commercial sexual exploitation and human trafficking, and child labor. (136; 137)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (138)

In November 2017, Argentina hosted the IV Global Conference on the Sustained Eradication of Child Labor, concluding with the adoption of the Buenos Aires Declaration. (139) This Declaration expresses a commitment to the eradication of child labor and forced labor through the adoption of a set of principles and actions, and urges other stakeholders to adopt the same. (140)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs in the agricultural sector to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Universal Child Allowance Program ( <i>Asignación Universal</i> )†	Government program funded in part by the World Bank that provides a cash transfer to unemployed parents and workers in the informal economy, contingent upon parents' fulfillment of health and education requirements for their children. (42; 110; 141) In 2017, expanded coverage from 3.7 million to 3.9 million children. (23)
RENATRE Awareness-Raising Campaigns†	RENATRE campaigns raise awareness of child labor in agriculture and inform families and children of the right to education. (142; 143) In 2017, the RENATRE conducted a campaign to raise awareness of child labor in San Luis. (144)
Ministry of Labor CONAETI Awareness-Raising Campaigns†	CONAETI/Network of Businesses Against Child Labor campaigns that make businesses and the general public aware of child labor in sourcing and supply chains. (4; 124) In 2017, implemented the Awareness Campaign on Child Labor in Mar del Plata. (111)
National Campaign Against Child Labor in Brickmaking*†	Developed by the MTESS and the Argentinean Brickworkers Union (UOLRA) in 2017. (145) Aims to develop policies that improve labor inspections in this sector and better support brickworkers so their children do not have to work. (145; 146)
USDOL-funded Projects to Support Youth Apprenticeship	USDOL-funded, \$3 million Project to Promote Workplace-Based Training for Vulnerable Youth in Argentina (2016–2019) and \$2.9 million Promoting Apprenticeship as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through Global Apprenticeships Network (GAN) National Networks (2016–2019). Additional information is available on the USDOL website.
Good Harvest Day Care and Future Programs†	COPRETI/Network of Businesses Against Child Labor programs that aim to reduce child labor in the production of crops, in which work is often performed by entire families. Provides child care and recreational activities to children up to 9 years old. (10; 147; 148; 149; 23) Expanded coverage in 2017 by creating 11 new cultural and educational centers for children of rural workers that provided services to more than 1,200 children in San Juan Province. (23)
Program to Strengthen Schools in Agricultural Areas†	RENATRE program that provides infrastructural developments, operating costs, and pedagogical development to rural schools located in agricultural areas where children may be at risk of child labor. (40; 150; 151; 152)
More Care = Less Child Labor ( <i>Mas Cuidado = Menos Trabajo Infantil</i> )*†	Promotes the formulation and execution of local projects that articulate access to care, decent work, and good practices in critical sectors of child labor in the Buenos Aires Province. (153) Involves participation of unions, business leaders, government officials, and civil society. (153) Launched in June 2017.
Campaign to Report Human Trafficking ( <i>La trata no se ve a simple vista</i> )†	Government campaign to raise public awareness of human trafficking and to encourage use of the national human trafficking hotline. (88; 154)
Work is Not for Children†	A child care service funded by the provincial government of Santa Fe since 2010. In 2017, 35 centers provided services to 1,850 children. (23)

\* Program was launched during the reporting period.

† Program is funded by the Government of Argentina.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (4; 18; 88; 155; 156; 109; 23; 37; 157)

Reports indicate that the Universal Child Allowance Program has had a positive impact on the reduction of child labor since it began in 2009. (158; 159; 160) Programs that address child labor in the agricultural sector do not appear to address the full scope of the problem. Additionally, research found no evidence of programs that specifically target children engaged in street begging and performing, windshield washing, and guarding parked cars.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Argentina (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish federal and provincial information on the level of funding allocated to the Labor Inspectorate, the number of labor inspections conducted at worksites, the number of child labor penalties imposed that were collected, the number of criminal violations found, and the number of prosecutions initiated.	2015 – 2017
	Increase the number of labor inspectors responsible for enforcing laws on child labor to meet the ILO's technical advice, and ensure that inspections are conducted in rural areas.	2015 – 2017



**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish information on the total number of federal and provincial inspectors responsible for enforcing labor laws nationwide.	2017
	Publish federal and provincial information on the total number of children removed from child labor nationwide, including whether they received appropriate protective services, and clarify the mechanisms by which labor law enforcement and social services agencies reciprocally refer cases.	2014 – 2017
	Publish federal and provincial information regarding the adequacy of the budget and resources available to agencies responsible for enforcing criminal laws on the worst forms of child labor.	2014 – 2017
Coordination	Improve coordination of program implementation to provide services to child victims of commercial sexual exploitation.	2017
	Improve coordination between the MTESS and provincial labor inspectors to adequately carry out inspections in rural areas.	2017
Social Programs	Expand the coverage and scope of programs that target child labor in the agricultural sector.	2012 – 2017
	Develop specific programs that target child labor in sectors where child labor is prevalent, including street begging and performing, windshield washing, and guarding of parked cars.	2009 – 2017
	Extend youth employment and vocational training programs to children ages 16 and 17, while ensuring these programs allow children to complete their compulsory schooling.	2015 – 2017

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# Armenia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

In 2017, Armenia made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Armenia is receiving this assessment because it continued to implement a law that delayed advancement in eliminating the worst forms of child labor. The government has lacked a functioning Labor Inspectorate since the 2014 repeal of Article 34 of the Labor Code, which previously established the government's authority to conduct routine labor inspections. Since that time, the government has lacked a functioning labor inspection mechanism to monitor, inspect, and enforce child labor laws, including a mechanism with the authority to conduct unannounced inspections. Otherwise, the government made efforts by pursuing continued inspection reform, including establishing the Health Inspection Body, which will have limited ability to monitor prohibitions on hazardous child labor when functioning.

However, children in Armenia perform dangerous tasks in agriculture. The government also lacks a mechanism to coordinate its efforts to address all forms of child labor, including its worst forms. In addition, no programs exist to aid children engaged in work activities in agriculture.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Armenia perform dangerous tasks in agriculture. (1; 2; 3; 4; 5; 6; 7; 8) Table 1 provides key indicators on children's work and education in Armenia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	7.0 (24,602)
Attending School (%)	5 to 14	95.4
Combining Work and School (%)	7 to 14	8.6
Primary Completion Rate (%)		99.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

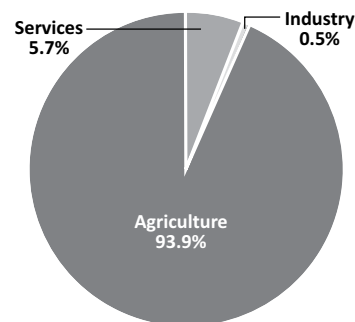
Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2015. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including planting and harvesting potatoes (1; 2; 3; 4; 5; 6; 7; 8)
	Raising livestock, including cattle breeding, cattle herding, and shepherding (2; 3; 5; 7; 11)
Industry	Construction, activities unknown (1; 5; 6; 7; 12; 8)
Services	Vehicle maintenance (3; 7)
	Selling food (7)
	Street work, including gathering scrap metal, selling flowers, and begging (1; 2; 3; 5; 12; 13; 14)
	Working in shops (5; 7)
	Dancing in clubs (3; 5)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (3; 6; 15; 16; 17; 18) Forced begging, sometimes as a result of human trafficking (3; 6; 16)

‡ Child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182.

Although Article 38 of the Constitution of Armenia and Article 6 of the Law of the Republic of Armenia on Education guarantee free universal education, children from ethnic minority and low-income families continue to have reduced access to education. (19; 20) Children of families that travel for seasonal labor and work on farms in remote rural areas are also less likely to be enrolled in school and are vulnerable to the worst forms of child labor, including forced child labor in agriculture. (8)




In addition, the Law on Public Education requires all schools to be inclusive for children with disabilities by 2025. (19; 21; 22) However, NGOs report that children with disabilities face difficulty accessing mainstream education due to the inaccessibility of school buildings, lack of community-based support services, and general social stigma against individuals with disabilities. (19; 23; 24) As a result of these barriers, more than 70 percent of children with disabilities in the care of the state and almost 20 percent of children with disabilities in the care of their families reportedly do not attend school. (24; 25)

Despite government efforts to decrease institutionalization of children, nearly 3,500 children remain in government boarding schools, orphanages, and special education institutions. (26) These children are more likely to experience physical and psychological violence and were at a higher risk of becoming victims of human trafficking. (6; 19; 26) Children living in these institutions were reportedly also vulnerable to exploitation in child labor, including in labor within the institutions. (27; 28)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Armenia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Armenia’s legal framework to adequately protect children from the worst forms of child labor, including definitions of forced labor and light work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Articles 15 and 17 of the Labor Code; Article 57 of the Constitution (29; 20)
Minimum Age for Hazardous Work	Yes	18	Article 257 of the Labor Code (29)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Law on Approval of the List of Occupations and Work That Are Likely to be Heavy and Hazardous for Persons Under the Age of 18 Years, Pregnant Women, and Women Taking Care of a Child under the Age of 1 Year; Articles 140, 148–149, 153, 155, 209, 249, and 257 of the Labor Code (29; 30)



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**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Article 57 of the Constitution; Article 3 of the Labor Code; Articles 132 and 132.2 of the Criminal Code (29; 20; 31)
Prohibition of Child Trafficking	Yes		Articles 132 and 132.2 of the Criminal Code (31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 132.2, 166, and 261–263 of the Criminal Code (31)
Prohibition of Using Children in Illicit Activities	Yes		Articles 63, 165, 166.1, and 266 of the Criminal Code (31)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 11 of the Law on Conscription (32)
State Voluntary	Yes	18	Articles 4 and 10 of the Law on Military Service (33)
Non-state	No	18	Article 29 of the Law on the Rights of the Child; Articles 63, 165, and 224 of the Criminal Code (31; 34)
Compulsory Education Age	Yes	17	Article 18 of the Law on Education (35)
Free Public Education	Yes		Article 38 of the Constitution; Article 6 of the Law on Education (20; 35)

The Labor Code allows for children ages 14 and 15 to work restricted hours with the permission of a parent or guardian, but does not list specific activities that constitute light work. (29; 36) In addition, the Constitution, Criminal Code, and Labor Code prohibit forced labor, but enforcement of this prohibition is hindered by the lack of a definition of “forced labor” in Armenian law. (37)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the absence of worksite inspections conducted at the national level in Armenia impeded the enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Health Inspection Body*	Enforce a limited range of labor laws and impose sanctions for violations, as one of a variety of inspection mandates related to public health. In particular, enforce occupational safety and health provisions through the Department of Employee Occupational and Health Safety. (8) This body was created in April 2017, staffing was approved in October, and recruitment began in November. (8)
Main Department on Especially Serious Crimes Within the Investigative Committee	Investigate cases of child trafficking and the commercial sexual exploitation of children referred to the Investigative Committee by the police. (23; 38)
Department on Defending the Rights of Minors and Combating Domestic Violence Within the Police	Identify and conduct preliminary investigation of crimes in which children are victims or perpetrators. (23; 38) Enforce laws against the worst forms of child labor under the General Department of Criminal Intelligence. (23; 39) Refer identified crimes to the Investigative Committee for further investigation. (23)
Anti-Trafficking Unit Within the Police	Identify and conduct preliminary investigation of crimes related to child trafficking and the commercial sexual exploitation of children through a staff of seven field officers. Operate within the Department of Combating High-Tech related (Cyber) Crimes, Human Trafficking, Illegal Migration, and Terrorism of the General Department on Combating Organized Crime. (40) Refer identified crimes to the Investigative Committee for further investigation. (23)
Police Hotline	Receive complaints related to human trafficking and migration issues. (6)

\* Agency was created during the reporting period. (8)

As part of a broader inspection reform agenda, Armenia’s Labor Inspectorate was abolished in 2013, and responsibility for conducting labor inspections was transferred to the new State Health Inspectorate, created the same year. In 2015, subsequent changes to legislation regulating labor inspections left the State Health Inspectorate unable to conduct labor inspections, beginning in 2015. (37; 41) In 2017, continued inspection reform led to the dissolution of the State Health Inspectorate and the creation of

the Health Inspection Body, which is tasked with monitoring occupational safety and health standards for employees, along with monitoring a variety of public health standards. (42) The Health Inspection Body also has the ability to monitor compliance with legislation protecting workers under the age of 18, but cannot proactively inspect for child labor issues. (42) Additional legislation and regulations need to be passed for the Health Inspection Body to begin conducting inspections. (8) As a result, in 2017 the Health Inspection Body was unable to monitor or enforce child labor laws in Armenia. (37; 41)

### *Labor Law Enforcement*

In 2017, the absence of worksite inspections conducted at the national level in Armenia impeded the enforcement of child labor laws (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	60 (37)	9 (8)
Inspectorate Authorized to Assess Penalties	Yes (43)	Yes (8)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (8)
Training on New Laws Related to Child Labor	No (44)	Yes (8)
Refresher Courses Provided	Unknown	Yes (22)
Number of Labor Inspections Conducted	0 (37)	0 (22)
Number Conducted at Worksites	0 (37)	0 (22)
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	0 (44)	Unknown
Routine Inspections Conducted	No (37)	No (22)
Routine Inspections Targeted	No (37)	No (22)
Unannounced Inspections Permitted	No (37)	No (8)
Unannounced Inspections Conducted	No (37)	No (8)
Complaint Mechanism Exists	Yes (42)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (42)	No (45)

The Health Inspection Body is authorized to hire 23 occupational health and safety oversight inspectors, including 15 civil servants and 8 contractors. (8) This is a significant decrease from the 60 labor inspectors employed by the former State Health Inspectorate, which already had reduced staffing levels from the 146 labor inspectors employed by the former State Labor Inspectorate. (46) The number of labor inspectors is likely insufficient for the size of Armenia's workforce, which includes over 1.5 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 20,000 workers in transition economies, Armenia would employ roughly 75 labor inspectors. (47; 48; 49)

A third of labor inspectors in Armenia are contractors rather than public servants. While civil servants in Armenia must receive training at least once every 3 years, there is no requirement that contractors receive regular training. Officials have expressed concern that the high proportion of contracted inspectors will negatively impact the overall training level and competency of the body of inspectors over time. (46)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Armenia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigation planning.

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**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (44)	Yes (44)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (44)	N/A
Refresher Courses Provided	Yes (41)	Yes (50)
Number of Investigations	2 (44)	Unknown
Number of Violations Found	1 (44)	1 (50)
Number of Prosecutions Initiated	1 (44)	1 (22)
Number of Convictions	0 (41)	0 (22)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (43)	Yes (43)

The government reports that almost 300 police officers and investigators are engaged in investigations of crimes involving children. The Main Department on Especially Serious Crimes within the Investigative Committee has 40 investigators, 7 of whom specialize in investigating human trafficking cases. (38; 43; 51) The Investigative Committee requires that its personnel receive training at least once every 2 years. (43) In 2017, 327 investigators from the Investigative Committee participated in criminal justice trainings on trafficking in persons. An additional 21 Investigative Committee investigators received training specific to child trafficking, and 30 investigators participated in a seminar on trafficking and sexual assault of children. (50) An additional 119 police officers who work on juvenile investigations received training on combatting trafficking in persons. (50)

Child victims discovered during the course of criminal investigations are referred to the Fund for Armenian Relief Children’s Center, where they are provided with specialized social services. (43) A source reported that because not all the children who are referred to social service providers by the police are officially registered as victims, official statistics for begging, forced begging, and commercial sexual exploitation may underreport the scope of the problem. (3)

Research found that although the police work with social service providers when conducting the pre-investigation, the Investigative Committee does not typically work with social service providers to ensure the well-being of the children during the investigation period. (3) In addition, a source reported that law enforcement officials do not receive adequate specialized training on interviewing child victims of crime, which in some cases can prevent local investigators from collecting sufficient evidence to build a prosecutable case. (3; 41) The government’s implementation of the provisions on victim and witness protection in the Criminal Procedural Code continued to be inadequate, including with regard to victim-centered prosecution, due to the lack of an appropriate mechanism and insufficient funding for these efforts. (6; 52)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission on the Protection of Child Rights	Coordinate activities of state bodies responsible for child protection, assist in developing state policy and programs aimed at the protection of children’s rights, and assist in developing solutions to new child welfare problems as they arise. Facilitate cooperation between state and local government and NGOs. (39) Maintain a working group to prevent child begging. (39)
Ministerial Council to Combat Human Trafficking	Implement, coordinate, and monitor government efforts on human trafficking. (16; 39) Chaired by the Deputy Prime Minister. (16)
Inter-Agency Working Group Against Trafficking in Persons	Advise, organize, and implement decisions made by the Ministerial Council to Combat Human Trafficking. (16) Composed of officials from all government entities; non-governmental stakeholders participate in regular meetings. (16; 39)

The National Commission on the Protection of Child Rights coordinates government efforts to prevent child begging, and the Ministerial Council to Combat Human Trafficking coordinates government efforts on child trafficking. (16; 39) However, Armenia lacks a mechanism to coordinate efforts to prevent child labor in other forms of street work, the service sector, and agriculture.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Strategic Program for the Protection of Children’s Rights	Includes an Action Plan for 2017-2021 that calls for the development and introduction of oversight and monitoring mechanisms to prevent the involvement of children in the worst forms of child labor. The action plan includes a component on developing and introducing oversight and monitoring mechanisms for the protection of children involved in the worst forms of child labor. (22)
Concept on Combating Violence Against Children	Defines government priorities for combating violence against children and outlines a list of related activities. Addresses labor exploitation of children, especially in rural communities, and commercial sexual exploitation of children, especially child trafficking. (38)
National Plan of Action Against Trafficking in Persons and Exploitation (2016–2018)	Aims to improve the legal framework and enforcement of legislation related to trafficking in and exploitation of children. Planned activities include developing tools for identification of the worst forms of child labor, as well as a guide for the proper identification and referral of child trafficking victims. (37; 53)

The UNDAF Plan for Armenia, which focuses on poverty reduction, lacks specific provisions on child labor. (24) In addition, research found that the National Plan of Action Against Trafficking in Persons and Exploitation lacks funding for identified activities and is not actively monitored for progress. (50) Research was unable to determine whether activities were undertaken to implement the Concept on Combating Violence Against Children during the reporting period.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)	USDOL-funded capacity-building project implemented by the ILO in 11 countries to build local and national capacity of governments to address child labor. Additional information is available on the USDOL website. (54)
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO, which supported the publication of a National Child Labor Survey in 2016. Additional information is available on the USDOL website. (55)
Family Benefits Program†	Ministry of Labor and Social Affairs-funded poverty-mitigation program for families with children recorded in the Family Poverty Assessment System. Families receive a monthly payment based on their financial situation, the number of children in the family, and the geographical location of their home. (43)
UNICEF Country Program for 2016–2020	Improve child protection systems, including through expanding programs for children in extreme poverty, improving social integration of children with disabilities, and developing a victim-witness protection system. (56)
Day Care Centers†	Government-supported day care centers that provide alternatives to working children and daytime centers that provide services for children with special needs. (40)
Shelter for Victims of Human Trafficking†	Government shelter co-funded and run by the United Methodist Committee on Relief-Armenia that provides medical, psychological, social, and legal services to victims of human trafficking; access to education for children; and vocational training for adult victims. (17) In 2017, the government allocated \$39,000 for the program. (50)

† Program is funded by the Government of Armenia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (43; 57)

Although the Government of Armenia has implemented programs to address child labor, research found no evidence that it has carried out programs to assist children engaged in child labor in street work or in agriculture.



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### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Armenia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that Armenian law specifies the types of light work acceptable for children ages 14–15.	2014 – 2017
	Facilitate enforcement of labor law by codifying a definition of forced labor.	2016 – 2017
Enforcement	Establish a functioning Labor Inspectorate by ensuring that the legal framework on inspections clearly empowers the Health Inspection Body to monitor, inspect, and enforce child labor laws. Ensure that the Health Inspection Body's mandate includes the ability to conduct quality inspections, including targeted, complaint-based, and unannounced inspections; and that data on the number and type of inspections, violations, and penalties are made publicly available.	2017
	Make information on the Health Inspection Body's funding publicly available.	2017
	Strengthen labor inspection by increasing the number of labor inspectors to meet the ILO technical advice and ensuring that labor inspectors are civil servants rather than contractors.	2017
	Protect children by providing law enforcement officials with specialized training on interviewing child victims of crime, and by ensuring that law enforcement officials coordinate with social service providers during investigations.	2014 – 2017
	Implement and adequately fund a victim-witness protection mechanism for criminal proceedings.	2011 – 2017
Coordination	Establish coordinating mechanisms to combat child labor, including all its worst forms.	2009 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into national policies, including the UNDAF Plan for Armenia.	2011 – 2017
	Ensure that the National Plan of Action Against Trafficking in Persons and Exploitation has sufficient oversight and funding to allow for effective implementation.	2017
	Take steps to implement the Concept on Combating Violence Against Children.	2016 – 2017
Social Programs	Ensure that all children, including children from low-income families and those belonging to ethnic minorities, have equal access to education.	2010 – 2017
	Increase efforts to prevent institutionalization of children and to ensure the safety and well-being of children currently residing in government institutions.	2015 – 2017
	Ensure that mainstream education is accessible to children with special education needs and children with disabilities by improving the accessibility of the physical infrastructure, expanding community-based support services, and ensuring that social stigmas against disabilities do not prevent children from accessing schools.	2014 – 2017
	Implement programs to address child labor in street work and in agriculture.	2009 – 2017

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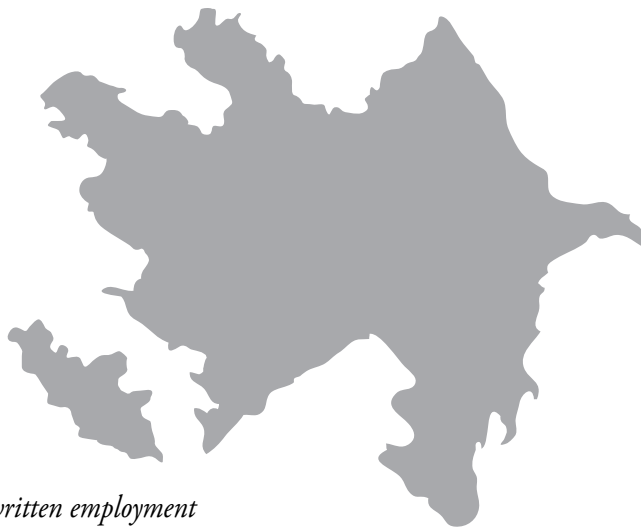
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# Azerbaijan

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW THAT DELAYED ADVANCEMENT

In 2017, Azerbaijan made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Azerbaijan is receiving this assessment because it implemented a regression in law that delayed advancement in eliminating the worst forms of child labor. In 2017, the government extended a moratorium on all labor inspections through 2021, which will leave potential violations of child labor laws undetected in workplaces.

Otherwise, the government made efforts by opening a new shelter and rehabilitation center for vulnerable children and continuing a cash transfer program for vulnerable families. Children in Azerbaijan engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in street work. Legal protections only apply to workers with written employment contracts, leaving self-employed children and children working outside of formal employment relationships vulnerable to exploitation. In addition, research found limited evidence of government programs to address child labor in agriculture and street work, the sectors in which child labor is most prevalent.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Azerbaijan engage in the worst forms of child labor, including commercial sexual exploitation. (1; 2; 3; 4; 5) Children also perform dangerous tasks in street work. (6; 5) Table 1 provides key indicators on children's work and education in Azerbaijan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.5 (70,034)
Attending School (%)	5 to 14	94.3
Combining Work and School (%)	7 to 14	4.9
Primary Completion Rate (%)		111.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey (SIMPOC), 2005. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

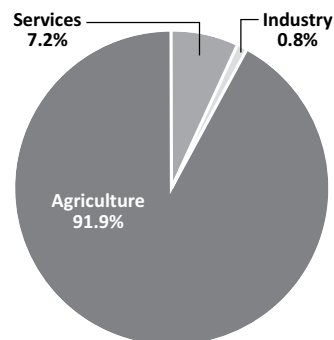
Sector/Industry	Activity
Agriculture	Farming, including production of cotton, tea, and tobacco† (3; 5; 9; 10)
Industry	Construction, activities unknown (11)
Services	Street work, including begging and vending (6; 5) Washing and repairing cars (11; 5; 9; 12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (6; 1; 3; 4; 5) Forced begging (6; 4; 5)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Child labor in Azerbaijan occurs in the agriculture sector; however, there is little recent data to indicate how many children are currently engaged in child labor in this or other sectors. (5)

**Figure 1. Working Children by Sector, Ages 7-14**






Children in Azerbaijan are trafficked for commercial sexual exploitation both domestically and transnationally. Street children, many of whom become homeless after they are released from government-run orphanages and correctional facilities, are particularly vulnerable to human trafficking. (1) Children living in border towns and economically depressed rural communities are also especially vulnerable to human trafficking. (13)

Although Article 5 of the Education Law guarantees free universal education, children with disabilities face difficulty accessing mainstream education. Barriers to education include inaccessibility of the physical infrastructure of schools, and a general social stigma against individuals with disabilities. (6; 14) As a result of these barriers, only an estimated 10 to 17 percent of children with disabilities are able to attend school. The remaining children are either educated at home or do not receive an education. (6; 14)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Azerbaijan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Azerbaijan's legal framework to adequately protect children from the worst forms of child labor, including minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 42 of the Labor Code (15)
Minimum Age for Hazardous Work	Yes	18	Article 250 of the Labor Code (15)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 98 and 250–254 of the Labor Code; Decision 58 of the Cabinet of Ministers in 2000; Article 9 of the Law on the Rights of the Child (15; 16; 17)
Prohibition of Forced Labor	Yes		Article 35 of the Constitution; Article 144-2 of the Criminal Code (18; 19)
Prohibition of Child Trafficking	Yes		The Law on Trafficking in Persons; Articles 106, 144-1, 144-3, and 173 of the Criminal Code (19; 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 108, 151, 152, 171, 171-1, and 242–244 of the Criminal Code (19)
Prohibition of Using Children in Illicit Activities	Yes		Article 28 of the Law on the Rights of the Child; Article 170 of the Criminal Code (19; 17)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Articles 2, 3, and 12 of the Law on Military Obligation and Military Service (21)
State Voluntary	Yes	19	Article 36 of the Law on Military Obligation and Military Service (21)
Non-state	No		
Compulsory Education Age	Yes	15	Articles 5 and 19 of the Education Law (22)
Free Public Education	Yes		Article 5 of the Education Law; Article 22 of the Law on the Rights of the Child (17; 22)



# Azerbaijan

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW THAT DELAYED ADVANCEMENT

Azerbaijan's Labor Code applies only to workers with written employment contracts. (15) As a result, the law's minimum age protections do not apply to children working outside formal employment relationships or children who are self-employed. (23; 10) The government introduced both administrative and criminal penalties in 2014 for employing people without an effective employment agreement. (3) Although this strengthened protections for working children by attempting to ensure that all working children are employed under a contract, self-employed children and children working outside formal employment relationships remain unprotected.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the absence of worksite inspections conducted at the national level in Azerbaijan impeded the enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Protection of Population (MLSP)	Enforce labor laws related to the worst forms of child labor through the State Labor Inspection Service (SLIS). (24)
Ministry of Internal Affairs (MIA)	Function as the central executive agency responsible for public security and prevention of criminal offenses, including child trafficking and begging. (25) Through the Anti-Trafficking Division (ATD), enforce human trafficking laws, investigate human trafficking violations, and enforce criminal laws related to the use of children in illicit activities. Refer children who are victims of human trafficking to social services for assistance with school enrollment, participation in recreational activities, and obtaining proper documentation. (2)
Commission on Juvenile Issues and Protection of Minors' Rights	Coordinate the enforcement of laws related to the worst forms of child labor. Located in the Cabinet of Ministers. (24)
National Referral Mechanism for Trafficking in Persons (NRM)	Refer victims of human trafficking to the relevant authorities to ensure the protection of their rights. (26) Refer human trafficking cases to the ATD for prosecution. Led by the National Coordinator and the Deputy-Minister of the MIA and counts a large number of government agencies as members, including the MLSP and the State Committee on Family, Women and Children's Affairs (SCFWCA). (4)

#### *Labor Law Enforcement*

In 2017, the absence of worksite inspections conducted at the national level in Azerbaijan impeded the enforcement of child labor laws (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (6)	Unknown (5)
Number of Labor Inspectors	267 (6)	232 (5)
Inspectorate Authorized to Assess Penalties	Yes (6)	Yes (5)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (6)	Yes (5)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (6)	Yes (5)
Number of Labor Inspections Conducted	Unknown (6)	0 (5)
Number Conducted at Worksite	2 (6)	0 (5)
Number of Child Labor Violations Found	2 (6; 27)	1 (5)
Number of Child Labor Violations for Which Penalties were Imposed	2 (6)	1 (5)
Number of Child Labor Penalties Imposed that were Collected	2 (6)	0 (5)
Routine Inspections Conducted	No (6)	No (5)
Routine Inspections Targeted	No (6)	No (5)
Unannounced Inspections Permitted	Yes (6)	No (5)
Unannounced Inspections Conducted	No (6)	No (5)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Complaint Mechanism Exists	Yes (6)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (6)	No (6)

In 2016, the government suspended all routine and unannounced labor inspections, although the inspectorate may still visit a workplace upon receipt of a formal, written complaint. (6) In 2017, this moratorium was extended through 2021. (5) While inspections may still occur if a complaint is filed, no inspections were conducted in 2017. The government did not provide information on how the one child labor violation detected was identified in the absence of labor inspections. (5)

In 2017, labor inspectors received training from the ILO on enforcement of labor laws, including child labor laws. The Ministry of Labor and Social Protection of Population (MLSPP) additionally conducted six regional workshops aimed at improving awareness of child labor laws among regional labor inspectors and other members of local government. (5) Limited evidence suggests that the institutionalized training program on child labor issues, including hazardous child labor, may be inadequate. (3) Government officials also assess the number of inspectors as insufficient to fully enforce child labor laws in Azerbaijan. (6; 5)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Azerbaijan took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including referring victims to appropriate services.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (6)	Yes (5)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (5)
Refresher Courses Provided	Yes (28)	Yes (29)
Number of Investigations	Unknown (6)	190 (5)
Number of Violations Found	240 (8)	165 (5)
Number of Prosecutions Initiated	Unknown (6)	124 (5)
Number of Convictions	Unknown (6)	124 (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (6)	Yes (5)

In 2017, the Ministry of Internal Affairs (MIA) conducted 1,500 operations to identify children engaged in street begging and identified 570 child beggars. (5) However, NGOs report that children were not referred to social services and resumed work almost immediately after being identified by law enforcement officials. (6)

In 2016, the government reported that it created a database to collect information on crimes against children, including child trafficking, street work, and begging. (6) In 2017, it released no information on the database or any data it has collected. (5)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has not adequately established mechanisms to coordinate its efforts to address child labor. Although the State Committee on Family, Women and Children's Affairs coordinates child-related policies, the committee's effectiveness as a coordinating body is limited. (30) The Committee's staff members have reported they lack the legal authority to give instructions to other government organizations about child labor and child welfare matters, which limits the Committee's ability to harmonize policies across the different agencies. (30)

## **V. GOVERNMENT POLICIES ON CHILD LABOR**

The government has established policies related to child labor (Table 8). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

# Azerbaijan

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW THAT DELAYED ADVANCEMENT

**Table 8. Key Policies Related to Child Labor**

Policy	Description
State Program on Azerbaijani Youth (2017–2021) <sup>†</sup>	Guides government policy on youth development, and includes a provision on increasing awareness of trafficking in persons risks among youth. (29)
National Action Plan on Combating Trafficking in Human Beings (NAP) (2014–2018)	Aims to identify and combat the causes of vulnerability to human trafficking in Azerbaijan through improved coordination among the government agencies, NGOs, and intergovernmental organizations. Also seeks to improve the identification and provision of services to victims. (31) Places special emphasis on protecting the rights of child victims and preventing child trafficking. (13; 31)

<sup>†</sup> Policy was approved during the reporting period.

Although the government of Azerbaijan has adopted the National Action Plan on Combating Trafficking in Human Beings (NAP) and the State Program on Azerbaijani Youth, research found no evidence of a policy on other worst forms of child labor, including forced begging and hazardous child labor in agriculture. In addition, the NAP addresses many prior international recommendations, but lacks clear indicators of the source and amount of funding. As a result, the NAP lacks the funding necessary for full implementation of associated programs. (13)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 9). However, gaps exist in these social programs, including funding.

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
USDOL-Funded Projects	USDOL-funded projects supporting the elimination of child labor in Azerbaijan include Global Action Program on Child Labor Issues (GAP), implemented in approximately 40 countries by the ILO; and Global Research on Child Labor Measurement and Policy Development (MAP), implemented by the ILO in 11 countries. (32; 33) For additional information about USDOL's work, please visit our website.
Decent Work Country Program (2016–2020)	Aims to promote decent employment opportunities and improve social protection and labor administration mechanisms. Includes a focus on youth employment. (34) Research was unable to determine whether activities were undertaken to implement the Decent Work Country Program during the reporting period.
Centers for Vulnerable Children <sup>†</sup>	Government-funded program comprising 13 centers that provide social services to vulnerable children, including street children. (35) NGOs reported that the centers are effective in providing services and may contribute to a reduction in child labor. (3) In November 2017, the MLSPP opened an additional shelter and rehabilitation center to provide services to vulnerable children. (29)
Resources for Child Trafficking Victims <sup>†</sup>	The government maintains several shelters for human trafficking victims, including the MLSPP-run Victim Assistance Center, the MIA-run Baku Shelter, and the State Migration Service-run Reception center. (36) In addition, the government maintains the Program of Social Rehabilitation and Social Reintegration of Child Victims of Trafficking to assist with the social reintegration of child trafficking victims. (37; 38) In 2017, the Victim Assistance Center organized multiple awareness-raising events throughout the country to raise awareness about human trafficking among youth. (29)
Targeted Social Assistance Program <sup>†</sup>	MLSPP-run program that continued to provide cash transfers to low-income families in 2017. (39)
MIA Identification Document Program <sup>†</sup>	Provides identification documents to undocumented minors who may be street children or victims of human trafficking. (3)

<sup>†</sup> Program is funded by the Government of Azerbaijan.

Although the government has implemented programs to address child trafficking, research found little evidence to indicate it has carried out programs to assist children working in agriculture or on the streets.

NGO-run shelters that are tasked by the NAP with providing victim services do not receive consistent funding from the government. Directors of these shelters note that the unpredictable nature of funding prevents long-term planning and capacity building of shelters. (40; 28; 29) Child victims have limited access to facilities that offer specialized care. (29) One shelter that provides such services does not receive consistent government funding, and most of its staff worked on a voluntary basis due to the lack of government funding and an inability to receive foreign assistance caused by the government's restrictions on NGOs over the last three years. (40; 29)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Azerbaijan (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all working children are protected by law, including children working without a written employment agreement or outside of a formal employment relationship and children who are self-employed.	2011 – 2017
	Criminally prohibit the recruitment of children under 18 by non-state armed groups.	2016 – 2017
Enforcement	Resume routine, targeted, and unannounced labor inspections to ensure child labor laws are enforced.	2016 – 2017
	Increase the number of labor inspectors to facilitate effective enforcement of child labor laws.	2016 – 2017
	Ensure that labor inspectors receive sufficient training on the enforcement of laws pertaining to child labor.	2014 – 2017
	Publish information on the Labor Inspectorate’s funding.	2015 – 2017
	Publish complete data from the database on crimes against children.	2014 – 2017
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2016 – 2017
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, such as forced begging and hazardous work in agriculture.	2016 – 2017
	Ensure the National Action Plan on Combating Trafficking in Human Beings receives the funding necessary for full implementation of associated programs.	2014 – 2017
Social Programs	Ensure that children with disabilities have equal access to education.	2016 – 2017
	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2013 – 2017
	Institute programs to address child labor in agriculture and on the streets.	2009 – 2017
	Ensure that NGO-run shelters for victims of human trafficking are sufficiently and consistently funded to provide services to victims effectively, as dictated by the NAP and NRM.	2015 – 2017

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# Azerbaijan

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW THAT DELAYED ADVANCEMENT

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In 2017, Bahrain made a moderate advancement in efforts to eliminate child labor. The Labor Market Regulatory Authority developed a handbook on the National Referral System for Victims of Trafficking in Persons and opened a shelter for victims. It also conducted training on human trafficking issues for all police officers. Although research is limited, there is evidence that children in Bahrain engage in child labor in domestic work and selling items on the street. The government has not conducted research to determine the nature and extent of child labor in the country. The law does not sufficiently prohibit commercial sexual exploitation of children.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Bahrain engage in child labor in domestic work and selling items on the street. (1; 2) Data on key indicators on children's work and education are not available from the sources used in this report (Table 1).

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (%)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		99.5

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Data were unavailable from Understanding Children's Work Project's analysis, 2018. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**



Sector/Industry	Activity
Services	Selling products on the street (1) Domestic work (1; 2)

The government has not conducted or participated in research to determine the extent to which children are engaged in child labor, including its worst forms. (5; 6)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Bahrain has ratified all key international conventions concerning child labor (Table 3).


**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

# Bahrain

## MODERATE ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Bahrain's legal framework to adequately protect children from the worst forms of child labor, including the prohibition of commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 24 of the Labor Law (7)
Minimum Age for Hazardous Work	Yes	18	Article 27 of the Labor Law (7)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 1–2 of Ministerial Order No. 23 of 2013 (8)
Prohibition of Forced Labor	Yes		Article 1 of the Law on Combating Trafficking in Persons (9)
Prohibition of Child Trafficking	Yes		Article 1 of the Law on Combating Trafficking in Persons (9)
Prohibition of Commercial Sexual Exploitation of Children	No		Article 1 of the Law on Combating Trafficking in Persons; Articles 39 and 44 of the Child Law; Articles 324–325 of the Penal Code (9; 10; 11)
Prohibition of Using Children in Illicit Activities	Yes		Articles 59 and 68 of the Child Law; Article 30 of the Law on Hallucinogenic Substances and Drugs (10; 12)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 24 of the Defense Force Act (13)
Non-state	Yes	18	Article 59 of the Child Law; Article 113 of the Penal Code (10; 11)
Compulsory Education Age	Yes	15	Article 1 of the Education Act (14)
Free Public Education	Yes		Article 7 of the Education Act (14)

\* No conscription (13)

The minimum age protection in the Labor Law does not apply to children in certain sectors, such as domestic work. (7)

The law does not sufficiently prohibit commercial sexual exploitation because offering and using children for prostitution and offering, procuring, and using children for production of pornography and pornographic performances are not criminally prohibited. (10; 11)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Development that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Development	Enforce child labor laws, along with the Labor Market Regulatory Authority. Take the lead in initial mediation to resolve violations of the Labor Law. (6) Refer violations that are not resolved through mediation to the Public Prosecutor's Office. Maintain a hotline to receive criminal complaints of child labor, including its worst forms. (6)
Labor Market Regulatory Authority	Issue work visas to ensure that individuals coming to Bahrain as migrant workers are at least age 18. Enforce the Law on Combating Trafficking in Persons. (6) Maintain a hotline to assist migrant workers. (6)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Police Department of the Ministry of Interior	Enforce criminal laws that prohibit the worst forms of child labor. Oversee the 12-person Criminal Investigations Directorate that investigates potential cases of human trafficking and commercial sexual exploitation. (6) Refer any identified child victims of human trafficking or illicit activities to the Center for Child Protection. Maintain a hotline to receive criminal complaints of child trafficking. (6)
Public Prosecutor's Office	Prosecute crimes related to child labor and human trafficking. (6)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Bahrain took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Development that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown* (6)
Number of Labor Inspectors	33 (2)	33 (6)
Inspectorate Authorized to Assess Penalties	Yes (15)	Yes (15)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (6)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (2)	Yes (6)
Number of Labor Inspections Conducted	8,212 <sup>†</sup> (2)	Unknown
Number Conducted at Worksites	Unknown	Unknown* (6)
Number of Child Labor Violations Found	0 (2)	0 (6)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A
Routine Inspections Conducted	Yes (2)	Yes (6)
Routine Inspections Targeted	Yes (2)	Yes (6)
Unannounced Inspections Permitted	Yes (2)	Yes (6)
Unannounced Inspections Conducted	Yes (2; 16)	Yes (6; 16)
Complaint Mechanism Exists	Yes (2)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (6)

\* The government does not publish this information.

<sup>†</sup> Data are from January 1, 2016, to October 30, 2016. (2)

In 2017, the Ministry of Labor and Social Development employed 33 labor inspectors. The number of labor inspectors is likely insufficient for the size of Bahrain's workforce, which includes approximately 831,600 workers. (17) According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Bahrain would employ roughly 55 labor inspectors. (18; 19)

### *Criminal Law Enforcement*

In 2017, the government's criminal law enforcement agencies appeared to function adequately in addressing child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown* (6)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (2)	Yes (6)



# Bahrain

## MODERATE ADVANCEMENT

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Investigations	1 (2)	0 (6)
Number of Violations Found	0 (2)	0 (6)
Number of Prosecutions Initiated	0 (2)	0 (6)
Number of Convictions	N/A	0 (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (6)

\* The government does not publish this information.

In 2017, the Labor Market Regulatory Authority, in cooperation with UN agencies, conducted training for all police officers on human trafficking. (6)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Child Protection Center	Coordinate the efforts of five government ministries to address cases of child abuse, including child trafficking and commercial sexual exploitation. Led by the Ministry of Labor and Social Development. (2) In 2017, members of the Center met weekly. (6)
National Committee on Combating Trafficking in Persons	Coordinate policies and laws to combat human trafficking and organize educational and outreach campaigns to raise awareness on trafficking in persons. (20) Led by the Labor Market Regulatory Authority and comprising representatives from eight state entities and NGOs. (1) In 2017, the Labor Market Regulatory Authority developed a handbook on the National Referral System for Victims of Trafficking in Persons, which highlights the roles and responsibilities of government agencies and NGOs in combating human trafficking. (21)

### V. GOVERNMENT POLICIES ON CHILD LABOR

Research found no evidence that the government has established policies to address child labor.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded programs that may contribute to eliminating or preventing child labor, which cover the main sectors in which child labor has been identified in the country (Table 9).

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
Child Protection Center†	Provide services, including educational and psychological services and, in extreme cases, placement in foster care, for children who have been subjected to abuse and negligence, including child laborers. (22; 23) Research was unable to determine whether activities were undertaken under this program during the reporting period.
Expat Protection Center*†	Labor Market Regulatory Authority's shelter that provides services to the victims of human trafficking. (24) Research was unable to determine whether activities were undertaken under this program during the reporting period.

\* Program was launched during the reporting period.

† Program is funded by the Government of Bahrain.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Bahrain (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law's minimum age provisions do not exclude children in certain sectors, including in domestic work.	2014 – 2017
	Ensure that laws criminally prohibit and have criminal penalties for all aspects of commercial sexual exploitation of children.	2016 – 2017

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish data on Labor Inspectorate funding and the number of inspections conducted, including at worksites.	2009 – 2017
	Increase the number of labor inspectors to meet the ILO technical advice.	2017
	Publish data on initial training for criminal investigators.	2013 – 2017
Government Policies	Adopt a policy that addresses all relevant forms of child labor.	2009 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2009 – 2017
	Implement activities under the programs of the Child Protection Center and the Expat Protection Center.	2017

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# Bangladesh

## MODERATE ADVANCEMENT

In 2017, Bangladesh made a moderate advancement in efforts to eliminate the worst forms of child labor. The government extended its Child Labor National Plan of Action through 2021. The Department of Inspection for Factories and Establishments also provided comprehensive training to a majority of labor inspectors, and institutionalized the use of a factory inspection checklist that includes child labor components. However, children in Bangladesh engage in the worst forms of child labor, including forced child labor in the production of dried fish and bricks. Children also perform dangerous tasks in the production of garments and leather goods. In addition, the labor law does not prohibit children from working in informal economic sectors, and does not specify the activities and number of hours per week of light work that are permitted for children ages 12 and 13. Moreover, the number of labor inspectors is insufficient for the size of Bangladesh's workforce, and fines are inadequate to deter child labor law violations.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bangladesh engage in the worst forms of child labor, including forced child labor in the production of dried fish and bricks. (1; 2) Children also perform dangerous tasks in production of garments and leather goods. (3; 4; 5; 6; 7) Table 1 provides key indicators on children's work and education in Bangladesh.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.3 (1,326,411)
Attending School (%)	5-14 yrs.	89.4
Combining Work and School (%)	7-14 yrs.	1.9
Primary Completion Rate (%)		98.1

Source for primary completion rate: Data from 2015, published by UNESCO

Institute for Statistics, 2018. (8)

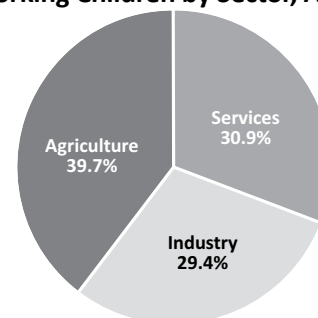
Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey, 2013. (9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting and processing crops, including tobacco, raising poultry, grazing cattle, gathering honey, and harvesting tea leaves (10; 11; 12; 13; 14; 15)
	Drying and processing fish, fishing (16; 13; 10; 14; 15; 1)
	Harvesting and processing shrimp (17; 18; 15)
Industry	Quarrying and mining, including salt (10; 19)
	Producing garments, textiles, jute textiles, leather,† leather goods, footwear,† and imitation jewelry† (7; 20; 21; 22; 23; 24; 25; 26; 5; 6) (27; 28; 29; 30; 31; 13; 4; 32; 15; 33)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Manufacturing bricks,† glass,† hand-rolled cigarettes ( <i>bidis</i> ),† matches,† soap,† furniture (steel),† aluminum products,† metal products, plastic products,† and melamine products (2; 34; 28; 10; 35; 13; 36; 37; 38)
	Ship breaking (39; 40; 41; 37)
	Welding,† construction,† and breaking bricks† and stones† (18; 10; 16; 42; 14)
Services	Domestic work (43; 44; 45; 3; 46; 14; 15)
	Working in transportation, pulling rickshaws, and street work, including garbage picking, recycling,† vending, begging, and shoe repairing (10; 47; 16; 48; 14; 15; 37)
	Working in hotels, restaurants, bakeries,† and retail and grocery shops (16; 13; 28; 10; 14; 37)
	Repairing automobiles† (47; 30; 49)
Categorical Worst Forms of Child Labor‡	Forced labor in the drying of fish and the production of bricks (50; 1; 51; 42; 13; 52; 15)
	Forced begging (51; 16)
	Use in illicit activities, including smuggling and selling drugs (13; 16; 53)
	Commercial sexual exploitation, sometimes as a result of human trafficking (54; 51; 55; 15)
	Forced domestic work (13; 56; 51; 14; 15)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Many children in Bangladesh engage in dangerous work in the informal manufacturing sector. (3; 4; 5; 6) Children working in informal garment production work as many as 16 hours a day and often carry heavy loads, use hazardous machinery, and handle chemicals without protective equipment. (7; 33) Children employed in tanneries similarly lack protective equipment and experience continuous exposure to heavy metals, formaldehyde, and other hazardous chemicals. (4; 5) In addition, some children in Bangladesh work under forced labor conditions in the dried fish sector and in the production of bricks to help pay off family debts to local moneylenders. (1; 2)

Since August 2017, the Burmese military has engaged in continued violence and acts of ethnic cleansing, resulting in more than 700,000 members of the Rohingya ethnic minority fleeing from Burma to Bangladesh. (57; 58) Nearly 400,000 of those displaced are children, some of whom are subjected to trafficking and labor exploitation in Bangladesh. (14; 57; 59; 60) There are reports that Rohingya children are exploited in bonded labor in the fish drying industry, predominantly found in the city of Cox’s Bazar, while some Rohingya boys work on farms, in construction, or on fishing boats. (52; 14; 60; 58) Girls typically work in domestic service, in the homes of Bangladeshi families living up to 150 kilometers from the Rohingya refugee camps. (52; 61; 62; 63; 64; 65; 60; 58; 66) Research found that some young girls who were promised jobs in domestic service were instead forced into commercial sexual exploitation. (60; 58; 66)

According to the National Education Policy, education is free and compulsory in Bangladesh through eighth grade (age 14). However, several factors contribute to children not attending school, such as inadequate access to water and sanitation facilities and the costs associated with education, including books and uniforms. (10; 67) In addition, due to their lack of documentation, Rohingya refugee children are not permitted to attend school in Bangladesh. The government has permitted UNHCR to provide some limited, basic education services to Rohingya. (15; 63)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Bangladesh has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**



Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓



# Bangladesh

## MODERATE ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor (cont)**

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Bangladesh's legal framework to adequately protect children from child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Section 34 of the Bangladesh Labor Act (68)
Minimum Age for Hazardous Work	Yes	18	Sections 39–42 of the Bangladesh Labor Act (68)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Sections 39–42 of the Bangladesh Labor Act; Statutory Regulatory Order Number 65 (68; 69)
Prohibition of Forced Labor	Yes		Sections 370 and 374 of the Penal Code; Sections 3, 6, and 9 of the Prevention and Suppression of Human Trafficking Act (70; 71)
Prohibition of Child Trafficking	Yes		Sections 3 and 6 of the Prevention and Suppression of Human Trafficking Act; Section 6 of the Suppression of Violence Against Women and Children Act (71; 72)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 372 and 373 of the Penal Code; Sections 78 and 80 of the Children's Act; Sections 3 and 6 of the Prevention and Suppression of Human Trafficking Act; Section 8 of the Pornography Control Act (70; 73; 71; 74)
Prohibition of Using Children in Illicit Activities	No		Section 79 of the Children's Act (73)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	No		
Non-state	No		
Compulsory Education Age	No	10	Section 2 of the Primary Education (Compulsory) Act (75)
Free Public Education	Yes		Article 17 of the Constitution (76)

\* No conscription (77)

In January 2017, the government publicly acknowledged that trafficking in persons is a problem in the country and published the implementing rules for the Prevention and Suppression of Human Trafficking Act. (78)

There continue to be several gaps in child labor laws and regulations. The Bangladesh Labor Act does not cover the informal economic sectors in which child labor is most prevalent, including domestic work, street work, and work on small agricultural farms with fewer than five employees. (68; 79) Also, the types of hazardous work prohibited for children do not cover garment production and fish drying; both are areas of work in which there is evidence that children work in unsafe and unhealthy environments for long periods of time. (69) While the labor law stipulates that children older than 12 may engage in light work that does not endanger their health or interfere with their education, the law does not specify the activities or the number of hours per week that light work is permitted. (68)

In addition, the use of children in pornographic performances and in the production of drugs is not criminally prohibited. (71; 80; 73) There are no published laws setting the minimum age of recruitment at 16 and setting safeguards to ensure that children under

18 who join the state armed forces do so voluntarily. The legal framework also does not prohibit the recruitment of children by non-state armed groups. (81)

Although the 2010 National Education Policy raised the age of compulsory education from fifth grade (age 10) through eighth grade (age 14), the new compulsory education age is not enforceable until the legal framework is amended to reflect the revised policy. (82; 18) The Education Act, which was drafted in 2016, will make education compulsory through eighth grade (age 14) and bring Bangladesh into compliance with international standards. (67) However, research did not find evidence that the Education Act was passed during the reporting period.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Department of Inspection for Factories and Establishments that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Inspection for Factories and Establishments	Enforce labor laws, including those relating to child labor and hazardous child labor. (83)
Bangladesh Police	Enforce Penal Code provisions protecting children from forced labor and commercial sexual exploitation. (84) In the case of the Trafficking in Persons Monitoring Cell, investigate cases of human trafficking and enforce anti-trafficking provisions of the Prevention and Suppression of Human Trafficking Act. (85)
Bangladesh Labor Court	Prosecute labor law violations, including those related to child labor, and impose fines or sanctions against employers. (86)
Child Protection Networks	Respond to violations against children, including child labor. Comprises officials from various agencies with mandates to protect children, prosecute violations, monitor interventions, and develop referral mechanisms at the district and sub-district levels between law enforcement and social welfare services. (16)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Bangladesh took actions to combat child labor (Table 6). However, gaps exist within the operations of the Department of Inspection for Factories and Establishments (DIFE) that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$3.9 million (83)	Unknown (15)
Number of Labor Inspectors	267 (83)	317 (15)
Inspectorate Authorized to Assess Penalties	No (86)	No (86)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (87)	Yes (15)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (87)	Yes (15)
Number of Labor Inspections Conducted	30,421 (83)	32,924† (15)
Number Conducted at Worksites	30,421 (83)	Unknown (15)
Number of Child Labor Violations Found	45 (83)	100 (15)
Number of Child Labor Violations for Which Penalties were Imposed	0 (83)	Unknown (15)
Number of Child Labor Penalties Imposed That were Collected	0 (83)	Unknown (15)
Routine Inspections Conducted	Yes (83)	Yes (15)
Routine Inspections Targeted	Yes (83)	Yes (15)
Unannounced Inspections Permitted	Yes (83)	Yes (15)
Unannounced Inspections Conducted	Yes (87)	Yes (15)

# Bangladesh

## MODERATE ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Complaint Mechanism Exists	Yes (83)	Yes (15)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (83)	No (83)

† Data are from June 2016 to July 2017.

In 2017, DIFE hired 45 additional labor inspectors. In addition, DIFE directed labor inspectors to utilize a factory inspection checklist and standard operating procedures, which include child labor-specific components. (88) In May 2017, 239 labor inspectors completed a 40-day, comprehensive labor inspection training program. (15)

However, the number of labor inspectors is likely insufficient for the size of Bangladesh's workforce, which includes over 83 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Bangladesh would employ roughly 2,090 labor inspectors. (89; 90; 91) Reports indicate that inspections rarely occur at unregistered factories and establishments, where children are more likely to be employed. (17; 67; 92) In addition, the current penalty for a child labor law violation, a \$63 fine, is an ineffective deterrent. (92; 16)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Bangladesh took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown (15)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (93)	Yes (78)
Number of Investigations	Unknown	Unknown (15)
Number of Violations Found	5 (93)	Unknown (15)
Number of Prosecutions Initiated	Unknown	Unknown (15)
Number of Convictions	Unknown	Unknown (15)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (85)	Yes (15)

During the reporting period, law enforcement officials received training from the Ministry of Home Affairs, in coordination with IOM, UNICEF, UNODC, and USAID. (78) The government reported that in 2017 it initiated 717 investigations related to forced labor or sex trafficking. The government identified 702 victims of human trafficking, of which 115 were children. (78) However, the Trafficking in Persons Monitoring Cell reportedly lacked the necessary funds and staff to sufficiently address cases of child trafficking. (94) In addition, reporting indicates that, 3 years after their launch, the Child Protection Networks, intended to be a referral mechanism between law enforcement and social services, are not operating due to a lack of funds. (95)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Child Labor Welfare Council	Coordinate efforts undertaken by the government to guide, coordinate, and monitor the implementation of the National Plan of Action on the Elimination of Child Labor. (96) Chaired by the Ministry of Labor and Employment, comprises officials representing relevant government ministries, international organizations, child advocacy groups, and employer and worker organizations. (97)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Counter-Trafficking National Coordination Committee, Ministry of Home Affairs (MHA)	Coordinate the work of government agencies and international and local NGOs on international and domestic human trafficking, including child trafficking, through bimonthly meetings. (85) Oversee district counter-trafficking committees, which manage counter-trafficking committees for sub-districts and smaller administrative units. (85; 98; 99)
Rescue, Recovery, Repatriation, and Integration Task Force, MHA	Coordinate Bangladesh and India efforts to rescue, recover, repatriate, and reintegrate victims of human trafficking, particularly children. Liaise with various ministries, government departments, NGOs, and international organizations that assist trafficked children. (98; 100)

Research was unable to determine whether the coordinating bodies were active during the reporting period.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Child Labor National Plan of Action (2012–2021)	Identifies strategies for developing institutional capacity, increasing access to education and health services, raising social awareness, strengthening law enforcement, and creating prevention and reintegration programs. (101) In 2017, the plan was extended through 2021. (15)
Domestic Workers Protection and Welfare Policy	Sets the minimum age for domestic work at 14 years; however, children between ages 12 and 13 can work as domestic workers with parental permission. (102) However, the policy is not legally enforceable. (103)
National Plan of Action to Combat Human Trafficking (2015–2017)	Establishes goals to meet international standards and best practices for anti-human-trafficking initiatives, including prevention of human trafficking; protection and legal justice for victims of human trafficking; development of advocacy networks; and establishment of an effective monitoring, evaluation, and reporting mechanism. (85)
National Education Policy	Specifies the government's education policy, including pre-primary, primary, secondary, vocational and technical, higher, and non-formal education policies. Sets the compulsory age for free education through eighth grade (age 14). (82)
Seventh Five Year Plan (2016–2020)	Includes the elimination of the worst forms of child labor, with a focus on child domestic workers and other vulnerable groups. Sets out actions to be taken by the government, including forming a policy for children working in the formal sector, providing assistance to street children to protect them from exploitation, coordinating the government and other stakeholders for effective rehabilitation, increased working children's access to formal and non-formal learning, and provision of livelihood support to poor households with children. (104) Research was unable to determine whether activities were undertaken to implement the Seventh Five Year Plan during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (105)

In November 2017, the government made a pledge at the Argentina Global Conference on the Sustained Eradication of Child Labor to eliminate hazardous child labor by 2021, and all forms of child labor by 2025. The government stated its intention to achieve this goal by strengthening the legal framework, implementing targeted social programs, and jointly conducting awareness raising activities with employers, workers, and civil society stakeholders. (106) However, the government has yet to include child labor elimination and prevention strategies into the National Education Policy. (82)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including addressing the scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Project	USDOL-funded, capacity-building project implemented by the ILO in 11 countries to build the capacity of local and national governments to address child labor. In 2017, the ILO, with implementing partner Eco Social Development, launched the child labor monitoring system pilot program in five upazilas in Lalmonirhat and Kurigram districts. (88; 107) Additional information is available on the USDOL website.



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**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Reaching Out-of-School Children II (2012–2017)	\$130 million World Bank-funded, 6-year program that provides out-of-school children with non-formal education, school stipends, free books, and school uniforms. Helps students attend learning centers called Ananda Schools until the students are ready to join mainstream secondary schools. (108) Over the course of the project, provided education to 690,000 poor children in 20,400 learning centers. (109)
Enabling Environment for Child Rights†	Ministry of Women and Children’s Affairs program, supported by UNICEF, rehabilitates street children engaged in risky work by withdrawing them from child labor and enrolling them in school. Supports 16,000 children in 20 districts through cash transfers. (110; 111) Research was unable to determine whether activities were undertaken to implement this program during the reporting period.
Child Help Line 1098†	Ministry of Social Work-implemented and UNICEF-supported 24-hour emergency telephone line. Connects children vulnerable to violence, abuse, and exploitation with social protection services. (112) Research was unable to determine whether activities were undertaken to implement this program during the reporting period.

† Program is funded by the Government of Bangladesh.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (87; 13)

Although the government has implemented child protection and non-formal education programs, research found that the scope of these programs is insufficient to fully address the extent of the child labor problem. In addition, research found no evidence that the government has carried out programs specifically designed to assist children working in tanneries or the informal garment sector. (33)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Bangladesh (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Extend the law’s minimum age protections to children working in the informal sector, including in domestic work, on the streets, and in small-scale agriculture.	2009 – 2017
	Ensure that the types of hazardous work prohibited for children are comprehensive, in particular by including garment production and fish drying.	2016 – 2017
	Ensure that the law specifies the activities and the number of hours per week that children ages 12 and 13 are permitted to perform light work.	2015 – 2017
	Ensure that the law criminally prohibits all offenses related to the sexual exploitation of children for pornographic performances.	2015 – 2017
	Ensure that the law criminally prohibits the use of children in illicit activities, particularly in the production of drugs.	2015 – 2017
	Ensure that the law establishes 16 as the minimum age for voluntary recruitment by the state military with safeguards for voluntariness.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups	2016 – 2017
	Ensure that the legal framework reflects the policy that education is compulsory through eighth grade and is consistent with the minimum age for work.	2012 – 2017
Enforcement	Ensure enforcement of citations and penalties for labor law violations, including authorizing the inspectorate to assess penalties for child labor law violations and increasing penalties for child labor law violations to be an effective deterrent.	2014 – 2017
	Create mechanisms for labor law enforcement to refer children involved in child labor to appropriate legal and social services.	2013 – 2017
	Significantly increase the number of labor inspectors to meet the ILO’s technical advice.	2009 – 2017
	Ensure that labor inspections are conducted with sufficient frequency at unregistered factories and small businesses.	2013 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish information relating to labor law enforcement, including the amount of labor inspectorate funding, number of labor inspections conducted at a worksite, number of violations for which penalties were imposed and the number of penalties imposed that were collected.	2012 – 2017
	Publish information on the enforcement of laws on the worst forms of child labor, including the number of investigations, the number of prosecutions, and the number of convictions.	2012 – 2017
	Provide police with sufficient resources and training to enforce violations involving human trafficking, forced labor, and the commercial sexual exploitation of children.	2014 – 2017
	Ensure that Child Protection Networks are adequately funded to provide a functional referral mechanism between law enforcement and social services.	2016 – 2017
Coordination	Publish information on activities undertaken by coordinating bodies.	2017
Government Policies	Publish information on activities undertaken to implement the Seventh Five Year Plan.	2017
	Integrate child labor elimination and prevention strategies into the National Education Policy.	2014 – 2017
Social Programs	Implement programs that seek to address inadequate access to water and sanitation facilities and prohibitive fees associated with education.	2013 – 2017
	Provide sufficient education services for Rohingya refugee children and ensure lack of documentation is not a barrier to their school attendance.	2017
	Publish information on activities undertaken to implement social programs, including Enabling Environment for Child Rights and Child Help Line 1098.	2017
	Expand programs to address the scope of the child labor problem, including developing and implementing programs to address child labor in tanneries and the informal garment industry.	2016 – 2017

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# Belize

## MODERATE ADVANCEMENT

In 2017, Belize made a moderate advancement in efforts to eliminate the worst forms of child labor. The government re-convened the National Child Labor Committee to coordinate efforts to address child labor and released the National Results Framework for Children and Adolescents, which outlines the process to report complaints related to the mistreatment of children, including child labor. The government also partnered with the European Union to address child labor in the sugar industry, including by collecting statistical data and developing a list of hazardous occupations prohibited for children in agriculture. However, children in Belize engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. Important gaps in the country's legal framework remain. The minimum age for work is 12, and the country lacks prohibitions against the use of children in illicit activities. In addition, the government does not appear to have programs that aim to reduce child labor in agriculture except in the sugar industry.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Belize engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2) Table 1 provides key indicators on children's work and education in Belize.

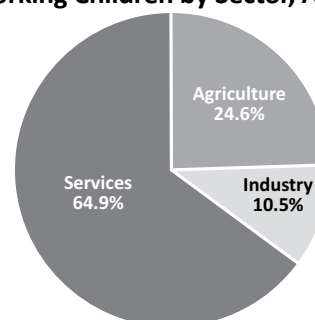
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	1.6 (1,405)
Attending School (%)	5 to 14	94.5
Combining Work and School (%)	7 to 14	1.2
Primary Completion Rate (%)		105.7

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2016. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Activity Survey (SIMPOC), 2013. (4)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of beans, bananas, citrus fruits, cereals, corn, rice, sugarcane, papayas, and vegetables (5; 6; 7; 8; 9; 10; 11; 12)
	Fishing, including for fish, lobster, and conch (8; 11)
	Butchering or raising livestock, including poultry and cattle (8; 11)
Industry	Construction,† carpentry, masonry, wood carving, carrying heavy loads, and using power tools (8; 11)
	Quarrying,† including operating stone crushers (9; 11)
Services	Street vending (11)
	Retail vending (8; 11)
	Yard work, including using lawnmowers, weed-eaters, and machetes (8; 13; 11)
	Sewing (8; 11)
	Working and cooking in food service, including using large mixers and grills (8; 11)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Auto repair† (8; 11)
	Welding (11)
	Pumping gas (8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 6; 7; 9; 14; 15)
	Illicit activities, including trafficking of drugs and weapons (16; 11)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Among Belize’s ethnic groups, Mennonites had the highest percentage of child labor with approximately 9.5 percent of Mennonite children engaged in child labor. (8; 13; 11) Non-Mennonite children are also engaged in child labor on Mennonite-owned land. (10) Children working on Mennonite land often use dangerous tools like machetes, tractors, and ploughs, and work long hours in the sun without proper hydration. (13; 10)

Children in Belize are also engaged in child labor in diving and fishing for fish, lobster, and conch. (11) Many of these children cannot swim and have been injured working with dangerous tools such as anchors, fish traps, chipping hammers, and spears. (11)




Girls from impoverished communities and LGBTI children are particularly vulnerable to commercial sexual exploitation and labor trafficking in Belize. (17; 16; 15) Children are trafficked for commercial sexual exploitation in areas frequented by tourists or seasonal workers, including oil truckers and citrus workers. (2; 15) Anecdotal reports also indicate that teenage boys ages 12–17 from Belize City and San Pedro Town were recruited to transport and sell drugs. (13; 11; 16) Although several minors were charged for drug trafficking in 2017, there is no available data on the specific number of cases. (11)

Primary and secondary education is tuition-free in Belize, but children’s access to education is sometimes hindered by the cost of school fees, textbooks, uniforms, and meals. (18; 19; 20; 16) The government runs a secondary school subsidy program that operates only in the southern districts—once deemed to be the poorest in Belize. (10) However, the program overlooks districts in the north where child labor is concentrated and that struggle with extreme poverty. (16; 10) In February and March 2017, half the children in two schools in Corozal were absent from school to pick beans. (10) Some Spanish-speaking children in northern districts face language barriers at schools that provide instruction only in English. (10) Bullying is also becoming a barrier to attending school, making children more vulnerable to child labor. (11) Additionally, Belize lacks qualified teachers, basic supplies, and facilities to educate children. (11)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Belize has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Belize’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work and hazardous work.

# Belize

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	12	Articles 54, 164, and 169 of the Labor Act; Articles 2–3 of the Shops Act (21; 22)
Minimum Age for Hazardous Work	No	14	Articles 2 and 7 of the Families and Children Act; Articles 2 and 164 of the Labor Act (21; 23)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 8 of the Constitution; Articles 157–158 of the Labor Act (21; 24)
Prohibition of Child Trafficking	Yes		Articles 11–14 of the Trafficking in Persons (Prohibition) Act; Article 9 of the Commercial Sexual Exploitation of Children (Prohibition) Act; Articles 49–51 of the Criminal Code (25; 26; 27)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 2, 11, and 13–14 of the Trafficking in Persons (Prohibition) Act; Articles 2–9 of the Commercial Sexual Exploitation of Children (Prohibition) Act; Articles 49–51 of the Criminal Code (25; 26; 27)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 16 of the Defence Act (28)
Non-state	No		
Compulsory Education Age	Yes	14	Articles 2 and 59 of the Education and Training Act; Articles 2 and 34 of the Education Act (18; 29)
Free Public Education	Yes		Article 70 of the Education and Training Act; Article 45 of the Education Act (18; 29)

\* No conscription

Belizean law does not conform to international standards because it sets the minimum age for employment at age 12. (21; 30) However, the minimum legal age for work in wholesale or retail trade or business is age 14. (22) Belizean law is also inconsistent with international standards on hazardous work. Children under age 14 are prohibited from working in industrial undertakings—including activities such as mining, manufacturing, and construction—but children over age 14 are explicitly permitted to work in those types of activities. (21) Though Belizean law indicates that children under age 18 are prohibited from being employed or engaged in any activity that may be detrimental to their health, education, or mental, physical, or moral development, the law does not specify which employment activities are detrimental to children. (21; 23) A list of hazardous work prohibited for all children has not been adopted as law. (2; 31; 32) Furthermore, Belizean law is inconsistent with international standards on light work, as the types of light work permissible for children have not yet been identified. (32; 21)

The Commercial Sexual Exploitation of Children (Prohibition) Act and the Criminal Code prohibit all forms of child sexual exploitation, with the former explicitly prohibiting child pornography. (25; 26) However, consensual sex with 16 or 17 year-old children is permitted, including in cases in which a person gives or promises remuneration, goods, food, or other benefits in exchange for the sexual act. This provision leaves these children vulnerable to the worst forms of child labor. (2; 25) Research could not determine whether laws prohibit the use of children in specific illicit activities, including the production and trafficking of drugs. (30; 33)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Local Government, and Rural Development	Identify cases and enforce laws related to child labor and hazardous child labor through its Labor Department. (7; 9)
Ministry of Human Development and Social Transformation, Department of Human Services	Receive referrals for child labor cases; train immigration officials, labor inspectors, and the Belize Police Department (BPD) in making referrals; and handle human trafficking cases. (34; 6; 35) Provide victims with welfare services, including medical and social services and counseling assistance. (9; 36)
Ministry of Education, Youth, Sports, and Culture	Investigate truancy offenses in schools and issue fines for these violations. (37)
Belize Police Department (BPD)	Investigate cases of commercial sexual exploitation and human trafficking through Sexual Offense and Family Violence Units. (5; 6)
Office of the Director of Public Prosecution	Prosecute criminal offenses, including cases of commercial sexual exploitation and human trafficking. (38)

### *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in Belize took actions to combat child labor (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (39)	Unknown* (11)
Number of Labor Inspectors	25 (13)	Unknown* (11)
Inspectorate Authorized to Assess Penalties	Yes (40)	Yes (40)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (40)	Unknown* (11)
Training on New Laws Related to Child Labor	N/A (13)	Unknown* (11)
Refresher Courses Provided	Yes (40)	Unknown* (11)
Number of Labor Inspections Conducted	Unknown* (13)	Unknown* (11)
Number Conducted at Worksites	Unknown* (13)	Unknown* (11)
Number of Child Labor Violations Found	0 (13)	Unknown* (11)
Number of Child Labor Violations for Which Penalties were Imposed	0 (13)	Unknown* (11)
Number of Child Labor Penalties Imposed that were Collected	0 (13)	Unknown* (11)
Routine Inspections Conducted	Yes (13)	Unknown* (11)
Routine Inspections Targeted	Yes (13)	Unknown* (11)
Unannounced Inspections Permitted	Yes (13)	Yes (11)
Unannounced Inspections Conducted	Yes (13)	Unknown* (11)
Complaint Mechanism Exists	Yes (13)	Yes (11)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (13)	Yes (11)

\* The government does not publish this information.

The government does not publish information regarding labor law enforcement. Although the Labor Department is required to visit every business at least once a year, it usually falls short of this goal. (11)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Belize took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (13)	Unknown* (11)



**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Training on New Laws Related to the Worst Forms of Child Labor	N/A (13)	Unknown* (11)
Refresher Courses Provided	Yes (40)	Unknown* (11)
Number of Investigations	Unknown	Unknown* (11)
Number of Violations Found	0 (13)	Unknown* (11)
Number of Prosecutions Initiated	0 (13)	Unknown* (11)
Number of Convictions	2 (41; 17; 42)	Unknown* (11)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (40)	Yes (11)

\* The government does not publish this information.

There were no human trafficking convictions in 2017 even though human trafficking—including the trafficking of children—occurs in Belize. (33; 41) Although Belize’s anti-trafficking legislation establishes penalties, including imprisonment, human trafficking cases are handled by lower courts and are often dismissed. (43) Criminal investigators and police officers lacked sufficient resources—such as vehicles, fuel, office supplies, and adequate training—to investigate violations of criminal law, including the worst forms of child labor. (13)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Child Labor Committee (NCLC)	Coordinate efforts between ministries to combat child labor and implement the National Child Labor Policy. Led by the Ministry of Labor and 14 government and civil society members, and chaired by a senior labor officer. (5; 44; 45) Re-activated in February 2017. (11) Met twice in 2017. (46)
Anti-Trafficking in Persons Council	Identify and rescue human trafficking victims, train law enforcement officials, and educate the public about the commercial sexual exploitation of children. Led by the Vice Minister of Human Development and Social Transformation; includes 12 other government agencies and civil society organizations. (1; 5)
National Committee for Families and Children (NCFC)	Promote, monitor, and evaluate Belize’s compliance with its national and international commitments to children, including the UN CRC. (36) In 2017, developed the National Results Framework for Children and Adolescents (NRFCA) 2017–2030, and a communications strategy that outlines the process of opening complaints related to the mistreatment of children, including child labor. (12; 47; 48)

Although the National Child Labor Committee (NCLC) was re-activated in February, there is no record of actions or recommendations produced by this Committee in 2017. (11; 49) Additionally, the NCLC lacks a framework with objectives, goals, and time-bound activities, and has not determined responsibilities for its members, reporting requirements, or a regular meeting schedule. (45)

In the Orange Walk district, stakeholders from the police and the Ministries of Education, Labor, Human Development, and Social Services met monthly to address issues including child labor. (10) Research did not find evidence of coordination of efforts in other districts.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Child Labor Policy	Focuses on strengthening child labor laws, creating legislation to address existing gaps, and providing educational assistance to children who have been or who are currently engaged in child labor. (5; 50) Aims to strengthen government institutions and services and train labor officers. (5; 44; 50) In 2017, the government and civil society stakeholders collaborated on a project to address child labor in the sugarcane industry. (16)

**Table 9. Key Policies Related to Child Labor‡ (cont)**

Policy	Description
CARE Model	Coordinates the protection, care, and monitoring of sexually exploited and trafficked children. Outlines the role of the Department of Human Services and the BPD in receiving allegations of commercial sexual exploitation of children and referring children to services. (51) In 2017, this model was still used even though raids and surveillance have diminished due to decreased funding. (16)
National Results Framework for Children and Adolescents (Children's Agenda) 2017–2030†	Launched in June 2017. (48; 12) Sets out the government's agenda and priorities to protect the rights of children and adolescents including education, health, economic security and opportunity, and protection from discrimination, abuse, and exploitation, including child labor. (47) Raises awareness of the role of families in promoting early childhood education. (48)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (17)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy to address the full scope of the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-Funded projects	Global Action Program on Child Labor Issues (GAP) (2011–2017), established by the Hague Global Child Labor Conference in 2010 and implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016; and Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II), \$7 million capacity-building project Implemented by Winrock International and partners Verité and Lawyers Without Borders in seven countries to build local and national capacity of the government to address child labor. (52) Additional information is available on the USDOL website.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (5; 6; 7)

In 2017, the government collaborated with the EU to address child labor in the sugar industry, including by collecting statistical data and developing a list of hazardous occupations in agriculture prohibited for children. (16) Additionally, in Orange Walk, the government conducted a parent outreach program to create awareness about the detrimental effects of child labor, the importance of children's education, and the existing subsidy program that may help children in some areas of Belize access secondary school. (10)

Research found no evidence of government programs to combat commercial sexual exploitation of children or assist children working in general agriculture and fisheries. (53)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Belize (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits all forms of commercial sexual exploitation of children ages 16 and 17.	2013 – 2017
	Ensure that the minimum age for work is 14 in all sectors.	2013 – 2017
	Adopt a list of hazardous occupations and activities prohibited for children and ensure that all children under age 18 are prohibited from engaging in hazardous work.	2009 – 2017
	Ensure that laws prohibit the use of children in specific illicit activities, such as the production and trafficking of drugs.	2013 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 into non-state armed groups.	2016 – 2017
Enforcement	Ensure that law enforcement agencies have sufficient resources to conduct labor inspections and criminal investigations, especially in rural areas.	2009, 2011 – 2017
	Ensure that courts hear and try human trafficking cases.	2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish information on enforcement efforts to combat child labor, including Labor Inspectorate funding, number of labor inspectors, training for labor inspectors, number and type of labor inspections conducted, and number of child labor violations found.	2015 – 2017
	Publish information on enforcement efforts to combat the worst forms of child labor, including training for investigators, the number of criminal investigations, violations found, prosecutions initiated, and convictions secured.	2009 – 2017
Coordination	Conduct regular meetings of the National Child Labor Committee and develop a framework including objectives, goals, time-bound activities, responsibilities for its members, reporting requirements, and a regular meeting schedule.	2015 – 2017
Social Programs	Increase access to education by eliminating fees, improving educational facilities, hiring additional qualified teachers, and providing textbooks, uniforms, and meals; and expand the secondary school subsidy program to include districts in the north where child labor is concentrated.	2011 – 2017
	Develop programs aimed at reducing child labor, including in general agriculture and fisheries.	2009 – 2017

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# Benin

## MODERATE ADVANCEMENT

In 2017, Benin made a moderate advancement in efforts to eliminate the worst forms of child labor. The government launched a public awareness campaign and inspection program in the open-air markets of Cotonou, Ouando, and Parakou that identified 822 children in working conditions and referred 77 children to care centers or reunited them with families. The government also established an inter-ministerial task force to coordinate government-wide efforts on trafficking in persons and validated the new national policy for child protection. The First Lady of Benin, along with other leading figures, made a declaration in Abidjan, Côte d'Ivoire, on child protection, including from child trafficking, exploitation, child labor, and all other forms of violence against children. However, children in Benin engage in the worst forms of child labor, including in the production of cotton and crushed granite. Children also perform dangerous tasks in domestic work and street vending. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. Benin continues to lack a national action plan pertaining to the worst forms of child labor, and social programs to combat child labor are insufficient to adequately address the extent of the problem.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Benin engage in the worst forms of child labor, including in the production of cotton and crushed granite. Children also perform dangerous tasks in domestic work and street vending. (1; 2; 3) Table 1 provides key indicators on children's work and education in Benin.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	20.9 (680,004)
Attending School (%)	5 to 14	71.0
Combining Work and School (%)	7 to 14	16.3
Primary Completion Rate (%)		81.1

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2011–2012. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cotton† and cashew nuts† (6; 7; 3)
	Capturing, cleaning, and descaling fish† (8; 9)
	Raising livestock† (9)
Industry	Collecting,† crushing,† washing,† and sieving stones† for gold mining† and gravel† and granite quarrying† (1; 10; 11)
	Construction, including brickmaking† (2; 8; 11)
Services	Domestic work† (1; 2; 11; 12)
	Working as mechanics† and in the transportation industry† (11; 7)
	Street vending† (11; 13; 14; 15)
	Dressmaking† and carpentry† (9)
	Begging (2)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced labor in domestic work, construction, artisanal mining, fishing, granite quarrying, and agriculture, including in the production of cotton, each sometimes as a result of human trafficking (1; 2; 7; 10; 16)
	Forced begging (17)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 13; 18; 19)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children are trafficked mostly within Benin but also to other countries, primarily Gabon, Nigeria, and the Republic of Congo, for domestic work and commercial sexual exploitation, as well as to work in vending, farming, and stone quarrying. (1; 17; 20; 21; 22; 2) Children working in mines and quarries are subject to long working hours and physical injuries and illnesses from dynamite explosions, falling rocks, collapsing quarry walls, and dust inhalation. (10) Traditionally, under a practice known locally as *vidomegon*, children, up to 95 percent of them girls, live with relatives or family friends to perform household services in exchange for educational opportunities; however, many children become victims of labor exploitation and sexual abuse. (1; 2; 17; 20; 23; 24)

The constitution guarantees free compulsory primary education; nevertheless, some parents are expected to pay school fees because many schools lack funds. (25; 26) In addition, evidence suggests that incidences of physical, psychological, and sexual abuse, including corporal punishment and rape of students by teachers, prevent some children from remaining in school. (2; 13; 17; 18; 27; 28) Children with disabilities have no access to the regular education system, and a lack of reliable transport forces some children to walk long distances to school. (24; 29; 25) In rural areas in particular, children are often unregistered due to limited understanding of procedures to receive a birth certificate and the associated costs. Unregistered children face denial of public services, and 15 percent of children under age 5 continue to be unregistered. (30; 22; 25)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Benin has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Benin’s legal framework to adequately protect children from child labor, including insufficient penalties.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 166 of the Labor Code; Article 210 of the Child Code (31; 32)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the Hazardous Occupations List (33)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Occupations List (33)

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Articles 3 and 303 of the Labor Code; Article 4 of the Law Relating to the Transportation and Trafficking of Minors; Article 212 of the Child Code (31; 32; 34)
Prohibition of Child Trafficking	Yes		Articles 3 and 303 of the Labor Code; Articles 2–4, 6, 18, and 22 of the Law Relating to the Transportation and Trafficking of Minors; Articles 212 and 352–353 of the Child Code (31; 32; 34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3 of the Law on the Prevention and Repression of Violence Against Women and Children; Article 4 of the Law Relating to the Transportation and Trafficking of Minors; Articles 212 and 378 of the Child Code (32; 34; 35)
Prohibition of Using Children in Illicit Activities	Yes		Article 212 of the Child Code; Article 4 of the Law Relating to the Transportation and Trafficking of Minors (32; 34)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 6 of Law 2005-43; Title II, Article 32 of the Constitution (26; 36)
State Voluntary	Yes	18	Article 6 of Law 2005-43 (36)
Non-state	Yes	18	Articles 2 and 4 of the Law Relating to the Transportation and Trafficking of Minors (34)
Compulsory Education Age	Yes	16	Article 24 of Act No 2003-17; Article 4 of the Law on the Prevention of Violence Against Women and Children (35; 37)
Free Public Education	Yes		Article 13 of the Constitution; Article 114 of the Child Code (32; 26)

During the reporting period, the draft Labor Code was presented to the Supreme Court for consideration and advice. The National Assembly's Law Commission is also examining the new draft Penal Code, set to incorporate specific penalties related to trafficking in persons. (9) Currently, Article 22 of the Law Relating to the Transportation and Trafficking of Minors prescribes insufficient penalties, especially in comparison to punishments for other serious crimes, such as rape. (34; 21)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Civil Service (MOLCS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Civil Service (MOLCS)	Enforce child labor laws and investigate labor code infractions, including those related to child labor. (13; 18; 38) Provide support to victims of child labor and human trafficking. (2; 18; 39) In 2017, the Ministry of Labor, Civil Service, and Social Affairs split into MOLCS and the Ministry of Social Affairs and Microfinance. (22)
Ministry of Social Affairs and Microfinance	Offer social assistance and social support services to vulnerable populations. Through its Office of Family, Childhood, and Adolescence, provide assistance to trafficking victims by means of Social Promotion Centers. (9)
Ministry of the Interior	Enforce criminal laws related to the protection of minors, including the worst forms of child labor, through the Central Office for the Protection of Minors under the Criminal Police Department. (2; 18; 21) Through its <i>Brigade des Moeurs</i> (vice squad), address human trafficking for sexual exploitation. (23)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Benin took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOLCS that may hinder adequate labor law enforcement, including an insufficient number of labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$6,700 (13)	\$42,881 (22)
Number of Labor Inspectors	35 (13)	35 (22)
Inspectorate Authorized to Assess Penalties	Yes (13)	Yes (22)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (13)	No (22)
Training on New Laws Related to Child Labor	N/A (13)	N/A (22)
Refresher Courses Provided	Yes (13)	No (22)
Number of Labor Inspections Conducted	27 (13)	30 (22)
Number Conducted at Worksites	Unknown (13)	Unknown (22)
Number of Child Labor Violations Found	1,278 (13)	812 (22)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (13)	Unknown (22)
Number of Child Labor Penalties Imposed that were Collected	Unknown (13)	Unknown (22)
Routine Inspections Conducted	Yes (13)	Yes (22)
Routine Inspections Targeted	Yes (13)	Yes (22)
Unannounced Inspections Permitted	Yes (13)	Yes (22)
Unannounced Inspections Conducted	Unknown (13)	Unknown (22)
Complaint Mechanism Exists	Yes (13)	Yes (22)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (13)	Yes (22)

In 2017, 77 children were removed from child labor during inspections conducted in the open-air markets of Cotonou, Ouando, and Parakou. These children were placed in protective care or reunited with families. (22) MOLCS, in partnership with IOM, trained 50 law enforcement agents, magistrates, and civil society activists at a 3-day seminar. The Ministry also held a separate training for trainers on child trafficking prevention in 2017. (22) The number of labor inspectors is likely insufficient for the size of Benin's workforce, which includes over 3 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Benin should employ approximately 92 inspectors. (40; 41) The Labor Inspectorate stated that it lacks material and financial resources to adequately conduct inspections. (2; 13) The Central Office for the Protection of Minors (OCPM) under the Ministry of the Interior works together with Social Promotion Centers under MOLCS to provide social services to child victims and ensure criminal investigation of the cases. (42)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Benin took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (13)	No (22)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Unknown (13)	Yes (22)
Number of Investigations	Unknown (13)	30 (43)
Number of Violations Found	Unknown (13)	Unknown (22)
Number of Prosecutions Initiated	Unknown (13)	Unknown (22)
Number of Convictions	Unknown (13)	6 (43)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (13)	Yes (22)

In September 2017, OCPM, with UNICEF, organized a 2-week training-of-trainers workshop for 26 gendarmes and police on child protection best practices. (44) OCPM, which maintains a transit center for trafficking victims, received 176 child



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trafficking victims in 2017. UNICEF worked with police in Alibori, Atlantique, Borgou, and Zou departments to provide police with OCPM-type support services. (22; 9) Yet, OCPM remained understaffed, underfunded, and without adequate office supplies, transportation, and fuel to adequately enforce laws and provide victims with immediate assistance. (2) Police lacked the transportation resources to investigate human trafficking cases and the tools with which to maintain database records. Court officials continued to express difficulties maintaining database records on human trafficking and reported a lack of personnel and infrastructure to efficiently prosecute cases. (20; 44)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the clarity of institutional mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Executive Committee to Combat Child Labor	Provide policy guidance; approve programs; and coordinate, monitor, and evaluate efforts to combat child labor in Benin. (2) Led by the MOLCS, and comprising delegates from multiple ministries, UNICEF, the ILO, trade unions, and NGOs. (18; 45)
National Commission on Children's Rights	Coordinate and promote efforts on children's rights at the national level. Chaired by the Ministry of Justice, with the participation of delegates from multiple other ministries and representatives of civil society groups, who are appointed by the Minister of Justice. (2)
Inter-Ministerial Task Force to Combat Trafficking in Persons*	Coordinate government efforts to address trafficking in persons through five committees: prosecution, prevention and protection, statistics, intellectual, and policy. Led by the Ministry of Planning and Development and includes the membership of key ministries and NGOs. (22; 44; 9)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

The government formed the Inter-Ministerial Task Force to Combat Trafficking in Persons to consolidate efforts to address trafficking in persons. In 2017, the group organized a 2-day workshop to finalize a national human trafficking policy and action plan, including an implementation plan, and a policy on data collection. (22; 44; 9) The mandates of the National Executive Committee to Combat Child Labor and the National Commission on Children's Rights overlap and are a source of confusion. Moreover, neither committee met in 2017. (2) In addition, although there is an information management system at the national level, data are rarely analyzed or used to effect implementation on the ground. (46)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the lack of a National Action Plan to Eliminate the Worst Forms of Child Labor.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Action Plan to Eradicate Child Exploitation in Markets	Aims to eliminate the worst forms of child labor in the major markets of Benin, including Dantokpa in Cotonou, Ouando in Porto-Novo, and Arzèkè in Parakou; strengthen child labor laws; raise awareness of child labor in markets; and create social programs for children rescued from labor exploitation in the targeted markets. (47; 48; 22) As part of this initiative in 2017, the government launched the "Zero Children in Working Situations in the Markets" campaign, which aims to remove children from these situations. (49; 50)
National Policy for Child Protection (2014–2025)	Aims to improve child protection in Benin. Includes components to improve school feeding programs and combat the worst forms of child labor, with a focus on child trafficking. (13; 48; 51) At the end of 2017, the policy was awaiting final approval by the Council of Ministers. (22)
UN Development Assistance Framework (2014–2018)	Outlines the collective actions and strategies of the UN system for achieving national development goals, including specific activities to address child labor by increasing access to social protection services. (52) In 2017, undertook activities to support a school canteen program and a second-chance education program for children who drop out of school. (9)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (22)

The First Lady of Benin, along with other leading figures, made a declaration in Abidjan, Côte d'Ivoire, on child protection, including from child trafficking, exploitation, child labor, and all other forms of violence against children. (53; 54)

Research was unable to determine whether the expired National Action Plan to Eliminate the Worst Forms of Child Labor in Benin was renewed. (22) The government has not included child labor elimination and prevention strategies in the Education Sector Plan. (17; 55)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
Understanding Children's Work-Action Against Child Labor (2015–2018)	\$750,000 Government of Canada-funded, 3-year project to combat child labor by supporting data collection and policy efforts related to children's work and youth employment. (56) In 2017, research was unable to determine whether any actions were undertaken. (9)
Government-Funded Shelters <sup>†</sup>	Social Promotion Centers provide food, shelter, education, and vocational training to vulnerable children, including victims of labor exploitation, in 85 centers. The Central Office for the Protection of Minors also operates an interim care facility for human trafficking survivors before their placement in a long-term shelter. (18; 39; 45; 22; 9) In 2017, the Social Promotion Centers continued to provide assistance to trafficking victims in the 77 communes of Benin. (9)
Government-Funded Re-Training Centers <sup>†</sup>	MOLCS, with the assistance of UNICEF, maintains a vocational school program to train survivors of child trafficking in a trade. (45; 46) In 2017, the two counseling and leisure centers in the markets of Bohicon and Zakpota continued to operate and provide training opportunities to children exposed to labor exploitation. (13; 9)
Benin Global Partnership for Education Program (2014–2018)	Approximately \$42.3 million, World Bank-funded project to provide equity in access to basic education in impoverished districts. In 2017, the project was extended through April 30, 2018. (57; 9)

<sup>†</sup> Program is funded by the Government of Benin.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (13; 39; 58; 59)

In 2017, the government carried out a public awareness and inspection campaign, “Zero Children in Working Situations in the Markets,” at open-air markets in major cities in Benin. A third phase with increased mobilization is projected for 2018. (22; 44; 9) Although the Government of Benin has implemented programs to protect children from human trafficking and participated in programs focused on child labor in quarrying and mining, research was unable to determine whether the government has conducted programs to assist children engaged in other worst forms of child labor, including in domestic work, commercial sexual exploitation, or agriculture. (13)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Benin (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Create meaningful penalties for child trafficking crimes involving labor exploitation.	2014 – 2017
Enforcement	Provide consistent training for criminal and labor law enforcement officials on child labor.	2013 – 2017
	Increase resources, including the number of labor inspectors and criminal investigators, to enforce laws against child labor and provide immediate victim assistance.	2009 – 2017
	Publish data on whether unannounced inspections are conducted, as well as the number of inspections conducted at worksites, child labor violation penalties imposed and collected, violations, and prosecutions related to child labor.	2009 – 2017
	Increase the resources available to law enforcement officials to efficiently investigate child labor cases.	2015 – 2017
Coordination	Take measures to coordinate efforts between the National Executive Committee to Combat Child Labor and the National Commission on Children's Rights, ensuring that committees meet and coordinate mandates.	2013 – 2017
	Analyze the data received from national information management systems and disseminate the results nationwide.	2013 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Complete a new National Action Plan to Eliminate the Worst Forms of Child Labor in Benin.	2010 – 2017
	Ensure that child labor elimination and prevention strategies are integrated into the Education Sector Plan.	2010 – 2017
Social Programs	Increase access to education by eliminating school-related fees, ensuring that children with disabilities have access to regular schools, ensuring the safety of children in schools, providing reliable transport, and increasing birth registration rates.	2010 – 2017
	Institute programs to address the worst forms of child labor, including in domestic work, commercial sexual exploitation, and agriculture, and monitor and report annually on the progress of these programs.	2010 – 2017

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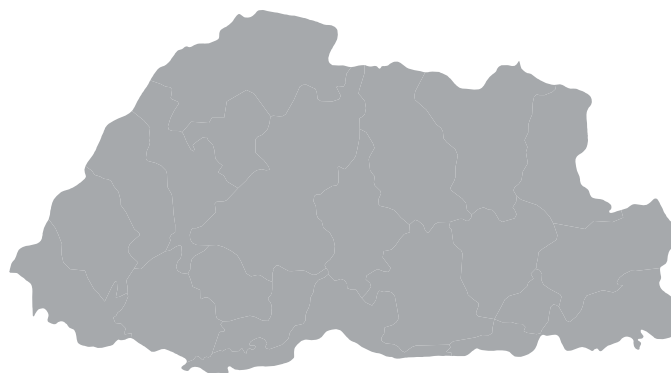
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*In 2017, Bhutan made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, law enforcement received training on trafficking in persons. Although research is limited, there is evidence that children in Bhutan engage in the worst forms of child labor, including in forced domestic work, and engage in child labor in agriculture. Bhutan's minimum age for work is inconsistent with international standards and education is not compulsory. The government has not adopted a national policy to address child labor, including its worst forms.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Bhutan engage in the worst forms of child labor, including in forced domestic work, and engage in child labor in agriculture. (1; 2) Table 1 provides key indicators on children's work and education in Bhutan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	3.8 (6,338)
Attending School (%)	5 to 14	84.7
Combining Work and School (%)	7 to 14	3.3
Primary Completion Rate (%)		97.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2; 5; 6)
Industry	Construction, <sup>†</sup> activities unknown (7)
Services	Domestic work (2; 5; 6)
	Work in shops, restaurants, hotel service, and automobile repair (8; 5; 9)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced domestic work, sometimes as a result of human trafficking (8; 1)
	Forced labor in karaoke bars, sometimes as a result of human trafficking (10; 1)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 11)
	Use in illicit activities, including the smuggling of tobacco (9)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




There is a lack of current data on child labor in Bhutan. To date, no national survey on child labor has been conducted.

While the government provides a minimum of 11 years of free education to all Bhutanese citizens, children living in remote villages, children of nomadic communities and migrant populations, and children with disabilities face significant difficulties in accessing public schools, which may increase their vulnerability to labor exploitation. (5; 12; 6; 7)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Bhutan has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	N/A
ILO C. 182, Worst Forms of Child Labor	N/A
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Bhutan's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	13	Sections 170–171 of the Labor and Employment Act; Section 7 of the Regulation on Acceptable Forms of Child Labor (13; 14)
Minimum Age for Hazardous Work	Yes	18	Sections 170–171 of the Labor and Employment Act (13)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Section 9(e) of the Labor and Employment Act; Section 9 of the Regulation on Acceptable Forms of Child Labor (13; 14)
Prohibition of Forced Labor	Yes		Sections 6 and 9(a) of the Labor and Employment Act; Sections 154, 227, and 379 of the Penal Code; Section 221 of the Child Care and Protection Act (13; 15; 16)
Prohibition of Child Trafficking	Yes		Section 9(a) of the Labor and Employment Act; Sections 221 and 224 of the Child Care and Protection Act; Sections 227, 379, and 380 of the Penal Code (13; 15; 16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 9(b) of the Labor and Employment Act; Sections 222–224 of the Child Care and Protection Act; Sections 225 and 375–380 of the Penal Code (13; 15; 16)
Prohibition of Using Children in Illicit Activities	Yes		Section 9(c) of the Labor and Employment Act; Sections 216 and 220 of the Child Care and Protection Act (13; 15)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Defense Service Rules and Regulations (17)
Non-state	Yes	18	Section 9(a) of the Labor and Employment Act (13)
Compulsory Education Age	No		
Free Public Education	Yes		Article 9.16 of the Constitution of the Kingdom of Bhutan (18)

\* No conscription

The minimum age for work is not compliant with international standards because the Labor and Employment Act allows children under age 14 to work. (13) Bhutan has no compulsory age for education, which may increase the risk of children's involvement in child labor. (6)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Human Resources (MOLHR) that may hinder adequate enforcement of their child labor laws.

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**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Human Resources (MOLHR)	Investigate child labor complaints and ensure that employers comply with child labor laws. Refer cases involving the worst forms of child labor to the police. (19)
Royal Bhutan Police	Investigate and enforce criminal laws relating to the worst forms of child labor. (20) Includes two Women and Child Protection Units and eight Women and Child Protection Desks to enforce laws protecting women and children. (5; 21; 22; 7) Refer abused and exploited children to child welfare officers and the National Commission for Women and Children. (16; 23)
Child Welfare Officers	Protect and assist children in difficult circumstances, including children abused and exploited for illegal purposes. (16)
Royal Court of Justice	Adjudicate cases involving child labor, including its worst forms. (6)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Bhutan took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOLHR that may hinder adequate labor law enforcement, including resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$27,000 (5)	\$23,000 (6)
Number of Labor Inspectors	27 (5)	23 (6)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (6)
Training for Labor Inspectors		
Initial Training for New Employees	No (5)	N/A (7)
Training on New Laws Related to Child Labor	N/A	N/A (6)
Refresher Courses Provided	Yes (5)	No (6)
Number of Labor Inspections Conducted	2,434 (5)	2,169 (6)
Number Conducted at Worksites	2,434 (5)	2,169 (6)
Number of Child Labor Violations Found	0 (5)	0 (6)
Number of Child Labor Violations for Which Penalties were Imposed	0 (5)	0 (6)
Number of Child Labor Penalties Imposed that were Collected	0 (5)	0 (6)
Routine Inspections Conducted	Yes (5)	Yes (6)
Routine Inspections Targeted	Yes (5)	Yes (6)
Unannounced Inspections Permitted	Yes (5)	Yes (6)
Unannounced Inspections Conducted	Yes (5)	Yes (6)
Complaint Mechanism Exists	Yes (5)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (6)

The MOLHR has reported that limited resources place constraints on the number of inspections conducted and inspectors employed. (5)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Bhutan took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown* (5)	Unknown* (6)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown* (6)
Refresher Courses Provided	Unknown* (5)	Yes (24)
Number of Investigations	Unknown* (5)	Unknown* (6)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	Unknown* (5)	Unknown* (6)
Number of Prosecutions Initiated	Unknown* (5)	Unknown* (6)
Number of Convictions	Unknown* (5)	Unknown* (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Unknown* (6)

\* The government does not publish this information.

In 2017, senior law enforcement officials from the Royal Bhutan Police Force and the MOLHR participated in human trafficking training organized by UNODC. (24)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Child Labor Task Force	Coordinate the development and drafting of a national child labor action plan. (5) Led by the MOLHR and the NCWC. Collaborate with multiple government ministries and agencies. Comprises of a national committee and a regional committee. (25; 26) Research was unable to determine whether actions were taken during the year.
National Commission for Women and Children (NCWC)	Coordinate the implementation of policies concerning abused and exploited women and children. Advise the government on legislation and policies for the protection of women and children. (5) Comprises a chairperson and commissioners who represent relevant government agencies and non-government sectors. (27) Research was unable to determine whether actions were taken during the year.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

Research found no evidence that the government has established policies to address child labor. The government had policies that may have addressed child labor issues or had an impact on child labor; however, child labor elimination and prevention strategies have not been included in these policies. (28; 29)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 9). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 9. Key Social Programs to Address Child Labor†**

Program	Description
Project Hope†	NCWC program that provides residential shelters for children at risk of labor exploitation. Targets children on the street and provides them with counseling, group therapy, and assistance enrolling in school. (19) Research was unable to determine actions taken during the year.
Trafficking Victims Shelter†	Respect, Education, Nurture, and Empower Women (RENEW), a Thimphu-based NGO, receives government funding to provide shelter, counseling, and rehabilitation for women and children who have been victims of human trafficking. (19) Research was unable to determine actions taken during the year.
Enhance Government and Civil Society Responses to Counter Trafficking in Persons	UNODC-funded program that seeks to increase law enforcement capacity to enforce anti-trafficking laws, including victim identification, investigation of human trafficking cases, and victim reintegration. (30)
Improving Rural Children's Access to Basic Education with a Focus on Primary Education (2014–2018)	\$8.58 million WFP-funded program that provides financial support to rural primary schools. (31) Aims to increase primary school enrollment, retention, and graduation by providing school breakfasts and lunches to students. Implemented in 232 schools across the country, reaches 37,000 children annually, and supports school construction and kitchen improvements. (19; 31) Research was unable to determine actions taken during the year.

† Program is funded by the Government of Bhutan.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (32)



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While the Government of Bhutan has implemented programs that target children at risk of labor exploitation, research found no evidence that these programs target children working in agriculture or domestic service, or children involved in the worst forms of child labor, including in domestic servitude.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Bhutan (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Ensure that laws on child labor comply with the international standard for the minimum age for work.	2010 – 2017
	Make primary education compulsory and ensure that the compulsory age extends to the minimum age for employment.	2010 – 2017
Enforcement	Publish child labor law enforcement data.	2017
	Ensure that the MOLHR has the resources and training necessary to enforce labor laws and combat child labor.	2014 – 2017
	Publish data on training of investigators responsible for enforcing criminal laws prohibiting the worst forms of child labor, and publish data on the number of investigations, violations, prosecutions, and convictions of crimes involving the worst forms of child labor.	2010 – 2017
Coordination	Ensure that coordinating bodies take actions to address child labor.	2017 – 2017
Government Policies	Adopt a policy to address child labor, including its worst forms.	2016
	Integrate child labor elimination and prevention strategies into existing policies that address child labor.	2014 – 2017
Social Programs	Conduct a national child labor survey and publish the results.	2013 – 2017
	Publish information about the implementation of child labor-related programs, such as Project Hope.	2017
	Implement programs to make education more accessible for children living in remote locations.	2014 – 2017
	Create social programs targeting working children, particularly in agriculture, and children engaged in the worst forms of child labor, including forced domestic work.	2009 – 2017

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# Bolivia

## MODERATE ADVANCEMENT

*In 2017, Bolivia made a moderate advancement in efforts to eliminate the worst forms of child labor. Bolivia is receiving an assessment of moderate advancement because the country's Plurinational Constitutional Tribunal declared unconstitutional provisions in the 2014 Child and Adolescent Code that previously allowed children as young as 10 years old to work. In contrast to previous years, the law no longer contains exceptions to the minimum age that allow children as young as 10 to work. In addition, the government created the Special Advocacy Delegation on Childhood and Adolescence Matters to promote the protection of children and personnel in the Offices of the Child Advocate and trained social workers and attorneys to collect child labor data and protect children's rights. However, children in Bolivia engage in the worst forms of child labor, including in mining and commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. In addition, gaps remain in the Child and Adolescent Code as it continues to permit children ages 12-13 years old to work but does not meet the requirements of a light work exception by determining the activities in which light work may be permitted and specifying the conditions in which light work may be undertaken. Further, the ILO has urged the government to update the Code to comply with ILO Convention 138.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bolivia engage in the worst forms of child labor, including in mining and commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2) Table 1 provides key indicators on children's work and education in Bolivia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7 to 14	13.9 (242,522)
Attending School (%)	7 to 14	96.2
Combining Work and School (%)	7 to 14	13.0
Primary Completion Rate (%)		91.3

Source for primary completion rate: Data from 2016, published by UNESCO

Institute for Statistics, 2016. (3)

Source for all other data: Understanding Children's Work Project's analysis of

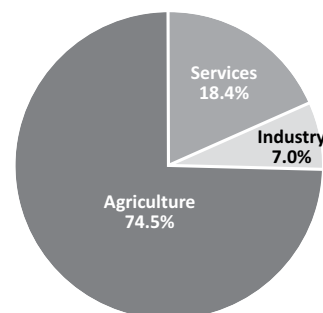
statistics from Encuesta Continua de Hogares Survey, 2015. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting corn, cotton, and peanuts (5; 6)
	Production and harvesting of Brazil nuts/chestnuts† and sugarcane† (2; 5; 7; 8; 9)
	Ranching and raising cattle† and plucking chickens (2; 10; 8; 11)
Industry	Mining† of gold, silver, tin, and zinc (1; 7; 10; 8; 12; 9)
	Construction,† including heavy lifting and shoveling (2; 13; 10; 14; 8)

**Figure 1. Working Children by Sector, Ages 7-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Production of bricks† (10; 15; 16; 8)
Services	Street vending, juggling, shoe shining, and assisting transportation operators (13; 10; 17; 18; 8; 19; 20)
	Cleaning cemeteries (graves) and hospitals† (19; 20; 21)
	Domestic work (10; 22; 8; 23)
	Restaurant work, activities unknown (12)
Categorical Worst Forms of Child Labor‡	Forced labor in ranching, and in the production and harvesting of Brazil nuts and sugarcane (7; 24; 25; 8; 23)
	Forced begging, and forced labor in mining and domestic service (2; 26; 8; 23)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 8; 23)
	Forced illicit activities, including robbery and producing or transporting drugs (2; 8; 23)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children produce and harvest sugarcane and Brazil nuts in the departments of Beni, Pando, Santa Cruz, and Tarija. (1; 5; 7; 13) Indigenous children are particularly vulnerable to the worst forms of child labor. (27; 28; 29) Some indigenous Guarani families live in debt bondage and work on ranches, including in raising cattle, in the Chaco region of Bolivia. (30; 5; 13) In Tarija, the sugar cane and Brazil nut harvest seasons attract over 3,000 internal migrants, increasing the vulnerability of these workers—many of them children—to forced labor and human trafficking. In 2017, 25 members of the Guarani community, including eight children, were rescued from forced labor in Tarija. (8)




The cultural practice known as *padrinazgo*, which involves rural families sending their children to urban areas to live with individuals to better access education, social services, and food, often leads to forced labor, including in domestic service and third party businesses. Girls, age 14 on average, were found to be engaged in commercial sexual exploitation in El Alto. (8) Bolivian children are also smuggled to other countries, where they are vulnerable to commercial sexual exploitation. The government does not have a system in place to track data on forced child labor, commercial sexual exploitation of children, or engagement of children in illicit activities. (8)

Bolivian law requires children to attend school up to age 17. However, attendance rates for secondary education are low in rural areas. (26; 29; 31)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Bolivia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Bolivia’s legal framework to adequately protect children from child labor, including the prohibition of military recruitment.



# Bolivia

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Articles 8 and 58 of the General Labor Law; Article 129 of the Child and Adolescent Code; Sentence 0025/2017 of the Plurinational Constitutional Tribunal (32; 33; 34)
Minimum Age for Hazardous Work	Yes	18	Articles 58 and 59 of the General Labor Law; Articles 5 and 136 of the Child and Adolescent Code (32; 33)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 136 of the Child and Adolescent Code (33)
Prohibition of Forced Labor	Yes		Articles 15, 46, and 61 of the Constitution; Article 291 of the Penal Code; Article 34 of the Comprehensive Law against Human Trafficking and Smuggling (35; 36; 37)
Prohibition of Child Trafficking	Yes		Article 15 of the Constitution; Article 34 of the Comprehensive Law against Human Trafficking and Smuggling (35; 37)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 34–35 of the Comprehensive Law against Human Trafficking and Smuggling (37)
Prohibition of Using Children in Illicit Activities	Yes		Article 56 of the Law on Coca and Controlled Substances (38)
Prohibition of Military Recruitment			
State Compulsory	No	17	Articles 108 and 249 of the Constitution; Article 1 of Supreme Decree No. 1875; Article 1 of Supreme Decree No. 21479 (35; 39; 40)
State Voluntary	Yes	16*	Articles 1–2 of the General Directive of Pre-Military Recruitment; Articles 2 and 7 of the Law of National Military Service (41; 42)
Non-state	No		
Compulsory Education Age	Yes	17‡	Article 81 of the Constitution; Articles 1, 8–9, and 11–14 of the Avelino Siñani-Elizardo Pérez Education Law (35; 43)
Free Public Education	Yes		Articles 17 and 81 of the Constitution; Article 1 of the Avelino Siñani-Elizardo Pérez Education Law; Article 115 of the Child and Adolescent Code (33; 35; 43)

\* The minimum age for combat is 18 per Article 36 of the Law of National Military Service (41)

‡ Age calculated based on available information

The 2014 Child and Adolescent Code specifies the conditions under which children may work, in addition to providing a number of other protections. (33) In a 2017 decision, the Bolivian Plurinational Constitutional Tribunal declared unconstitutional provisions of the Code that previously allowed children as young as 10 to be self-employed and 12-year-olds to be employed by third parties under certain conditions. (34) Article 129(1) of the Code establishes the minimum age for work at 14 years, which is consistent with Article 58 of the General Labor Law and with international standards. (32; 33)

The Code continues to permit children ages 12 and 13 to work with authorization from the Offices of the Child Advocate and on the conditions that the work is not precarious to the child's well-being and is not conducted for more than 6 hours a day and 30 hours a week. However, these requirements are not sufficient to comply with the light work exception because they do not determine the activities in which light work may be permitted or specify the conditions in which light work may be undertaken. (33) Additionally, the ILO has urged the government to update the Code to bring it into compliance with ILO Convention 138. Moreover, even though Bolivian law requires that apprentices attend school, it does not set a minimum age for participation in apprenticeships. (32; 44)

Articles 108 and 249 of the Constitution require Bolivian males to perform compulsory military service in accordance with national law. (35) Article 1 of Supreme Decree No. 1875, passed in 2014, lowered the minimum age at which compulsory military service may begin from 18 years, as previously established, to 17 years, which does not comply with international standards. (39; 40)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate child labor enforcement.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws, in part through its Fundamental Rights Unit, which also addresses forced labor of indigenous peoples. (45; 46) Refer cases to the Labor Courts for adjudication of penalties and unpaid wages. (2) Engage municipal Offices of the Child Advocate to ensure the protection of children's rights. (10; 47) Assist in the implementation of the Child and Adolescent Code. (10; 33)
Municipal Offices of the Child Advocate	Authorize children from the age of 14, and some between 12 and 14 years old, to engage in work and register them in the government's Child and Adolescent Information System (SINNA), pursuant to the Child and Adolescent Code. Protect the rights and welfare of children, including by accompanying child labor inspectors, and refer criminal child labor cases to prosecutors and for social services. (10; 33)
Attorney General's Office	Oversee all human trafficking investigations and prosecutions. (48) Oversee through its National Coordinator's Office regional prosecutors who, in conjunction with the Bolivian National Police, pursue cases of human trafficking. Maintain a database of human trafficking cases. (48)
Ministry of Justice and Transparency	Create and administer SINNA, in which municipal Offices of the Child Advocate register 12 and 13-year old workers authorized to engage in self-employment or work for third parties, as required by the Child and Adolescent Code. (33)
Bolivian National Police	Maintain the Special Force in the Fight Against Crime (FELCC), which runs 15 investigative human trafficking units, and the Police Unit for Migratory Control and Assistance, which patrols national borders. (10; 49; 50) Refer trafficking victims to departmental social services or Offices of the Child Advocate. (51)

The Child and Adolescent Code requires that children ages 12 and 13 receive authorization from their parent or guardian and the municipal Offices of the Child Advocate to engage in work under certain conditions to ensure children's protection. (33) However, the Code transferred this registration responsibility to municipal governments without additional resources. Additionally, reports indicate that up to 15 percent of municipalities in Bolivia lack an Office of the Child Advocate; many more are reported to lack sufficient resources and the capacity to perform their mandate and raise awareness of children's rights and their parents' obligations under the Code. (8) In 2017, the government reduced budgets for these offices by 30 percent with respect to the previous year, further restricting their capacity to adequately carry out their duties. (52) This lack of institutional coverage may leave certain children particularly vulnerable to child labor. (2; 10; 53) In La Paz and Santa Cruz, Child Advocate Offices reported additional barriers to implementation of the registration section of the Code. These barriers include lack of cooperation from parents to register their working children and prohibitive financial obstacles to obtain proper paperwork required for registration. (8)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Bolivia took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including the lack of proper financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	85 (54)	87 (8; 55)
Inspectorate Authorized to Assess Penalties	No (2)	No (8)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (2)	Yes (8)
Training on New Laws Related to Child Labor	N/A	Yes (8)
Refresher Courses Provided	Yes (2)	Unknown (8)
Number of Labor Inspections Conducted	Unknown* (2)	850 (8; 55)
Number Conducted at Worksites	Unknown* (2)	Unknown* (8)
Number of Child Labor Violations Found	Unknown* (2)	Unknown* (8)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (2)	Unknown* (8)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (2)	Unknown* (8)
Routine Inspections Conducted	Yes (2)	Unknown* (8)
Routine Inspections Targeted	Yes (2)	Yes (8)

# Bolivia

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Unannounced Inspections Permitted	Yes (2)	Yes (2)
Unannounced Inspections Conducted	Yes (2)	Unknown (8)
Complaint Mechanism Exists	Yes (2)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (8)

\* The government does not publish this information.

The number of labor inspectors is insufficient for the size of Bolivia's workforce, which includes over 5.7 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Bolivia should employ roughly 380 labor inspectors. (56) While the Ministry of Labor (MOL) continued to use mobile inspection units to help ensure that labor inspections occurred in all sectors of the country, the number of mobile inspections conducted in 2017 is unavailable and their adequateness is unknown. (8; 9) In 2017, the labor inspectorate conducted 850 inspections and 250 child labor inspections. However, the government does not disaggregate between inspections involving child labor and criminal investigations involving the worst forms of child labor. Labor inspectors lack necessary resources to enforce labor laws, especially in the Chaco region. (9) Additionally, the government does not publish information regarding labor inspectorate funding. (8)

The MOL and National Office of the Child Advocate still have not developed the SINNA, as mandated by the Child and Adolescent Code. The government reported that children removed from child labor are referred to the municipal Offices of the Child Advocate for services. Information on the number of children removed from child labor and whether they received services, particularly in cases where an Office of the Child Advocate did not exist, was not publicly available. (8) Rural offices of the Child Advocate in municipalities throughout the country lack proper funding, personnel, and materials. While municipalities are required to allot a certain percentage of their budget to the Child Advocate's office, this percentage has decreased over the last few years. (8)

In 2017, the Ombudsman created the Special Advocacy Delegation on Childhood and Adolescence Matters to strengthen defense of human rights and promote the protection of children, including protection from child labor. (57) The MOL and UNICEF collaborated to provide training on children's rights and compiling child labor data to offices of the Child Advocates, social workers, and attorneys in all nine departments. (8; 58) In coordination with UNICEF, the government also trained 80 public servants through a child labor prevention certificate program. (8) Additionally, in collaboration with UNODC and the Department of State, the government developed a series of workshops to train relevant government employees regarding investigation and prosecution of trafficking cases in Bolivia. (59)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Bolivia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal law enforcement agencies that may hinder adequate criminal law enforcement, including resources to conduct criminal investigations.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (8)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (8)
Refresher Courses Provided	Yes (2; 60)	Unknown (8)
Number of Investigations	Unknown* (2)	Unknown* (55)
Number of Violations Found	Unknown* (2)	Unknown* (8)
Number of Prosecutions Initiated	Unknown* (2)	Unknown* (8)
Number of Convictions	Unknown* (2)	Unknown* (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (8)

\* The government does not publish this information.

In 2017, children were involved in at least 10 cases of drug smuggling detected between Bolivia and Chile. The government did not make publicly available the number of prosecutions or convictions it achieved related to child labor. (8) For trafficking crimes, the government gathers prosecution and conviction numbers, but does not disaggregate by case type. (61) Children rescued from the worst forms of child labor are often not referred to social service providers because some cities lack shelters and other social service providers for children. (61; 8; 62) The government did not report the number of children referred to receive social services. While children can report workforce abuse to the Child Advocate's Office, they rarely do. (8)

Many criminal law enforcement agencies reported that funding levels were inadequate to carry out their mandates, and that they sometimes lacked fuel to conduct investigations. (60) Additionally, low rates of dedicated training on human trafficking hampered law enforcement efforts. The high rate of rotation among police, prosecutors, and judges—a standard practice to help combat corruption—leads to a lack of sufficient knowledge and experience on human trafficking and a judicial backlog for these types of cases. (61)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Progressive Eradication of Child Labor (CNEPTI)	Coordinate national efforts to address child labor issues. Led by the Ministry of Labor (MOL), and includes the Ministries of Justice, Education, and Planning, as well as several NGOs. (10)
Plurinational System for the Comprehensive Protection of Children and Adolescents (SIPPROINA)	Coordinate national efforts to manage and implement the Plurinational Plan for Children and Adolescents, the Coordinating Council for Children and Adolescents, and the Congress on Children's rights. Evaluate and advise on national plans, public policies, reports, and budget allocation relating to children and adolescents' right. Monitor and update, in coordination with INE, the Information System of Children and Adolescents (SINNA). (33) Led by the Ministry of Justice. (33) Research was unable to determine whether this coordinating body took actions in 2017.
Plurinational Council to Combat the Trafficking and Smuggling of Persons	Coordinate anti-trafficking efforts and implement national laws and policies on human trafficking and smuggling. (37; 49; 63) Chaired by the Minister of Justice and comprised of eight ministries, the Public Advocate, and NGOs. (49) Met several times in 2017. (8) Provided free legal assistance to victims of trafficking in persons and training assistance on trafficking in persons to the departments. (61)
Department-Level Councils against Human Trafficking and Smuggling	Coordinate efforts of the Plurinational Council in Bolivia's nine departments. Comprised of officials from the Special Force in the Fight Against Crime, the MOL, the Ministries of Migration and Education, the Human Rights Ombudsman, and NGO representatives. (10; 37; 63) Research was unable to determine whether this coordinating body took actions in 2017.

The National Commission for the Progressive Eradication of Child Labor has been increasingly inactive, and many government agencies and NGOs agree that its central coordinating role has lapsed. (8) Reports also indicate that some of the Ministry of Labor's departmental sub-commissions on child labor have not been active, due in part to a lack of resources. (10; 26)

The Comprehensive Law against Human Trafficking and Smuggling mandates that the Plurinational Council to Combat the Trafficking and Smuggling of Persons include NGOs. However, reports indicate that NGOs have not participated fully in this Council despite NGOs' efforts for inclusion. (49) Reports also indicate that some Department-Level Councils against Human Trafficking and Smuggling have yet to develop department-level plans to combat human trafficking, as mandated by law. (2; 37; 60; 63)

In 2017, the government collaborated with UNICEF to finalize a standardized registration form to determine the scope of child labor in Bolivia. (8) The Tarija Department Coordinating Council began producing public awareness campaigns and programs to teach Bolivian domestic workers about their rights. (61)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementing a new national action plan.



# Bolivia

## MODERATE ADVANCEMENT

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Bolivian General Plan for Economic and Social Development (2016–2020)	Sets goals for economic and social development including eliminating child labor. (64) In 2017, created a program to help parents of children vulnerable to child labor obtain employment. (62)
Plurinational Policy to Combat Trafficking and Smuggling of Persons (2013–2017)	Sets national priorities on combating human trafficking and smuggling through five core areas: the prevention of trafficking, remediation and the reintegration of survivors, the prosecution of crimes, the strengthening of national coordination mechanisms, and international cooperation. (63; 65; 66) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
National Action Plan to Combat Trafficking and Smuggling of Persons (2015–2019)	Establishes eight lines of action drawn from the five core areas of the Plurinational Policy to Combat Trafficking and Smuggling of Persons, including building capacity and coordination among criminal law enforcement agencies. (67) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (68)

Bolivia's national policy for addressing child labor, the National Plan for the Progressive Eradication of Child Labor (2000–2010), expired in 2010. (69) A new plan was not established during the reporting period. (70)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding and adequacy of programs to address the full scope of the problem in all sectors and regions.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
<i>Juancito Pinto</i> Subsidy Program†	Government program that provides a conditional cash transfer to all primary and some secondary school students to increase school attendance and reduce the dropout rate. (51) In 2017, provided \$68.1 million USD to the more than 2 million participating students. (8)
Human Rights of Children Working in Sugarcane, Brazil Nuts, and Mining†	Human Rights Ombudsman's Office program that promotes the elimination of the worst forms of child labor, along with labor and social protections for working adolescents ages 14 to 17. Launched in 2013 in the Tarija, Potosí, and Beni Departments. (71) Expanded in 2014 to monitor the use of child labor in sugarcane harvesting in Santa Cruz. (72) Research was unable to determine whether activities were undertaken to implement this program during the reporting period.
Bolivian Foreign Trade Institute's Triple Seal Initiative	Ministry of Labor collaboration with the Bolivian Institute of Standardization and Quality, UNICEF, and the ILO to develop a voluntary certification program to recognize companies that comply with Bolivian law and ILO conventions on child labor, forced labor, and worker discrimination in the production of their goods. (10; 51; 73) In 2017, two companies in the city of Santa Cruz went through this certification process. (74)
Child Trafficking Awareness-Raising Campaigns	Government program implemented with the Bolivian Network for the Fight Against Human Trafficking and Smuggling that conducts awareness campaigns to educate the public about the Comprehensive Law against Human Trafficking and Smuggling. Has reached more than 3,000 government officials and NGO representatives. (75; 47) In 2017, the government conducted several awareness-raising campaigns at national and local levels, including through social media. (74)
Program to Protect the Rights of Children and Adolescents	Government collaboration with UNICEF in 17 Bolivian Brazil nut and sugarcane-producing municipalities to provide education assistance, with funding from the Government of Italy and the Swiss Cooperation Agency. Seeks to improve living conditions of 2,300 families and reintegrate 3,400 children in school. (76) Research was unable to determine whether activities were undertaken to implement this program during the reporting period.
Social Risk Program	Established by the Mayor of La Paz, provides financial support to allow children to choose school over work, or to finish their school day before attending work. Approximately 50 children participated in this program in 2017. (8)
Critical Route ( <i>Ruta Crítica</i> )*	Program created by the La Paz Child Advocate's Office to better identify working children, facilitate registration of working children with the Office, and help working children understand their legal rights. (8)

\* Program was launched during the reporting period.

† Program is funded by the Government of Bolivia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (26; 76; 77; 78; 79; 80)

In 2017, the Tarija Mayor's Office developed a school outreach program deploying 40 specialists to 115 schools in the municipality to educate 10,000 students, 1,200 teachers, and 5,000 parents on trafficking in persons. (61) The government also conducted

five surveys related to child labor in the sugarcane and Brazil nut harvests, domestic work, and work in the Amazon region. (8) However, results of these surveys are not currently available.

Although Bolivia has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem, particularly in the production of Brazil nuts and sugarcane, ranching and cattle raising, mining, domestic work, street work, and commercial sexual exploitation. Although the *Juancito Pinto* subsidy program continues to expand and has been effective in rural areas, reports indicate that the \$29 per-year subsidy is insufficient to meaningfully cover costs associated with attending school in larger cities, such as transportation. For example, reports indicate that costs associated with attending school in La Paz's sister city, El Alto, may reach \$410 per year. (26)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Bolivia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the light work framework specifies the activities in which light work may be permitted, and the conditions in which light work may be undertaken.	2017
	Ensure that the law prohibits children under the age of 14 from participating in apprenticeships.	2010–2017
	Ensure that the law establishes 18 as the minimum age for compulsory recruitment by the state military, and criminally prohibits the recruitment of children under 18 into non-state armed groups.	2015 – 2017
	Update the Child and Adolescent Code to reflect the decision of the Bolivian Plurinational Constitutional Tribunal regarding minimum age for work.	2017
Enforcement	Establish and maintain an Office of the Child Advocate in every municipality with sufficient resources to ensure that legal protections are extended to all children who are permitted to work and to coordinate the provision of services to children who are removed from child labor, including its worst forms.	2014 – 2017
	Ensure that Offices of the Child Advocate publicly report on the number of children authorized to work and the number of children rescued from child labor and referred for social services.	2015 – 2017
	Provide sufficient funding to increase the capacity of the Ministry of Labor (MOL) to ensure the adequate enforcement of child labor laws.	2013 – 2017
	Increase the number of labor inspectors responsible for enforcing laws on child labor to meet the ILO's technical advice and ensure that the number of labor inspections is sufficient.	2013 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2015 – 2017
	Ensure that labor inspectors conduct inspections in all sectors and geographical areas.	2011 – 2017
	Publish information on child labor law enforcement, including the number of children found in child labor as a result of inspections, the number of violations found, and the number of penalties imposed and collected.	2009 – 2017
	Publish information on the number of criminal child labor investigations, prosecutions, convictions, and penalties.	2011 – 2017
	Disaggregate data between inspections involving child labor and criminal investigations involving the worst forms of child labor.	2017
	Provide sufficient funding and training, including training on human trafficking, to criminal law enforcement agencies to ensure adequate enforcement of laws related to the worst forms of child labor.	2015 – 2017
Coordination	Ensure that the National Commission for the Progressive Eradication of Child Labor fulfills its central coordinating role and develops concrete mechanisms to improve coordination among participating agencies and organizations.	2009 – 2017
	Ensure that all the MOL departmental sub-commissions designed to combat child labor convene and receive sufficient resources to carry out their functions.	2014 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Coordination	Ensure that NGOs participate in the Plurinational Council to Combat the Trafficking and Smuggling of Persons, as required by the Comprehensive Law against Human Trafficking and Smuggling.	2014 – 2017
	Ensure that all Department-Level Councils against Human Trafficking are fully operational as required by the Comprehensive Law against Human Trafficking and Smuggling.	2014 – 2017
Government Policies	Establish and implement a new National Plan for the Progressive Eradication of Child Labor.	2010 – 2017
Social Programs	Expand national programs, especially those targeting children in rural areas to increase secondary school attendance.	2010 – 2017
	Increase the Juancito Pinto subsidy to ensure that school children are able to cover the costs associated with attending school.	2014 – 2017
	Expand social programs to address the worst forms of child labor where hazardous child labor exists, particularly in the production of Brazil nuts and sugarcane, ranching and cattle raising, mining, domestic work and street work, and commercial sexual exploitation.	2009 – 2017

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In 2017, Bosnia and Herzegovina made a moderate advancement in efforts to eliminate the worst forms of child labor. The Organization for Security and Co-operation in Europe's Bosnia and Herzegovina Mission provided training on child begging to 30 judges and prosecutors, and criminal law enforcement officials received training on human trafficking, including victim identification. In addition, the government funded activities to address human trafficking, including street campaigns, workshops, conferences, activities in schools, and media events. However, children in Bosnia and Herzegovina engage in the worst forms of child labor, including in forced begging, sometimes as a result of human trafficking. Children also perform dangerous tasks in street work. The minimum age protections in the Federation of Bosnia and Herzegovina, Republika Srpska, and Brčko District do not apply to children who are self-employed or work outside of formal employment relationships. In addition, the Anti-Trafficking Strike Force lacks coordination between government and criminal law enforcement members, and labor inspectors do not have jurisdiction to investigate forced begging cases.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bosnia and Herzegovina (BiH) engage in the worst forms of child labor, including in forced begging, sometimes as a result of human trafficking. (1; 2) Children also perform dangerous tasks in street work. (3; 4; 5; 6; 1) Table 1 provides key indicators on children's work and education in BiH. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	8.9 (44,017)
Attending School (%)	5 to 14	83.7
Combining Work and School (%)	7 to 14	10.6
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Street work, including begging, vending, washing car windows, and scavenging for scrap metal (3; 4; 5; 6; 9; 10)
Categorical Worst Forms of Child Labor‡	Forced begging and forced domestic work, each sometimes as a result of human trafficking (2; 11; 12; 13; 14)
	Commercial sexual exploitation as a result of human trafficking (2; 11; 15)
	Use in illicit activities, including for pickpocketing (3; 6; 11; 10; 15)
	Use in the production of pornography (4; 16; 10; 15; 17; 18)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Street begging is the most common form of child labor in BiH. (3; 6; 12; 19) Organized groups sometimes traffic children to lucrative locations, both domestically and internationally, to regional and European Union countries, where they are forced to beg. (3; 11; 13; 20; 14)

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Children from the largest minority group in BiH, the Roma, remain vulnerable to the worst forms of child labor. (3; 5; 6; 1; 2; 11; 12; 21; 14) The Roma custom of paid and arranged marriages between families has resulted in the exploitation of some Roma girls as domestic workers. (2; 11; 22; 14; 23) Birth registration is required to attend school in BiH and some Roma children lack identity documents, which may affect their access to education. (1; 20; 24; 25; 26; 27; 22) Children out of school are vulnerable to the worst forms of child labor. Sources also indicate that some Roma children face discrimination by some teachers and peers, travel long distances to schools, and are unable to afford school supplies, as well as clothing and food. (16; 21; 28; 29; 10) In addition, research found that discrimination against some Roma children by school administrators has led to disproportionately high enrollment rates of Roma children in schools for children with intellectual disabilities. (30)




Children with disabilities generally face barriers to accessing education, which may make them vulnerable to child labor. (1; 22) Although the number of school programs for children with disabilities is increasing, parents of such children often receive little support from the government, and many schools are unable to provide accommodations for their disabilities. (31; 23)

Children ages 6 to 17 from Republika Srpska (RS) are being recruited to participate in military training camps in Russia. (32; 33) The military training includes teaching these children how to use weapons and other basic paramilitary skills. (34)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

BiH has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

BiH is a democratic republic with a bicameral parliament. Governmental responsibility lies within the entities of the Federation of Bosnia and Herzegovina (FBiH), RS, and the self-governing Brčko District (BD). (1) The Government of BiH has established laws and regulations related to child labor, at the state, entity, and district levels (Table 4). However, gaps exist in BiH's legal framework to adequately protect children from child labor, including the minimum age for work and the prohibition of military recruitment by non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Federation of Bosnia and Herzegovina (FBiH)	No	15	Article 20 of the Labor Law of the Federation of Bosnia and Herzegovina (35)
	Republika Srpska (RS)	No	15	Articles 26–27 of the Labor Law of Republika Srpska (36)
	Brčko District (BD)	No	15	Article 10 of the Labor Law of Brčko District (37)
Minimum Age for Hazardous Work	FBiH	Yes	18	Article 57 of the Labor Law of the Federation of Bosnia and Herzegovina (35)
	RS	Yes	18	Articles 103 and 264 of the Labor Law of Republika Srpska (36)
	BD	Yes	18	Article 41 of the Labor Law of Brčko District (37)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	FBiH	Yes		Articles 42, 57, and 171 of the Labor Law of the Federation of Bosnia and Herzegovina (35)
	RS	Yes		Articles 70, 72, 103, and 264 of the Labor Law of Republika Srpska (36)
	BD	Yes		Articles 28, 41, and 111 of the Labor Law of Brčko District (37)
Prohibition of Forced Labor	Bosnia and Herzegovina (BiH)	Yes		Articles 185–186a of the Criminal Code of Bosnia and Herzegovina; Article II of the Constitution of Bosnia and Herzegovina (38; 39)
	FBiH	No		Articles 210a (2–3) of the Criminal Code of the Federation of Bosnia and Herzegovina. (40)
	RS	Yes		Article 198b of the Criminal Code of Republika Srpska (41)
	BD	Yes		Article 207 of the Criminal Code of Brčko District (42)
Prohibition of Child Trafficking	BiH	Yes		Articles 185–186a of the Criminal Code of Bosnia and Herzegovina (39)
	FBiH	Yes		Articles 210a–210b of the Criminal Code of the Federation of Bosnia and Herzegovina (40)
	RS	Yes		Article 198b of the Criminal Code of Republika Srpska (41)
	BD	Yes		Article 207 of the Criminal Code of Brčko District (42)
Prohibition of Commercial Sexual Exploitation of Children	BiH	Yes		Articles 186–187 of the Criminal Code of Bosnia and Herzegovina (39)
	FBiH	Yes		Articles 210 and 211 of the Criminal Code of the Federation of Bosnia and Herzegovina (43)
	RS	Yes		Articles 198 and 198b–200 of the Criminal Code of Republika Srpska (41)
Prohibition of Using Children in Illicit Activities	BD	Yes		Articles 186 and 207–209 of the Criminal Code of Brčko District (42)
	BiH	No		Article 195 of the Criminal Code of Bosnia and Herzegovina (39)
	FBiH	Yes		Article 219 of the Criminal Code of the Federation of Bosnia and Herzegovina (43)
Prohibition of Military Recruitment	RS	Yes		Articles 198b and 224 of the Criminal Code of Republika Srpska (41)
	BD	Yes		Article 216 of the Criminal Code of Brčko District (42)
	State Compulsory	BiH, FBiH, RS, BD	N/A*	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (44)
	State Voluntary	BiH, FBiH, RS, BD	Yes	18 Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (44)
Non-state	BiH	No		Article 173(e) of the Criminal Code of Bosnia and Herzegovina (39)
	FBiH	No		
	RS	No		
	BD	No		
Compulsory Education Age	FBiH	Yes	15‡	Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (45)
	RS	Yes	15	Article 2 of the Law on Primary Education of Republika Srpska; Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (45; 46)
	BD	Yes	15	Article 55 of the Law on Education in Primary and Secondary Schools in the Brčko District; Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (45; 47)
Free Public Education	FBiH/RS/BD	Yes		Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (45)

\* No conscription (44)

‡ Age calculated based on available information (45)



# Bosnia and Herzegovina

## MODERATE ADVANCEMENT

The RS government introduced the Special Register of Individuals Convicted of Sexual Abuse and Exploitation of Children Law, enacted in 2018, which aims to protect children from the worst forms of child labor in the RS. (48)

Laws related to illicit activities in BiH are not sufficient because using, procuring, and offering of children for the production and trafficking of drugs is not criminally prohibited. Also, minimum age protections in the FBiH, RS, and BD labor codes do not apply to children who are self-employed or working outside of formal employment relationships. (35; 36; 37) Therefore, most children engaged in street work, the most common form of child labor, are not protected by the law due to law enforcement practices and legal interpretations of the laws. (3; 4; 5; 6; 26; 35; 36; 37; 49) In addition, BiH, FBiH, RS, and BD do not have laws that prohibit the recruitment of children by non-state armed groups and children are punished for their association with armed groups. (9; 43; 41; 42; 39) Finally, the types of hazardous work prohibited for children do not include begging, an area of work in which there is evidence of associated dangers. (50; 51; 52)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministries of Labor for FBiH, RS, and BD that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
FBiH Ministry of Labor and Social Policy Federal Inspection Agency and Cantonal-Level Labor Inspectorates	Enforce labor laws, including those on child labor, in FBiH. (6; 53; 54)
RS Ministry of Labor and Veterans Labor Inspectorate	Enforce labor laws, including those on child labor, in RS. (6; 54)
BD Administrative Support Department	Enforce labor laws, including those on child labor, in BD. (6)
Entity and Cantonal-Level Police	Enforce criminal laws against human trafficking, forced labor, prostitution, and begging. (55)
Ministry of Security (MOS)	Enforce national policy to prevent the worst forms of child labor. Collect data on human trafficking. (53) Ensure that victims are placed in government-approved shelters. (53)
State Investigative and Protection Agency (SIPA) and State Border Police (SBP)	Investigate human trafficking crimes and enforce anti-trafficking laws across the entire country (SIPA). Identify victims of human trafficking at the border (SBP). (53; 55)
State, Entity, and FBiH Cantonal-Level Prosecutors' Offices	Prosecute human trafficking, forced labor, enticement to prostitution, and forced begging cases at their respective levels, based on applicable laws. (53; 55)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in BiH took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministries of Labor for FBiH, RS, and BD that may hinder adequate labor law enforcement, including labor inspector training for agricultural inspections.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	Related Entity	2016	2017
Labor Inspectorate Funding	FBiH/RS/BD	Unknown (12)	Unknown (10)
Number of Labor Inspectors	FBiH	39 (56)	78 (10)
	RS	35 (56)	36 (10)
	BD	4 (56)	7 (10)
Inspectorate Authorized to Assess Penalties	FBiH/RS/BD	Yes (12)	Yes (10)
Training for Labor Inspectors			
Initial Training for New Employees	FBiH/RS/BD	No (12)	No (10)
Training on New Laws Related to Child Labor	FBiH/RS/BD	No (12)	No (10)
Refresher Courses Provided	FBiH/RS/BD	No (12)	No (10)
Number of Labor Inspections Conducted	FBiH/RS/BD	Unknown (12)	Unknown (10)
	Number Conducted at Worksites	FBiH/RS/BD	Unknown (12)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	Related Entity	2016	2017
Number of Child Labor Violations Found	FBiH/RS/BD	0 (12)	0 (10)
Number of Child Labor Violations for Which Penalties were Imposed	FBiH/RS/BD	0 (12)	0 (10)
Number of Child Labor Penalties Imposed that were Collected	FBiH/RS/BD	0 (12)	0 (10)
Routine Inspections Conducted	FBiH/RS BD	Yes (12) Yes (12)	Yes (10) Yes (10)
Routine Inspections Targeted	FBiH/RS/BD	Yes (12)	Yes (10)
Unannounced Inspections Permitted	FBiH/RS/BD	Yes (12)	Yes (10)
Unannounced Inspections Conducted	FBiH/RS/BD	Yes (12)	Yes (10)
Complaint Mechanism Exists	FBiH/RS/BD	Yes (12)	Yes (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	FBiH/RS/BD	Yes (12)	Yes (10)

Although labor inspectors receive training on detecting child labor, inspectors in all entities are not trained on child labor in agriculture, including handling agricultural chemicals. (57) Labor inspectors have a quarterly plan for inspections. (56) A complaint mechanism exists in all entities, and each entity inspectorate has a mechanism for receiving online complaints. (56; 49) All three labor inspectorates are authorized to inspect any formal sector site without receiving prior approval. Inspectors who find violations of the child labor law are permitted to assess administrative penalties or issue fines. (6) Forced begging cases are pursued by entity-level police and state-level prosecutors; however, labor inspectors do not have jurisdiction to investigate such cases. (10)

In 2017, labor inspectors reported that they had sufficient resources to carry out inspections, and officials confirmed that the number of inspectors was adequate. (10)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in BiH took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including prosecution planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	Related Entity	2016	2017
Training for Investigators			
Initial Training for New Employees	BiH/FBiH/RS/BD	Yes (12)	Yes (10)
Training on New Laws Related to the Worst Forms of Child Labor	BiH/FBiH/RS/BD	Unknown	Yes (10)
Refresher Courses Provided	BiH/FBiH/RS/BD	Yes (13)	Yes (10)
Number of Investigations	BiH FBiH/RS/BD	8 (17) 456 (17)	4 (17) 318 (17)
Number of Violations Found	BiH/FBiH/RS/BD	Unknown (12)	72 (18)
Number of Prosecutions Initiated	BiH FBiH/RS/BD	Unknown (12) Unknown (12)	6 (18) 66 (18)
Number of Convictions	BiH FBiH/RS/BD	Unknown (12) Unknown (12)	6 (18) 27 (18)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	BiH/FBiH/RS/BD	Yes (12)	Yes (10)

Police refer children detained for begging to appropriate social service providers. NGOs receive funding from either the Ministry of Security or the Ministry for Human Rights and Refugees to provide shelter to these children. (6) However, law enforcement personnel and prosecutors often are unwilling to pursue investigations and prosecutions against parents involved in the trafficking of their children, particularly for forced labor, and the shelters subsequently return the children to the parents who trafficked them. (10; 49) In addition, law enforcement officials sometimes penalize child victims of begging by issuing fines against the children. (49)

# Bosnia and Herzegovina

## MODERATE ADVANCEMENT

NGOs and a government official acknowledged that, although judges and prosecutors receive some basic training on human trafficking through the Agency for Education and Training, additional training is needed on identifying children used for forced labor and begging. (30; 58; 59; 14) Prosecutors, police, and social workers continuously fail to identify forced begging as trafficking and instead classify them as child negligence or regard it as Roma custom and dismiss the charges against the perpetrators. (14; 49)

In 2017, the Organization for Security and Co-operation in Europe (OSCE) Mission in BiH coordinated with the governments to provide trainings on identifying human trafficking, including victim identification and the use of internet communication technology in perpetuating human trafficking. (60; 61) The OSCE Mission also provided training to 30 judges and prosecutors on trafficking cases involving Roma children who are subject to forced begging. (14) In addition, frontline officers received training on human trafficking victim identification. (14) The NGO International Forum of Solidarity (EMMAUS) organized two trainings for 60 legal professionals on how to treat and work with victims of human trafficking. (14)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the inclusion of all relevant agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Department of the State Coordinator for Combating Trafficking in Persons (State Coordinator) within the MOS	Coordinate human trafficking victim protection efforts among relevant ministries at the entity level and among prosecutors at the state, entity, and local levels, as well as with NGOs. (11; 62) Oversee the human trafficking database, which includes data from NGOs, SIPA, SBP, and police agencies and Prosecutors' Offices at all levels. (55) Publish data from this database in its annual report on human trafficking. (11) Oversee shelter management and monitor NGO compliance with the agreed-upon provisions on victims' assistance. (55)
Strike Force for Combating Trafficking in Persons and Organized Illegal Migration (Anti-Trafficking Strike Force)	Coordinate human trafficking investigations across government agencies. (11) Convene monthly, with additional meetings scheduled as needed. (9; 11; 13; 59) Chaired by the Chief State Prosecutor, includes BiH, FBiH, RS, and BD ministries and agencies. (11; 53) Active in 2017. (10)
Inter-Ministerial Working Group	Monitor implementation of the National Action Plan to Counter Trafficking, the corresponding Action Plan, and the National Referral Mechanism. (11; 63) Comprises appointed representatives from the state and entity governments, including labor inspectors and elected representatives from NGOs. (4)
Regional Monitoring Teams	Facilitate anti-human trafficking coordination among state, entity, and cantonal-level institutions, as well as between NGOs and intergovernmental organizations. (11; 64) Includes labor inspectors. (15) In 2017, incorporated mental health centers and representatives of Daily Centers into the regional monitoring teams to help street children. (14)
Council for Children	Coordinate children's issues among state-level agencies and institutions under the Action Plan for Children of BiH. (65; 66)

Labor inspectors have been included in the National Referral Mechanism, which allows them to determine how a child became part of a begging ring. However, labor inspectors are not part of the Anti-Trafficking Strike Force. (10) During the reporting period, research found that the regional monitoring teams would benefit from training on human trafficking issues. (14) The Anti-Trafficking Strike Force also has lacked coordination because the BiH Prosecutor Office has not assigned a new representative, FBiH has not appointed additional members, and the State Investigative and Protection Agency rarely participates in the meetings. (14)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The Government of BiH has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including covering all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Action Plan for Children of BiH (2015–2018)	Outlines a multidisciplinary approach to continue improving the government’s efforts to protect children’s rights. (67) Active in 2017. (49)
National Action Plan to Counter Trafficking (2016–2019)	Mandates that the government provide assistance to human trafficking victims, efficiently prosecute trafficking crimes, work to prevent human trafficking, and strengthen collaboration and coordination among stakeholders involved in combating human trafficking in BiH. (11; 68; 10) Active in 2017, with regional monitoring teams implementing activities, such as the National Referral Mechanism; enhancing victim protection; and publishing guidelines and indicators for stakeholders involved in combating human trafficking. (10; 14)
Council of Europe Action Plan for BiH (2015–2017)	Outlined a comprehensive strategy for cooperative efforts between the government and the Council of Europe. Included components designed to increase inclusive education and decrease discrimination against Roma. (69) Active and completed in 2017. (49)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (10; 70)

Although the Government of BiH has adopted the National Action Plan to Counter Trafficking and the Action Plan for Child Protection, research found no evidence of a policy on other worst forms of child labor, including for forced labor, or illicit activities. (4; 6; 11; 71; 10) Sources also have indicated that the government has not allocated adequate financial resources for effective implementation of inclusive education initiatives. (29; 72; 73; 31) In addition, Roma organizations and government agencies have expressed intentions to develop an action plan to combat child begging; however, the plan has not been completed. (10)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the Government of BiH funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Registration Project	UNHCR-funded project, implemented by NGO <i>Vaša Prava</i> , which promotes the registration of Roma people to increase their access to social benefits and schools. (11; 53; 74) Helped 1,300 Roma individuals register for citizenship and enabled 19,000 individuals to apply for social inclusion programs from 2009 to 2016. (65; 75; 14) Active in 2017 by working with BiH authorities to simplify the process for birth and citizenship registration. (14)
Daily Centers†	Center for Social Welfare-supported and NGO-operated day care centers in seven locations across the country for vulnerable children, especially street children. (14) Provide direct assistance for children, including educational activities, counseling, food, and hygiene. (3; 24)
Assistance for Trafficking Victims†	Government program that allocates small grants to local NGOs for the provision of shelter and social services to victims of human trafficking, including counseling, educational assistance and job training for domestic victims, and visa and legal services for foreign victims of human trafficking. (58) In 2017, MOS and the Ministry of Human Rights and Refugees allocated \$79,750 for shelters and \$6,130 for European Anti-Trafficking Day. (14; 49) Daily Centers identified 130 children as potential human trafficking victims in 2017. (14)
Fight Against Trafficking in Human Beings and Organized Crime—Phase 2 (2014–2017)	EU-funded project implemented by the International Center for Migration Policy Development in six countries, including BiH. Aimed to build the capacity of participating governments to prevent human trafficking by providing policy, legal, and technical assistance. (76) Focused on improving victim identification, increasing the prosecution of traffickers, and strengthening coordination among stakeholders. (76) Active and completed in 2017. (49)
UNICEF Country Program (2015–2019)	UNICEF-funded program. Aims to reduce child poverty and enhance child protection and inclusive education and to create inclusive early education for Roma children, as well as identify gaps in access to education for Roma children and children with disabilities. (77) Active in 2017. (49)
United Nations Program and Common Budgetary Framework (2015–2019)	UN-funded project implemented by UN-affiliated implementing partners. Aims to provide inclusive education for Roma children and children with disabilities, plus social protection for vulnerable individuals. (78) Active in 2017. (49)

† Program is funded by the Government of BiH.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (14)

During the reporting period, amendments to the Law on Children’s Protection of BD were proposed, which would increase the amount of money given to cash transfers for children. (15; 49)



# Bosnia and Herzegovina

## MODERATE ADVANCEMENT

As labor inspectors do not have a mandate to inspect informal work on the streets, staff from Daily Centers are often the first to identify children engaged in hazardous street work. Sarajevo's Center for Social Welfare's Mobile Team engages in daily outreach to children on the streets and to families in vulnerable communities. (5; 13) The Mobile Team staff stated, however, that they lack sufficient resources for their work, especially reliable transportation. (3; 49) Government support for outreach to street children in areas outside of Sarajevo varies significantly. Although most Daily Centers collaborate with local Centers for Social Welfare, most Daily Centers are not institutionalized and, therefore, lack consistent financial and technical support. (19; 49) This may limit the ability of Daily Centers to identify and assist children working on the streets. Although the government provides some social services for low-income families through the Center for Social Welfare, many families do not receive enough assistance to reduce their reliance on child labor, especially begging. (3; 49)

Some organizations that provide services to victims of domestic human trafficking may lack adequate financial resources. (4; 13; 30; 66) During the reporting period, research found that most NGOs that provide social services rely exclusively on grant funding from foreign donors. Their capacities have diminished as foreign assistance to NGOs has declined, creating obstacles for continued implementation of their programs. (14)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in BiH (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by labor law, including those who work in the informal sector, such as children engaged in street work.	2015 – 2017
	Ensure that BiH law prohibits the use of children in illicit activities, including using, procuring, and offering children for the production and trafficking of drugs.	2015 – 2017
	Ensure that the laws criminally prohibit the recruitment of children under age 18 by non-state armed groups and that children are not punished for engagement in non-state armed groups.	2016 – 2017
	Include child begging in the list of hazardous occupations prohibited for children for all entities.	2016 – 2017
Enforcement	Collect and publish information on labor law enforcement efforts, including labor inspectorate funding.	2015 – 2017
	Ensure that labor inspectors receive training on sectors where child labor is known to occur and enable them to inspect for child labor in agriculture.	2017
	Enable labor inspectors to pursue forced child begging cases and hold parents legally accountable for trafficking their children.	2017
	Increase training for law enforcement prosecutors and judges on how to properly apply criminal law in cases of child labor trafficking, forced labor, and forced begging and not classifying cases as Roma custom.	2014 – 2017
Coordination	Include labor inspectors in the Anti-Trafficking Strike Force and ensure that the Strike Force fulfills its coordinating mandate with the inclusion of all relevant government entities and law enforcement.	2017
	Provide additional training to the regional monitoring teams on the referral and protection of human trafficking victims.	2016 – 2017
Government Policies	Adopt a policy designed to address child labor and its worst forms, other than child trafficking, including for forced labor and illicit activities.	2015 – 2017
	Ensure that inclusive education initiatives receive adequate funding.	2017
	Create an action plan to address forced begging for the children of the Roma population.	2017
Social Programs	Collect data on children involved in the worst forms of child labor to enhance policymakers' ability to identify problems more accurately and address them more effectively.	2009 – 2017
	Promote inclusive education for minority children, including Roma, by assisting parents in registering their children for birth and identity documentation that entitles them to access school, expanding efforts to reduce discrimination in schools, and mitigating the costs to families associated with education.	2011 – 2017
	Remove barriers to education for children with disabilities by ensuring that schools have adequate resources to provide the necessary accommodations.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Institutionalize and provide sufficient funding for Daily Centers to ensure that they have the resources and technical support necessary to assist children involved in child labor and those who are at risk of involvement.	2014 – 2017
	Strengthen social protection programs that provide support to economically vulnerable families to reduce their reliance on child labor.	2014 – 2017
	Ensure that resources for human trafficking victims are sufficient to meet the needs of domestic victims.	2014 – 2017
	Increase funding for programs that provide social services, including housing, for child trafficking victims.	2015 – 2017

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In 2017, Botswana made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, the government's primary school feeding program served 755 primary schools with an enrollment of 354,317 students. The government also finalized the Anti-Human Trafficking National Action Plan. However, children in Botswana engage in the worst forms of child labor in commercial sexual exploitation. Children also engage in child labor in cattle herding and domestic work. Key gaps remain in the country's legal framework, including the lack of minimum age for compulsory education and insufficient prohibitions for hazardous work. In addition, social programs do not always reach intended child labor victims, especially those engaged in cattle herding and domestic work.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Botswana engage in the worst forms of child labor in commercial sexual exploitation. Children also engage in child labor in cattle herding and domestic work. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Botswana. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		69.2

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (6)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming activities, including picking beans (2; 8; 9; 10)
	Herding cattle (4; 2; 3; 10)
Services	Street work, including vending (1)
	Domestic work (1; 2; 4; 5)
Categorical Worst Forms of Child Labor‡	Forced labor in herding cattle and domestic work, each sometimes as a result of human trafficking (10)
	Commercial sexual exploitation, sometimes as a result of human trafficking (3; 5; 10)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

According to UNICEF data published in 2016, approximately 9 percent of children in Botswana are engaged in child labor. However, the data did not provide information about the sectors, types of activities, and hazards children encounter as child laborers. (11) Reports also indicate that children in Botswana are victims of commercial sexual exploitation and forced labor, sometimes as a result of human trafficking. In addition, children of San ethnic minority groups may be subjected to forced labor conditions on private farms and cattle posts. (5; 4; 3)

Furthermore, UNICEF's data indicated that 16 percent of children of primary school age are not attending school, although the data did not reveal the direct cause. (11) In its 2017 and 2018 budget, the Government of Botswana allocated 17.2 percent of total government spending (\$672 million) to education. (10) Primary education is free, and poor families receive free meals, toiletries,



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and school uniforms. (8; 10; 12) However, secondary school costs between \$38 and \$43 per year; some poor families may receive a tuition exemption. (12; 13) Research was unable to determine the number of families that benefitted from the tuition exemption during the year.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Botswana has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Botswana's legal framework to adequately protect children from child labor, including a lack of a compulsory education age that is consistent with the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Articles 2 and 107 of the Employment Act (14)
Minimum Age for Hazardous Work	Yes	18	Articles 2 and 110 of the Employment Act (14)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 108 and 109 of the Employment Act (14)
Prohibition of Forced Labor	Yes		Articles 2 and 71 of the Employment Act; Articles 175 and 262 of the Penal Code; Section 114 of the Children's Act; Articles 9 and 10 of the Anti-Human Trafficking Act (14; 15; 16; 17)
Prohibition of Child Trafficking	Yes		Article 175 of the Penal Code; Section 114 of the Children's Act; Articles 9 and 10 of the Anti-Human Trafficking Act (15; 16; 17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 25 and 57–59 of the Children's Act (15)
Prohibition of Using Children in Illicit Activities	Yes		Section 60 of the Children's Act (15)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Section 17 of the Botswana Defence Force Act (18)
Non-state	Yes	18	Section 26 (4) of the Children's Act (15)
Compulsory Education Age	No		
Free Public Education	Yes		Revised National Policy in Education, White Paper No. 12 of 1994; Section 18 of the Children's Act (15; 19)

\* No conscription (18)

Under Botswana law, children working without a contract do not benefit from minimum age protections. Although the Employment Act allows children at age 14 to conduct light work activities, the government has yet to determine the types of light

work activities permitted for children. (20) In addition, the Employment Act prohibits night work and hazardous underground work for children, but fails to prohibit other types of hazardous work, including work with dangerous machinery, equipment, and tools. (14) Although the government compiled a comprehensive list of hazardous occupations in 2013, the list has yet to be approved. (21; 22; 23)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor of Home Affairs and the Ministry of Defense, Justice, and Security that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment, Labour Productivity and Skills Development	Enforce child labor laws and policies. In the case of the Commissioner of Labor, authorized by the Employment Act to conduct labor inspections. (8; 14; 21) Facilitate coordination with local leaders and law enforcement officers. Post labor inspectors to District Council offices to carry out their duties. (24)
District and Municipal Council Child Welfare Divisions	Enforce child labor laws at the local levels. (8)
Botswana Police Service	Investigate cases of the worst forms of child labor, including commercial sexual exploitation of children and child trafficking. (2)
Ministry of Defense, Justice, and Security	Monitor suspected human trafficking cases and lead the Human Trafficking (Prohibition) Committee. (25; 26) In 2017, launched a booklet used as a reference document on Prevention and Combating Trafficking in Persons: Lessons from the SADC Region. (27)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Botswana took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Employment, Labour Productivity and Skills Development that may hinder adequate labor law enforcement, including the lack of authority to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$46,000 (28)	Unknown (10)
Number of Labor Inspectors	108 (28)	Unknown (10)
Inspectorate Authorized to Assess Penalties	No (2)	No (10)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (2)	Unknown (10)
Training on New Laws Related to Child Labor	Unknown (2)	Unknown (10)
Refresher Courses Provided	Unknown (2)	Unknown (10)
Number of Labor Inspections Conducted	4,999 <sup>†</sup> (2)	2,335 <sup>‡</sup> (10)
Number Conducted at Worksites	4,999 <sup>†</sup> (2)	Unknown (10)
Number of Child Labor Violations Found	Unknown (2)	Unknown (10)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (2)	Unknown (10)
Number of Child Labor Penalties Imposed that were Collected	Unknown (2)	Unknown (10)
Routine Inspections Conducted	Yes (2)	Yes (10)
Routine Inspections Targeted	Yes (2)	Yes (10)
Unannounced Inspections Permitted	Yes (2)	Yes (10)
Unannounced Inspections Conducted	Yes (2)	Yes (10)
Complaint Mechanism Exists	Yes (2)	Yes (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (10)

<sup>†</sup> Data are from April 1, 2016, to March 31, 2017.

<sup>‡</sup> Data are from April 1, 2017, to March 31, 2018.

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Although the government did not release information regarding its enforcement actions, an NGO reported that two children were found in child labor in domestic work. (10)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Botswana took actions to combat the worst forms of child labor (Table 7). However, gaps exist in the operations of the Ministry of Defense, Justice, and Security (MDJS) that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (2)	N/A (10)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (2)	N/A (10)
Refresher Courses Provided	Yes (2)	Unknown (10)
Number of Investigations	9 (2)	1 (10)
Number of Violations Found	14 (2)	Unknown (10)
Number of Prosecutions Initiated	14 (2)	1 (10)
Number of Convictions	Unknown (2)	0 (29)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (10)

In 2017, the Directorate of Public Prosecutions (DPP) continued prosecution of a case of child commercial sexual exploitation involving a Zimbabwean perpetrator. The DPP also reported seven convictions pertaining to the ill treatment and neglect of children under the Children's Act, but did not provide information as to whether the cases involved child labor. (10)

The MDJS reported the need for technical support, training, and increased coordination among agencies to address human trafficking. It also indicated that rehabilitation services for human trafficking victims are also needed. (30) Reports indicate that police are sometimes insensitive, untrained in approaching and communicating with women and children victims, and lacking in investigative training to identify, aid, or assist in prosecuting and preventing human trafficking violations. (22; 25; 31)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Human Trafficking (Prohibition) Committee	Establish a reporting and referral mechanism for children subjected to human trafficking. Created by the 2014 Anti-Human Trafficking Bill and led by the MDJS. (1) Met and completed drafting the Anti-Human Trafficking National Action Plan, which is slated to be launched in 2018. (10)
Advisory Committee on Child Labor	Oversee child labor issues and report to the government three to four times a year. Includes representatives from government agencies, various NGOs, worker federations, and employer organizations. (2; 21) Research was unable to determine whether the Advisory Committee on Child Labor was active during the reporting period.
Child Labor Committees	Identify child laborers at the village level. Includes social workers; school teachers; members of the Village Development Committees, which are local government structures; labor inspectors; and community leaders, including chiefs and priests. (2; 12; 10) Research was unable to determine whether the Child Labor Committees were active during the reporting period.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan on the Elimination of the Worst Forms of Child Labor	Outlines the government's plan to address child labor through legislation and policy, and includes awareness-raising programs and training on child labor for relevant stakeholders and implementers. (1) Research was unable to determine whether activities were undertaken to implement the National Action Plan on the Elimination of the Worst Forms of Child Labor during the reporting period.
Ministry of Labor and Home Affairs Sustainability Plan	Aims to incorporate addressing child labor issues into the regular duties of labor inspectors. Calls on local leaders and volunteers to identify and refer cases of child labor to social workers and school teachers to monitor attendance and promote retention. (10) Research was unable to determine whether activities were undertaken to implement the Ministry of Labor and Home Affairs Sustainability Plan during the reporting period.

Child labor elimination and prevention strategies are not included in some national policies, including the Education and Training Sector Strategic Plan, Ministry of Local Government Development Plans, National Plan of Action for Orphans and Vulnerable Children, Botswana National Youth Policy, and National Action Plan for Youth. (12; 32; 33; 34)

## V. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor<sup>†</sup>**

Program	Description
Government-Funded Programs to Combat Child Labor <sup>†</sup>	NGO-run shelters, with financial support from the government, cater to human trafficking victims, including children. (10) The National School Feeding Program focuses on providing meals to children (grades one through seven) in all public primary schools in the country. In 2017, the Primary School Feeding program involved 755 primary schools with an enrollment of 354,317 students. (10) The Remote Area Dweller Program provides a second meal to school children in remote areas, and to those from marginalized communities. (10) The Orphan Care Program provides orphans with meals and subsidizes the cost of school fees and transportation costs. (26; 35)

<sup>†</sup> Program is funded by the Government of Botswana.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (36; 37)

Although Botswana has programs that target child labor, the scope of these programs is insufficient to fully address the scope of the problem, especially in cattle herding and domestic work.

## VI. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Botswana (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish light work provisions specific enough to prevent children's involvement in child labor.	2016 – 2017
	Prohibit hazardous work for children younger than age 18 in all relevant sectors, including in agriculture.	2009 – 2017
	Ensure that the law's minimum age protections apply to children working without a contract.	2010 – 2017
	Determine a compulsory education age consistent with the minimum age of employment.	2010 – 2017
Enforcement	Authorize labor inspectors to assess penalties for child labor violations.	2016 – 2017
	Publish information about the Labor Inspectorate's funding, number of inspectors employed, number of inspections conducted, types of training of labor inspectors on child labor issues, and the amount of child labor violations found and penalties imposed.	2016 – 2017
	Publish information about the number of investigations, prosecutions, and convictions involving the worst forms of child labor.	2017
	Ensure the Ministry of Defense, Justice, and Security receives sufficient training to address victims of human trafficking.	2017



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**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into relevant policies, such as the Education and Training Sector Strategic Plan, Ministry of Local Government Development Plans, National Plan of Action for Orphans and Vulnerable Children, Botswana National Youth Policy, and National Action Plan for Youth.	2011 – 2017
	Implement key child labor elimination policies, such as the National Action Plan on the Elimination of the Worst Forms of Child Labor.	2017
Social Programs	Collect and publish child labor data on the sectors in which children work, the types of child labor activities, and the hazards child laborers encounter, to inform policies and programs.	2013 – 2017
	Develop programs to address child labor in domestic work and cattle herding.	2012 – 2017

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*In 2017, Brazil made a significant advancement in efforts to eliminate the worst forms of child labor. The government published an updated version of the “Dirty List,” which contains information on employers that the Ministry of Labor has found to be using slave labor, including that of children. Civil police officers from 24 states and the Federal District conducted a large operation to combat the sexual exploitation of children, including child pornography. The city of Campinas, the second largest city in Brazil’s largest state, São Paulo, approved a Municipal Plan for the Eradication of Child Labor. In addition, the Labor Prosecution Service launched the #StopChildLabor campaign, using celebrities to raise awareness of child labor throughout the country. However, children in Brazil engage in the worst forms of child labor in commercial sexual exploitation. Children also engage in child labor in agriculture, including in the production of coffee. From September to December, labor inspections were limited to state capitals or cities that have a regional Ministry of Labor office due to the lack of funds for vehicles, gasoline, air travel, and daily lodging and meals for labor inspectors. Furthermore, there are not enough labor inspectors to provide sufficient coverage of the workforce, and there is a lack of resources, including specialized shelters, for child victims of commercial sexual exploitation.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Brazil engage in the worst forms of child labor in commercial sexual exploitation. (1; 2; 3) Children also engage in child labor in the production of coffee. (4; 5) Although the government has not yet published an analysis of the results from the 2016 National Household Survey (PNAD), the survey found 998,000 children ages 5–17 in child labor, including 190,000 children ages 5–13 and 808,000 children ages 14–17. (6) The survey also found that 20 million children are engaged in domestic work, which includes children engaged in household chores as well as child labor. (7) The North and Northeast regions had the highest number of child laborers, and 48 percent of these child laborers ages 5–13 work in agriculture. (6) Table 1 provides key indicators on children’s work and education in Brazil.

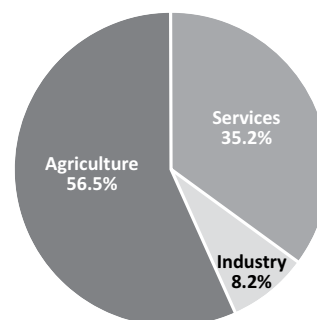
**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	2.1 (638,943)
Attending School (%)	5 to 14	98.0
Combining Work and School (%)	7 to 14	2.4
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (8)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Pesquisa Nacional por Amostra de Domicílios (PNAD), 2015. (9)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

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**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of bananas, ceramics, citrus fruits,† cocoa, coffee, corn, cotton,† manioc, mate tea, pineapples,† rice, sisal,† soy, sugarcane,† and tobacco† (4; 10; 11; 12; 13; 14; 15; 5)
	Cattle ranching and raising livestock, including hogs, poultry, and sheep (12; 16; 5; 15)
	Fishing and harvesting mollusks† (17; 5; 15; 18)
	Forestry, including logging,† extracting carnauba palm leaves, and producing charcoal† (13; 19; 15; 5; 20; 21)
	Slaughtering animals,† including for beef production (22; 23; 24)
Industry	Processing manioc flour† and cashews† (11; 25; 26; 27)
	Production of bricks† (13; 28)
	Production of footwear† and textiles, including garments (12; 13; 29; 15; 30)
	Work in quarries† (31)
	Street work,† including vending,† washing cars,† and garbage scavenging† (32; 33; 34; 35; 36)
Services	Work in markets and fairs, including hauling fruits and vegetables and transporting heavy loads (23; 36; 37; 38)
	Work in fast-food establishments (39)
	Selling alcoholic beverages† (38)
	Artistic and cultural work and playing in soccer clubs (12; 40)
	Domestic work† (32; 38)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking (1; 2; 33; 34; 3; 35)
	Forced domestic work and playing in soccer clubs, each sometimes as a result of human trafficking (41; 33; 42)
	Forced labor in agriculture, including in the production of coffee and manioc (4; 43; 10; 33)
	Use by gangs to perform illicit activities, including drug trafficking, sometimes as a result of human trafficking (32; 33; 38; 44; 35; 45; 46)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




While the overall scope and magnitude of the commercial sexual exploitation of children is unknown, the government acknowledges that it occurs throughout Brazil, with higher rates reported in the North and Northeast regions. (47; 42) Child sex tourism is particularly common in tourist and coastal areas. In addition, girls from other South American countries are exploited in commercial sex in Brazil. (42)

Research found that schools, particularly those in rural areas, are overcrowded, have poor infrastructure, and lack basic resources and teachers. (35; 48; 33) In addition, approximately 11,000 indigenous children in remote, rural areas do not have birth certificates, which may affect their ability to access education because birth registration documents are required for school enrollment. (33; 35; 49) The government is aware of the problem and drafted legislation that will alter the National Education Law and allow schools to register children without birth registration. (49)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Brazil has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Brazil's legal framework to adequately protect children from child labor, including child trafficking for labor exploitation.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 403 of the Labor Code (50)
Minimum Age for Hazardous Work	Yes	18	Article 2 of the Hazardous Work List (51)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Work List (51)
Prohibition of Forced Labor	Yes		Articles 149 and 149-A of the Penal Code (52; 53)
Prohibition of Child Trafficking	No		Article 149-A of the Penal Code; Article 244A of the Child and Adolescent Statute (53; 54)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 218-A, 218-B, and 227–228 of the Penal Code; Articles 240–241 and 244A of the Child and Adolescent Statute (52; 54)
Prohibition of Using Children in Illicit Activities	Yes		Articles 33 and 40 of the National System of Public Policies on Drugs; Article 244-B of the Child and Adolescent Statute (54; 55)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 5 of the Military Service Law (56)
State Voluntary	Yes	17	Article 127 of the Military Service Regulation (57)
Non-state	No		
Compulsory Education Age	Yes	17	Article 4 of the National Education Law (58)
Free Public Education	Yes		Article 4 of the National Education Law (58)

In October, the Ministry of Labor (MTE) published a new version of the “Dirty List” which comprised 131 employers found to be using slave labor. (59) In addition, during the reporting period, Espírito Santo state signed Law 10.755, which establishes the month of June as “Red June.” Starting in 2018, this month will be dedicated to the prevention and eradication of child labor. (60)

Prohibitions against child trafficking for forced labor exploitation do not meet international standards because they require the use of threats, violence, coercion, fraud, or abuse to be established for the crime of child trafficking. (53)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the MTE that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MTE)	Conduct labor inspections and enforce child and forced labor laws. (61) Mobile inspection units comprising labor inspectors, labor prosecutors, Federal Police officers, and other law enforcement officials conduct inspections at sites in which forced labor, including forced child labor, is suspected. (12; 62)
Labor Prosecution Service (MPT)	Prosecute child labor and forced labor violations by working with prosecutors from MPT's National Committee to Combat Child and Adolescent Labor, an in-house body that coordinates efforts to combat child labor. Collects fines for forced labor violations and allocates funds for initiatives that address child labor and forced labor. (63) In 2017, held trainings on child labor for municipal guardianship counselors ( <i>conselheiros tutelares</i> ) in all states and coordinated with the ILO to launch the Slave Labor Global Observatory, an interactive platform that integrates several government databases to promote the development of policies and programs to prevent and eliminate forced labor. (64; 35)
Military, Civil, and Federal Police	Military police operate at the local level and act as first responders. They refer cases to the civil police for investigation. (35) Federal police work on interstate or international cases and maintain a database to track cases of human trafficking for sexual exploitation. (12; 35) Federal Highway Police identify areas at high risk of commercial sexual exploitation. (65)



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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Justice	Lead efforts to combat human trafficking and coordinate Advanced Posts ( <i>Postos Avançados</i> ) and state-run Anti-Trafficking Coordination Centers ( <i>Núcleos de Enfrentamento</i> ). There are 12 Advanced Posts ( <i>Postos Avançados</i> ) that identify human traffickers and potential victims in high-transit areas, including airports and bus stations. (66) Provide guidance to federal, state, and local government officials on referrals for victims of human trafficking, including to Anti-Trafficking Coordination Centers ( <i>Núcleos de Enfrentamento</i> ), Specialized Social Assistance Reference Centers, and NGOs. (66)
Ministry of Human Rights	Administer Dial 100, a human rights violation hotline that directs child labor complaints to the appropriate institution for follow up. In the first half of 2017, Dial 100 received 2,739 calls reporting child labor; 2,067 calls for commercial sexual exploitation of children, including 301 calls for child pornography and 13 calls for child sex tourism; 39 calls for child trafficking; and 7 calls for forced child labor. (35)
National Forum of the Judiciary for Monitoring the Effectiveness of Policies on Forced Labor and Human Trafficking (FONTET)	Collect data on forced labor and human trafficking cases. Comprises 15 judges, including the president of the Supreme Federal Court, judges from the Supreme Labor Court, and 12 members of the National Council of Justice. (66)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Brazil took actions to combat child labor (Table 6). However, gaps exist within the operations of the MTE that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	\$165,749 (35)
Number of Labor Inspectors	2,525 (67)	2,367 (68)
Inspectorate Authorized to Assess Penalties	Yes (67)	Yes (35)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	N/A
Training on New Laws Related to Child Labor	Yes (67)	Yes (35)
Refresher Courses Provided	Yes (67)	Yes (35)
Number of Labor Inspections Conducted	264,562 (68)	205,979 (68)
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	2,496 (16)	10,092 (35)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (67)	Yes (35)
Routine Inspections Targeted	Yes (67)	Yes (35)
Unannounced Inspections Permitted	Yes (67)	Yes (35)
Unannounced Inspections Conducted	Yes (67)	Yes (35)
Complaint Mechanism Exists	Yes (67)	Yes (35)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (67)	Yes (35)

In 2017, the government conducted 7,491 child labor inspections, an increase from 5,376 inspections in 2016; however, research found that the Labor Inspectorate experienced significant funding issues, which limited their ability to enforce child labor laws. (16; 35; 46) In July, inspectors declined requests from the Labor Prosecution Service (MPT) to conduct labor inspections in the states of São Paulo and Rio Grande do Norte due to a lack of funding. (69) From September to December, labor inspections were limited to state capitals or cities that have a regional MTE office due to the lack of funds for vehicles, gasoline, air travel, and daily lodging and meals for labor inspectors. In addition, MTE's mobile inspection units did not conduct child labor and forced labor inspections during this four-month period. (70; 71) Furthermore, the number of labor inspectors is likely insufficient for the size of Brazil's workforce, which includes approximately 110 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Brazil would employ about 7,360 labor inspectors. (72; 73; 74)

Upon finding children in hazardous working conditions, MTE officials immediately remove the children and return them to their families or refer them to social services providers. In 2017, inspectors removed 2,078 children in child labor from their workplaces, a decrease from 2,483 children removed in 2016. (35; 75)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Brazil took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including holding violators of child labor laws accountable in accordance with the law.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (75)	Yes (35)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (76)	Yes (66)
Refresher Courses Provided	Yes (67)	Yes (35)
Number of Investigations	950 (67)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	32 (35)
Number of Convictions	Unknown	5 (35)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (67)	Yes (35)

In October 2017, more than 1,000 civil police from 24 states and the Federal District conducted a large operation to combat the sexual exploitation of children, including child pornography. More than 150 search warrants were executed, and over 100 individuals were arrested for their involvement in producing, storing, and sharing child pornography. (77; 78) During the reporting period, MPT initiated 19 criminal prosecutions for child labor violations in São Paulo, 10 in Santa Catarina, and 3 in Paraná. MPT won three convictions for child labor violations in São Paulo and two in Santa Catarina. (35) Although the Federal Police claim to maintain a database to track cases of human trafficking for sexual exploitation, there is no process for collecting and tracking the data, and it is not disaggregated by victims' ages. (79)

According to the government, the judicial system does not sufficiently hold perpetrators accountable for child labor law violations, including forced child labor, which may lead to a sense of impunity among violators. (12)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee for the Eradication of Child Labor	Lead the implementation of the National Plan for the Prevention and Eradication of Child Labor and the Protection of Working Adolescents. Led by the MTE, includes 17 government agencies and representatives from trade unions, business associations, and civil society organizations. (80; 81)
Intersectoral Commission to Combat Sexual Violence Against Children and Adolescents	Monitor implementation of the National Plan to Combat Sexual Violence Against Children and Adolescents. Led by the Ministry of Justice's Special Secretariat for Human Rights (SDH). (82; 83)
National Committee to Combat Forced Labor	Coordinate and evaluate the implementation of the National Plan for the Eradication of Forced Labor. Led by the SDH. (84)
National Committee to Combat Trafficking in Persons	Coordinate activities to address human trafficking. Led by the Ministry of Justice. (85) In 2017, continued to monitor and evaluate the results of the Second Plan to Combat Trafficking in Persons, which ended in 2016, and developed the third national action plan. (42)
Interagency Committee to Implement Strategies to Ensure the Protection of Children's and Adolescents' Rights	Coordinate the implementation of policies to protect children's and adolescents' rights, including the National Plan for the Prevention and Eradication of Child Labor and the Protection of Working Adolescents. Led by the SDH. (86)

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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Labor Justice Commission for the Eradication of Child Labor and Protection of Working Adolescents	Organize efforts of the labor courts to eliminate child labor and ensure that adolescents have decent work opportunities. (87) Includes 11 representatives from the Superior Labor Court and regional labor courts. (88)
Anti-Trafficking Coordination Centers ( <i>Núcleos de Enfrentamento</i> )	Coordinate activities carried out by local, state, and federal agencies to combat human trafficking. Established in 16 states and the Federal District. (66)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Plan to Combat Sexual Violence Against Children and Adolescents (2013–2020)	Identifies strategies to prevent the sexual exploitation of children, protect children’s rights, and assist child victims. (83)
National Plan for the Eradication of Forced Labor	Establishes the policy framework to address forced labor. (89)
Federal Pact for the Eradication of Forced Labor	Aims to establish a forced labor database to share research and data, create state-level plans to combat forced labor, and strengthen interagency coordination. Led by the Ministry of Justice’s SDH, and signed by 15 states. (90; 91)
National Education Plan (2014–2024)	Aims to expand access to education and improve the quality of education. Plans to allocate 10 percent of Brazil’s GDP to public education by 2024. (92)

‡ The government had other policies which may have addressed child labor issues or had an impact on child labor. (93)

In April, the city of Campinas, the second largest city in Brazil’s largest state, São Paulo, launched a Municipal Plan for the Eradication of Child Labor. (35) An analysis of the National Education Plan found that only 6 of the 20 targets that should have been met by the end of 2017 were totally or partially achieved. Research found that greater resources are needed to ensure adequate implementation. (94) Although the government has adopted the National Plan to Combat Sexual Violence Against Children and Adolescents, research found no evidence of a policy on other worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to assist child victims of commercial sexual exploitation.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
National Program to Eradicate Child Labor [Programa de Erradicação do Trabalho Infantil (PETI)]†	Ministry of Social Development (MDS) social assistance program that combats child labor through awareness-raising activities, victim identification and protection, and conditional cash transfers. (62; 95) To receive program benefits, participants must ensure that children are not working and maintain at least 85 percent school attendance. (96)
#StopChildLabor Campaign* (#ChegaDeTrabalhoInfantil)	MPT campaign that uses celebrities to raise awareness of child labor. (97)
Living Together and Strengthening Links Program [ <i>Serviço de Convivência e Fortalecimento de Vínculo</i> (SCFV)]†	MDS social assistance program for vulnerable groups, including child laborers. Aims to strengthen familial and communal ties through sports, artistic, and cultural activities. Offers services at Social Assistance Reference Centers and Living Centers. (98)
Social Assistance Reference Centers†	MDS and SDH program that provides vulnerable populations, including victims of child labor and commercial sexual exploitation, with psychological, social, and legal services. (99; 100) In 2017, there were 2,521 Specialized Social Assistance Reference Centers located throughout the country; however, many centers lacked necessary funds to sufficiently serve clients’ needs. (42; 66)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Family Stipend ( <i>Bolsa Família</i> )†	MDS program that provides families living in poverty and extreme poverty with cash transfers. (32; 101) In 2017, 93.1 percent of children ages 6–15 met the minimum requirement of 85 percent school attendance; 82.3 percent of children ages 16–17 met the minimum requirement of 75 percent school attendance. (102; 103)
Brazil Without Extreme Poverty ( <i>Brasil Sem Miséria</i> )†	MDS program that lifts people out of extreme poverty by guaranteeing a minimum income; expanding access to public services, including education, health, and citizenship; and increasing job opportunities and income generation for the poorest families. (104) One program component, Caring Brazil ( <i>Brasil Carinhoso</i> ), focuses on <i>Bolsa Família</i> participants with children ages 0–15 with a monthly family income of less than \$22 per person. (105)
National Program on Job Training and Employment ( <i>Programa Nacional de Acesso ao Ensino Técnico e Emprego</i> )†	Ministry of Education program that provides job training and employment opportunities to workers and social program recipients, including high school students. (106; 107)
South-South Cooperation Projects†	Government of Brazil-funded projects implemented by the ILO to combat child labor and promote South-South cooperation. (108) In 2017, the government hosted representatives from six countries to discuss ILO's child labor predictor model and the redesign of the PETI program. (109)
USDOL-Funded Projects	USDOL-funded projects implemented by the ILO that aim to combat child labor and forced labor. The Global Action Program on Child Labor Issues Project is implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> , established by the Hague Global Child Labor Conference in 2010. (110) Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru (2012–2018) is a \$6.8 million project that combats forced labor, including forced child labor, in Brazil and Peru, and shares Brazil's best practices with the Government of Peru and Peruvian stakeholders. (111; 112) Additional information is available on the USDOL website.

\* Program was launched during the reporting period.

† Program is funded by the Government of Brazil.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (113; 114)

Because the National Program to Eradicate Child Labor (PETI) and *Bolsa Família* are decentralized, municipal governments are responsible for their implementation. Some municipalities do not have the necessary human and financial resources to fully implement and effectively monitor these programs. (32) Many states also report a lack of resources to adequately assist victims of human trafficking. (42) In addition, research found a lack of specialized shelters for child victims of commercial sexual exploitation. (33; 42)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Brazil (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws do not require the use of threats, violence, coercion, fraud, or abuse to establish the crime of child trafficking for forced labor exploitation.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Publish information regarding the number of labor inspections conducted at worksites, number of child labor violations for which penalties were imposed, number of penalties imposed that were collected; and the number of criminal investigations conducted and violations found.	2012 – 2017
	Significantly increase the number of labor inspectors to meet the ILO's technical advice.	2014 – 2017
	Ensure that the Labor Inspectorate receives adequate funding to conduct child labor and forced labor inspections throughout the year in all areas of Brazil.	2017
	Systematically collect and track data on cases regarding human trafficking for sexual exploitation and ensure the data is disaggregated by victims' ages.	2009 – 2017



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## SIGNIFICANT ADVANCEMENT

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that all violators of child labor laws, including the worst forms of child labor, are held accountable in accordance with the law.	2015 – 2017
Government Policies	Provide adequate resources to ensure that the goals outlined in the National Education Plan are achieved.	2015 – 2017
	Adopt a policy that addresses all relevant worst forms of child labor, such as children engaged in hazardous work.	2017
Social Programs	Ensure that schools have an adequate number of trained teachers and basic resources, and improve school infrastructure to ensure all children, particularly those in rural areas, have access to education.	2013 – 2017
	Expand the accessibility of birth registration services in remote areas and ensure indigenous communities are aware of the benefits of birth registration.	2013 – 2017
	Provide local governments with the necessary resources to fully implement and monitor PETI and <i>Bolsa Família</i> .	2009 – 2017
	Provide adequate resources to state governments to ensure that child trafficking victims receive appropriate social services; and ensure the availability of specialized shelters for child victims of commercial sexual exploitation.	2012 – 2017

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# Burkina Faso

## MODERATE ADVANCEMENT

In 2017, Burkina Faso made a moderate advancement in efforts to eliminate the worst forms of child labor. The government trained law enforcement officials on child labor and began piloting a new child labor monitoring system. The government also validated a National Strategy to Combat the Worst Forms of Child Labor, which is still awaiting adoption by the Council of Ministers. However, children in Burkina Faso engage in the worst forms of child labor, including in commercial sexual exploitation and artisanal gold mining. Children also perform dangerous tasks in cotton harvesting. Limited resources for the enforcement of child labor laws may hinder government efforts to protect children from engaging in the worst forms of child labor. In addition, the Labor Code does not identify the activities in which children may engage in light work.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Burkina Faso engage in the worst forms of child labor, including in commercial sexual exploitation and artisanal gold mining. Children also perform dangerous tasks in cotton harvesting. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in Burkina Faso.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	42.1 (2,116,752)
Attending School (%)	5 to 14	41.9
Combining Work and School (%)	7 to 14	21.7
Primary Completion Rate (%)		61.7

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Démographique et de Santé et à Indicateurs Multiples, 2010. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting, weeding, and harvesting crops, including cotton and mangos (2; 3; 4; 9; 5; 10; 11)
	Raising and herding <sup>†</sup> livestock, including cattle and goats (4; 10; 12; 13; 14)
Industry	Artisanal mining <sup>†</sup> of gold, including digging <sup>†</sup> and crushing <sup>†</sup> rock, installing dynamite, <sup>†</sup> working underground, <sup>†</sup> carrying water and other heavy loads, <sup>†</sup> and using cyanide <sup>†</sup> and mercury <sup>†</sup> (2; 5; 12; 15; 16; 17; 11; 18; 19; 20; 21; 22; 23; 24; 25; 6; 26; 27)
	Quarrying <sup>†</sup> and transporting heavy loads <sup>†</sup> while working to extract granite (14; 28; 25; 29; 30; 31; 32; 33)
	Working in carpentry <sup>†</sup> and construction (12; 13)
Services	Domestic work (3; 10; 12; 13; 6; 34; 35)
	Street work, including vending <sup>†</sup> (10; 12; 13; 33)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Use in illicit activities, including drug trafficking (20)
	Commercial sexual exploitation, sometimes as a result of human trafficking (10; 6; 36; 37)
	Farming, including production of cotton and livestock raising, domestic work, begging, gold mining, and quarrying, each as a result of human trafficking (2; 4; 36; 38; 20; 39)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Burkina Faso is a destination, transit point, and source for child trafficking to and from other West African countries. (36; 40; 41; 42; 43) The practice of *confiage*, which involves sending a child to live with a relative or friend to attend school in a larger town or city, may place children at risk of internal human trafficking. (28) Child labor in artisanal gold mining is particularly acute and often exposes children to dangerous chemicals used in the gold extraction process, such as cyanide and mercury. (4; 5; 44; 45; 46; 47)

Although the Law Orienting the Education System mandates free education until age 16, uniform costs, school-related fees, teacher shortages, and school infrastructure shortfalls in rural areas hinder children's access to education. (1; 2; 6; 29; 48) About a quarter of children under age 5 in Burkina Faso lack a birth certificate. As birth certificates are required to attend school, many of these children remain out of school and vulnerable to child labor. (49; 50)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Burkina Faso has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Burkina Faso's legal framework to adequately protect children from the worst forms of child labor, including unspecific light work provisions.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 152 of the Labor Code; Order Deviating the Age of Admission to Employment (51; 52)
Minimum Age for Hazardous Work	Yes	18	Articles 149–150 of the Labor Code; Article 1 of the Hazardous Work List (51; 53)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 153 of the Labor Code; Articles 3–6 of the Hazardous Work List; Article 77 of the Mining Code (51; 53; 54)
Prohibition of Forced Labor	Yes		Articles 5 and 153 of the Labor Code; Articles 3–5 of the Law Suppressing the Sale of Children, Child Prostitution and Child Pornography; Article 1 of the Law on Combating Trafficking of Persons and Similar Practices (51; 55; 56)
Prohibition of Child Trafficking	Yes		Article 153 of the Labor Code; Articles 1–5 and 14–15 of the Law on Combating Trafficking of Persons and Similar Practices (51; 56)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 153 of the Labor Code; Articles 3–4, 7–10, and 20 of the Law Suppressing the Sale of Children, Child Prostitution and Child Pornography (51; 55)
Prohibition of Using Children in Illicit Activities	Yes		Article 153 of the Labor Code (51)
Prohibition of Military Recruitment			

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## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
State Compulsory	N/A*		
State Voluntary	Yes	20	Article 2 of the Decree Organizing Operations Related to Convoking the Contingent (57)
Non-state	Yes	18	Articles 153 and 424 of the Labor Code (51)
Compulsory Education Age	Yes	16	Article 4 of the Law Orienting the Education System (48)
Free Public Education	Yes		Article 6 of the Law Orienting the Education System (48)

\* No conscription (58)

The light work provisions in the Labor Code are not specific enough to prevent children from involvement in child labor, as activities in which light work may be permitted are not identified in legislation. (51; 52)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Public Service, Labor, and Social Security (MFPTSS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service, Labor, and Social Security (MFPTSS)	Enforce labor laws, including child labor laws and laws on the worst forms of child labor, and establish a government policy to combat child labor. (10; 45; 59; 60) Use provincial committees to raise awareness, conduct workshops for community members, and enforce laws at the local level. (41; 61)
Ministry of Women, National Solidarity, and Family (MFSNF)	Remove children from exploitative child labor, provide reintegration services through its mobile unit for intervention, and work with local village surveillance committees on awareness-raising efforts through participation in joint routine inspections with MFPTSS, the lead agency on child labor law enforcement. (10; 59; 62) Operate a free hotline to report child abuse. Maintain civil registry offices in maternity wards to register newborn babies. (1; 63; 64; 65) Use its National Council for Childhood to oversee all policies for the survival, protection, development, and participation of children in broader policy initiatives. (66)
Ministry of Territorial Administration, Decentralization and Interior Security (MATDSI)	Through its Morals Brigade in the MATDSI National Police Force, oversee criminal cases involving children and women, which are referred to the Ministry of Justice for prosecution. (67; 68) Assist MFPTSS through joint routine inspections related to child labor in the course of actions against traffickers. (62)
Ministry of Justice	Investigate and prosecute crimes related to child labor, including its worst forms. (69) Appoint one or more judges who specialize in child protection issues to each high court to oversee juvenile court cases. May also collaborate with MFSNF social workers in charge of child protection to conduct investigations on behalf of vulnerable children, including victims of child trafficking, commercial sexual exploitation, exploitative child labor, and begging. (70)
Parliamentary Network for the Promotion of Child Rights	Train government officials on children's rights, including child labor laws and other issues affecting children. (71; 72; 2)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Burkina Faso took actions to combat child labor (Table 6). However, gaps exist within the operations of the MFPTSS that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$225,000 (29)	Unknown (47)
Number of Labor Inspectors	154 (29)	169 (47)
Inspectorate Authorized to Assess Penalties	Yes (29)	Yes (47)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (29)	Yes (47)
Training on New Laws Related to Child Labor	N/A (29)	N/A (47)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Refresher Courses Provided	Yes (29)	Yes (47)
Number of Labor Inspections Conducted	Unknown* (29)	Unknown* (58)
Number Conducted at Worksites	Unknown* (29)	Unknown* (58)
Number of Child Labor Violations Found	Unknown* (29)	Unknown* (58)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (29)	Unknown* (58)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (29)	Unknown* (58)
Routine Inspections Conducted	No (29)	Yes (47)
Routine Inspections Targeted	N/A (29)	Yes (47)
Unannounced Inspections Permitted	Yes (29)	Yes (47)
Unannounced Inspections Conducted	Yes (73)	Yes (47)
Complaint Mechanism Exists	Yes (29)	Yes (47)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (29)	Yes (47)

\* The government does not publish this information. (58)

In 2017, the government employed 149 labor controllers to assist the 169 labor inspectors, who are in charge of conducting labor inspections; however, the government indicated that it lacks adequate resources to enforce labor laws throughout the country, including the human and financial resources needed to carry out a sufficient number of preliminary labor inspections and follow-up inspections to ensure remediation of notices to comply with labor law obligations. (1; 36; 59; 47) The number of labor inspectors is likely insufficient for the size of Burkina Faso's workforce, which includes over 8.5 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Burkina Faso should employ about 213 inspectors. (74; 75)

The government conducted a training for 35 government and non-governmental individuals—from the media, mining unions, and others—on the application of legal texts on the rights of children, including in situations of economic and sexual exploitation of children at gold mining sites and quarries. (76)

The MFPTSS publishes an annual report listing 12 types of labor infractions; however, none relate to child labor. (10) Law enforcement collaborates ad hoc with the Ministry of Women, National Solidarity, and Family (MFSNF) to provide social services to child labor victims. (73; 29) In 2017, the government began implementation and assessment of the pilot phase in the Mouhan region of the *Système de Surveillance du Travail des Enfants* (Child Labor Monitoring System), aiming to reduce and eliminate the incidence of child labor through increased surveillance. (47; 77) It is unknown how many cases of child labor were identified as a result of complaints made to the MFSNF hotline. (58)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Burkina Faso took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including haphazard application of standard victim identification and referral procedures by authorities and front-line responders.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (29)	Yes (47)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (29)	Yes (47)
Number of Investigations	Unknown* (29)	Unknown* (58)
Number of Violations Found	Unknown* (29)	Unknown* (58)
Number of Prosecutions Initiated	Unknown (29)	Unknown* (58)



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**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Convictions	Unknown (29)	Unknown* (58)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (29)	Yes (47)

\* The government does not publish this information. (58)

Although the government has standard victim identification and referral procedures, authorities and front-line responders do not apply them uniformly. (43) As part of regional training, the UNODC provided a workshop for police and gendarme, and heads of justice schools on issues of illicit smuggling and trafficking of persons. (78)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Coordination Committee for the National Action Plan to Combat the Worst Forms of Child Labor (CNC-PAN/PFTE)	Supervise, evaluate, and oversee implementation of the National Action Plan to Combat the Worst Forms of Child Labor. Chaired by the MFPTSS Directorate to Combat Child Labor and its Worst Forms, includes representatives from various civil society organizations, 24 government ministries, and 6 observers from donor countries and international NGOs. (10; 12; 59) Hold meetings twice a year to review efforts to combat child labor and identify needs. (59)
MFPTSS Directorate to Combat Child Labor and its Worst Forms	Coordinate and lead interagency efforts to combat child labor, including its worst forms; collect information on child labor; and conduct awareness-raising activities. Serve as the Secretariat for the CNC-PAN/PFTE. (69; 47)
National Committee for Vigilance and Surveillance Against the Trafficking in Persons and Assimilated Practices (CNVS)	Coordinate actions at the national level to combat the worst forms of child labor, including human trafficking. Oversee Committees for Vigilance and Surveillance in each of the regions. (36; 41) The MFSNF serves as president and the MATDSI is vice president. (36; 63) Includes representatives from the MFPTSS, the Ministry of Justice, the Ministry of Women and Gender, and NGOs. (36)
Child Protection Networks	Assist the CNVS with coordinating and facilitating the collection of statistical data on human trafficking, in particular the trafficking of women and children. Established by the MFSNF, comprises social workers, magistrates, judges, police officers, health workers, and NGOs in 23 of the country's 45 provinces. (79)

Poor coordination among ministries, lack of research to determine whether the coordinating bodies were active, and a lack of resources, such as computers and electricity, continued to hamper the government's ability to coordinate efforts to fully address child trafficking. (1; 36)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies and covering all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
2015 National Action Plan to Combat Trafficking	Combats human trafficking; developed by the MFSNF and implemented by the CNVS. (36)
Communal Action Plan Against Trafficking (2013–2018)	Seeks to prevent child trafficking, raise awareness in local communities, and rehabilitate and reintegrate victims of child trafficking. Includes government plans to replicate elsewhere in the country, however currently piloted in Diébougou. (36; 79)
National Parenting Program	Aims to support families in their efforts to provide education and care for their children to reduce their vulnerability to child trafficking. (36; 79)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (20; 29; 36; 80; 81; 82)

The First Lady of Burkina Faso, along with other leading figures, made a declaration in Abidjan, Côte d'Ivoire, on child protection, including child trafficking, exploitation, child labor, and all other forms of violence against children. (83; 84)

Although the National Action Plan to Combat the Worst Forms of Child Labor ended in 2015, a National Strategy to Combat the Worst Forms of Child Labor (SN-PFTE) was validated in 2017. The SN-PFTE is currently awaiting adoption by the Council of Ministers. (47; 85; 86; 87; 58) The government has not included child labor elimination and prevention strategies in the National Plan for Economic and Social Development. (29; 42; 88) Research was unable to determine whether activities were undertaken to implement the 2015 National Action Plan to Combat Trafficking, Communal Action Plan Against Trafficking, and the National Parenting Program. (44; 47)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
National Program for the Fight Against Child Labor on Artisanal Gold Mining Sites and Quarries (2015–2019)†	The MFSNF program that aims to prevent and withdraw children from working in artisanal gold mines as part of the government’s efforts to eliminate child labor in mining by 2025. (1; 36; 73; 89; 90) Seeks to strengthen child protection systems, improve coordination among stakeholders, and implement existing legislation. Builds on the previous project (2009–2013) that aimed to eliminate child labor in mines and quarries. (73) Approximately \$42.9 million, 40 percent of the program costs, to be provided by the government. (1) In 2017, research was unable to determine whether activities were undertaken.
Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II)	USDOL-funded capacity-building project implemented by Winrock International and partners Verité and Lawyers Without Borders in seven countries to build local and national capacity of the governments to address child labor. (91; 92; 93) Additional information is available on the DOL website.
MFSNF Projects to Combat Human Trafficking†	MFSNF-funded programs aim to combat human trafficking through the operation of 23 transit centers that provide food, medical assistance, and counseling to child trafficking victims and children vulnerable to trafficking. (36; 42; 64; 43) The transit centers aim to reintegrate victims into their communities and facilitate repatriation of foreign victims when possible. (68) The National Parenting Program assists parents in managing and educating their children to combat child trafficking. (79) The government funds nationwide media campaigns to combat human trafficking by providing advocacy, raising awareness, and building capacity for key actors involved in child protection issues, including child trafficking. (79; 36) The government operates watchdog and monitoring committees to ensure that all cases of alleged trafficking of children are reported to the justice system by social workers. (94) In 2017, research was unable to determine whether activities were undertaken.
World Bank-Funded Projects	Includes \$51 million Education Access and Quality Improvement Project to support the government in increasing access to preschool education in the two poorest regions and secondary education in the five poorest regions, and improve teaching and education. \$50 million Social Safety Net Project to provide income support to poor households and lay the foundations for a basic safety net system in Burkina Faso. (95; 96) In 2017, research was unable to determine whether activities were undertaken.
Resilience and Economic Growth in the Sahel—Enhanced Resilience (REGIS—ER) (November 2013–November 2018)	Over \$70 million USAID-funded, 5-year project to increase food security and improve livelihoods in Niger and Burkina Faso. Works to increase the resilience of chronically vulnerable populations in marginal agricultural and agro-pastoral zones in Niger and Burkina Faso, particularly in 23 communes in the marginal agriculture and agro-pastoral belt. (44; 97; 98) In 2017, resulted in increased access to formal financial services for project participants—to savings by 646 percent and to credit by 1,300 percent. (62)

† Program is funded by the Government of Burkina Faso.

‡ The Government had other social programs that may have included the goal of eliminating or preventing child labor. (2; 10; 29; 99; 100; 101; 102; 103; 104)

Although Burkina Faso has social programs to address the worst forms of child labor in the production of cotton and in gold mining, the scope of these programs is insufficient to fully address the extent of the problem. (1; 2)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Burkina Faso (Table 11).

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**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that light work provisions are specific enough to prohibit children's involvement in child labor.	2016 – 2017
Enforcement	Increase the number of labor inspectors to meet the ILO's technical advice ratio.	2014 – 2017
	Ensure that labor law enforcement receives sufficient resources to fulfill their mandates, including by conducting an adequate number of inspections and following up after preliminary inspections to ensure remediation of notices to comply with certain labor law obligations.	2009 – 2017
	Publish statistics on the enforcement of child labor laws, including funding, the number and type of labor inspections conducted, labor violations found, and penalties imposed and collected.	2009 – 2017
	Include the number of child labor infractions in the MFPTSS annual report.	2015 – 2017
	Establish a mechanism to log all calls to the MFSNF child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2015 – 2017
	Ensure that authorities and front-line responders apply standard victim identification and referral procedures uniformly.	2016 – 2017
	Publish statistics on the criminal enforcement of child labor laws, including the number of investigations, violations found, prosecutions, and convictions.	2016 – 2017
Coordination	Ensure that coordinating bodies receive adequate resources, such as computers and electricity, to accomplish their mandates.	2015 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into the National Plan for Economic and Social Development policy.	2013 – 2017
	Take steps to implement the 2015 National Action Plan to Combat Trafficking, the Communal Action Plan Against Trafficking, and the National Parenting Program.	2016 – 2017
Social Programs	Improve access to education by eliminating school-related fees and increasing the number of schools and teachers in rural areas.	2010 – 2017
	Make efforts to register children at birth to ensure access to social services, including education.	2010 – 2017
	Expand existing programs to fully address child labor in the production of cotton and in gold mining.	2009 – 2017
	Undertake activities to support the National Program for the Fight Against Child Labor on Artisanal Gold Mining Sites and Quarries projects and the MFSNF projects to combat human trafficking.	2016 – 2017

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# Burma

## NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

*In 2017, Burma made efforts to eliminate the worst forms of child labor, but also was complicit in the use of forced child labor. Despite initiatives to address child labor, Burma is receiving an assessment of no advancement because its national armed forces recruited, sometimes through force or coercion, and used children as combatants in armed conflict. The military also forced children to work as porters, cleaners, and cooks in conflict areas. In addition, Burmese security forces perpetuated acts of violence against the Rohingya people in northern Rakhine State. These operations, which constituted ethnic cleansing, resulted in the displacement of thousands of Rohingya children to refugee camps in Bangladesh, where they are vulnerable to labor exploitation and commercial sexual exploitation, sometimes as a result of human trafficking. In central Rakhine, Rohingya children were denied access to education due to school segregation and travel restrictions. Otherwise, the government made some progress in addressing child labor, including by establishing the National Child Labor Committee to coordinate efforts to address child labor and implementing the National Action Plan on Child Labor. In addition, the government's Technical Working Group on Child Labor finalized the list of hazardous work prohibited for children. Children in Burma also engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. The penalties imposed for recruiting and using children in the military are not appropriate for the seriousness of the crime. In addition, the legal framework does not prohibit the recruitment and use of children by non-state armed groups.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Burma engage in the worst forms of child labor, including in commercial sexual exploitation and armed conflict. (1; 2) Table 1 provides key indicators on children's work and education in Burma.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	3.3 (312,152)
Attending School (%)	5 to 14	86.0
Combining Work and School (%)	7 to 14	
Primary Completion Rate (%)		88.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2016. (3)

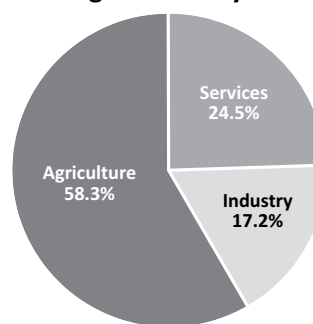
Source for all other data: Report on Child Labor in Myanmar, 2015. Data were not available for the percent of children combining work and school. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including rubber, sugarcane, beans and pulses, rice, betel nut, and bamboo (5; 6; 7; 8; 9; 4)
	Fishing and processing fish and seafood (4; 6; 10; 7)
	Forestry, including on teak plantations (4; 11)
Industry	Producing garments (12; 13; 14; 15; 16; 17)
	Construction and carrying stones (12; 18; 19; 13; 20)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Food processing (13; 12)
	Manufacturing, including furniture and bricks (4; 5; 21; 22)
	Quarrying and mining, including for jade and rubies (4; 23; 24; 25; 1)
Services	Domestic work (26; 27; 4)
	Working in teashops and restaurants, including waiting tables and washing dishes (28; 5; 12; 4; 20)
	Vending, collecting garbage and recyclables, and working in transportation (13; 5; 6; 20)
Categorical Worst Forms of Child Labor‡	Forced recruitment of children by state and non-state armed groups for use in armed conflict (1; 2)
	Forced labor in agriculture, including harvesting bamboo, and producing beans, rice, rubber, sugarcane, and teak (8; 11; 1)
	Forced labor in manufacturing bricks and construction (21; 1)
	Forced labor in domestic work, teashops, and begging (27; 1)
	Commercial sexual exploitation, sometimes as a result of human trafficking (9; 1)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In 2017, Burmese armed forces—the *Tatmadaw*—forcibly recruited children and used children as combatants in armed conflict. Since 2012, there have been 856 verified reports of child recruitment, including 49 cases in the first half of 2017. (2) Military and civilian brokers are reported to use force and coercion to formally recruit children into the armed forces. Children are deployed as combatants to the front lines of armed conflict, and they also serve as guards and messengers. (2) In addition, in conflict areas Burma’s armed forces use children for forced labor to porter goods, cook for battalions, and clean barracks. During the reporting period, there were at least 13 documented cases of children working in these types of support roles, one of which involved over 200 children. (1) Further, the military’s “self-reliance” policy requires local military units to procure their own food and labor supplies, which has led to the use of forced labor, including forced child labor, to produce goods and provide support for the armed forces. (1) Children are also recruited and used in armed conflict by non-state armed groups, including the Karen National Liberation Army, the Kachin Independence Army, the Karenni Army, the Shan State Army–South, the United Wa State Army, and the Ta’ang National Liberation Army in Kachin, Kayin and Shan States. (2; 1)

Children from the Rohingya ethnic minority in Burma’s Rakhine State were also vulnerable to the worst forms of child labor. Since August 2017, an estimated 690,000 Rohingya people fled from Burma to Bangladesh due to the continued violence and acts of ethnic cleansing, perpetrated by the Burmese military in Rakhine State. Nearly 400,000 of those displaced are children, many of whom are subjected to hazardous work, forced labor, and commercial sexual exploitation in Bangladesh. (29; 30; 31) There are reports that Rohingya children are exploited in bonded labor in the fish drying industry, while other Rohingya boys work on farms, in construction, or on fishing boats. (32; 33; 31; 30) Girls are often sent to work in domestic service for Bangladeshi families, where some are physically and sexually abused, and others do not receive payment. Also, some young girls are forced into commercial sexual exploitation, in some cases after they were promised job in domestic service. (34; 33; 32; 35; 31; 36; 30) Rohingya children internally displaced in Rakhine State as a result of the violence are also vulnerable to the worst forms of child labor, including in the extractive industries in Burma’s Kachin State. (37)

Prior to the 2017 ethnic cleansing in Rakhine State, many Rohingya children were already unable to attend school during the first half of 2017 due to discriminatory government policies and practices adopted after the 2012 riots and violent clashes between ethnic Rakhine and Rohingya communities. (38) Local officials and school authorities typically ban Rohingya children from attending government schools with ethnic Rakhine children. (38; 39) In addition, the government imposed severe travel restrictions on Rohingya make it difficult for children to access schools outside of their internally displaced persons (IDP) camps, villages, or townships. (40; 41; 42) School segregation and particularly travel restrictions impact children ages 10 to 17 because most Rohingya children must travel outside of their villages or IDP camps to attend middle school and high school. (40; 41; 42; 39) In addition, many Rohingya children lack the documentation that is required to attend middle schools and high schools in Rakhine State because the government denies them citizenship or officials refuse to register their household residency. (43; 44) Rohingya children have better access to primary school education in their villages, but they still encounter significant barriers to education due to a lack of schools, particularly in IDP camps, and teacher absence in Muslim villages due to security concerns. (45; 46) In addition to



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Rakhine State, children throughout Burma face barriers to education, such as long distances to schools and expenses that include uniforms, books, and transportation. (5; 13; 47; 25)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Burma has ratified most key international conventions concerning child labor, but it has not ratified the UN CRC Optional Protocol on Armed Conflict (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Burma's legal framework to adequately protect children from the worst forms of child labor, including with establishing a minimum age for work consistent with international standards and comprehensively identifying the types of hazardous work prohibited for children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Section 75 of the Factories Act; Article 14 of the Shops and Establishments Law (48; 49)
Minimum Age for Hazardous Work	No	16	Article 15(d) of the Shops and Establishments Law; Sections 25 and 29 of the Factories Act; Rule 146 of the 2018 Mining Rules Section 65(a) of the Child Law (48; 49; 50; 51)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Sections 25 and 29 of the Factories Act; Article 15(d) of the Shops and Establishments Law (48; 49)
Prohibition of Forced Labor	Yes		Sections 3 and 24 of the Anti-Trafficking in Persons Law; Sections 370–371 and 374 of the Penal Code; Section 27(a) of the Ward or Village Tracts Administrative Law (52; 53; 54)
Prohibition of Child Trafficking	Yes		Sections 3 and 24 of the Anti-Trafficking in Persons Law; Sections 372 and 366(a) of the Penal Code (52; 53)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 372–373 of the Penal Code; Section 66(f) of the Child Law (53; 50)
Prohibition of Using Children in Illicit Activities	No		Sections 20(a) and 22(c) of the Narcotics and Psychotropic Substances Law; Sections 65(b)–(c) and 66(c) of the Child Law (55; 50)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	1974 Regulation for Persons Subject to the Defense Service Act (War Office Council Instruction 13/73) (56)
Non-state	No		
Compulsory Education Age	No	10‡	Section 20(b)(i) of the Child Law; Section 4(j) of the National Education Law (50; 57)
Free Public Education	Yes		Section 20(a)(ii) of the Child Law; Section 4(j) of the National Education Law (50; 57)

\* No conscription (58)

‡ Age calculated based on available information

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In 2017, the government continued to work on the Child Law, expected to be adopted in 2018, which extends hazardous work protections for children up to age 18 years and includes prohibitions against child prostitution. (59; 25) During the reporting period, the Technical Working Group on Child Labor also developed and finalized a list of hazardous work prohibited for children. However, the list has yet to be adopted in tripartite discussions or given the force of law. (59; 25)

Although age 14 has been established as the minimum age for work in certain sectors, there is no minimum age for work for all sectors in which children are employed, including agriculture and informal work. Some sector-specific laws identify activities that are prohibited for children under age 18. (49; 51) However, the general minimum age of 16 for hazardous work, established in the Child Law, is not in compliance with international standards. (50)

In addition, the legal framework does not sufficiently prohibit commercial sexual exploitation of children, as there are no criminal prohibitions for the procurement and offering of children for the production of pornography or pornographic performances. Burma's Anti-Trafficking in Persons Law also requires a demonstration of force, fraud, or coercion to constitute a child trafficking offense. (53; 50; 52) The legal framework also does not sufficiently prohibit the use of children in illicit activities as the use of children ages 16 and 17 for the production and trafficking of drugs is not criminally prohibited. (50; 55) The legal framework also does not prohibit non-state armed groups from recruiting children for use in armed conflict. (60)

Children in Burma are required to attend school only up to age 10. This standard makes children ages 10 through 13 vulnerable to child labor as they are not required to attend school but are not legally permitted to work. (50; 61)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within operations of the Ministry of Labor that may hinder adequate child labor enforcement.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Immigration and Population's (MOLIP) Factories and General Labor Laws Inspection Department (FGLLID)	Inspect factories, shops, and establishments for child labor law violations. (48; 49)
Yangon Police	In the case of the Anti-Trafficking Unit, enforce criminal laws related to child trafficking, including for the purpose of commercial sexual exploitation of children and labor exploitation. Operate through police departments in Rangoon, Mandalay, and Naypyidaw. (62) In the case of the Child Protection Units, enforce laws on child trafficking, child abuse and rape, and abduction. In addition, raise awareness of child exploitation issues in high-risk areas.
Ministry of Defense's Committee for the Prevention of Military Recruitment of Underage Children	Sanction perpetrators that recruit or use children in the armed forces. (63)
Department of Social Welfare	Investigate cases in which children need protection and the care of the State. (50)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Burma took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate child labor law enforcement, including the lack of publicly available enforcement information and inadequate number of labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016†	2017
Labor Inspectorate Funding	\$1,043,405 (64)	Unknown
Number of Labor Inspectors	68 (64)	65 (25)
Inspectorate Authorized to Assess Penalties	Yes (65)	Yes (25)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (25)
Training on New Laws Related to Child Labor	Unknown	Yes (25)

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016†	2017
Refresher Courses Provided	Yes (66)	Yes (25)
Number of Labor Inspections Conducted	30,601 (64)	Unknown (67)
Number Conducted at Worksites	Unknown	Unknown (67)
Number of Child Labor Violations Found	3 (64)	0 (25)
Number of Child Labor Violations for which Penalties were Imposed	3 (64)	N/A
Number of Child Labor Penalties Imposed that were Collected	3 (64)	N/A
Routine Inspections Conducted	Yes (65)	Yes (25)
Routine Inspections Targeted	Yes (65)	No (25)
Unannounced Inspections Permitted	Yes (65)	Yes (25)
Unannounced Inspections Conducted	Yes (64)	Unknown
Complaint Mechanism Exists	Yes (65)	Yes (25)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (64)	No (25)

† Data are from April 1, 2015, to March 31, 2016.

The number of labor inspectors is likely insufficient for the size of Burma's workforce, which includes approximately 22 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Burma would employ about 558 inspectors. (58; 68; 69)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Burma took actions to combat the worst forms of child labor (Table 7). However, gaps exist within the Burmese military's practices that may hinder adequate criminal law enforcement, including with the application of penalties for the recruitment and use of children in armed conflict.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	Yes (63)	Unknown
Number of Investigations	2 (63)	Unknown
Number of Violations Found	5 (63)	Unknown
Number of Prosecutions Initiated	1 (63)	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (62)	Yes (62)

In 2017, the military took action against 19 officers in connection with past child soldier recruitment. (25; 29) However, the penalties imposed for recruiting and using child soldiers were not appropriate for the seriousness of these crimes. (1; 29) In past years, most of these cases reportedly culminated in reprimands, fines, or decreases in pension—penalties significantly less than those prescribed by criminal law. (37) Although the military also released 49 former child soldiers, the military's oversight and monitoring of recruitment procedures were insufficient to prevent the recruitment of children. (1; 29; 2) The Department of Social Welfare also lacks sufficient staff and resources to provide adequate reintegration services. (29) In some instances, children were penalized for their recruitment into the armed forces. While authorities prevented 11 children from enlisting, including through the use of new biometric registration technology, the Burmese armed forces filed fraud charges against some of these children for lying about their age, rather than referring them to social services. (2) In addition, during the first half of 2017, three enlisted children were detained on charges of desertion after leaving the *Tatmadaw* without authorization. The *Tatmadaw* also arrested children from ethnic minority groups for alleged association with non-state armed groups. (2)

During the reporting period, the Burmese police rescued 36 children who were victims of trafficking. (29) Though UNICEF has developed a training program for police investigators to develop child-sensitive policies and practices, it is unknown whether new criminal investigators receive training for enforcing laws related to the worst forms of child labor. (25; 29)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Child Labour Committee*	Oversee the implementation of the National Action Plan on Child Labor. Chaired by the Vice President. (25; 70) Consists of 13 government ministries, including MOLIP, chief ministers of 10 states, the mayors of Rangoon and Mandalay, employer organizations and civil society organizations. (71)
Technical Working Group on Child Labor	Coordinate the implementation of ILO Convention 182, including drafting the list of hazardous work prohibited for children, developing a national plan of action against child labor, and developing a mechanism for monitoring, identifying, and referring child labor cases. Chaired by MOLIP, consists of stakeholders from eight government ministries, employers, and civil society organizations. (72; 73)
Central Body for the Suppression of Trafficking in Persons	Coordinate efforts to address trafficking in persons. Chaired by the Minister of Home Affairs and includes six government agencies and several non-governmental stakeholders. (63)
Township Child Rights Committee	Coordinate local child welfare and protection activities. Led by the Township Administrator and consists of government agencies, including the Department of Social Welfare, the police, and NGOs. (74) Research was unable to determine whether the Township Child Rights Committees were active during the reporting period.

\*Mechanism to coordinate efforts to address child labor was created during the reporting period.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established one policy related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including adoption of policies that address all relevant worst forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Joint Action Plan to Prevent the Recruitment and Use of Children for Military Purposes	Aims to end all government recruitment and use of children in its armed forces. Seeks to ensure the release of children under age 18 from the armed forces and facilitate their reintegration into families and communities. Resulted in 849 children and young people who had been recruited as children being released since the start of the policy in 2012, including 49 in 2017. (75; 29)

The Factories and General Labor Laws Inspection Department and the Technical Working Group on Child Labor continued to develop the National Action Plan on the Elimination of Child Labor although it was not completed during the reporting period. (59; 70) In 2017, Burma also signed the Paris Principles on Children Associated with Armed Forces or Armed Groups, which provides guidelines on the disarmament, demobilization, and reintegration of children associated with armed groups. (75)

Although the government has adopted a policy to end the military's recruitment and use of child soldiers, research found no evidence of a policy on other worst forms of child labor, including hazardous work, forced child labor, or commercial sexual exploitation of children. The government also continued to prevent the UN from playing a constructive role in ending the recruitment and use of children by non-state armed groups. (37)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor. (Table 10). However, gaps exist in these social programs, including adequacy of programs to address all worst forms of child labor.



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**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Forced Labor Complaint Mechanism	Joint government-ILO program that gives citizens a mechanism to lodge complaints of forced labor and seek remedies from the government. (76)
Hotlines	UNICEF- and World Vision-operated hotlines for reporting suspected cases of child recruitment or use by Burma's military. (77) The hotlines continued to operate during the reporting period. (75)
Myanmar Programme on the Elimination of Child Labour (My-PEC) Project (2014 – 2019)	\$6.25 million, USDOL-funded project implemented by ILO to expand the knowledge base on child labor in Burma, increase awareness and knowledge of child labor, improve laws to meet international standards, and improve the capacity of stakeholders to address child labor. (78; 59) In 2017, provided educational services to 1,164 children, livelihood services to 652 households, and occupational safety and health training for youth. (59) Additional information is available on the USDOL website.
SafeYouth@Work Project: Building a Generation of Safe and Healthy Workers (2014 – 2018)	USDOL-funded global project implemented by ILO, with Burma as one of the three pilot countries. In Burma, focuses on young workers ages 15 to 24 in the construction and agricultural sectors. Seeks to improve availability and use of occupational safety and health (OSH) data, improve regulations and programs on OSH, build the capacity of the government and social partners to promote and enforce compliance with OSH laws and regulations, and increase youth knowledge and awareness of hazards and risks. (79) Additional information is available on the USDOL website.

Overall, the government lacks sufficient social programs to adequately address the worst forms of child labor, including the recruitment of children by state and non-state armed forces, forced child labor, and the commercial sexual exploitation of children.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Burma (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on Armed Conflict.	2016 – 2017
	Establish a minimum age of at least 14 years for work for all sectors.	2016 – 2017
	Establish a minimum age of 18 for hazardous work.	2017
	Ensure that the types of hazardous work prohibited for children are comprehensive by including sectors and activities in which children engage in hazardous work, such as garments.	2016 – 2017
	Prohibit all forms of child commercial sexual exploitation, including procuring and offering of children for the production of pornography or pornographic performances.	2016 – 2017
	Ensure that the law does not require a demonstration of force, fraud, or coercion to constitute a child trafficking offense.	2017
	Criminally prohibit the use of children in the production and trafficking of drugs.	2016 – 2017
	Criminally prohibit the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Ensure that the age up to which education is compulsory is the same as the minimum age for work, as established by international standards.	2016 – 2017
	Enforcement	Cease the military's continued use of children as combatants in armed conflict and for forced labor in conflict areas.
Cease committing ethnic cleansing the Rohingya people, which directly contribute to the exploitation of Rohingya children in the worst forms of child labor.		2017
Improve military oversight and monitoring of recruitment procedures to prevent the recruitment of children.		2017
Hire and train a sufficient number of labor inspectors to enforce labor laws, including child labor regulations.		2016 – 2017
Ensure that the Department of Social Welfare has sufficient resources to provide rehabilitation and reintegration services to victims of the worst forms of child labor.		2016 – 2017
Establish a referral mechanism between the Labor Inspectorate and social services.		2016 – 2017
Publish information related to labor law enforcement, including Labor Inspectorate funding and the number of worksite inspections conducted.		2016 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that the penalties for the recruitment and use of children in the military are appropriate for the seriousness of the crime.	2017
	Cease penalizing children for attempting to enlist in the military, and cease penalizing children for leaving the military without authorization.	2017
	Cease penalizing children suspected of being associated with non-state armed groups. Refer these children for appropriate social services.	2017
	Publish data on training for investigators and the number of investigations, prosecutions, and convictions for violations related to the worst forms of child labor.	2016 – 2017
Coordination	Publish information on activities undertaken by coordinating bodies, such as the Township Child Rights Committees.	2017
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, such as armed conflict by state and non-state armed groups, hazardous work, forced child labor, and commercial sexual exploitation.	2016 – 2017
Social Programs	Develop and implement programs to ensure that all children, including displaced and stateless children, can access education.	2016 – 2017
	Remove all restrictions on Rohingya access to education, including school segregation, travel restrictions, and the refusal to issue documentation necessary to enroll in school.	2017
	Develop and implement programs to address all worst forms of child labor, including the recruitment of children by state and non-state armed groups, forced child labor, and the commercial sexual exploitation of children.	2016 – 2017

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# Burundi

## MINIMAL ADVANCEMENT

*In 2017, Burundi made a minimal advancement in efforts to eliminate the worst forms of child labor. The government enacted a revised criminal code that formally integrated the existing penalties of the 2014 Trafficking in Persons law into the criminal code, which included stronger penalties for human trafficking and the criminalization of begging. However, children in Burundi engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. Burundi lacks a compulsory education age that is equal to or higher than the minimum age for work. The government's ability to address the worst forms of child labor was constrained by a lack of necessary resources to conduct labor inspections and criminal investigations, adequate and sustained funding for the education sector, and sufficient social programs to address child labor in the country.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Burundi engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. (1; 2; 3; 4; 5; 6; 7; 8) Table 1 provides key indicators on children's work and education in Burundi.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	27.2 (633,126)
Attending School (%)	5 to 14	60.9
Combining Work and School (%)	7 to 14	26.0
Primary Completion Rate (%)		69.8

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2010–2011. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of tea, coffee, sugarcane, cotton, palm oil, peat, potatoes, and rice (1; 5; 7; 8; 11; 12)
	Fishing, including preparing materials and equipment, managing heavy fishing nets, preparing meals for fishermen, loading and unloading materials from vessels, and cleaning the vessels (1; 5; 7; 8; 11; 13; 12)
	Herding and feeding livestock (5; 11; 12)
Industry	Extracting,† washing, and transporting minerals in mines and quarries, including artisanal gold mines (1; 5; 6; 7; 8; 11; 14; 15; 12)
	Making and transporting bricks (1; 7; 8; 12)
	Construction, including transporting materials, welding, and installing electrical cables† (5)
Services	Domestic work (1; 5; 6; 7; 11; 12)
	Street vending, including selling food, newspapers, cigarettes, and used clothes and shoes (5; 6; 11)
	Begging (6; 16; 12)
	Handling and transporting heavy loads† (5; 6)
	Work as help in hotels and restaurants (5; 12)

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 4; 5; 6; 7; 17; 15; 12)
	Domestic work as a result of human trafficking (2; 15; 18; 12)
	Forced labor in agriculture, mining, charcoal production, construction, street vending, and begging, each sometimes as a result of human trafficking (17; 12)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Burundian children are trafficked within the country, often from rural areas, for domestic work and commercial sexual exploitation. (2; 3; 4; 17) Women who offer room and board to children sometimes force the children into commercial sexual exploitation to pay expenses; these brothels are found in the more impoverished parts of Bujumbura, near Lake Tanganyika, along trucking corridors, and in other cities such as Gitega, Ngozi, and Rumonge. (2; 3; 19) Burundian girls are also trafficked internationally for commercial sexual exploitation in Kenya, the Middle East, Rwanda, and Uganda. (20; 21; 22; 12; 19) Evidence also suggests that children are trafficked to Tanzania for work in agriculture and forced labor. (17; 23; 12)







Burundi is one of the poorest countries in the world, with over 90 percent of its citizens engaged in subsistence agriculture. (24) In Burundi, research indicates that children perform dangerous tasks in agriculture in the production of tea, coffee, sugarcane, cotton, palm oil, peat, potatoes, and rice. (1; 5; 7; 8; 11; 12) In 2017, there were no reports of new recruitment of child soldiers in Burundi. (12; 25)

Although the government abolished school fees in 2012, the cost of books and uniforms has prevented many children from accessing free public schooling. A dearth of well-trained educators and poor infrastructure has also limited educational opportunity; moreover, as birth certificates are required to attend school, many unregistered children, in particular members of the Batwa ethnic group, remain out of school and vulnerable to child labor. (11; 26; 24)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Burundi has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Burundi’s legal framework to adequately protect children from child labor, including a lack of a compulsory education age through the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 3 of the Labor Code; Article 3 of the Ministerial Ordinance to Regulate Child Labor (27; 28)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Hazardous Work	Yes	18	Article 13 of the Ministerial Ordinance to Regulate Child Labor (28)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 9–15 of the Ministerial Ordinance to Regulate Child Labor (28)
Prohibition of Forced Labor	Yes		Articles 4 and 10 of the Trafficking in Persons Law (29)
Prohibition of Child Trafficking	Yes		Articles 244–246 and 537 of the Penal Code; Articles 4–6 and 10 of the Trafficking in Persons Law (29; 30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 542–544 of the Penal Code (30)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 6(c) of the National Defense Troops Law (31)
Non-state	No	15	Article 200.2.27 and 200.5.7 of the Penal Code (30)
Compulsory Education Age	No	12	Legislation title unknown (11)
Free Public Education	Yes		Article 17 of the Law on Basic and Secondary Education (32)

\* No conscription (31)

In 2017, Burundi enacted a revised criminal code that included the criminalization of begging and also formally integrated the existing penalties for human trafficking from the 2014 Trafficking in Persons law. (12; 33; 30; 34; 35)

The Labor Code prohibits work by children under age 16 in public and private enterprises; however, the law’s minimum age protections do not apply to children outside of formal employment relationships. (27; 36; 37) The Penal Code does not prohibit the use of children in the production and trafficking of narcotics. (30) Although the Constitution prohibits the use of children in armed conflict, the Penal Code criminalizes only the use of children under age 15 in armed conflict, leaving children between the ages of 15 and 18 vulnerable to the worst forms of child labor. (30; 38) However, Burundian law does prohibit the recruitment of children under 18 by the state armed forces, and available evidence indicates the government complied with this provision. (24) In addition, the prohibitions against hazardous work are not comprehensive, including in agriculture, an area of work in which there is evidence of work with dangerous machinery, equipment, and tools. (28; 12) Education in Burundi is not compulsory through the minimum age for work, and research did not uncover a public version of the law establishing compulsory education. (11; 39)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Public Service, Labor, and Social Security that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service, Labor, and Social Security	Administer and enforce all labor laws, including those on child labor, through the General Directorate of Labor and Professional Development. (40)
National Police	Conduct criminal investigations on the worst forms of child labor, including forced child labor, child trafficking, and the use of children in illicit activities. (1; 7) Through its Brigade for Minors and Morals, protect children from commercial sexual exploitation, illicit activity, and military recruitment. (1; 12)
Ministry of Justice	Prosecute cases of the worst forms of child labor through its General Prosecutor’s Office. (15; 12)
Ministry of National Solidarity, Human Rights, and Gender	Coordinate, monitor, and oversee children’s advocacy and family service programs conducted by public and private organizations. Develop policies and national laws on the promotion and protection of children and families. (41) Refer cases to police officers and judicial officials for enforcement through its Child Protection Committees at local levels; victims are referred to local NGOs for social services. (23)

**Labor Law Enforcement**

In 2017, labor law enforcement agencies in Burundi took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Public Service, Labor, and Social Security that may hinder adequate labor law enforcement, including an insufficient number of labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$2,424 (11)	\$4,000 (12)
Number of Labor Inspectors	12 (11)	11 (12)
Inspectorate Authorized to Assess Penalties	Yes (11)	Yes (12)
Training for Labor Inspectors		
Initial Training for New Employees	No (11)	No (12)
Training on New Laws Related to Child Labor	N/A (11)	N/A (12)
Refresher Courses Provided	No (11)	No (12)
Number of Labor Inspections Conducted	152 (11)	390 (12)
Number Conducted at Worksites	Unknown (11)	130 (12)
Number of Child Labor Violations Found	0 (11)	0 (12)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (11)	N/A (12)
Number of Child Labor Penalties Imposed that were Collected	N/A (11)	N/A (12)
Routine Inspections Conducted	Yes (11)	Yes (35)
Routine Inspections Targeted	No (11)	No (12)
Unannounced Inspections Permitted	Yes (11)	Yes (12)
Unannounced Inspections Conducted	No (11)	No (12)
Complaint Mechanism Exists	Yes (11)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (11)	Yes (12)

The number of labor inspectors is likely insufficient for the size of Burundi's workforce, which includes approximately 5 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Burundi should employ roughly 125 inspectors. (42; 43; 44) Research found that financial constraints hamper the General Directorate of Labor and Professional Development's enforcement of child labor laws, as annual funding does not cover fuel costs, per diem, or office supplies and, furthermore, the Inspectorate does not own any vehicles. (11; 42; 12)

**Criminal Law Enforcement**

In 2017, criminal law enforcement agencies in Burundi took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including the lack of consistent training for criminal investigators of child labor law.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (11)	No (12)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (11)	N/A (12)
Refresher Courses Provided	Yes (11; 45)	Yes (12)
Number of Investigations	0 (11)	Unknown (35)
Number of Violations Found	0 (11)	Unknown (35)
Number of Prosecutions Initiated	0 (11)	0 (12)
Number of Convictions	0 (11)	0 (12)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (11)	No (12)



# Burundi

## MINIMAL ADVANCEMENT

During the reporting period, no formal training was provided for criminal investigators; however, the IOM trained 100 immigration police officers in June on trafficking in persons enforcement activities. (12; 24) In addition, the Ministry of National Solidarity, Human Rights, and Gender organized a sensitization workshop on Burundi's Trafficking in Persons law that included participants from various government ministries, the National Independent Commission for Human Rights, civil society organizations, and the National Police Brigade for Minors and Morals. (24)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including non-operational coordination mechanisms.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor	Coordinate efforts to combat the worst forms of child labor, including implementation of community development programs that address the education and socioeconomic reintegration of children engaged in or removed from the worst forms of child labor. (40; 46) Includes nine ministries, including the Ministry of Labor, organizations and representatives from UNICEF, youth associations, and civil society organizations. (7)
Commission for Consultation and Monitoring on the Prevention and Suppression of Trafficking in Persons	Oversee national anti-trafficking in persons efforts, including implementation of the National Action Plan for Combating Trafficking in Persons. (18; 47; 35) Includes officials from the Ministry of National Solidarity, Human Rights, and Gender, and the Ministries of Justice, Public Security, Foreign Affairs, and Interior. (7)

In 2017, the Commission for Consultation and Monitoring on the Prevention and Suppression of Trafficking in Persons continued as non-operational, and research was unable to determine the status of the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor. (11; 19; 12; 35)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including inactive and expired policies.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Action Plan for Combatting Trafficking in Persons (2014–2017)	Aimed to significantly reduce human trafficking in Burundi by 2017 through the adoption of political, social, economic, and institutional measures. (47) Identified women and children as being the most vulnerable to human trafficking, noting sectors of high prevalence and human trafficker profiles. (15; 47) In 2017, the government assessed plans to draft a new National Action Plan, which remains in discussion among government ministries, the IOM, and NGOs. (35; 24)

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (48; 49)

Despite the completion of the UNDAF (2012–2016), in 2017 the government was in discussion with the UN to finalize an extension covering from 2018 to 2023. (50; 35) Research was unable to determine whether any extension to the expired National Revised Action Plan for the Fight Against the Worst Forms of Child Labor was made. (35; 46)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Centers for Family Development†	Ministry of National Solidarity, Human Rights, and Gender operates centers that address human rights issues, including child exploitation, and reintegrate victims to their home communities. (23) Coordinate with Child Protection Committees to refer victims to local NGOs for care, when necessary. (23) In 2017, no activities were held due to continued lack of public funding. (35)
“Back to School” Campaign†	UNICEF and the Ministry of Education “Back to School” campaign to promote equitable access and retention in school of 2.6 million basic education students, half of them girls. (51) In 2017, activities continued under this annual program with more than 1 million children targeted in seven provinces for the year. (35; 24)

† Program is funded by the Government of Burundi.

Research found no evidence that the government has carried out programs to assist children working in agriculture or victims of commercial sexual exploitation. Further, the scope of existing programs is insufficient to fully address the extent of the child labor problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Burundi (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Criminally prohibit the use of children in illicit activities, particularly in the production and trafficking of drugs.	2015 – 2017
	Establish by law a compulsory education age equal to or higher than the minimum age for work.	2009 – 2017
	Ensure that all children are protected by law, including children working outside of formal employment relationships.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2012 – 2017
	Ensure that all children are protected from hazardous work, including in agriculture that have hazardous conditions and in which child labor is known to occur.	2016 – 2017
	Publish the law establishing compulsory education for review.	2017
Enforcement	Increase the number of labor inspectors to meet ILO’s technical advice on the number of inspectors, and provide sufficient training and resources to all inspectors to ensure that labor inspections, including unannounced and routine targeted inspections, are conducted nationwide.	2009 – 2017
	Establish a referral mechanism between criminal authorities and social services providers.	2009 – 2017
	Provide sufficient training and resources to ensure that criminal investigations and prosecutions take place.	2009 – 2017
	Publish information on the number of investigations and violations found related to the criminal enforcement of child labor laws.	2017
Coordination	Ensure that the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor and the Trafficking in Persons Permanent Commission are operational and make efforts to combat and prevent child labor.	2015 – 2017
Government Policies	Take steps to implement the National Action Plan for Combatting Trafficking in Persons and the revised National Revised Action Plan for the Fight Against the Worst Forms of Child Labor.	2015 – 2017
Social Programs	Increase access to education by eliminating school-related costs for books and uniforms, increasing the number of well-trained educators, expanding the infrastructure, and increasing birth registration rates.	2015 – 2017
	Institute and expand existing programs to address child labor, including in agriculture and commercial sexual exploitation.	2009 – 2017
	Increase public funding for the Centers for Family Development to undertake activities.	2016 – 2017

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In 2017, Cabo Verde made a moderate advancement in efforts to eliminate the worst forms of child labor. The government drafted a national action plan to combat human trafficking for labor and sexual exploitation and published information related to its labor law enforcement efforts. The Cabo Verdean Institute for Children and Adolescents also expanded coverage by establishing an office on Boa Vista Island. However, children in Cabo Verde engage in the worst forms of child labor in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. In addition, social programs to assist children involved in agriculture and domestic work are not sufficient to address the scope of the problem.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cabo Verde engage in the worst forms of child labor in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. (1; 2) Table 1 provides key indicators on children’s work and education in Cabo Verde.

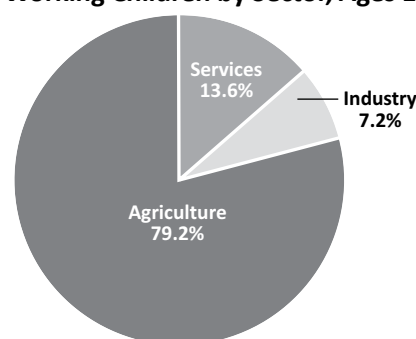
**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	3.2 (2,392)
Attending School (%)	5 to 14	90.1
Combining Work and School (%)	10 to 14	1.7
Primary Completion Rate (%)		85.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from *Inquérito as Despesas e Receitas Familiares, 2001–2002*. (4)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including carrying heavy loads† (1; 5)
	Raising livestock (1)
	Artisanal fishing in small boats† (6; 5)
Industry	Construction, including extracting sand (7; 6)
Services	Domestic work (2)
	Street work, including vending, garbage scavenging,† car washing, and begging (2; 1)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (8; 9; 2)
	Use in illicit activities, including drug trafficking (10)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Limited research found that commercial sexual exploitation of both boys and girls, including in the tourism industry, occurs in the cities of Mindelo, Praia, and Santa Maria. (2)

## II. LEGAL FRAMEWORK FOR CHILD LABOR




Cabo Verde has ratified all key international conventions concerning child labor (Table 3).



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## MODERATE ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Cabo Verde's legal framework to adequately protect children from child labor, including acceptable light work for children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 261 of the Labor Code (11)
Minimum Age for Hazardous Work	Yes	18	Article 264 of the Labor Code; Article 133 of the Civil Code (11; 12)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		National List of Dangerous Work for Children (13)
Prohibition of Forced Labor	Yes		Article 14 of Chapter 3 of the Labor Code; Articles 149, 271, and 271-A of the Penal Code (11; 14)
Prohibition of Child Trafficking	Yes		Articles 149 and 271-A of the Penal Code (14)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 144–145, 148–150, and 271-A of the Penal Code (14)
Prohibition of Using Children in Illicit Activities	Yes		Article 8 of the Drug Trafficking Law (15)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 2 of the Military Service Law (16)
State Voluntary	Yes	17	Article 31 of the Military Service Law (16)
Non-state	Yes	18	Article 268-C of the Penal Code (14)
Compulsory Education Age	Yes	15‡	Articles 13 and 20 of the Education Law (17)
Free Public Education	Yes		Article 14 of the Education Law (17)

‡ Age calculated based on available information (17)

The Civil Code includes a list of light work activities that children age 14 are allowed to perform however, the law does not prescribe the number of hours per week permissible for light work, or specify the conditions under which light work may be performed. (12; 18)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Inspector General for Labor (IGT) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Inspector General for Labor (IGT)	Monitor and enforce child labor laws, working closely with the Cabo Verdean Institute for Children and Adolescents (ICCA). (19; 20)
Judicial Police and National Police	Judicial Police conduct criminal investigations; National Police make arrests related to the worst forms of child labor, including human trafficking. (20; 21)

**Labor Law Enforcement**

In 2017, labor law enforcement agencies in Cabo Verde took actions to combat child labor (Table 6). However, gaps exist within the operations of the IGT that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	\$26,100 (22)
Number of Labor Inspectors	14 (23)	14 (1)
Inspectorate Authorized to Assess Penalties	Yes (24)	Yes (22)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	N/A
Training on New Laws Related to Child Labor	Unknown	N/A
Refresher Courses Provided	Unknown	Yes (22)
Number of Labor Inspections Conducted	Unknown	1,470 (22)
Number Conducted at Worksites	Unknown	771 (22)
Number of Child Labor Violations Found	Unknown	3 (22)
Number of Child Labor Violations for which Penalties were Imposed	Unknown	0 (22)
Number of Child Labor Penalties Imposed that were Collected	Unknown	N/A
Routine Inspections Conducted	Yes (23)	Yes (22)
Routine Inspections Targeted	Yes (23)	Yes (22)
Unannounced Inspections Permitted	Yes (23)	Yes (1)
Unannounced Inspections Conducted	Yes (23)	Yes (22)
Complaint Mechanism Exists	Yes (23)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (23)	Yes (1)

IGT does not have national coverage because there is only representation on Sal, Santiago, and São Vicente islands. (23; 5) According to the government, enforcement of child labor laws remains challenging due to the lack of resources for inspections. (22) When IGT inspectors find a case of child labor, they inform the Cabo Verdean Institute for Children and Adolescents (ICCA) of the case for referral to social services providers. (25)

**Criminal Law Enforcement**

In 2017, criminal law enforcement agencies in Cabo Verde took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including a lack of published information.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	N/A
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
Refresher Courses Provided	Unknown	Yes (22)
Number of Investigations	1 (9)	Unknown

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**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (23)	Yes (22)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee for Child Labor Prevention and Eradication in Cabo Verde (CNPETI)	Coordinate the execution of the National Action Plan for the Prevention and Eradication of Child Labor. Supervised by ICCA. (21; 26)
ICCA	Coordinate and monitor the implementation of all national programs and activities to prevent and combat child labor. (1) In 2017, established an office on Boa Vista island and investigated for referral to social services providers 16 cases of children who were engaged in domestic and agricultural work and street vending. (1)
Children and Adolescent Committee to Prevent and Combat Sexual Abuse and Exploitation	Contribute to the prevention and elimination of child sexual exploitation by coordinating the activities of member organizations and public and private services. (21) Led by ICCA. (27)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan for the Prevention and Eradication of Child Labor	Prioritizes the eradication of child labor. Outlines specific objectives, including data collection, institutional capacity building, and enhancement of measures to prevent, protect, and remove children from involvement in child labor. (26)
National Plan to Combat Sexual Violence Against Children and Adolescents (2017–2019)	Aims to prevent and combat the sexual exploitation of children. (28)
Code of Ethics Against the Sexual Exploitation of Children	Guides and governs agencies involved in the tourism sector to combat the sexual exploitation of children and adolescents. (29)

In 2017, the government drafted a national action plan to combat human trafficking. (30)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating and preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Child Labor Awareness Campaigns†	Government program implemented by ICCA and the National Committee for Child Labor Prevention and Eradication that conducts national awareness campaigns on the worst forms of child labor. (31) In 2017, ICCA worked with the local government on a project to remove children from street vending on Santiago island. (32)

**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
Help for At-Risk Children†	ICCA-implemented program that provides education, health services, and professional training to vulnerable children and their families. Eight day centers for street children vulnerable to sexual and labor exploitation operate on Boa Vista, Fogo, Sal, Santiago, Santo Antão, and São Vicente islands. (31)
Child Emergency Centers and Social Protection and Reintegration Centers†	ICCA-implemented program that operates emergency centers for child victims of abuse and sexual exploitation on Santiago, Santo Antão, and São Vicente islands. (21; 26; 31) The government also operates five social protection and reintegration centers that provide support and educational integration services to children who have experienced long-term trauma. (25; 21; 2)
Government Efforts to Increase Access to Education†	Donor-funded programs implemented by the government that ensure access to education for disadvantaged children by paying for school fees, materials, and meals. (24)

† Program is funded by the Government of Cabo Verde.

Research found that programs to assist children involved in agriculture and domestic work are not sufficient to address the scope of the problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Cabo Verde (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Prescribe the number of hours per week and conditions under which light work may be undertaken.	2015 – 2017
Enforcement	Make law enforcement data publicly available, including information on the number of criminal investigations, violations found, prosecutions initiated, and convictions achieved.	2011 – 2017
	Ensure that IGT receives sufficient resources to enforce child labor laws on all islands.	2014 – 2017
Social Programs	Institute programs to address child labor in agriculture and domestic work.	2010 – 2017

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In 2017, Cambodia made a moderate advancement in efforts to eliminate the worst forms of child labor. The government released the Action Plan to Prevent and Respond to Violence Against Children, including child labor. In addition, the Ministry of Social Affairs, Veterans and Youth repatriated approximately 500 child laborers back to Thailand and provided training to law enforcement officials on identifying human trafficking victims, including children. In addition, the Ministry of Education conducted trafficking-in-person awareness training for education officials and teachers in six provinces. However, children in Cambodia engage in the worst forms of child labor, including forced labor in brick making and commercial sexual exploitation, sometimes as a result of human trafficking. Due to challenges in accessing basic education and the absence of a compulsory education requirement, children are vulnerable to involvement in the worst forms of child labor. Inadequate resources and training also hamper the Labor Inspectorate’s capacity to enforce child labor laws, especially in rural areas and in high-risk sectors.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cambodia engage in the worst forms of child labor, including forced labor in brickmaking and in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2) Table 1 provides key indicators on children’s work and education in Cambodia.

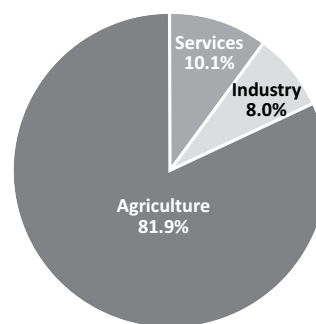
**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	8.1 (236,831)
Attending School (%)	5 to 14	81.6
Combining Work and School (%)	7 to 14	6.1
Primary Completion Rate (%)		92.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Socio-Economic Survey (CSES), 2014. Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data. (4)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Fishing, including deep-sea† and night fishing† (5; 6; 7; 8; 9; 10)
	Peeling shrimp and shucking crabs (10; 11; 6)
	Production of tobacco, cassava, rubber, and rice (12; 7)
	Growing, cutting, carrying, and spraying pesticides† on sugarcane (13; 14; 15; 16)
	Logging† for the production of timber (8)
Industry	Making bricks,† including feeding clay into brick-making machines, drying bricks, transporting bricks to the oven,† and loading bricks onto trucks (5; 12; 17; 18; 19; 2; 8)
	Production of salt (12; 20)
	Construction,† including operating transportation equipment† (5; 21; 8)

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Production of textiles, including bleaching,† dyeing,† and finishing with chemicals;† garments; and footwear (5; 22; 23; 24)
	Production of alcoholic beverages† (5; 8)
	Work in slaughterhouses† for the production of meat† (5; 8)
	Manufacturing of wood and metal† products (5; 12)
Services	Domestic work (5; 9)
	Work as security guards† and in entertainment,† including as bartenders,† masseurs,† dancers,† and waiters† (5)
	Street work, including begging, vending, scavenging, and collecting garbage (12; 21; 9; 25; 26)
Categorical Worst Forms of Child Labor‡	Work as garbage pickers in dumpsites (27; 28)
	Commercial sexual exploitation, sometimes as a result of human trafficking (12; 1; 29; 9)
	Street vending, sometimes as a result of human trafficking (25; 8; 9; 30)
	Use in illicit activities, including drug trafficking (21)
	Forced labor in the production of bricks (2; 21)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children are trafficked domestically, from rural to urban areas, and internationally, to countries such as Thailand and Vietnam, for commercial sexual exploitation. (9; 1) In Cambodian brick factories, some children engage in forced labor, including in hazardous conditions, to offset family debt to employers. (2; 31; 8; 12)

Although the Education Law establishes free basic education, children may be required to pay school-related fees, such as for building maintenance, which are prohibitive for some families. (21; 32; 33; 12) Other barriers to education include limited transportation to schools in remote areas, lack of drinking water and toilet facilities in some schools, language barriers, and an insufficient number of teachers. These barriers particularly affect ethnic minority children and children with disabilities. (12; 8)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Cambodia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Cambodia’s legal framework to adequately protect children from child labor, including a minimum age for work and a prohibiting the commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 177 of the Labor Law (34)
Minimum Age for Hazardous Work	Yes	18	Articles 173 and 177 of the Labor Law; Regulation on the Prohibition of Hazardous Child Labor; Articles 339–340 of the Penal Code (34; 35; 36)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 2 of the Regulation on the Prohibition of Hazardous Child Labor (35)
Prohibition of Forced Labor	Yes		Articles 15–16 of the Labor Law; Articles 10, 12, 15–17, and 19 of the Law on Suppression of Human Trafficking and Sexual Exploitation; Article 80 of Law on Juvenile Justice (34; 37; 38)
Prohibition of Child Trafficking	Yes		Articles 10, 12, 15–17, and 19 of the Law on Suppression of Human Trafficking and Sexual Exploitation (37)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 15, 28, 33–37, and 41 of the Law on Suppression of Human Trafficking and Sexual Exploitation; Articles 284, 289, and 346 of the Penal Code (36; 37)
Prohibition of Using Children in Illicit Activities	Yes		Article 345 of the Penal Code; Articles 3 and 47 of the Law on Control of Drugs (36; 39)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	The Law on General Statutes for the Military Personnel of the Royal Cambodian Armed Forces (40)
State Voluntary	Yes	18	Article 42 of the Law on General Statutes for the Military Personnel of the Royal Cambodian Armed Forces (40)
Non-state	No		
Compulsory Education Age	No		
Free Public Education	Yes		Article 31 of the Education Law (33)

The Labor Law's minimum age protections do not apply to domestic or household workers, which leaves children vulnerable to child labor in this occupation. (34; 41; 42) Laws do not sufficiently prohibit commercial sexual exploitation of children, as the use or offering of a child for pornographic performances is not criminally prohibited. In addition, laws do not prohibit the recruitment of children under age 18 into non-state armed groups. (21)

Education is free, but not compulsory, through grade nine. (33) The lack of compulsory schooling makes children under age 15 particularly vulnerable to child labor because they are not required to be in school but are not yet legally permitted to work. (34; 33)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor and Vocational Training (MOLVT) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Child Labor, Ministry of Labor and Vocational Training (MOLVT)	Enforce child-related provisions of the Labor Law, and train Commune Committees for Women and Children that oversee local child labor monitoring systems. (43) Includes 24 MOLVT interdepartmental inspection teams. (44)
Cambodian National Police Anti-Human Trafficking and Juvenile Protection Department	Enforce laws against human trafficking and commercial sexual exploitation of children, in collaboration with municipal and provincial anti-human trafficking and juvenile protection offices. Commanded by the Ministry of the Interior. (21; 45) Field complaints about human trafficking, which can be filed through the anti-human trafficking hotline. (29)
Ministry of Social Affairs, Veterans, and Youth Rehabilitation	Accompany the police on investigations, and refer victims of child labor to NGOs for services. (6)



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### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Cambodia took actions to combat child labor (Table 6). However, gaps exist within the authority of the MOLVT that may hinder adequate labor law enforcement, including training on hazardous work regulations.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$100,000 (8)	\$100,000 (8)
Number of Labor Inspectors	499 (21)	520 (8)
Inspectorate Authorized to Assess Penalties	Yes (21)	Yes (8)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (21)	Yes (8)
Training on New Laws Related to Child Labor	N/A (21)	N/A (8)
Refresher Courses Provided	Yes (21)	Yes (8)
Number of Labor Inspections Conducted	10,985 (21)	3,563 (8)
Number Conducted at Worksites	6,518 (21)	3,563 (8)
Number of Child Labor Violations Found	230 (21)	240 (8)
Number of Child Labor Violations for Which Penalties Were Imposed	23 (21)	42 (8)
Number of Child Labor Penalties Imposed that Were Collected	Unknown (21)	34 (8)
Routine Inspections Conducted	Yes (21)	Yes (8)
Routine Inspections Targeted	Yes (21)	Yes (8)
Unannounced Inspections Permitted	No (21)	Yes (8)
Unannounced Inspections Conducted	N/A (21)	Yes (8)
Complaint Mechanism Exists	Yes (21)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (21)	Yes (8)

In 2017, the Department of Child Labor (DOCL) received \$10,000 in funding for child labor enforcement operations, as well as for the implementation of the National Social Protection Strategy. (8) The DOCL employs 33 inspectors based in Phnom Penh and 1 child labor inspector in each of Cambodia's 25 provinces; however, the department did not conduct any child labor inspections during the first half of the year. (8; 46) When child labor inspections do occur, they are concentrated in the city of Phnom Penh, as well as in the provincial, formal-sector factories producing goods for export, such as textiles and garments, rather than in rural areas where the majority of child laborers work. (5; 22; 47)

The MOLVT has established regulations on hazardous work for children in several sectors, including in agriculture, brickmaking, fishing, tobacco, and cassava production; however, inadequate training limits the capacity of local authorities to enforce these regulations. (43; 48; 49; 8) For example, MOLVT inspectors visited various brick factories but found no child labor violations, despite numerous reports of children working in brick factories. (50; 2) In addition, sanctions for labor violations, including those related to child labor, are rarely imposed in accordance with the law. (44; 47)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Cambodia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including the lack of information regarding enforcement actions.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (21)	Yes (8)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (21)	N/A (8)
Refresher Courses Provided	Yes (21)	Yes (8)
Number of Investigations	Unknown (21)	Unknown (8)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	46 (21)	46 (8)
Number of Prosecutions Initiated	Unknown (21)	Unknown (8)
Number of Convictions	Unknown (21)	Unknown (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (21)	Yes (8)

The Ministry of Social Affairs, Veterans and Youth (MOSAVY), in collaboration with Winrock International, conducted 2 trainings for 105 MOSAVY enforcement officials and NGOs, Deputy Governors, Communal Councilors, and teachers with training. MOSAVY also organized 3 trainings on the identification of trafficking victims for 202 participants in Kratie, Svay Rieng, and Kompong Speu. (8) However, the Ministry of Interior has not yet introduced anti-human trafficking training into the curriculum of the Cambodian National Police academies. (51; 46)

According to the Anti-Human Trafficking and Juvenile Protection Department, police rescued 106 children engaged in the worst forms of child labor in the first nine months of 2017. In addition, MOSAVY repatriated approximately 500 Thai child laborers along the Thailand border in the Banteay Meanchey province back to Thailand, as well as 12 child human trafficking victims to Vietnam. (8)

In Cambodia, judges have discretion to determine whether perpetrators of crimes related child labor will be imprisoned or fined, as well as the amount of the fine. In part, due to high levels of corruption within the judicial system, the penalties imposed are not uniformly administered and do not adhere to the parameters prescribed by law. (6; 52; 53)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the lack of a decree to allow the National Committee on Child Labor of the Cambodian National Council for Children to begin operations.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee on Child Labor of the Cambodian National Council for Children	Coordinate child labor issues at the national level. Ensure that projects and programs follow the National Plan of Action on child labor. Includes concerned ministries, businesses, trade unions, and NGOs. Oversee Provincial Committees on the Protection of Child Rights and Provincial Committees on Child Labor. (54; 8)
Commune Committees for Women and Children	Advisory entities that raise awareness about child labor regulations, promote school attendance, collaborate with provincial labor departments to monitor for child labor violations, and refer children at risk of or engaged in child labor to social protection services. Led by the Ministry of Labor and Vocational Training's Department of Child Labor. (21; 43; 55)
National Committee for Counter Trafficking	Coordinate government, NGOs, civil society, and private sector efforts to address human trafficking. Focuses on children's affairs, international cooperation, justice, law enforcement, migration, prevention, protection, recovery, reintegration, and repatriation. (56) Chaired by the Deputy Prime Minister and the Ministry of Interior, with 4 vice chair ministries and 14 participating ministries. Oversees Provincial Committees for Counter Trafficking in each province. (46; 56)

In 2017, the National Committee for Counter Trafficking (NCCT) provided to 1,617 participants 39 trainings on children's rights, child labor exploitation obligations under ILO C. 182 on the Elimination of the Worst Forms of Child Labor, and child sex tourist prevention. The NCCT coordinated further trainings with MOSAVY and the Ministry of Women's Affairs. However, the government has yet to issue a decree authorizing the National Committee on Child Labor of the Cambodian National Council for Children to begin operations and adequately function as a coordinating mechanism. (8) In addition, the Commune Committees for Women and Children are underfunded and have insufficient technical capacity for adequate social protection services to children involved in or at risk of child labor. (55)

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### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including integrating child labor elimination and protection strategies into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Action Plan to Prevent and Respond to Violence Against Children (2017–2021)†	Aims to prevent and respond to violence against children, including the worst forms of child labor. (57)
National Plan of Action on Worst Forms of Child Labor (2016–2025)†	Aims to build the capacity of law enforcement officers, strengthen the enforcement of relevant laws, raise public awareness of child labor issues, and enhance child labor monitoring systems at the community level. (21)
National Policies on the Elimination of Child Labor in the Fisheries Sector	Two policies address child labor in the fisheries sector, including the National Plan of Action to Tackle Child Labor in Inland and Coastal Fisheries and the Action Plan for Gender Equality Promotion and Child Labor Elimination in the Fisheries Sector. Seek to prevent and withdraw children from child labor and promote increased access to education and livelihood opportunities. (58; 59) During the reporting period, conducted awareness raising activities to help local fishers and families understand policy guidelines. (60)
Policy on Childhood Development and Protection in the Agricultural Sector (2016–2020)	Establishes a strategic framework to protect children working in the agricultural sector. Seeks to prevent and reduce child labor, especially in hazardous work, and improve agricultural vocational training for youth ages 15 through 17. (7) In 2017, the government worked with international organizations to conduct workshops and trainings for agricultural officials. (60)
National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation (2014–2018)	Aims to prevent and eliminate all forms of human trafficking, including by strengthening criminal law enforcement to protect children from exploitation in entertainment venues, integrating anti-human trafficking and child safety issues into the public school curriculum, and promoting the inclusion of vulnerable children in both formal and informal education. (56) During the reporting period, the government lacked the financial and human resources necessary to collect data on policy implementation. (60)
The Education Strategic Plan (2014–2018)	Seeks to ensure equitable access to education and improve the education system’s response to human trafficking and child labor. (61) During the reporting period, provided scholarships to poor students at primary and secondary schools, and increased overall enrollments in primary schools. (60)
National Social Protection Strategy (2017–2021)	Aims to expand access to healthcare, nutrition, and educational services and promote the elimination of the worst forms of child labor. (62; 63) In July 2017, the Ministry of Social Affairs, Veterans and Youth launched a policy framework that outlines guidance for all government social assistance, including school feeding and vocational training programs. (45; 8)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (64; 65; 66; 67; 68)

The government has not specifically included child labor elimination and prevention strategies in the National Employment Policy and the Multilingual Education National Action Plan. (69; 70)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with the lack of access to social protection safety nets in rural communities.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Cambodia Countering Trafficking in Persons (2015–2019)	\$8.5 million, USAID-funded, 4-year program implemented by Winrock International to strengthen the capacity of government and community stakeholders to prevent human trafficking, protect at-risk populations, and increase the number of successful prosecutions of perpetrators. (71; 72) In 2017, established national guidelines for identifying and referring human trafficking victims and assisted 725 human trafficking victims. (60)
Better Factories Cambodia†	USDOL, the government of Cambodia, Garment Manufacturers in Cambodia, and the ILO-funded program to monitor garment factories’ compliance with national and international labor standards, including those related to child labor. (73; 8) In 2017, collaborated with garment manufacturers to investigate suspected child labor cases, which resulted in the confirmation and remediation of eight cases. (74; 75) Additional information is available on the program’s website.

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
UN WFP Country Program† (2011–2018)	Multi-government and private sector-funded, 8-year program implemented in collaboration with the Government of Cambodia that includes a school feeding program for children in need. In 2017, provided food assistance, although funding fell by 45%. (76)

† Program is funded by the Government of Cambodia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor, including its worst forms. (77)

Many poor households in rural communities lack access to a social protection safety net, which increases the vulnerability of children to involvement in child labor as a means to supplement family income. (78)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Cambodia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law's minimum age provisions apply to children working as domestic workers.	2009 – 2017
	Criminally prohibit the offering and use of a child for pornographic performances.	2015 – 2017
	Criminally prohibit the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Institute a compulsory education age that is at a minimum equal to the minimum age for work.	2009 – 2017
Enforcement	Provide sufficient resources for the enforcement of child labor laws to ensure that inspections are conducted throughout the country, especially in rural areas and in the informal sector.	2010 – 2017
	Build the capacity of local-level authorities to enforce child labor regulations, including in agriculture, tobacco, cassava, and fishing.	2012 – 2017
	Collect and publicly release data on the number of investigations, prosecutions, and convictions for crimes related to child labor.	2015 – 2017
	Increase anti-human trafficking training for law enforcement officers, including at Cambodian National Police academies.	2014 – 2017
	Establish and uniformly administer penalties for violations of laws on child labor, including its worst forms, in accordance with the parameters prescribed by law.	2009 – 2017
Coordination	Issue the relevant decree to enable the National Committee on Child Labor of the Cambodian National Council for Children to begin functioning.	2017
	Increase funding and enhance training for Commune Committees for Women and Children to enhance social services provision for children involved in or at risk of child labor.	2016 – 2017
Government Policies	Publish information about the implementation of the National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation.	2017
	Integrate child labor elimination and prevention strategies into the Multilingual Education National Action Plan and the National Employment Policy.	2015 – 2017
Social Programs	Increase access to free basic education by eliminating unofficial school fees and addressing issues related to limited transportation, inadequate school infrastructure, insufficient number of teachers, and language barriers.	2013 – 2017
	Expand social protection safety nets in rural areas to ensure that poor children and their families have access to services that may mitigate the risk of involvement in child labor.	2016 – 2017



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# Cameroon

## MODERATE ADVANCEMENT

In 2017, Cameroon made a moderate advancement in efforts to eliminate the worst forms of child labor. The government increased the number of labor inspectors by almost one-third, convened a 3-day interim assessment of the Decent Work Country Program, and earmarked \$18,000 for the Ministry of Labor and Social Security to revise the hazardous work list in 2018. The government also provided education to 93,190 children ages 3 to 17 living in internally displaced person or refugee camps and nearly doubled the total number of project participants in its Social Safety Nets program to 411,048 individuals. However, children in Cameroon engage in the worst forms of child labor in commercial sexual exploitation and perform dangerous tasks in cocoa production. The government has not acceded to the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, nor has it prohibited the use of children in illicit activities, including the production and trafficking of drugs.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cameroon engage in the worst forms of child labor, including in commercial sexual exploitation and perform dangerous tasks in cocoa production. (1; 2; 3) Table 1 provides key indicators on children's work and education in Cameroon.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	56.2 (unavailable)
Attending School (%)	5 to 14	79.7
Combining Work and School (%)	7 to 14	52.7
Primary Completion Rate (%)		75.4

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2016. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Démographique et de Santé et à Indicateurs Multiples, 2011. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of bananas, cocoa, palm oil, and tea, including handling pesticides, using machetes, clearing fields, climbing trees, and lifting heavy loads† (6; 7; 8; 9)
	Raising livestock (9)
	Fishing (10; 9; 7)
Industry	Working in artisanal gold mines† and gravel quarries,† transporting heavy loads† of sand or gravel, breaking stones, and digging or standing in stagnant water to extract minerals (8; 11; 10; 12; 3; 9)
	Construction, including carrying heavy loads† of water, concrete, cement, and bricks (8; 11; 9)
Services	Domestic work (8; 11; 13; 9)
	Working in restaurants and as phone booth operators (9)
	Working in transportation (8; 9)
	Street work, including carrying heavy luggage,† vending, and begging (7; 11; 14; 15; 16; 17; 9)
	Voluntarily recruited children used in hostilities by state-armed groups (18; 9)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 11; 14; 19; 20; 21; 3)
	Recruitment of children by <i>Boko Haram</i> , a non-state armed group, for use in armed conflict, including as suicide bombers and concubines (22; 23; 3; 24; 25; 26)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced labor in agriculture in the production of cocoa, cotton, onions, and tea; fishing; livestock raising; domestic work; spare parts shops; in artisanal gold mines and gravel quarries; street vending; and construction, each sometimes as a result of human trafficking (11; 21; 27; 3)
	Forced begging as <i>talibés</i> in Koranic schools (8; 28; 3)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Cameroon is a source, transit, and destination country for child trafficking from neighboring countries in Central and West Africa. (8; 16; 3) Some traffickers have resorted to kidnapping children, as increased public awareness has resulted in fewer parents entrusting their children to intermediaries. (3) Children engaged in cocoa production are exposed to dangerous working conditions, including exposure to pesticides and the use of sharp tools such as machetes. (9) The NGO Child Soldiers International alleged that some officially sanctioned community neighborhood watch groups, known as vigilance committees, may have used and recruited children as young as age 12 in military operations against *Boko Haram*. (18)

Although Decree N° 2001/041 on the Organization of Public Schools guarantees free education in Cameroon, costs associated with education may be prohibitive to some families, as they are required to pay for uniforms, books, and other school-related fees. (7; 16; 29; 30; 31; 32; 33; 27) In addition, a lack of schools and teachers in rural areas, the absence of potable water and sanitation facilities, and long distances to schools also hinder access to education. (16; 31; 34; 35; 27; 9) Children in refugee camps may have a particularly difficult time accessing education due to a lack of school infrastructure, teachers, and resources to pay for school-related expenses. (31; 36; 37; 38; 39) In 2017, many schools in the Far North, North, East, and Adamaoua regions were closed due to attacks by *Boko Haram* and insecurity, or re-appropriation as refugee housing, military bases, or detention centers. (27; 40; 41; 29; 42; 1; 43; 44; 24) The government has begun reconstructing schools in the Far North region and providing textbooks to students, but some teachers are unwilling to work in areas affected by *Boko Haram*. Of the 124 schools that closed in the Far North, only 31 reopened for the 2017–2018 school year. (36; 40; 45; 46; 9) Since November 2016, the Anglophone Northwest and Southwest regions have experienced strikes and boycotts protesting systemic government discrimination against Anglophone speakers. This has disrupted schooling for children in these areas due to school closures, an absence of teachers, and voluntary or forced displacement as a result of the protest. (47; 48; 49; 50; 51; 52; 53) Children in refugee or internally displaced persons camps are particularly vulnerable to the worst forms of child labor, including commercial sexual exploitation. (9; 26)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Cameroon has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor, including in its worst forms (Table 4). However, gaps exist in Cameroon’s legal framework to adequately protect children from the worst forms of child labor, including the prohibition of using children in illicit activities and the compulsory education age.



# Cameroon

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Section 86 of the Labor Code; Article 2 of Order N° 017 on Child Labor (54; 55)
Minimum Age for Hazardous Work	Yes	18	Articles 9–23 of Order N° 017 on Child Labor; Section 86 of the Labor Code (54; 55)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 9–23 of the Order on Child Labor (55)
Prohibition of Forced Labor	Yes		Sections 2–6 of the Law Relating to the Fight Against Trafficking in Persons and Slavery; Articles 11, 342-1, 352, and 353 of the Penal Code; Section 2 of the Labor Code (54; 56; 57)
Prohibition of Child Trafficking	No		Sections 2 and 4–6 of the Law Relating to the Fight Against Trafficking in Persons and Slavery; Articles 11, 342-1, and 352–354 of the Penal Code (56; 57)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 294 and 344–347 of the Penal Code; Articles 76, 81, and 82 of the Law on Cybersecurity and Cybercriminality (56; 58)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 12 of the Decree Concerning the Status of Non-Defense Military Personnel; Article 2a of the Decree Establishing the Conditions for Admission to Military Training Schools for Officers (59; 60)
State Voluntary	Yes	18	Article 12 of the Decree Concerning the Status of Non-Defense Military Personnel; Article 2a of the Decree Establishing the Conditions for Admission to Military Training Schools for Officers (59; 60)
Non-state	No		
Compulsory Education Age	No	12‡	Preamble of the Constitution; Articles 9 and 16 of the Law Orienting the Education System (61; 62)
Free Public Education	Yes		Articles 46 (2), 47, and 48 of the Decree on the Organization of Public Schools (32)

\* No conscription (63)

‡ Age calculated based on available information (29)

Human trafficking provisions remain discordant with international standards, as they require threats, the use of force, or coercion to be established for the crime of child trafficking, and individuals ages 16 to 18 are not considered children. (56; 57) In addition, the types of hazardous work prohibited for children under age 18 are not comprehensive, as work underwater or at dangerous heights are not prohibited. (13; 55) However, the government earmarked approximately \$18,000 for the Ministry of Labor and Social Security (MINTSS) to revise the list in 2018. (9)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of MINTSS that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MINTSS)	Lead efforts to enforce all labor laws, including those related to child labor, promote decent working conditions, and lead the National Committee to Combat Child Labor (CNLCTE). (7; 64)
Ministry of Justice (MOJ)	Prosecute cases referred by the General Delegate for National Security (DGSN) or the Ministry of Defense's National Gendarmerie (SED) and contribute to investigations as appropriate. (65)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Social Affairs (MINAS)	Lead efforts to combat human trafficking. Provide social services through its National Referral System. (7; 66; 67; 9) Through its Minors Brigade, support local police in their investigations of child trafficking and the use of children in hazardous work. (68) Through its Joint Mobile Brigade, prevent and combat the phenomenon of street children through identification, reintegration, and education; reintegrated street children assist in the Joint Mobile Brigade's work. (69)
Ministry of Women's Empowerment and Family (MINPROFF)	Promote and protect the rights of the child. (7)
General Delegate for National Security (DGSN)	Enforce laws against the worst forms of child labor and investigate violations in urban areas. (65) Through its Special Vice Squad, investigate cases of human trafficking, commercial sexual exploitation, and other forms of abuse against women and children. (65; 13) Refer cases to the MOJ or Ministry of Defense for investigation by the National Gendarmerie. (69)
Ministry of Defense's National Gendarmerie (SED)	Investigate cases of child trafficking and commercial sexual exploitation in both urban and rural areas before referring cases to MOJ for prosecution. (69)

Although it does not play a direct role in enforcement, Cameroon's National Commission on Human Rights and Freedoms advises government ministries on the enforcement of laws related to child labor and advocates for sanctions as appropriate. (9; 70) Local representatives from the Ministry of Territorial Administration may settle child labor disputes amicably or refer the case to the SED, DGSN, or MOJ for further investigation and prosecution. (69)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Cameroon took actions to combat child labor (Table 6). However, gaps exist within the operations of MINTSS that may hinder adequate labor law enforcement, including financial and human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017‡
Labor Inspectorate Funding	\$635,610 (71)	Unknown* (9)
Number of Labor Inspectors	80 (65)	132 (9)
Inspectorate Authorized to Assess Penalties	Yes (54)	Yes (54)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (65)	Yes (9)
Training on New Laws Related to Child Labor	No (65)	N/A (9)
Refresher Courses Provided	Unknown (65)	Yes (9)
Number of Labor Inspections Conducted	Unknown* (65)	1,777 (9)
Number Conducted at Worksites	Unknown* (65)	Unknown* (9)
Number of Child Labor Violations Found	Unknown* (65)	0 (9)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (65)	N/A (9)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (65)	N/A (9)
Routine Inspections Conducted	Yes (65)	Yes (9)
Routine Inspections Targeted	Unknown (65)	Yes (9)
Unannounced Inspections Permitted	Yes (65)	Yes (9)
Unannounced Inspections Conducted	Yes (65)	Yes (9)
Complaint Mechanism Exists	Yes (65)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (65)	Yes (9)

\* The government does not publish this information.

‡ Data are from January 1, 2017, to October 31, 2017. (9)

Although the government significantly increased its number of labor inspectors from 2016, it is still likely insufficient for the size of Cameroon's workforce, which includes over 9 million workers. (72; 9; 65) According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Cameroon should employ roughly 644 labor inspectors. (72; 73; 74) Furthermore, inspectors are tasked with reconciliation duties, which may detract from time devoted to their

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primary duties, and labor inspections are not conducted in the informal sector where the majority of child labor occurs. (75; 54) In general, the Labor Inspectorate lacked resources during the reporting period, and field inspectors in particular lacked transportation. However, the 2018 budget includes funding to purchase vehicles for some divisions with heavy workloads. (29; 9)

In an attempt to increase its scope, the Ministry of Social Affairs, Interpol, and the General Delegate for National Security all maintain hotlines for reporting the worst forms of child labor, which are then routed to the National Referral System for assistance to victims. (27; 13; 26) However, the system has not been well-publicized since it was established in 2013, leaving the public unaware of its existence, and some calls may go unanswered. (26) Research was unable to determine how many cases of child labor were identified as a result of complaints made to these lines.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Cameroon took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resources and collaboration between ministries.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (65)	Yes (9)
Training on New Laws Related to the Worst Forms of Child Labor	No (65)	N/A (9)
Refresher Courses Provided	No (65)	No (26)
Number of Investigations	13 (76; 71)	0 (9)
Number of Violations Found	119 (65; 71)	Unknown
Number of Prosecutions Initiated	9 (76; 71)	0 (9)
Number of Convictions	Unknown (76)	0 (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (65)	Yes (9)

It is unclear how many investigators the government employed in 2017, although several government bodies work together to enforce criminal laws related to the worst forms of child labor. In general, these agencies do not receive adequate funding or training to investigate the worst forms of child labor, and high staff turnover is a challenge. (29; 77; 3; 9) As a result, NGOs are critical in bringing child trafficking cases to the government's attention and providing services to victims. (3; 69) With the assistance of the EU and IOM, the government repatriated at least 55 children from Libya and Niger who were at risk of child trafficking for forced labor or commercial sexual exploitation, and provided them with social services upon their return. (26)

The government acknowledges that a lack of awareness of child trafficking issues may prevent citizens from reporting offenses to enforcement agencies and that children may be afraid to speak against perpetrators in court. (3) The ongoing participation of lawyers in the Anglophone protests also impacted the ability of victims to seek justice and may have contributed to delayed court proceedings, including those related to the alleged complicity of government officials in a child trafficking ring. (26) However, the preliminary inquiry was completed in 2017. (69) A lack of collaboration between NGOs and the government, combined with judicial inefficiencies, led some cases to be settled outside the judicial system. (3; 77) Although the government generally considers children to be victims rather than offenders, isolated reports indicate that the government has held children as young as age 5 in detention facilities for prolonged periods due to suspicion of being affiliated with *Boko Haram* elements, or to prevent them from being recruited into *Boko Haram*. (78; 42; 79; 80; 43; 18; 81; 70)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee to Combat Child Labor (CNLCCTE)	Coordinate government efforts to combat child labor, propose measures to harmonize Cameroon's legal framework to international standards, and implement the National Plan of Action to Combat Child Labor and Trafficking in Children (PANETEC). (64; 82; 83) Led by MINTSS, includes representatives from 10 other ministries and government bodies. (64; 82)
Inter-Ministerial Committee (IMC)	Coordinate government efforts to combat human trafficking. Chaired by the Secretary General of the Office of the Prime Minister, includes members of eight ministries, law enforcement personnel, civil society organizations, and NGOs. (3; 26) Oversee Regional Taskforces on Trafficking in Persons in Northwest, Southwest, and Littoral Provinces. (3; 84) In 2017, began consultations in anticipation of drafting a new Trafficking in Persons Action Plan for 2017–2019 and convened five times, including one meeting with NGOs to improve collaboration. (77; 9; 70; 26)

Poor communication hampered government efforts to adequately combat human trafficking as actions by member ministries of the Inter-Ministerial Committee (IMC) were not always communicated to the secretariat. (26) In addition, only the Northwest Regional Taskforce was active during the reporting period; the Southwest and Littoral Regional Taskforces were inactive due to a lack of resources. (70)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
MOJ's National Action Plan for the Promotion and Protection of Human Rights in Cameroon (2015–2019)	Aims to combat exploitative child labor by disseminating standard operating procedures for the National Referral System, raising awareness about how to identify and report cases of child trafficking, increasing punishments for offenders, and building the capacity of labor inspectors. (65; 85; 86) Also aims to improve access to education for vulnerable groups by increasing the number of teachers and classrooms, establishing a legal framework to regulate parent-teacher associations, and increasing the rate of educational attainment for girls. (86) Research was unable to determine if this policy was active during the reporting period.
Decent Work Country Program (2014–2017)	Incorporated child labor concerns into the strategy for work. (6) In March 2017, convened a 3-day interim assessment and provided training to labor inspectors, including child labor issues. (9)

Although the Action Plan to Combat Child Labor and Trafficking in Children (PANETEC) expired in 2016, before its official adoption in October 2017, the government of Cameroon updated the PANETEC objectives and implementing mechanism as part of its commitment to the Sustainable Development Goals. (9; 70) Although the Trafficking in Persons Action Plan (2014–2019) does not receive dedicated funding, member ministries of the IMC use their ministry funds to carry out activities in support of the Action Plan. (69) The government is drafting a new Trafficking in Persons Action Plan for 2017–2019. (70) The government has not included child labor elimination and prevention strategies into the PRSP (2010–2020), the UNICEF Country Program Action Plan (2013–2017), or the IMC's National Gender Policy Document (2011–2020). (87; 88; 89)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Project to Fight the Phenomenon of Street Children (Project 559)†	MINAS-funded program that provides street children with health care, education, and psychosocial care. (29; 33; 9) Through its partnership agreement PAIRPEV with the National Employment Fund, supports the reintegration of street children and provides vocational training opportunities. (9) In 2017, MINAS conducted awareness-raising activities about the negative impacts of child labor and conducted a 2-week campaign in the capital to round up children under age engaged in street vending. The children were released to their parents, who were informed about the risks of child labor. (26)



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**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Country Program Action Plan (2013–2017)	UNICEF- and MINAS-implemented program that aimed to improve social protection and preventive health care and ensure access to primary education. (1; 89) In 2017, Nascent Solutions converted its school feeding program to a Village Mobile Reading Program due to prolonged school closures in the Northwest; its literacy initiative served over 18,000 students per month. (9)
School Feeding Program	\$12 million U.S. Department of Agriculture-funded McGovern-Dole International Food for Education and Child Nutrition Program, which improves literacy and nutrition in 92 primary schools, benefitting 40,000 children in the Northwest region. (65; 9)
Services for Displaced or Refugee Children†	UNICEF programs that provide educational services to children affected by conflict, including: CARE2, which offers accelerated education curriculums for children in refugee camps in the Far North; ETAPES, which establishes temporary schools and protection centers in Adamawa and East regions; and the Child Protection and Education Project, which works with Catholic Relief Services in the East to enroll and retain refugee children in schools. (90) In 2017, provided education to 93,190 children ages 3 to 17 living in internally displaced persons or refugee camps. (90) The government also built eight schools in the Far North region for Nigerian refugees. (9)
World Bank Projects	Aim to provide social safety nets and improve educational outcomes, including Social Safety Nets (2014–2018), a \$50 million program by the Ministry of Economy, Planning, and Regional Development to provide direct cash transfers to vulnerable families for healthcare and education expenses; and the Equity and Quality for Improved Learning Project (2014–2018), a \$55.8 million program by the Ministry of Basic Education to distribute textbooks for grades 1 to 3, promote girls' education, increase the number of teachers in Cameroon, and improve access to primary education as part of the Education for All initiative. (91; 92; 35) In 2017, the Social Safety Nets expanded to include 6,000 participants in the Far North who are affected by displacement due to <i>Boko Haram</i> activities, and nearly doubled the total number of project participants to 411,048 individuals by September 2017. (93; 94) The Education project increased the number of contracted teachers from 2,970 to 5,898 and reduced the ratio of students to textbooks from 6:1 to 4:1 in 2017. (95)
Cameroon Institute of Childhood (ICE) Rehabilitation Project (2017–2020)*†	\$2.9 million project financed by MINAS and its partners to rehabilitate a center in Betamba, which serves children in conflict with the law and provides vocational training to area youth. The government contributed \$552,000 in 2017 and pledged \$1.1 million in 2018. (9) One of several centers for vulnerable children operated by MINAS. (26)

\* Program was launched during the reporting period.

† Program is funded by the Government of Cameroon.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (14; 3)

Although the government has implemented programs to assist victims of child trafficking and children engaged in street work and domestic work, the scope of these programs is insufficient and does not fully address the extent of the problem. (1; 76) Government-run centers can temporarily house victims, but space is insufficient. (96; 77; 26) In addition, research did not find evidence of programs to specifically address child labor in agriculture, mining, and quarrying.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Cameroon (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s)
Legal Framework	Accede to the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2017
	Criminally prohibit the use of children for illicit activities, including in the production and trafficking of drugs.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Establish a minimum age for compulsory education that is consistent with the minimum age for admission to work.	2009 – 2017
	Ensure that laws prohibiting child trafficking do not require threats, the use of force, or coercion to be considered child trafficking and that all children under age 18 are protected.	2015 – 2017
	Ensure that the hazardous occupations and activities prohibited for children are comprehensive and include work underwater and at dangerous heights.	2014 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s)
Enforcement	Collect and publish comprehensive statistics on enforcement efforts, including Labor Inspectorate funding, the number of inspections conducted at worksites, and number of criminal labor law violations found.	2009 – 2017
	Significantly increase the number of labor inspectors according to the ILO's technical advice.	2009 – 2017
	Ensure that the Labor Inspectorate and criminal law enforcement agencies receive an adequate amount of funding, training, and resources with which to conduct inspections and investigations.	2009 – 2017
	Strengthen the Labor Inspectorate by conducting inspections in all sectors, including in the informal sector.	2013 – 2017
	Ensure all hotlines for reporting the worst forms of child labor are well-publicized, operational, and log all calls so that cases of child labor may be tracked for referral to law enforcement or social services providers.	2015 – 2017
	Raise awareness of child trafficking issues to encourage citizens to report offenses to enforcement agencies and ensure that such cases are resolved within the judicial system.	2016 – 2017
Coordination	Ensure that children are not held in detention without reasonable evidence of wrongdoing.	2015 – 2017
	Ensure that existing coordinating mechanisms function effectively and receive sufficient resources to carry out their stated mandates.	2014 – 2017
Government Policies	Ensure that existing policies, such as the Ministry of Justice's National Action Plan for the Promotion and Protection of Human Rights in Cameroon (2015–2019) and the IMC's Trafficking in Persons Action Plan (2014–2019), receive adequate funding and are implemented as intended.	2016 – 2017
	Integrate child labor elimination and prevention strategies into the PRSP and the IMC's National Gender Policy Document.	2010 – 2017
Social Programs	Ensure that all children, regardless of refugee status, have access to education by eliminating school-related fees and teacher strikes, and ensure that schools are not re-appropriated for other purposes.	2009 – 2017
	Ensure that the number of schools, teachers, potable water, and sanitation facilities are adequate throughout the country.	2009 – 2017
	Expand existing programs to address the scope of the child labor problem in Cameroon and institute programs to address child labor in agriculture, mining, and quarrying.	2009 – 2017
	Ensure that all government-run centers have sufficient space to accommodate victims.	2016 – 2017

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# Central African Republic

## MODERATE ADVANCEMENT

*In 2017, the Central African Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. The government acceded to the UN CRC Optional Protocol on Armed Conflict and convened representatives from 14 armed groups as part of the follow-up to the Bangui Forum Agreement, during which the groups agreed to participate in a pilot disarmament, demobilization, and reintegration project. The government appointed several members to the Special Criminal Court, which investigates serious human rights abuses including the use of children in armed conflict; created a coordinating group for the Rapid Intervention and Repression of Sexual Violence; and established the Ministry of the Promotion of Women, Family, and Protection of Children to improve coordination on programs related to women, family, and children. However, children in the Central African Republic engage in the worst forms of child labor, including in diamond mining and armed conflict, sometimes as a result of forced or compulsory recruitment by non-governmental armed groups. An estimated 1.4 million children lacked access to education as a result of ongoing instability, and limited resources hampered the government's implementation of policies and programs to address child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Central African Republic (CAR) engage in the worst forms of child labor, including in illicit activities and armed conflict, sometimes as a result of forced or compulsory recruitment by non-governmental armed groups. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in CAR.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	31.0 (373,742)
Attending School (%)	5 to 14	63.1
Combining Work and School (%)	7 to 14	28.0
Primary Completion Rate (%)		42.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working in agriculture, activities unknown (7)
	Working in forestry, including carrying tools (8)
	Fishing, activities unknown (7)
Industry	Diamond and gold mining† (7; 9; 10; 11; 12)
	Working in sawmills, forges, and foundries, including sharpening sawblades and maintaining fires (7; 8)
	Construction, activities unknown (7)
Services	Domestic work (13)
	Street work, including carrying heavy loads, garbage scavenging, and market vending (7; 8)
Categorical Worst Forms of Child Labor‡	Forced recruitment of children by non-state armed groups for use in armed conflict, including as porters, concubines, domestic workers, and guards (14; 15; 16; 17; 2; 12)
	Domestic work and working in agriculture, markets, and mining, including in diamond mines, each sometimes as a result of human trafficking (15; 18; 19; 2)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced labor of indigenous <i>Baka</i> children in farming (2)
	Commercial sexual exploitation, sometimes as a result of human trafficking (15; 18; 19; 20; 21; 22; 2)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




CAR experienced a surge of violence in 2017, almost doubling the number of internally displaced persons (IDP) to 688,700, and militias controlled much of the country beyond the capital of Bangui. (14; 17; 23; 24; 25; 3; 26; 27; 12) Although the government worked with the UN Multidimensional Integrated Stabilization Mission in CAR (MINUSCA), UNICEF, and other partner agencies to demobilize and reintegrate children into community life, there were allegations of abuse and commercial sexual exploitation lodged against UN peacekeepers. (2; 24; 4; 3) Non-state armed groups intensified the forcible recruitment of children during the reporting period as a result of the increase in violence. (2; 28; 12) UNICEF estimated between 6,000 and 10,000 children were associated with armed groups in 2017. (28)

The Ministry of Education has attempted to improve access to education by providing free school admission to children from IDP camps, waiving school exam fees for children affected by conflict, and expanding programs to provide birth registration which may be required for school enrollment. (15; 29; 30; 31; 15) However, children continued to experience difficulties accessing education due to school fees, an absence of teachers, security concerns, destruction or looting of school materials and buildings by armed groups, and unavailability of schools, especially in rural areas or IDP camps. (15; 19; 32; 33; 34; 35; 36; 16; 26) Although many schools have reopened, some were temporarily closed due to attacks or occupation by armed groups, occupation by peacekeeping troops or internally displaced persons, or the close proximity of armed groups. (34; 35; 37; 38; 32; 36; 17; 3; 4; 12) The UN estimates that 25 percent of school-age children are not in school and at least 500,000 children have had their education disrupted. (26)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

CAR has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2017, the government ratified the UN CRC Optional Protocol on Armed Conflict. (39)

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in CAR’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

# Central African Republic

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Article 259 of the Labor Code (40)
Minimum Age for Hazardous Work	Yes	18	Article 263 of the Labor Code (40)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Articles 261 and 262 of the Labor Code; Article 190 of the Mining Code (40; 41)
Prohibition of Forced Labor	Yes		Article 7 of the Labor Code; Article 151 of the Penal Code (40; 42)
Prohibition of Child Trafficking	Yes		Article 151 of the Penal Code (42)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 262 of the Labor Code; Articles 90–92 and 110–111 of the Penal Code (40; 42)
Prohibition of Using Children in Illicit Activities	Yes		Article 262 of the Labor Code (40)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 22 of the Constitution; Articles 262 and 393 of the Labor Code (40; 43)
State Voluntary	Yes	18	Decree N° 85.432; Declaration to the UN CRC Optional Protocol on Armed Conflict (39)
Non-state	Yes	18	Articles 262 and 393 of the Labor Code (40)
Compulsory Education Age	Yes	15	Ordinance N° 84/031 Orienting the Teaching System; Article 7 of the Constitution; Article 13 of Law N° 97/014 Orienting the Education System (43; 44)
Free Public Education	Yes		Ordinance N° 84/031; Article 9 of the Constitution (43; 44)

\* No conscription (14; 43)

In 2017, the Ministry of Justice announced its intention to reinforce the Labor Code’s prohibition of the use of children in armed conflict by non-state armed groups through additional legislation. (28) A draft of the Child Protection Code is still pending adoption by the National Assembly. (31; 45) Despite a 2016 study on hazardous work, CAR has not determined by national law or regulation the types of hazardous work prohibited for children. (40; 46; 47) Although the Labor Code prohibits work by children under age 14, the law does not apply to children outside of formal employment relationships, which does not conform to international standards that require all children be protected under the law establishing a minimum age for work. (40; 48)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Public Service, Modernization of Administration, Labor, Employment and Social Protection (MOL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service, Modernization of Administration, Labor, Employment and Social Protection (MOL)	Monitor and enforce laws related to child labor. (7)
Internal Security Forces Police and Gendarmes	Enforce all laws, including those related to the worst forms of child labor. (28)
Ministry of Justice	Protect the rights of the child through its Rapid Response for Child Protection team and combat the worst forms of child labor through its courts and tribunals. (31; 13)
Ministry of Social Affairs, Promotion of Gender, and Humanitarian Action (MSA)	Oversee child soldier issues and lead the government’s anti-trafficking policy efforts through the National Council on Child Protection. Refer victims of child trafficking to NGOs and maintain an orphanage for children at risk of child trafficking. (13)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Special Criminal Court	Investigate serious human rights abuses committed since 2003, including the use of children in armed conflict. Hybrid court comprising international and national judges and prosecutors. (49; 25) In 2017, the President and Minister of Justice appointed a chief prosecutor, a deputy prosecutor, and five judges. (25)

Victims of child labor may be referred to the Ministry of the Promotion of Women, Family, and Protection of Children, which was created in 2017 to improve government coordination on relevant programs. (31) A total of 19 new magistrates were appointed throughout CAR; those who were unable to be deployed to the regions due to threats by armed groups or continued insecurity assisted with a backlog of cases in Bangui. (50; 4) However, judicial authorities lacked the staff and resources to conduct investigations, and government authority was largely absent outside Bangui. (10; 50; 15; 51; 26) The Special Criminal Court is funded for only the first 14 months of its 5-year mandate, and only the juvenile court in the capital is functional. (11; 25) Cases were widely resolved outside of formal legal proceedings due to a lack of public trust, access, or knowledge about the justice system. (52; 53; 54; 26)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in CAR took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOL that may hinder adequate labor law enforcement, including adequate financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (7)	Unknown* (31)
Number of Labor Inspectors	Unknown* (7)	Unknown* (31)
Inspectorate Authorized to Assess Penalties	Yes (55)	Yes (55)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown* (7)	Unknown* (31)
Training on New Laws Related to Child Labor	N/A (7)	N/A (31)
Refresher Courses Provided	Yes (7)	Unknown (31)
Number of Labor Inspections Conducted	Unknown* (7)	Unknown* (31)
Number Conducted at Worksites	Unknown* (7)	Unknown* (31)
Number of Child Labor Violations Found	Unknown* (7)	Unknown* (31)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (7)	Unknown* (31)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (7)	Unknown* (31)
Routine Inspections Conducted	Unknown* (7)	Unknown* (31)
Routine Inspections Targeted	Unknown* (7)	Unknown* (31)
Unannounced Inspections Permitted	Yes (7)	Yes (31)
Unannounced Inspections Conducted	Unknown* (7)	Unknown* (31)
Complaint Mechanism Exists	Yes (7)	Yes (31)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (56)	Yes (56)

\* The government does not publish this information.

Research indicates that violations were common in all sectors of the economy, but government efforts to combat child labor were hindered by a lack of Labor Inspectorate capacity and inadequate financial and material resources, including transportation, office facilities and supplies, and computers. (57; 55; 48; 58; 31) Although child labor violations may be reported in person to the Labor Inspectorate in Bangui, there is no mechanism to report child labor violations in other parts of the country. (55) The MOL is supposed to work with other ministries and UNICEF to provide assistance to victims of child labor; however, due to a lack of resources, the government relies primarily on NGOs to provide social services to victims. (19; 56)



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Although the exact number of inspectors is unknown, research indicates that the existing number of labor inspectors is likely insufficient for the size of CAR's workforce, which includes almost 2.2 million workers. (59) According to the ILO's technical advice ratio approaching 1 inspector for every 40,000 workers in less developed economies, CAR should employ about 55 labor inspectors. (59; 60; 61)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in CAR took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including human resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (7)	Unknown (31)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (7)	Unknown (31)
Refresher Courses Provided	No (52)	Yes (28)
Number of Investigations	39 (7; 29; 30)	Unknown (31)
Number of Violations Found	1,404 (62)	3,105 (28)
Number of Prosecutions Initiated	0 (1)	Unknown (31)
Number of Convictions	0 (52)	Unknown (31)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (56)	Yes (63)

There is only 1 police officer for every 1,300 Central Africans, and government authority is largely absent outside the capital. (64; 28) However, with the support of MINUSCA, the Internal Security Forces began recruiting 500 police and gendarmes in 2017. This marks the first recruitment since 2010 and 2011, respectively. (64; 4) Government officials outside of the capital may lack the resources and knowledge to enforce the law, including lack of access to copies of relevant laws. (51) Research found evidence that law enforcement officers may subject children to violence during criminal investigations, which may amount to inhumane treatment. (19) Additionally, there is evidence that children released from non-state armed groups are detained, interrogated by state law enforcement agencies, and denied access to humanitarian assistance and social service providers. (50) Furthermore, juvenile criminal offenders are regularly imprisoned with adults despite a 2016 decree that prohibits this practice, as no separate juvenile cells or juvenile prisons exist. (19; 30; 2)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Children Associated with Armed Forces or Groups (EAFGA)	Secure the release of children used in armed conflict and provide appropriate care with the support of UNICEF. (2; 31) As of June 2017, removed 2,456 children from armed groups. (65) Formerly listed as the Disarmament, Demobilization, Reinsertion, and Repatriation Committee. (31)
Mixed Unit for Rapid Intervention and Repression of Sexual Violence (UMIRR)*	Combat sexual violence against women and children. Comprises representatives from the MSA, Ministry of Justice, and law enforcement. (31) Operate a 24-hour hotline. (28)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

Although the Inter-ministerial Committee to Combat Human Trafficking still exists, it is no longer functional due to a lack of resources. (19; 13)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including coverage of all forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Bangui Forum Agreement	Formal agreement signed by 10 armed groups and the Transitional Government on May 5, 2015, to end the recruitment and use of children in armed combat and to facilitate the separation of children from the ranks of armed groups. (10; 66; 67; 4) In 2017, convened the fourth meeting of the Consultative Follow-up Committee on Disarmament, Demobilization, Reintegration and Repatriation with representatives from 14 armed groups, who agreed to participate in a pilot disarmament, demobilization, and reintegration project involving 560 participants. (4; 12)
Child Disarmament, Demobilization, and Reintegration Policy	Based on the Bangui Forum Agreement, MSA policy that aims to facilitate initiatives to disarm, demobilize, and reintegrate child soldiers in cooperation with UN agencies, other ministries, and armed groups. (7; 54; 68; 14; 30) Through its National Strategy for Community Reinsertion of Children Formerly Associated with Armed Groups, provides temporary care to children separated from armed groups and establishes child protection networks (RECOPE) throughout the country. (68; 69; 29) In 2017, UNICEF provided support to 420 children released from armed groups, and MINUSCA conducted a weeklong campaign to raise awareness about the impact of armed conflict on children. (4)
National Recovery and Peacebuilding Plan (RCPCA) (2017–2021)	Aims to re-establish peace and security, and support reconciliation by disarming and reintegrating children associated with armed groups, promoting legal reform, seeking justice for victims, and improving access to education. Aims to construct 218 schools and 1,200 school canteens, to train 1,000 teachers, and to distribute 150,000 school kits. (14; 15) In 2017, with the assistance of UNDP, convened the first meeting of the advisory board and established two local peace and reconciliation committees. (4)
National Strategy for the Community-Based Reintegration of Children Associated with Armed Groups in CAR	Aims to coordinate the reintegration of ex-combatant children into communities as civilians and prevent re-recruitment by armed groups. (70) In 2017, participated in Bangui Forum Agreement’s pilot program and worked with UNICEF to combat child labor. (13)

Although the Government of CAR has adopted the Bangui Forum Agreement, which seeks to address child soldiering, the Child Disarmament, Demobilization, and Reintegration Policy has yet to be fully implemented due to a lack of funding and ongoing instability. (71; 3) In addition, research found no evidence of a policy on other worst forms of child labor, and a draft of a national policy addressing the elimination of child labor has yet to be adopted. (48; 13) Furthermore, the government has not included child labor elimination and prevention strategies into the National Strategy for the Education Sector (2008–2020). (72)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Awareness Raising Programs†	MOL program that aims to raise awareness of child labor and international conventions. (7; 29; 30) In 2017, participated in an awareness-raising campaign on trafficking in persons, organized by IOM. (28)
Shelters for Unaccompanied Children†	MSA- and UNICEF-supported centers that provide immediate care, food, and psychosocial support to vulnerable children and former child soldiers. (2) In 2017, continued to provide services to children. (13)
Education Programs	Programs to restore educational infrastructure. Includes: \$23.4 million EU-funded Education Program to rehabilitate and equip more than 300 schools in 4 prefectures and the capital; Bangui Ministry of Mines and Ministry of National Education and Scientific Research program to construct schools in mining zones; and UN Office for the Coordination of Humanitarian Affairs’ Education Clusters led by UNICEF and in collaboration with the Ministry of Education (MOE) to provide access to education in conflict-affected areas. (29; 30; 33; 73; 74; 75; 31; 27) In 2017, UNICEF worked with the MOE to hold end-of-year exams for over 10,000 internally displaced children. (27) MINUSCA supported the government in deploying 410 civil servants throughout the country, the majority of whom were from the MOE. (4)
Birth Registration Campaign†	In support of the 2014 decree mandating free birth registration to children born during the 2012–2014 conflict, re-opens civil registration centers in areas affected by conflict and provides registration to children. (30) Although the program remains ongoing, no new registrations took place in 2017 due to administrative issues. (13)

† Program is funded by the Government of CAR.

Although the government participates in a program that assists former child soldiers, coordination with non-government actors is weak and the scope of this program is insufficient to fully address the extent of the problem. (54; 11; 69; 31) The absence of

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resources and government authority through much of the country significantly hindered the government's ability to combat child labor, and research found no evidence that the government has programs to assist children engaged in other worst forms of child labor. (31)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in CAR (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children working outside of formal employment relationships.	2017
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations, and ensure that the types of hazardous work prohibited for children are comprehensive.	2013 – 2017
	Publish the legal source that establishes a minimum age for voluntary military service.	2015 – 2017
Enforcement	Ensure that courts are allocated sufficient resources to be fully operational and that citizens can report violations and access formal judicial processes throughout the country.	2016 – 2017
	Publish information on the Labor Inspectorate's funding level, number of labor inspectors, type of training provided to inspectors and investigators, and data related to enforcement efforts, including the number and type of investigations conducted, violations found, penalties imposed and collected, prosecutions initiated, convictions obtained, and whether routine and unannounced inspections were conducted.	2014 – 2017
	Ensure that enforcement agencies have sufficient staff, resources, and funding to enforce laws related to child labor and provide services to victims throughout the country.	2009 – 2017
	Significantly increase the number of labor inspectors in accordance with the ILO's technical advice and ensure enforcement officers have the resources necessary to fulfill their mandate.	2009 – 2017
	Ensure that children are not subject to violence during criminal investigations, are not kept in detention centers with adults, and are granted access to social services providers and humanitarian assistance when released from armed groups.	2016 – 2017
Coordination	Ensure that coordinating mechanisms are functional and combat all forms of child labor, including its worst forms.	2011 – 2017
Government Policies	Implement established policies related to child labor, including its worst forms.	2013 – 2017
	Adopt a policy that addresses all relevant worst forms of child labor.	2014 – 2017
	Integrate child labor elimination and prevention strategies into the National Strategy for the Education Sector.	2009 – 2017
Social Programs	Ensure that children affected by conflict are not subject to the worst forms of child labor by peacekeeping forces.	2016 – 2017
	Improve access to education by eliminating school-related fees, making additional efforts to provide all children with birth registration, establishing an adequate number of teachers and classrooms throughout the country, and ensuring that schools are safe spaces and free from armed groups.	2009 – 2017
	Expand programs to assist former child combatants and children associated with armed groups and improve coordination among relevant actors.	2013 – 2017
	Allocate sufficient resources and implement programs to address the worst forms of child labor throughout the country.	2009 – 2017

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In 2017, Chad made a minimal advancement in efforts to eliminate the worst forms of child labor. The President promulgated a new Penal Code in May 2017 that brings criminal prohibitions against child trafficking in line with international standards. However, children in Chad engage in the worst forms of child labor, including forced labor in cattle herding and domestic work. The country's legal framework does not contain criminal penalties for the use of children in illicit activities, and austerity measures imposed in 2016 continue to limit government funding for efforts to combat child labor. The Ministry of Justice dissolved the Inter-Ministerial Committee on Trafficking in Persons, and the government has no active policies for relevant sectors of child labor, such as commercial sexual exploitation, and forced labor in domestic work and herding cattle.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Chad engage in the worst forms of child labor, including forced labor in cattle herding and domestic work. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Chad.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	48.8
Attending School (%)	5 to 14	49.5
Combining Work and School (%)	7 to 14	28.4
Primary Completion Rate (%)		37.9

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2014–2015. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating and harvesting crops, including rice and corn (8)
	Collecting and chopping wood (3; 4)
	Production of charcoal (9)
	Herding cattle (10; 9)
	Fishing, including catching, smoking, and selling fish (9)
Industry	Building walls (4)
	Carpentry (9)
	Gold mining† (9)
	Working in auto repair shops (9)
	Making bricks (4)
Services	Domestic work (8; 1; 2; 3; 4)
	Working in restaurants as barmaids and servers (9)
	Street work, including vending, garbage scavenging, and carrying heavy loads† (4; 10; 11; 9)
	Begging (1; 9)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 3; 4; 5)
	Recruitment of children by non-state armed groups for use in armed conflict, including as suicide bombers (5; 12)
	Forced labor in cattle herding, domestic work, fishing, begging, street vending, and agriculture, each sometimes as a result of human trafficking (1; 2; 3; 5; 9)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

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Child trafficking occurs primarily within Chad for the purposes of forced labor in cattle herding, domestic work, and commercial sexual exploitation. In isolated incidents, boys may be forced to herd cattle for military or government officials. (2; 5; 9) Domestically, boys known as *mahadjirine* may be sent to Koranic schools to receive an education, but they are forced to beg and then surrender the money they receive to their teachers. (1; 2; 5)




The Constitution and the Law Orienting the Education System mandate free and compulsory education in Chad. (13; 14) However, there is a lack of schools, classrooms, and teachers throughout the country. (15; 9; 16) Some schools do not offer all grade levels, parents are often required to pay for school-related fees, and some schools near Lake Chad were occupied or attacked by *Boko Haram* elements. (15; 16; 9) In addition, the 2016–2017 school year was truncated due to prolonged teacher strikes in 2016, re-entry after the strikes concluded was slow, and the amended school calendar extended into the beginning of rainy season when many children are expected to assist their parents with agricultural duties rather than attend classes. (17) Furthermore, birth certificates are often required for enrollment in school, but only 12 percent of children nationwide are registered at birth, with some areas experiencing birth registration rates as low as 5 percent. (18; 9) Children in refugee camps may have a particularly hard time accessing education due to a lack of qualified teachers, poor infrastructure, and teacher strikes. (19)

Government resources for addressing social issues continued to be limited during the reporting period due to Chad’s continuing economic crisis, large refugee population, and security spending. (20)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Chad has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Chad’s legal framework to adequately protect children from the worst forms of child labor, including the use of children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 52 of the Labor Code; Article 1 of the Decree Relating to Child Labor (21; 22)
Minimum Age for Hazardous Work	Yes	18	Articles 6–7 of the Decree Relating to Child Labor (21)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 6 and 10 of the Decree Relating to Child Labor; Articles 5, 19, and 22 of the President’s Ordinance on Trafficking in Persons (21; 23)
Prohibition of Forced Labor	Yes		Article 20 of the Constitution; Article 5 of the Labor Code; Articles 5, 15, and 22 of the President’s Ordinance on Trafficking in Persons; Article 292 (e) and (c) of the Penal Code (14; 22; 23; 24)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	Yes		Articles 3, 5, 6.2, and 7.1 of the President's Ordinance on Trafficking in Persons; Article 10 of the Penal Code (23; 24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 335 and 336.a of the Penal Code; Articles 81–85 of the Law on Cyber Security and Fight Against Cyber Criminality; Articles 5, 16, and 22 of the President's Ordinance on Trafficking in Persons; Articles 362 and 364 of the Penal Code (24; 25; 23; 24)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	Yes	20	Article 32 of the Law on the Organization of the Armed Forces; Article 22 of the African Charter on the Rights and Welfare of the Child; Article 5, 18, and 22 of the President's Ordinance on Trafficking in Persons; Articles 10, 286 (cc), 288 (g), and 370 of the Penal Code (26; 27; 23; 24)
State Voluntary	Yes	18	Article 32 of the Law on the Organization of the Armed Forces; Article 1 of the Ordinance Prohibiting the Use of Children in Armed Conflict; Article 52 of Military Statute N° 006/PR/06; Article 5 of the President's Ordinance on Trafficking in Persons; Articles 10, 286 (cc), 288 (g), and 370 of the Penal Code (26; 28; 29; 23; 24)
Non-state	Yes	18	Article 1 of the Ordinance Prohibiting the Use of Children in Armed Conflict; Articles 5, 18, and 22 of the President's Ordinance on Trafficking in Persons; Articles 10, 286 (cc), 288 (g), and 370 of the Penal Code (28; 23; 24)
Compulsory Education Age	Yes	16‡	Articles 21, 23, 25, and 28 of the Law Orienting the Education System; Article 35 of the Constitution (13; 14)
Free Public Education	Yes		Article 9 of the Law Orienting the Education System; Article 35 of the Constitution (13; 14)

‡ Age calculated based on available information (13)

President Idriss Déby promulgated a new Penal Code in May 2017 and issued a Presidential Ordinance on Combating Trafficking in Persons that brings criminal prohibitions against child trafficking in line with international standards. (30; 31; 32) Several laws are awaiting approval by the National Assembly, including the Child Protection Code, Labor Code, and Family Code, which contain additional provisions criminalizing child trafficking and extending protection to children working in the informal sector. (1; 33; 34; 35; 36; 37; 9)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Public Service, Employment, and Social Dialogue (MOPS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service, Employment, and Social Dialogue (MOPS)	Implement and enforce child labor laws. (15) Includes a directorate and specific point of contact to assist in coordinating child protection and human trafficking issues. (9)
Ministry of Justice, Human Rights, and Guardian of the Seal (MOJ)	Draft and enforce laws and coordinate efforts to protect human rights. Through its Directorate for Protection and Legal Monitoring of Children, enforce child labor laws. (9)



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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Women, Family and National Solidarity (MWFNS)	Protect children's rights, provide temporary shelter to victims, and assist with reintegration when appropriate. Through its Child Protection Directorate, lead government efforts on child protection, including from child labor, and liaise with the Child Protection Directorate at the MOJ. (9)
National Police Child Protection Brigade	Enforce and investigate criminal laws against child labor, including child trafficking, and refer them to other ministries as appropriate. (5; 9) Role expanded in 2017 to include the enforcement of laws related to the commercial sexual exploitation of children, use of children in illicit activities, and prevention of the recruitment of children by armed groups. The MWFNS, MOJ, and MOPS maintain detachments at the Child Protection Brigade to facilitate collaboration. (9; 38)

Research indicates that the Child Protection Brigade within the National Police is not well-known by the public, thus limiting its effectiveness. (9)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Chad took actions to combat child labor (Table 6). However, gaps exist within the authority of the MOPS that may hinder adequate labor law enforcement, including the authority to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$0 (8)	Unknown* (9)
Number of Labor Inspectors	30 (8)	30 (9)
Inspectorate Authorized to Assess Penalties	No (22)	No (22)
Training for Labor Inspectors		
Initial Training for New Employees	No (39)	No (9)
Training on New Laws Related to Child Labor	No (8)	No (9)
Refresher Courses Provided	No (8; 40)	No (9)
Number of Labor Inspections Conducted	0 (8)	Unknown* (9)
Number Conducted at Worksites	0 (8)	Unknown* (9)
Number of Child Labor Violations Found	0 (8)	Unknown* (9)
Number of Child Labor Violations for Which Penalties were Imposed	0 (8)	Unknown* (9)
Number of Child Labor Penalties Imposed that were Collected	0 (8)	Unknown* (9)
Routine Inspections Conducted	No (8)	Unknown* (9)
Routine Inspections Targeted	N/A (8)	Unknown* (9)
Unannounced Inspections Permitted	Unknown (8)	Unknown* (9)
Unannounced Inspections Conducted	Unknown (8)	Unknown* (9)
Complaint Mechanism Exists	Yes (8)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (9)

\* The government does not publish this information.

In addition to 30 inspectors, the government employs 50 labor controllers who assist labor inspectors. (9) The number of labor inspectors is likely insufficient for the size of Chad's workforce, which includes approximately 5.5 million workers. (41) According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Chad should employ roughly 136 labor inspectors. (41; 42; 43) Continued austerity measures limited funding and affected inspectors' ability to conduct inspections. (9) Inspectors lack sufficient resources, including transportation, to conduct investigations outside the city where they are based. (15; 9) Research indicates that the informal sector, in which the majority of children work, is largely unmonitored, and some establishments in the formal sector may go years without receiving an inspection. (1; 15; 40)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Chad took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (8)	Yes (44; 45)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (8)	Unknown* (9)
Refresher Courses Provided	No (8)	Unknown* (9)
Number of Investigations	0 (8)	Unknown* (9)
Number of Violations Found	235 (46)	Unknown* (9)
Number of Prosecutions Initiated	0 (8)	Unknown* (9)
Number of Convictions	0 (8)	Unknown* (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8)	Yes (9)

\* The government does not publish this information.

Continued austerity measures limited the ability of criminal law enforcement agencies to investigate the worst forms of child labor during the reporting period. The judicial system has experienced prolonged strikes and closures since November 2016. (47) In addition, comprehensive statistics on criminal law enforcement are unavailable as the government maintains hand-written records of criminal cases at local courts and regional tribunals, rather than in a centralized electronic system. (9)

Civil society organizations typically assist with providing temporary shelter, legal assistance, and family reintegration services; they also track prosecutions and convictions. (44; 48) An underdeveloped judicial system, inadequate deterrents, and under-enforcement of existing penalties also pose barriers to prosecution. (15; 48) A police commissioner who was arrested in 2016 following allegations of complicity in a child trafficking network was released in 2017; the investigation remains ongoing but research was unable to determine if it is being actively investigated. (5)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including funding and efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Working Group on the Worst Forms of Child Labor	Coordinate government efforts on child trafficking, including providing training, conducting awareness-raising activities, and strengthening the network of government organizations that address human trafficking. Chaired by the MWFNS Child Protection Directorate and includes representatives from four other ministries, including MOPS. (9)
MWFNS's Regional Child Protection Committees	Coordinate regional government efforts to address the worst forms of child labor and refer victims as appropriate. (5; 47) Includes representatives from relevant ministries, police, and civil society. (9; 47)

In 2017, the government's inability to pay many officials and turnover at the MOJ contributed to the dissolution of the Inter-Ministerial Committee on Trafficking in Persons. (38) Furthermore, the Regional Child Protection Committees lacked the resources to investigate every case they received, and the Working Group on the Worst Forms of Child Labor failed to meet during the reporting period. (5; 38)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding and implementation.

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**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Five-Year Plan for Development (2016–2020)	Ministry of Economy and Development Planning policy which aims to conduct a survey on child labor every 3 years, increase the rate of birth registration, increase educational opportunities, and strengthen the human and financial capacity of MOPS's directorate charged with combating the worst forms of child labor. (49)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (50; 51)

Since the Inter-Ministerial Committee on Trafficking in Persons was dissolved by the government, the National Action Plan on Human Trafficking was never completed. (9) Research found no evidence of a policy on relevant forms of child labor, such as commercial sexual exploitation, and forced labor in domestic work and herding cattle.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding and adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Transition Centers†	Run by the Ministry of Defense; provides family reunification and reintegration assistance to former child soldiers. MWFNS, in collaboration with UNICEF, assists in demobilizing and reinserting child soldiers into community life. (33; 52)
Reception Centers†	Run by MWFNS with the assistance of UNICEF and local NGOs; centers located throughout the country provide temporary assistance to victims of child trafficking, including food, education, medical and psychological care, and reintegration services. (5; 47) The National Solidarity Fund, maintained by the Prime Minister's Office, funds temporary shelter or reunification assistance for victims. (47) Child Protection Directorates at various ministries work together to provide support and reintegration services to victims of exploitation. (53) In 2017, UNICEF funded the construction of a new reception center just south of the capitol in Koundoul, which includes a shelter for victims of exploitation and abuse as well as office space for social workers. (9; 47)
Safety Nets Project (2016–2020)*	\$10 million World Bank-funded project that aims to provide cash transfers and cash-for-work disbursements to 15,000 vulnerable families. (54)
UNDAF (2017–2021)*	Aims to provide access to quality education for children who are school age, refugee, and vulnerable, and to improve social protection and promote good governance. (55)

\* Program was launched during the reporting period.

† Program is funded by the Government of Chad.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (52; 56; 50; 57)

The government's funding to social programs continued to be limited due to austerity measures during the reporting period, hampering the country's capacity to provide adequate care and reintegration support for victims of child labor. (5; 9) Although Chad has programs that target child labor, the scope of these programs is insufficient to adequately address the extent of the problem, particularly the use of forced child labor in herding cattle, domestic work, and commercial sexual exploitation. (10)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Chad (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws specifically prohibit children from being used, offered, or procured for illicit activities.	2011 – 2017
Enforcement	Ensure that law enforcement agencies receive sufficient resources to carry out their mandate and that their role is understood by the public.	2016 – 2017
	Strengthen the Labor Inspectorate by authorizing inspectors to assess penalties, ensuring inspectors are authorized to conduct unannounced inspections, and by providing sufficient resources to conduct inspections in both the formal and informal sectors and prosecute offenders.	2014 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Institutionalize training for labor inspectors and criminal law investigators, including at the beginning of labor inspectors' employment, and ensure both labor inspectors and criminal investigators receive regular refresher courses, as well as training on new laws related to child labor.	2014 – 2017
	Systematically collect data on law enforcement efforts and publish information about labor inspectorate funding, the number and type of inspections conducted, whether violations were found, penalties imposed and fees collected, as well as the number of criminal investigations conducted, violations found, prosecutions initiated, and convictions obtained.	2014 – 2017
	Significantly increase the number of labor inspectors in accordance with the ILO's technical advice.	2012 – 2017
	Ensure that penalties are severe enough to deter offenders and are enforced according to the law.	2015 – 2017
Coordination	Ensure that coordinating committees receive adequate resources to meet and carry out their mandates to coordinate efforts and respond to child labor issues.	2014 – 2017
Government Policies	Adopt a policy to combat all relevant worst forms of child labor in Chad, including commercial sexual exploitation, and forced labor in domestic work and herding cattle.	2009 – 2017
Social Programs	Ensure access to education for all children by eliminating school-related fees; ensure that schools are safe spaces; make additional efforts to provide all children with birth certificates; and increase the number of schools, classrooms, and teachers throughout the country, including for children in refugee camps.	2014 – 2017
	Ensure that existing programs receive adequate funding and can support victims of child labor.	2016 – 2017
	Establish or expand programs to provide services to children engaged in the worst forms of child labor, such as the use of forced child labor in herding cattle, domestic work, and commercial sexual exploitation.	2009 – 2017

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In 2017, Chile made a moderate advancement in efforts to eliminate the worst forms of child labor. In 2017, the government updated its list of hazardous occupations prohibited for children and trained labor inspectors on the updated list; developed a labor inspection manual that includes specific instructions on how to conduct child labor inspections; and released a National Action Plan on Business and Human Rights to address human rights issues in supply chains. However, children in Chile engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. Although the government made meaningful efforts in all relevant areas during the reporting period, prohibitions related to forced labor do not meet international standards. In addition, there is a lack of publicly available enforcement information, including the number of criminal violations and prosecutions related to the worst forms of child labor.

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Chile engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5; 6; 7; 8; 9) The results of the 2012 National Survey on Activities of Children and Adolescents (*Encuesta de Actividades de Niños, Niñas y Adolescentes*) indicate that 70.6 percent of working children ages 5 to 17 are engaged in work classified as dangerous. (6; 8) Table 1 provides key indicators on children's work and education in Chile.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	3.8 (94,025)
Attending School (%)	5 to 14	99.5
Combining Work and School (%)	7 to 14	4.5
Primary Completion Rate (%)		92.8

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (10)

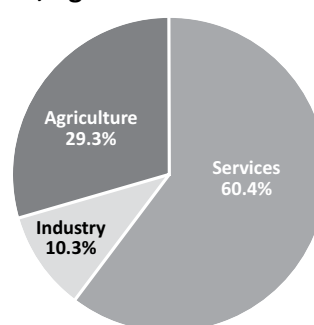
Source for all other data: Understanding Children's Work Project's analysis of statistics from *Encuesta de Actividades de Niños, Niñas y Adolescentes* Survey, 2012. (11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting, harvesting, and fumigation of crops (12)
	Livestock rearing and raising farm animals (7; 8)
	Forestry,† activities unknown (7; 8)
	Hunting,† activities unknown (7; 8)
	Fishing, † activities unknown (7; 8; 13; 14)
Industry	Construction,† bricklaying†, auto repair, and carpentry† (6; 7; 8; 14; 12)
	Production of ceramics† and books (15)
Services	Repairing shoes and garments (15)
	Domestic work, including cleaning and babysitting (6; 8; 16; 12)
	Working in retail, corner stores, hospitality, offices, restaurants and bars† (17; 18; 13; 14; 19; 12)
	Garbage collection† and street cleaning (14)
	Street work, † including street vending and guarding and washing cars (7; 20; 13; 12)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including in the production and distribution of drugs, sometimes as a result of human trafficking (1; 2; 3; 5; 21; 22; 14; 23)
	Forced labor in agriculture, mining, construction, street vending, domestic work, and garment and hospitality sectors (24; 3; 21; 18; 9)
	Commercial sexual exploitation, sometimes as a result of human trafficking (4; 5; 6; 18; 22; 14; 9)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In Chile, children are subjected to human trafficking for commercial sexual exploitation and domestic work. (9) Children, some of whom may be trafficking victims, are also used to steal, or to produce, sell, and transport drugs near the border with Peru and Bolivia. (25; 21; 9) In 2017, the National Minors’ Service (SENAME) identified 415 victims of the worst forms of child labor, including 242 engaged in illicit activities and 65 in commercial sexual exploitation. (23)




Indigenous children and adolescents from Otavalo, Ecuador, are especially vulnerable to human trafficking for labor exploitation in Chile. (2; 18) Children are also involved in street work, especially in Santiago, including selling handicrafts, clothes, or other goods. (26; 27; 28) In Coquimbo, children sell products in street markets, and work as jugglers. (13)

Education is compulsory in Chile through secondary school. (29)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Chile has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Chile’s legal framework to adequately protect children from the worst forms of child labor, including the prohibition of forced labor.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 13 of the Labor Code (30)
Minimum Age for Hazardous Work	Yes	18	Articles 13–14, and 18 of the Labor Code (30)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 14–18 of the Labor Code; Supreme Decree 2; Article 1 of Law No. 20.539 (30; 31; 32)
Prohibition of Forced Labor	No		Article 19 of the Constitution; Article 2 of the Labor Code, Article 411 of the Penal Code; Law 20.507 (33; 34; 30; 35)
Prohibition of Child Trafficking	Yes		Article 411 of the Penal Code (34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 367 and 411 of the Penal Code; Law No. 20.594; Law No. 20.526 (34; 36; 37)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	Yes		Paragraph 1, Article 5 and Paragraph 2, Article 19 of Law No. 20.000; Law No. 20.084 (38; 39)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Chapter 1, Article 13 of the Armed Forces Recruitment and Mobilization Law No. 2.306 (40)
State Voluntary	Yes	18	Chapter 1, Article 13 of the Armed Forces Recruitment and Mobilization Law No. 2.306 (40)
Non-state	Yes		Article 26 of Law No. 20.357 (41)
Compulsory Education Age	Yes	18‡	Articles 4, 25, and 27 of the General Education Law No. 20.370 (29)
Free Public Education	Yes		Article 4 of the General Education Law No. 20.370 (29)

‡ Age calculated based on available information (29)

In 2017, the government updated its list of hazardous occupations prohibited for children and provided special protections for adolescent workers and, in early 2018, passed a law creating the Children's Rights Defender's Office. (32; 42) However, Chilean laws related to forced labor are not sufficient because they do not criminally prohibit forced labor except when it results from human trafficking. (34)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the National Labor Directorate that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MINTRAB)	Design and implement national strategy on child labor and generate public awareness of child labor and commercial sexual exploitation. (6; 43) The National Labor Directorate, functioning in parallel with the MINTRAB, enforces child labor laws. (18)
National Minors' Service (SENAME)	Coordinate the provision of services to vulnerable children in collaboration with Rights Protection Offices. (44; 45) Operates under the Ministry of Justice. (18)
National Investigations Police (PDI)	Investigate and prevent the worst forms of child labor by conducting community outreach activities, including trainings and information sessions. (46) Operates under the Ministry of the Interior. (18) Within the PDI, sex crime brigades specifically look for the commercial sexual exploitation of children (CSEC). (47)
National Uniformed Police ( <i>Carabineros</i> )	Investigate, prevent, and detect crimes, including child labor violations, by conducting community policing and specialized investigations. The Directorate for Family Protection provides specialized orientation on policies and operating plans for detection and prevention of domestic violence and child abuse, including sexual exploitation of children. (22) Operates under the Ministry of the Interior. (18)
National Prosecutor's Office ( <i>Fiscalía Nacional</i> )	Investigate and prosecute crimes, including those involving commercial sexual exploitation and trafficking of children. Train and coordinate with interagency partners, including the PDI and <i>Carabineros</i> , and regional and local prosecutor's offices. (48; 49)
Rights Protection Offices ( <i>Oficinas de Protección de Derechos</i> )	Refer cases of children whose rights have been violated to appropriate social services, and monitor and raise awareness of the worst forms of child labor. Located in municipalities throughout the country and part of a social protection network overseen by the SENAME. (7)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Chile took actions to combat child labor (Table 6). However, gaps exist within the operation of the National Labor Directorate that may hinder adequate labor law enforcement, including the number of vehicles to conduct labor inspections.



# Chile

## MODERATE ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$30,590,726 (18)	\$32,562,017 (14)
Number of Labor Inspectors	549 (18)	579 (14)
Inspectorate Authorized to Assess Penalties	Yes (18)	Yes (14)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (18)	Yes (14)
Training on New Laws Related to Child Labor	N/A	Yes (14)
Refresher Courses Provided	Yes (18; 50)	Yes (14)
Number of Labor Inspections Conducted	116, 535 (18)	102,865 (14)
Number Conducted at Worksites	116,535 (18)	102,865 (14)
Number of Child Labor Violations Found	344 (18)	396 (14)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	396 (14)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (18)	Yes (14)
Routine Inspections Targeted	No (18)	No (14)
Unannounced Inspections Permitted	Yes (18)	Yes (14)
Unannounced Inspections Conducted	Yes (18)	Yes (14)
Complaint Mechanism Exists	Yes (18)	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (18)	Yes (14)

In 2017, the government conducted a national training for labor inspectors on topics including children's rights, child labor, protection of adolescent workers, and worst forms of child labor. The government also trained 70 female labor union-affiliated employees on child labor and protection of adolescent workers. (14)

The government conducted training for 25 regional labor inspectors on the updated hazardous work list, and committed funds to continue this training in 2018. (14) MINTRAB published an updated inspections procedure manual that included guidance for conducting child labor inspections. (14; 51) However, the number of vehicles available to labor inspectors is insufficient, especially in regional areas where distances between regional officers and employers can be great.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Chile took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including penalties for promoting or facilitating the commercial sexual exploitation of children.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (18)	Yes (52)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (18; 50)	Yes (14)
Number of Investigations	23 (18)	32 (14)
Number of Violations Found	Unknown	415 (23)
Number of Prosecutions Initiated	23 (50)	32 (14)
Number of Convictions	21 (22)	23 (14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (18)	Yes (14)

The government also initiated 32 investigations for worst forms of child labor and secured 23 convictions, primarily for commercial sexual exploitation of children. (14) However, the penalties for promoting or facilitating the commercial sexual exploitation of children, ranging from 3 to 5 years imprisonment, are not commensurate with those for other serious crimes such as rape. (21; 9)

Additionally, judges frequently suspend or commute sentences of individuals convicted of commercial sexual exploitation of children. (9)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Advisory Committee to Eradicate Child Labor	Oversee implementation of the “National Strategy for the Eradication of Child Labor and Protection of Adolescent Workers (2015–2025),” formulated with the Social Observatory to Eradicate Child Labor. (22) Led by the MINTRAB, includes representatives from the Ministries of Agriculture, Education, and Justice; the National Statistics Institute; the National Tourism Service; the SENAME; the PDI and the <i>Carabineros</i> . (53) In 2017, met regularly, bringing together civil society organizations and government agencies to raise awareness, provide services to victims, and protect victims’ rights. (14)
Regional Advisory Committees for the Eradication of Child Labor and the Protection of Adolescent Workers	Replicate the functioning of the National Advisory Committee at the regional level. (18) Led by the Regional Secretary of Labor, committees bring together local government agencies, civil society organizations, and the business community to address child labor. In 2017, continued to be strengthened in all 15 regions of the country. (14)
Worst Forms of Child Labor (WFCL) Task Force	Oversee the WFCL Registry, which tracks incidents of the worst forms of child labor and provides information on programs designed to assist child workers. Compile data in the WFCL Registry and present it to the National Advisory Committee to Eradicate Child Labor and other government stakeholders. (22)
Social Observatory to Eradicate Child Labor	Established by Decree No. 131 to coordinate the study of child and adolescent labor issues among working groups, foundations, educational study centers, and institutions. Conduct technical studies on child and adolescent labor issues and evaluate current policies to eliminate child labor. (1; 54)
National Council for Children	Integrate efforts across government agencies to uphold the rights of the child. Implement policies, strategic plans, and programs at national, regional, and local levels. (17) Managed by the Ministry General Secretariat of the Presidency. (17)
Interagency Task Force on Trafficking in Persons	Coordinate the government’s anti-human trafficking efforts. Led by the Ministry of the Interior, comprises law enforcement agencies, the Ministry of Foreign Relations, the Ministry of Justice, the National Prosecutor’s Office, the SENAME, and others. (55) Met twice in 2017 and presented procedures for the identification of trafficking in persons victims. (23)

In 2017, the government created a Technical Secretariat to design and implement the Third Action Plan against the Commercial Sexual Exploitation of Children and Adolescents for the 2017-2019 period. (14) The government also published a guide to coordinate interagency efforts to address trafficking in persons, including conducting inspections and detecting and referring trafficking victims. (23)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Strategy for the Eradication of Child Labor and Protection of Adolescent Workers (2015–2025)	Establishes a strategy to eradicate child labor by (1) combining efforts across national and regional agencies and private and public entities and (2) requiring regions to establish a strategy adapted to issues particular to the area to effectively eradicate child labor. (56) The MINTRAB oversees the implementation of regional strategies, including the design and implementation of regional operating plans. (22) In 2017, the government conducted a qualitative study on child labor and migrants as part of this strategy. (14)
National Policy for Childhood and Adolescence (2015–2025)	Creates an Integrated System of Guarantee of Rights and an Inter-Agency Task Force, which is developing a plan of action for childhood and adolescence. MINTRAB participates and provides information and guidance regarding child labor. (57; 58) In 2017, under this policy, the government created the Children’s Rights Defender’s Office. (52)
Third Action Plan against the Commercial Sexual Exploitation of Children and Adolescents (2017-2019)†	Released in 2017. Creates cooperation mechanisms for private and public institutions to collaborate on preventing and detecting commercial sexual exploitation of children and providing social services and rights restitution to victims. (59). Under this plan, the government funded a qualitative study to deepen understanding of commercial sexual exploitation of children in Chile. (60)

**Table 9. Key Policies Related to Child Labor‡ (cont)**

Policy	Description
Anti-Trafficking National Action Plan (2015–2018)	Acts to prevent and combat human trafficking, with a focus on women and children. Encompasses four strategic areas: (1) prevention and awareness raising, (2) control (prosecution), (3) victims' assistance and protection, and (4) inter-institutional cooperation and coordination. (61) In 2017, the government for the first time included a specific line item budget to fund the implementation of this Plan. (23)
Inter-Agency Protocol on Assistance for Trafficking-in-Persons Victims	Creates a system to register, monitor, and assist victims of trafficking. Provides safe housing; health and psychological services; and legal, employment, and immigration assistance. (50) Coordinated by the Under Secretariat for Crime Prevention and Citizen Security at the Ministry of the Interior. (50) In 2017, provided safe housing, health and psychological services, legal assistance and representation, employment assistance, and regularization of migratory status to victims. (23) In July 2017, published a new guide for the Interagency Control and Monitoring of TIP. (23)
Chilean Ministry of the Interior and Public Security and U.S. Department of Homeland Security Joint Statement on Trafficking in Persons	Seeks to enhance collaboration and information exchanges between enforcement agencies on combating human trafficking and protecting vulnerable populations. Signed in 2015 by Chile and the United States. (62) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
National Action Plan on Business and Human Rights†	Released on August 21, 2017. Fosters respect of human rights in business, prevents potential negative impacts of business on human rights, promotes human rights due diligence within business operations and supply chains, strengthens remedial mechanisms, and contributes to the fulfillment of the 2030 Agenda for Sustainable Development. (63)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (64; 65)

In 2017, at the IV Global Conference on the Sustained Eradication of Child Labor in Buenos Aires, Argentina, the government pledged to update data from EANNA, continue to collaborate in initiatives that further social dialogue with other Latin American countries, and actively continue with its process of submission of Protocol 29 relating to the ILO Convention on Forced Labor to its legislature. (66)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor, which cover the main sectors where child labor has been identified in the country (Table 10).

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Walking Together for the Eradication of Child Labor (2017-2018)*†	Contribute to the employability of family members of children and adolescents who are at-risk for child labor. Includes job training and assistance with job search. (67) Led by the MINTRAB in collaboration with the Catholic Church and implemented in Maipu, Quilicura and Quinta Normal, in the Metropolitan Region of Santiago. (67) In October 2017, the government trained and granted trade certification to fifty parents of children engaged in or at risk of engaging in child labor. (68)
Regional Action Group for the Americas†	Conduct prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. (69) Administered in Chile by the National Tourism Service, conducts child labor prevention and awareness-raising campaigns in the tourism sector. (6) In 2017, trained 41 tour operators and travel agencies and 133 hotels and lodging providers. (52)
SENAME Programs for Children at Risk of or Engaged in the Worst Forms of Child Labor†	Approximately 132 programs serving disadvantaged youth and children at risk of or engaged in the worst forms of child labor, including commercial sexual exploitation. Includes projects implemented along with municipal governments and involves local branches of the Office for the Protection of Children's Rights (OPCR). (1; 7; 50; 44) In 2017, added 105 local branches of the OPCR bringing the total to 231 branches. (52)
Here I am and I act ( <i>Aquí Estoy y Actúo</i> )	Led by <i>Fundacion Telefonica</i> and the MINTRAB under the fifth principle of the UN Global Pact to help businesses contribute to the eradication of child labor in supply chains. Adopted by 17 businesses, this program feeds into the National Strategy for the Eradication of Child Labor. (70; 71) In 2017, trained employers in Maule and Metropolitan regions on child labor and adolescent work and conducted a working group to apply a child labor diagnostic tool to government contractors. (72)
Programs on Commercial Sexual Exploitation of Children (CSEC)†	Administered by the SENAME, includes 18 programs, one of which was opened in 2017, and 1 residential center to serve victims of CSEC. (50) The Child Labor Survey on CSEC is a collaboration of the government and ILO to collect data on CSEC from police and other governmental agencies. (5; 6) In 2017, assisted 1,350 victims, opened an additional program for child and adolescents in Punta Arenas, and continued its social media campaign "There is No Excuse." (52)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Indigenous Language Sector Program ( <i>Sector de la Lengua Indígena</i> )†	Ministry of Education program that seeks to increase the quality of education available to indigenous children. (73) In 2017, the Ministry of Education finalized seventh and eighth grade study programs for the indigenous languages <i>Aymara</i> , <i>Quechua</i> , <i>Rapa Nui</i> , and <i>Mapuzugun</i> and developed a plan with UNESCO to revitalize Rapa Nui language and culture. (52)

\* Program was launched during the reporting period.

† Program is funded by the Government of Chile.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (7; 44; 74; 75; 76; 77)

In 2017, the government funded a study in collaboration with the ILO to collect data on child labor among migrant communities in Arica and Parinacota, Tarapacá, Antofagasta, and Santiago. (14) This study explored cultural attitudes towards child labor and their influence on the early incorporation of children into the labor market. (12)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Chile (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Criminally prohibit forced labor.	2016 – 2017
Enforcement	Ensure that inspectors receive adequate resources, such as vehicles, to carry out their duties.	2016 – 2017
	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015 – 2017
	Publish information on the number of child labor violations for which penalties were collected.	2015 – 2017
	Ensure that penalties for promoting or facilitating the commercial sexual exploitation of children are commensurate with those for other serious crimes.	2016 – 2017

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# Colombia

## SIGNIFICANT ADVANCEMENT

*In 2017, Colombia made a significant advancement in efforts to eliminate the worst forms of child labor. The government approved the National Policy to Prevent and Eliminate Child Labor and Protect the Young Worker and a roadmap to prevent and eliminate child labor in mining. The government also updated its list of hazardous occupations for children, piloted the Model for Identification of Child Labor Risks, and devoted additional resources to its Labor Inspectorate. Under the peace accord signed with the Revolutionary Armed Forces of Colombia, the government reintegrated over 130 recovered child soldiers in 2017. In addition, the government raised awareness of commercial sexual exploitation of children among indigenous communities and issued guidance to labor inspectors, including by providing strategies and protocols related to child labor prevention and detection. However, children in Colombia engage in the worst forms of child labor, including in commercial sexual exploitation and illicit activities, sometimes as a result of human trafficking. Additionally, the government does not employ a sufficient number of labor inspectors.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Colombia engage in the worst forms of child labor, including in commercial sexual exploitation and illicit activities, sometimes as a result of human trafficking. (1; 2) The government publishes annual statistics on children's work from its National Household Survey. (3) However, activities and ages are not sufficiently specified in this data to determine child labor rates. (3; 4) Table 1 provides key indicators on children's work and education in Colombia.

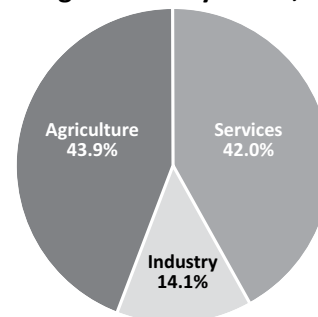
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.2 (356,867)
Attending School (%)	5 to 14	94.4
Combining Work and School (%)	7 to 14	4.5
Primary Completion Rate (%)		101.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Gran Encuesta Integrada de Hogares, Módulo de Trabajo Infantil (GEIH-MTI), 2016. (6)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of coffee,† sugarcane,† and unrefined brown sugar (panela)† (7; 8; 9)
	Animal husbandry,† hunting,† and fishing,† activities unknown (10; 11; 9)
Industry	Mining coal,† emeralds,† gold,† tungsten,† coltan,† and clay† (12; 13; 14; 15; 9)
	Producing bricks† (15)
	Construction,† activities unknown (16)
	Cutting and transporting lumber,† and creating artisanal woodwork such as handicrafts and decorative items (17; 11)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Street work,† including vending and helping shoppers carry bags in urban markets,† begging,† guarding or washing cars and motorcycles,† and selling massages and hair-braiding to tourists in beach areas (1; 7; 18; 19; 20; 21; 22; 23; 18; 22)
	Recycling† and garbage scavenging† (1; 24; 21)
	Domestic work,† including caring for children,† cooking, gardening, and shopping for the home (7; 14; 25; 9)
	Working in retail establishments, hotels, and restaurants, activities unknown (10; 3; 9)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (7; 18; 26; 27; 28; 29; 30)
	Use in the production of pornography (1; 7; 26)
	Recruitment of children by illegal armed groups for use in armed conflict to perform intelligence and logistical activities, store and transport weapons, and engage in commercial sexual exploitation (7; 31)
	Use in illicit activities, including in forced begging, by illegal armed groups and criminal organizations to commit homicides and traffic drugs, and in the production of marijuana, poppies, and coca (stimulant plant), sometimes as a result of human trafficking (1; 7; 19; 32; 33; 2; 9)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Commercial sexual exploitation of children occurs more often in private homes rented online than in commercial establishments. (9) In Bucaramanga, child victims of commercial sexual exploitation are allegedly recruited in schools by other students. (34) In mining areas, trafficking of children for forced labor and commercial sexual exploitation is widespread. (35) In Cartagena, children are forced by illegal armed groups and criminal organizations to commit homicides. (36)







The government reports that the recruitment and use of children by illegal armed groups has declined by 60 percent since the government and the FARC signed a peace accord in 2016. However, the National Liberation Army, Popular Liberation Army, and non-ideological criminal organizations such as the Gulf Clan continued to recruit children in 2017. (9)

In Colombia, impassable routes, long distances between children’s homes and schools in rural areas, and continued violence and insecurity in parts of the country hinder access to education. (9) Indigenous and Afro-Colombian children in particular face difficulties in accessing education and experience higher school dropout rates. (7; 37; 38) In several communities, classes were interrupted, sometimes for weeks at a time, because of illegal armed group activity in those areas. (38) Between April and June of 2017, at least 1,900 children were affected by violent attacks on schools. (39) The government’s National Education Policy provides for access to the education system for all children residing in Colombia; however, some children of Venezuelan migrants faced challenges accessing education, although the extent of the problem was unknown. (4) In 2017, the Ministry of Education and the Ministry of Foreign Affairs’ agency for migration jointly issued a circular to facilitate these children’s enrollment in school, regardless of their residency or citizenship status. (9; 40) However, it is unknown whether this circular is being properly carried out in practice. (9)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Colombia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

# Colombia

## SIGNIFICANT ADVANCEMENT

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 35 of the Code on Childhood and Adolescence (41)
Minimum Age for Hazardous Work	Yes	18	Article 117 of the Code on Childhood and Adolescence (41)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 3, Resolution 1796 (42)
Prohibition of Forced Labor	Yes		Article 17 of the Constitution; Articles 141 and 188A of the Penal Code; Article 5 of Resolution 3597 (43; 44; 45)
Prohibition of Child Trafficking	Yes		Article 17 of the Constitution; Articles 188A–188C of the Penal Code; Article 5 of Resolution 3597 (43; 44; 45)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 213–219B of the Penal Code (45)
Prohibition of Using Children in Illicit Activities	Yes		Articles 162, 188D, and 384 of the Penal Code; Article 2 of Resolution 3597 (43; 45)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 13 of Law 418; Article 2 of Law 548 (46; 47)
State Voluntary	Yes	18	Article 13 of Law 418; Article 2 of Law 548 (46; 47)
Non-state	Yes	18	Article 162 of Law 599; Article 20 of Law 1098; Article 14 of Law 418 (41; 45; 46)
Compulsory Education Age	Yes	18	Decision C-376/10 of the Colombian Constitutional Court (48)
Free Public Education	Yes		Article 1 of Decree 4807 (49)

In 2018, the Ministry of Labor (MOL) issued a Resolution updating its list of hazardous occupations prohibited for children, including by capping domestic work by children in the child's own home at 15 hours a week. (42) Colombian law also provides that children ages 15 to 17 may work if they have official authorization. The Resolution states that authorization for these children to work may be revoked if minimum guarantees protecting health, social security, education, and acceptable work conditions are not met. (42)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's (MOL) Inspection, Monitoring, Control, and Territorial Management Department	Receive complaints of labor law violations and conduct labor inspections, including inspections to verify labor conditions for adolescent workers and compliance with other child labor provisions. Oversee the Internal Working Group on Child Labor Eradication. (50) Operate the Integrated Registration and Information System for Child Labor (SIRITI), a child labor monitoring system that identifies children engaged in or at risk of child labor. (1; 51) In 2017, the government provided training on SIRITI, reaching 10 departments, 122 municipalities, and 342 trainees. (52)
National Police	Investigate cases of commercial sexual exploitation and human trafficking. (51)
Attorney General's Office	Investigate and prosecute cases of child recruitment for armed conflict, commercial sexual exploitation, forced labor, and human trafficking. (1; 41) Oversee the Articulation Group for Combating Trafficking in Persons, which includes four prosecutors that focus on investigating and prosecuting cross-border human trafficking and other related crimes. (53)
National Training Service (SENA)	Collect fines imposed by the MOL for labor law violations. (54)



**Labor Law Enforcement**

In 2017, labor law enforcement agencies in Colombia took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOL that may hinder adequate labor law enforcement, including human resource allocation and labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$426,165 (4)	\$1,016,989 (4)
Number of Labor Inspectors	836† (7)	868 (55)
Inspectorate Authorized to Assess Penalties	Yes (7)	Yes (9)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (56)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes	Yes (9)
Number of Labor Inspections Conducted	Unknown	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	6† (7)	247‡ (9)
Number of Child Labor Violations for which Penalties were Imposed	6† (7)	15 (9)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (7)	Yes (9)
Routine Inspections Targeted	Yes (7)	Yes (9)
Unannounced Inspections Permitted	Yes (7)	Yes (9)
Unannounced Inspections Conducted	Yes (7)	Yes (9)
Complaint Mechanism Exists	Yes (7)	Yes (7; 9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (7)	Yes (7; 9)

† Data are from January 2016 to October 2016.

‡ Data are from January 2017 to October 2017.

In 2018, the Governments of the United States and Colombia signed an agreement to each contribute \$2 million or its equivalent to strengthen the capacity of the Colombian MOL to address labor informality and enforce labor laws. (57) In 2017, the MOL increased its training budget for labor inspectors and implemented an electronic case management system in all its 35 offices, including 33 regional offices and 2 special administrative offices. (56) The MOL also issued a proposed inspection plan that focuses on sectors in which children are vulnerable to child labor and includes child labor prevention strategies. (9)

While the government reported it had sufficient resources and supplies to conduct its work, reports indicate that resource allocation for labor law enforcement in rural areas such as Amazonas and Vichada was insufficient. (7; 55) In some cases, inspectors carried out inspections in only a small geographic area of the department due to a lack of transportation to reach areas that may be accessible only by boats or small planes. (1) Because certain legal restrictions are placed on conducting unannounced inspections, this type of inspection may be conducted infrequently in practice. (9) Because inspectors must obtain prior approval from the Attorney General's Office and be accompanied by judicial police officers to inspect certain kinds of private property, conducting inspections in private homes, farms, and brothels is sometimes difficult. (55) Out of the 247 child labor violations found in 2017, it is unknown how many resulted from labor inspections and how many children received social services. (9)

According to the ILO technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Colombia should employ about 1,645 inspectors. (7; 58) In 2017, high turnover of labor inspectors continued to be a problem due, in part, to the provisional nature of the appointments by which many labor inspectors hold their positions. In Colombia, labor inspectors are not considered full civil servants until they are hired through a state-provided civil service exam, which occurs infrequently. (9) In early 2018, the government administered the civil service exam with the aim of converting non-career labor inspector positions to career civil servant positions. (56)

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Despite the requirement that children between the ages of 15 and 17 obtain official authorization to work, many adolescents work without such authorization. (59) In 2017, as a result of 2,111 inspections of worksites where children had been legally authorized to work, the government revoked 121 such authorizations, resulting in the removal of 121 children from the worksites. (9)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Colombia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (9)
Refresher Courses Provided	Yes (7)	Yes (9)
Number of Investigations	2,240 (7)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	374 (7)	359 (9)
Number of Convictions	258 (7)	206 (55)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (7)	Yes (9)

In 2017, the Attorney General's Office received 2,697 complaints concerning the worst forms of child labor, mostly related to commercial sexual exploitation and illicit activities, although it is unknown how many of them were investigated or resulted in violations. (9) The National Police and the Colombian Institute for Family Well-Being (ICBF) conducted an awareness-raising campaign in indigenous communities, including in Mocagua, Amazonas, to combat commercial sexual exploitation of children. (60) Between January and November, ICBF provided social services to 281 child victims of commercial sexual exploitation and sexual violence through its Administrative Process for Reestablishing Rights (PARD). (9)

ICBF removed 60 children from situations of commercial sexual exploitation in the course of four criminal law enforcement operations in designated areas where prostitution is legal in La Guajira, Atlantico, and Bogota. (9) Despite these efforts, the government noted that insufficient resources hampered its capacity to enforce criminal laws related to the worst forms of child labor. (7)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the activities of the Inter-sectorial Commission for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups and the Work Group to Assess Acceptable Activities for Adolescent Work in Coffee, Cotton, Sugar, and Rice.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Interagency Committee for the Elimination of the Worst Forms of Child Labor (CIETI)	Coordinate efforts to combat the worst forms of child labor. Chaired by the MOL, includes 13 government agencies and representatives from trade unions, business associations, and civil society organizations. (7) Oversee 32 department-level CIETIs throughout the country, each comprising municipal-level committees. (61) In 2017, the government took actions to reform the CIETI's structure by updating the entities and sectors that should be represented in the committees, detailing their roles and responsibilities, and defining the guidelines for operation at national and local levels. (62)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Colombian Institute for Family Well-Being (ICBF)	Operate 40 mobile units to coordinate government actions to protect children's rights, including child labor. Support demobilized child soldiers by strengthening family networks and increasing access to health services, food, education, and shelter. (17) Serve as Administrator of the Fund Against Sexual Exploitation of Children and Adolescents. (63) Process child labor complaints, operate hotlines to report child labor cases, and provide social services to children engaged in or at risk of child labor. (1; 64; 65) Between January and August 2017, provided services to 209 children registered as victims of commercial sexual exploitation. (66)
ICBF's National System of Family Well-Being	Promote interagency coordination to protect children's rights, including rights related to child labor. (7) Design, implement, monitor, and evaluate policies that affect children from early childhood to adolescence. Comprises the offices of the President and Vice President, 15 government ministries, and other government agencies. In 2017, reviewed the first draft of the Childhood and Adolescence Policy and provided capacity-building activities to 531 government officials. (62; 9)
National Interagency Committee for the Prevention and Eradication of Child Commercial Sexual Exploitation	Coordinate and implement efforts to combat the commercial sexual exploitation of children. Led by the MOL, comprises 15 government agencies. (7) In 2017, met to discuss the formulation of the Public Policy for the Prevention and Eradication of Commercial Sexual Exploitation of Children and Adolescents. (55)
Interagency Committee to Combat Trafficking in Persons ( <i>Comité Interinstitucional de Lucha Contra la Trata de Personas</i> )	Lead and coordinate efforts among government agencies to combat human trafficking. Created by Law 985 and chaired by the Ministry of the Interior, comprises 16 government entities and 6 permanent invitees, including private sector and international organizations. (1) In 2017, conducted 45 technical advisory meetings with departmental, municipal, and district committees to improve coordination, make recommendations to prepare territorial action plans, and follow up on any reported cases of human trafficking. (4)
Inter-sectorial Commission for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups (CIPRUNA)	Coordinate efforts to prevent child recruitment by illegal armed groups, including for the purposes of commercial sexual exploitation. Created by Law 552 and led by the High Commissioner for Post-Conflict, Human Rights and Security, comprises 23 entities, with the Attorney General's Office and the MOL as permanent members. (67; 68) Whether this Committee met in 2017 is unknown.
Work Group to Assess Acceptable Activities for Adolescent Work in Coffee, Cotton, Sugar, and Rice	Coordinate with universities to research and assess the types of activities that adolescents may be authorized to perform in the coffee, cotton, sugar, and rice sectors. Created in 2014, comprises the UN Food and Agriculture Organization, the ILO, Department of National Planning, National Department of Statistics, Ministry of Agriculture, Ministry of Health, and the MOL. (61) Whether this Work Group met in 2017 is unknown.
National Reintegration Council	Supervise the reintegration of FARC members, including children, and the preparation of a socioeconomic survey of former FARC combatants. (69) Established on December 20, 2016, pursuant to the Peace Accord. (70) In 2017, met almost weekly and established working groups on gender, health, land, and productive projects. (69)

To address child labor in the mining sector, the Ministry of Mines and ICBF signed a cooperative agreement and the government developed a Roadmap for the Prevention and Elimination of Child Labor in Mining. (71; 72) Under this agreement, the government assisted 106 families, including 210 children at risk of child labor. (9) In addition, under the Regional Initiative Latin America and the Caribbean Free of Child Labor, the MOL Municipality of Cali and Government of Valle del Cauca Department held an event convening 120 participants from universities, the private sector, civil society, and labor unions to discuss the role of the private sector in preventing child labor. (9)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Policy to Prevent and Eliminate Child Labor and Protect the Young Worker (2017–2027)†	Aims to focus agricultural policy on child labor eradication, develop child labor prevention strategies, improve the quality and coverage of social mobility and child protection services for vulnerable children, protect adolescent workers from hazardous work, create strategies to address child labor in domestic work, strengthen institutions to improve attention on children at risk for child labor, and establish evaluation and monitoring mechanisms to assess progress of public policies. (73)

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**Table 9. Key Policies Related to Child Labor‡ (cont)**

Policy	Description
Child Labor Pact (2014–2018)	Aims to revise policies on the prevention and eradication of child labor and include them in national strategies; improve coordination among the MOL and other government agencies, the ILO, and industry associations; raise awareness of child labor issues in capital cities and tourist destinations; and train department-level officials on laws related to child labor and services available to victims. (61) In 2017, carried out a national campaign against child labor in mining. (74)
National Strategy for the Fight Against Trafficking in Persons (2016–2018)	Aims to prevent human trafficking by raising awareness to detect potential victims, provide immediate assistance to victims, promote inter-institutional collaboration, strengthen and develop international cooperation mechanisms, and develop a data-gathering mechanism. (75) Established by Decree No. 1036 in 2016 and led by the Interagency Committee to Combat Trafficking in Persons. (76) In 2017, in partnership with the UNODC, conducted nine regional workshops to strengthen the investigation and prosecution of human trafficking crimes, training 125 prosecutors and judicial police officers. (9) Prosecutors and delegates related to the departmental or municipal Committees to Combat Trafficking in Persons received training on human trafficking in Arauca, Bogota, Caldas, and Barranquilla. (9)
Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace	Establishes the National Reincorporation Council to oversee the demobilization and release of minors from the FARC's ranks. The government and FARC agreed to conduct a child labor eradication campaign, take immediate measures to eliminate the worst forms of child labor, strengthen on-site labor inspections, create a mobile inspection unit to reach rural areas, and increase access to education. (7; 76). In 2017, reintegrated 130 former child soldiers and the mobile inspection unit conducted six outreach fairs in rural areas. (4)
Roadmap for the Prevention and Elimination of Child Labor in Mining†	Aims to reduce and eliminate child labor in mining through the following activities: (1) create municipal diagnostics, (2) define criteria to determine risks of child labor, (3) create mechanisms to focus municipal governments on addressing child labor, (4) create protocols and questionnaires to report child labor cases, (5) design strategies to strengthen coordination of child labor monitoring at the municipal level, and (6) design strategies to prevent and remove children from child labor. (72)
National Policy to Prevent the Recruitment of Children and Adolescents by Illegal Armed Groups	Directs actions to prevent the recruitment and use of children by illegal armed groups. Aims to address violence against children, including the worst forms of child labor, and improve interagency coordination. (77)
National Development Plan ( <i>Todos por un Nuevo País</i> ) (2014–2018)	Outlines Colombia's strategy to promote inclusive economic growth and national development. Seeks to improve access to quality education, lengthen the school day to 7 hours, and provide preschool for children under age 5. (78)
Cooperative Agreement Between the Ministry of Mining and Energy and the ICBF to Prevent Child Labor in Mining†	Aims to strengthen and implement policies and directives to prevent and eradicate child labor in mining. (71; 79)
Roadmap for the Restoration of Rights, Assistance, and Reparation for Children and Adolescent Victims of the Armed Conflict	Establishes the protocols for assisting child victims of the armed conflict. Approved in 2016 and implemented through inter-institutional mechanisms and technical assistance in various departments in 2017. (9; 80)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (7; 61; 81; 82; 83)

In 2017, the ICBF presented a draft of the National Policy for Children and Adolescents to relevant government entities working on child protection issues and established nine working groups to gather information to develop the Public Policy for the Prevention and Eradication of Commercial Sexual Exploitation of Children and Adolescents. (62; 55) At the IV Global Conference on the Sustained Eradication of Child Labor held in Buenos Aires, Argentina, the government pledged to develop local-level strategies to address the needs of children vulnerable to child labor within the framework of the National Policy to Prevent and Eliminate Child Labor and Protect the Young Worker. (84)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor, which cover the main sectors where child labor has been identified in the country (Table 10).

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Child Labor in Mining Prevention Program ( <i>Prevenir es Mejor</i> )†	Secretariat of Mining and Office of Infancy, Adolescence, and Youth program in Antioquia that provided 438 children with life skills training, legal and psychological support, and recreational activities to prevent and eradicate child labor in the mining sector. (85)
Projects Addressing Commercial Sexual Exploitation of Children†	Eyes Everywhere ( <i>Ojos en Todas Partes</i> ), a public awareness campaign, aims to prevent the commercial sexual exploitation of children in the tourism sector. Led by the Ministry of Commerce, Industry, and Tourism, and implemented in coordination with the ICBF and the National Tourism Fund. (1; 86) Sexual Violence – The Importance of the First 72 Hours campaign to train psychosocial teams and other service providers on how to conduct investigations into the commercial sexual exploitation of children and provide assistance to victims. In 2017, the government launched “We Protect,” a web-based tool to collect, monitor, and address complaints of commercial sexual exploitation of children. (87) The government, private sector, and civil society also organized an event to promote the treatment of “child pornography” as “sexual exploitation of children.” (88; 87; 89) In 2017, the project I Am the Wall! ( <i>La Muralla Soy Yo!</i> ) created an award to recognize efforts in combatting the commercial sexual exploitation of children in tourism. (90; 91)
Model for Identification of Child Labor Risks*	Pilot project led by the ILO’s Regional Initiative: Latin America and the Caribbean Free of Child Labor. Aims to design a system that classifies territories according to their probability of risk for child labor and identifies the principal factors associated with this risk based on existing databases in participating countries. (92) Participating countries include Argentina, Brazil, Colombia, Costa Rica, Jamaica, Mexico, and Peru. (92)
Projects Addressing Trafficking in Persons	Eye on Trafficking† aims to increase awareness of human trafficking among high school students; School Environments in Coexistence and Peace† focuses on identifying potential trafficking victims; and The Butterflies, a comic book released by Women’s Link Worldwide, Renacer Foundation, and UNODC, aims to raise awareness about human trafficking among children and adolescents. (7) In 2017, the city of Bogota launched a campaign to raise awareness of trafficking. (93) The Ministry of Foreign Affairs implemented the campaign Do not Ignore Trafficking ( <i>#AnteLaTrataNoSeHaga</i> ), directed at border populations with limited access to digital platforms. (94)
Development for Social Prosperity Programs†	More Families in Action ( <i>Más Familias en Acción</i> ) uses a conditional cash transfer program seeking to combat poverty and build human capital; United Network (Red Unidos), coordinates actions to reduce inequality and end extreme poverty; Healthy Generations ( <i>Generaciones con Bienestar</i> ) operates a children’s rights program offering cultural and recreational activities for children ages 6 to 17 identified as vulnerable to the worst forms of child labor; and Youth in Action ( <i>Jóvenes en Acción</i> ) provides technical job training and conditional cash transfer for vulnerable urban youth ages 16 to 24. (95; 96; 97; 98; 99; 100; 101)
Mobile Teams for Comprehensive Protection – Child Labor (EMPI)†	Led by ICBF, assists families with children vulnerable to child labor by linking them to the National System of Family Well-Being. (7) Under this program, ICBF has 21 operators offering specialized attention and 39 mobile teams that include 114 psychosocial professional staff to promote the restitution of rights to vulnerable children. (102) In 2017, provided specialized care to 3,444 children engaged in or at risk of child labor through 117 professionals. (9)
Public-Private Partnerships†	Colombia Network Against Child Labor ( <i>Red Colombia Contra el Trabajo Infantil</i> ), a public-private partnership that builds on the UN Global Pact Initiative to create collaboration between Colombian businesses and the MOL to eliminate child labor. (103; 104; 105) In 2017, taught a seminar to create awareness of child labor to 216 participants. (52) Collaborative Agreements ( <i>Acuerdos de Colaboración</i> ), an agreement between the Governments of Colombia and Guatemala to share initiatives and set a common agenda to eradicate child labor. In 2017, produced a virtual training on SIRITI to train Guatemalan delegates. (52)
INGRUMA Indigenous Training Center	Funded by USAID to provide specialized services to indigenous youth who have been victims of child soldiering. (106; 107)
Differential Path to Life Program	Office of Presidential Counselor for Human Rights and the ICBF managed program, with support from USAID and other international organizations, that establishes a reintegration process for disengaged FARC minors. Successfully reintegrated over 130 former child soldiers in 2017. (108; 69)
I Stay at School, Protecting My Dreams†	Ministry of Education led program, provides strategies for teachers to prevent school desertion due to the worst forms of child labor, including forced recruitment, the use of children to conduct illicit activities, and other forms of child exploitation by illegal non-state armed groups. In 2017, trained more than 200 teachers. (9)



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**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
USDOL-Funded projects	Measurement, Awareness-Raising, and Policy Engagement (MAP 16) Project on Child Labor and Forced Labor addresses knowledge gaps on child labor, forced labor, and human trafficking through research and development of survey methodologies, improving awareness of these issues by using data-driven techniques, strengthening policies and capacities of governments and other stakeholders to combat these issues, and supporting coordinated action to eradicate child labor, forced labor, and human trafficking; Promoting Compliance with International Labor Standards strengthens the institutional capacity of the MOL to adequately enforce Colombian labor laws and promote social dialogue among organizations and their stakeholders; and We Are a Treasure (Somos Tesoro), \$9 million USDOL-funded, 4 year project to combat child labor and promote safe work in the mining sector. Implemented by PACT, Inc., in partnership with the Alliance for Responsible Mining, Mi Sangre Foundation, and the Fund for Environmental Action and Childhood. (109; 110; 111) In 2017, in partnership with the government piloted the Comprehensive Route of Territorial Management for the Prevention and Elimination of Child Labor in Mining in eight municipalities. (112) (62; 113) Additional information is available on the USDOL website.
Campaigns Against Child Labor†	ICBF-led campaigns to implement protocols to increase coordination among the ICBF, Child Protection Police, the MOL, and municipal authorities on child labor issues, and promote education about the risks of hazardous work. (55) In 2017, implemented 249 campaigns in capital cities nationwide, reaching 1,403 children and 1,285 families. (9; 55)
Campaigns to Address Child Labor in Street Work and Recycling	Government-led campaigns that during the first three months of 2017 served 1,371 children who were engaged in street work and recycling in Kennedy, Ciudad, Bolivar, Suba, Bosa and Engativa. (21; 7) In 2017, the Secretariat of Social Inclusion, National Police, and ICBF removed children working on the streets of Medellin. (114)
Anti-trafficking hotline	Ministry of Interior-led hotline that reports and tracks cases of human trafficking and facilitates access to social services for victims. (115)

\* Program was launched during the reporting period.

† Program is funded by the Government of Colombia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (116; 117; 118; 119; 120; 121; 9)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Colombia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that all labor inspectors have sufficient resources to perform inspections.	2009 – 2017
	Increase the number of labor inspectors to meet the ILO's technical advice.	2009 – 2017
	Publish information on labor law enforcement efforts, including the total number of labor inspectors and penalties imposed that were collected for child labor violations.	2009 – 2017
	Ensure that all adolescents who work in allowed sectors have received official authorization.	2015 – 2017
	Publish information on the number of violations found related to the worst forms of child labor and initial training for new labor inspectors and criminal investigators.	2014 – 2017
	Provide sufficient resources to criminal law enforcement officials to enforce criminal laws related to the worst forms of child labor.	2014 – 2017
Coordination	Ensure that information is exchanged among coordinating bodies at the national and regional levels.	2012 – 2017
Social Programs	Ensure that children are protected from armed conflict while at school.	2013 – 2017
	Expand efforts to improve access to education for all children, particularly for indigenous and Afro-Colombian children, including by improving transportation infrastructure, and building more schools in rural areas.	2013 – 2017
	Collect data on work activities and ages of workers as part of National Household Survey questionnaires to allow for a determination of child labor rates.	2017

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# Comoros

## MINIMAL ADVANCEMENT

In 2017, Comoros made a minimal advancement in efforts to eliminate the worst forms of child labor. The government amended the Strategy for Accelerated Growth and Sustainable Development to include activities to combat child labor, including updating the draft National Action Plan to Combat Child Labor and conducting a quantitative survey on child labor. However, children in Comoros engage in the worst forms of child labor, including in forced domestic work. Children also perform dangerous tasks in agriculture. A gap between the minimum age for work and the age for compulsory education leaves children ages 13 to 15 vulnerable to child labor. In addition, social programs to combat child labor are insufficient to adequately address the extent of the problem.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Comoros engage in the worst forms of child labor, including in forced domestic work. Children also perform dangerous tasks in agriculture. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Comoros.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	23.0 (42,145)
Attending School (%)	5 to 14	81.5
Combining Work and School (%)	7 to 14	20.8
Primary Completion Rate (%)		77.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey (DHS), 2012. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of manioc,† beans,† vanilla,† cloves,† and ylang-ylang† (8)
	Animal husbandry† (4)
	Fishing† (3; 9; 4; 10)
Industry	Construction,† including in carpentry† (4)
	Extracting and selling marine sand† (8)
Services	Domestic work† (1; 2; 9; 11; 12; 4)
	Street vending (13; 3; 4)
	Repairing cars† and bicycles,† including tire vulcanization† and battery charging† (4)
Categorical Worst Forms of Child Labor‡	Forced labor in domestic work, street vending, baking, fishing, and agriculture (8; 14; 10; 5)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 5)

† Determined hazardous by national law or regulation.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Some parents who are unable to care for their children send them to wealthier families that are expected to provide food, shelter, and schooling to the children in exchange for housework. In practice, some of these children receive care and an education, while many become domestic workers and are victims of labor exploitation and abuse. (3; 8; 4; 15; 5) In Comoros, it is a traditional practice to send children to Koranic teachers to receive an education. Some Koranic teachers, however, force their students to work; girls usually perform domestic work and boys perform agricultural labor. (8; 10; 15; 4; 5) In nearby Mayotte, which is administered






by France, reports indicate that there are over 3,000 unaccompanied children from Comoros, some of whom are exploited in the worst forms of child labor, including commercial sexual exploitation and forced domestic work. (16; 5)

Although the Constitution guarantees free compulsory primary education, this provision is not adequately enforced, and many children, especially girls, do not attend school. (8) Also, the lack of school infrastructure and the limited availability of teachers impede access to education, which may increase the vulnerability of children to the worst forms of child labor. (1; 8; 9; 12)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Comoros has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Comoros' legal framework to adequately protect children from the worst forms of child labor, including with the minimum age for work and the compulsory education age.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 129 of the Labor Code (17)
Minimum Age for Hazardous Work	Yes	18	Article 131(d) of the Labor Code; Article 7 of Law to Combat Child Labor and Trafficking (17; 18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		List of Dangerous Occupations; Article 131(d) of the Labor Code; Article 7 of Law to Combat Child Labor and Trafficking (17; 18; 19)
Prohibition of Forced Labor	Yes		Articles 2.1 and 131 of the Labor Code; Article 13 of the Law to Combat Child Labor and Trafficking (17; 18)
Prohibition of Child Trafficking	Yes		Article 131 of the Labor Code; Article 13 of the Law to Combat Child Labor and Trafficking (17; 18)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 131 of the Labor Code; Articles 8–11 and 13 of the Law to Combat Child Labor and Trafficking; Articles 322 and 323 of the Penal Code (17; 18; 20)
Prohibition of Using Children in Illicit Activities	Yes		Article 131(c) of the Labor Code; Article 6(c) of Law to Combat Child Labor and Trafficking (17; 18)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 41 of Law No. 97-06/AF (21)
Non-state	Yes		Article 6(a) of Law to Combat Child Labor and Trafficking (18)
Compulsory Education Age	No	12	Article 2 of the Outline Act on the Education System (22)
Free Public Education	Yes		Article 1 of the Outline Act on the Education System; Preamble of the Constitution (22; 23)

\* No conscription (24)

# Comoros

## MINIMAL ADVANCEMENT

The government has drafted a Penal Code and a Code of Criminal Procedures that increase the penalties for human trafficking crimes and has submitted a proposal to ratify the Palermo Protocol on Trafficking in Persons; however, neither of these legislative proposals were enacted during the reporting period. (25; 16; 26)

The Labor Code allows children under the minimum age to perform light work in domestic work or agriculture as long as it does not interfere with education or physical or moral development. (17) The Labor Code, however, does not specify the conditions under which light work may be conducted or limit the number of hours for light work, as defined by international standards on child labor. (27) In addition, the Labor Code applies only to workers who perform work under a formal employment agreement, which does not conform to international standards that require all children to be protected under the law establishing a minimum age for work. (3; 27)

Children in Comoros are required to attend school only up to age 12. This standard makes children ages 13 through 15 vulnerable to the worst forms of child labor because they are not required to attend school but are not legally permitted to work. (28)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws, investigate allegations of child labor, and refer cases of the worst forms of child labor for criminal investigation. (8; 4; 5)
Police Morals and Minors Brigade	Investigate allegations of child abuse, including child trafficking, and refer cases for prosecution. (4; 5; 29) Operates nationwide covering the islands of Grande Comore, Anjouan, and Mohéli. (29)
Ministry of Justice (MOJ)	Prosecute criminal cases, including those related to child trafficking. (16; 4)
National Commission for Human Rights and Freedoms (CNDHL)	Receive complaints of the worst forms of child labor, investigate violations, and refer cases to the MOJ for prosecution. (13; 30)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Comoros took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including with financial and human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	4 (13)	4 (13; 4)
Inspectorate Authorized to Assess Penalties	Yes (14)	Yes (14; 4)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	N/A
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	No (13)	Yes (4)
Number of Labor Inspections Conducted	0 (13)	15 (4)
Number Conducted at Worksites	0 (13)	15 (13; 4)
Number of Child Labor Violations Found	0 (13)	0 (13; 4)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A (4)
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A (4)
Routine Inspections Conducted	No (14)	No (14; 4)
Routine Inspections Targeted	N/A	N/A
Unannounced Inspections Permitted	Unknown	Yes (4)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Unannounced Inspections Conducted	No (14)	No (14; 4)
Complaint Mechanism Exists	Yes (31)	Yes (31)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

In 2017, the Ministry of Labor employed four labor inspectors: two in Grand Comore, one for Anjouan, and one for Mohéli. (13; 4) The number of labor inspectors is likely insufficient for the size of Comoros' workforce, which includes approximately 278,500 workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Comoros would employ about 7 inspectors. (14; 32; 33; 34) Reports indicate there is a lack of training, equipment, transportation, and funding available to conduct child labor inspections and legal proceedings. (8; 4; 35; 5; 25)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Comoros took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (13)	No (4)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (4)
Refresher Courses Provided	No (13)	No (4)
Number of Investigations	0 (13; 16)	Unknown (4)
Number of Violations Found	0 (13)	Unknown (4)
Number of Prosecutions Initiated	0 (13; 16)	Unknown (4)
Number of Convictions	0 (13; 16)	Unknown (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (3)	No (4)

Reports indicate that a lack of trained staff, equipment, transportation, and funding inhibit criminal law enforcement efforts on the worst forms of child labor. (1; 3; 5; 4; 29) Police are unable to open an investigation unless the victim self-reports the alleged crime at the police station and can pay the expenses associated with the investigation, including fuel and telephone fees; therefore, investigations are reactive and depend on the victim's wealth and knowledge of the criminal justice system, making investigations of cases involving victimized children unlikely. (3; 25)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee against Child Labor	Coordinate government efforts on child labor. Chaired by the Ministry of Labor. (12; 27; 4)
Monitoring Group for the Fight Against Trafficking in Persons	Coordinate actions against human trafficking and implement the Anti-Trafficking in Persons Action Plan. Headed by the Secretary General of the Government and includes representatives from the MOL, MOJ, CNDHL, and police. (3; 4; 5; 29)

The National Committee against Child Labor and the Monitoring Group for the Fight against Trafficking in Persons were inactive and did not receive funding during the reporting period. (4; 31; 25)

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### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with funding and implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Policy for the Protection of Children (2016–2021)	Aims to improve child protection in Comoros; includes components to combat the worst forms of child labor, with a focus on child trafficking. Led by the Ministry of Health, Solidarity, Social Cohesion and Gender. (4; 5; 12) In 2017, distributed copies of child protection laws to judicial authorities and trained police authorities on child protection. (36)
Strategy for Accelerated Growth and Sustainable Development (2015–2019)	Aims to reduce poverty, promote sustainable development, and increase access to social services. Integrates strategies that target child labor. (26; 37) In December 2017, the Strategy was amended to include activities to combat child labor, including updating the draft National Action Plan to Combat Child Labor and conducting a quantitative survey on child labor. (4)

In 2017, the government did not adopt the draft National Action Plan to Combat Child Labor. (4)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding and adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Child Protection Units†	Government program that provides social and reintegration services to vulnerable and sexually abused children. Comprises three government-operated units on the islands of Anjouan, Grande Comore, and Mohéli. (3; 26)
Decent Work Country Program (2015–2019)	Program that aims to guarantee labor rights and extend social protection programs for vulnerable populations, including by improving the operational environment for the elimination of child labor and its worst forms. (11) Overseen by the MOL and supported by the ILO. In 2017, provided vocational services to improve decent work for 50 youth. (38)
UNICEF Country Program (2015–2019)	\$20,885 UNICEF-funded program that supports the government’s efforts to strengthen children’s rights to survival, development, education, protection, and social inclusion. (1; 26) In 2017, continued to fund shelters for victims of the worst forms of child labor operated by the <i>Service d’Ecoute</i> . (4; 25)

† Program is funded by the Government of Comoros.

Although the government has programs that target child labor in place, their scope is insufficient to fully address the extent of the problem, particularly in agriculture, domestic work, and commercial sexual exploitation of children. (16; 5; 29; 25) Comoros also lacks a specific program to assist children exploited by religious instructors.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Comoros (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2014 – 2017
	Ensure that the law’s light work provisions prescribe the number of hours per week that light work may be undertaken, and specify the conditions under which light work may be conducted, as defined by international standards on child labor.	2012 – 2017
	Ensure that the law’s minimum age provisions and protections apply to children in unpaid or non-contractual work.	2015 – 2017
	Raise the compulsory education age to 15 to be equivalent to the minimum age for work.	2009 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Carry out criminal investigations to enforce compliance with the laws that address child labor.	2009 – 2017
	Increase the resources, training, available transportation and equipment, and number of criminal law investigators and labor inspectors responsible for enforcing laws on child labor to provide adequate coverage of the workforce.	2009 – 2017
	Publish information on the Labor Inspectorate's funding, the number of criminal law investigations, violations found, prosecutions initiated, and convictions related to cases of the worst forms of child labor.	2009 – 2017
	Strengthen the Labor Inspectorate by initiating routine inspections rather than performing inspections based solely on complaints received, and by conducting unannounced inspections.	2017
	Establish referral mechanisms between labor and criminal law enforcement agencies and social welfare entities.	2014 – 2017
Coordination	Ensure that the National Committee Against Child Labor and the Monitoring Group for the Fight Against Trafficking in Persons are active and receive adequate funding to fulfill their mission.	2014 – 2017
Government Policies	Adopt the draft National Action Plan to Combat Child Labor.	2016 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including girls, by increasing school infrastructure and teacher availability.	2014 – 2017
	Expand existing programs to address the scope of the child labor problem, particularly in agriculture, domestic work, and commercial sexual exploitation.	2009 – 2017
	Implement a program to assist children exploited by religious instructors.	2016 – 2017

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*In 2017, the Democratic Republic of the Congo made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, the government of the Democratic Republic of the Congo adopted a revised Mining Code which includes penalties for employing child laborers or selling ore mined with child labor. The government also separated as many as 2,360 children from armed groups, and the Armed Forces of the Democratic Republic of the Congo was removed from the UN's list of state armed forces that use child soldiers. However, the Democratic Republic of the Congo is receiving this assessment because it continued a practice that delayed advancement in eliminating the worst forms of child labor. For at least the second year in a row, labor inspectors failed to conduct any worksite inspections. Labor inspections are a key tool for identifying child labor violations, and their absence makes children more vulnerable to the worst forms of child labor. Furthermore, there were numerous reports of ongoing collaboration between members of the Armed Forces of the Democratic Republic of the Congo and non-state armed groups known for recruiting children, and the Armed Forces carried out extrajudicial killings of civilians, including children, due to their perceived support or affiliation with non-state armed groups. Children in the Democratic Republic of the Congo engage in the worst forms of child labor, including in the forced mining of gold, tin ore (cassiterite), tantalum ore (coltan), and tungsten ore (wolframite), and are used in armed conflict, sometimes as a result of forcible recruitment or abduction by non-state armed groups. Other gaps remain, including a lack of trained enforcement personnel, financial resources, poor coordination of government efforts to combat child labor, and laws mandating free primary education are not enforced.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Democratic Republic of the Congo (DRC) engage in the worst forms of child labor, including in the forced mining of gold, tin ore (cassiterite), tantalum ore (coltan), and tungsten ore (wolframite), and are used in armed conflict, sometimes as a result of forcible recruitment or abduction by non-state armed groups. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in the DRC.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	35.8
Attending School (%)	5 to 14	77.3
Combining Work and School (%)	7 to 14	37.1
Primary Completion Rate (%)		70.0

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2013–2014. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including tilling fields, planting seeds, watering crops, carrying heavy loads,† weeding, harvesting crops, and use of chemical products and machetes in the production of beans, corn, manioc, rice, and sweet potatoes (7; 8; 9; 10; 11; 12)
	Fishing, including maintaining fishing tools, baiting hooks, transporting heavy loads, using explosives, and salting, smoking, and packaging fish (7; 8; 10)

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Agriculture	Herding and raising livestock such as chickens, goats, and pigs, including feeding, cleaning cages or stalls, and disposing of waste (8; 13; 10) Hunting (7; 13)
Industry	Mining, <sup>†</sup> including carrying heavy loads, <sup>†</sup> cleaning, digging, sifting, sorting, transporting, using explosives, washing, and working underground <sup>†</sup> in the production of diamonds, copper, cobalt ore (heterogenite), gold, tin ore (cassiterite), tantalum ore (coltan), and tungsten ore (wolframite) (1; 2; 7; 14; 15; 16; 11; 17; 18; 19) Working as auto mechanics and in carpentry and craft workshops (7) Working on construction sites and road construction (7)
Services	Domestic work (7; 11) Driving motorcycle taxis (9) Street work, including vending, garbage scavenging, and carrying heavy loads (7; 8; 20)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced mining of gold, cassiterite, coltan, and wolframite, sometimes as a result of debt bondage (1; 21; 19; 4) Forced domestic work and commercial sexual exploitation, each sometimes as a result of human trafficking (1; 7; 22; 15; 18; 23; 19; 24; 4; 25) Use in illicit activities, including for spying, carrying stolen goods, and smuggling minerals (15; 26; 27; 4) Forced recruitment of children by non-state armed groups for use in armed conflict, including as checkpoint monitors, combatants, concubines, domestic workers, field hands, human shields, looters, porters, spies, and tax collectors at mining sites (23; 27; 19; 28; 29; 30; 31; 32; 33)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In 2017, the Armed Forces of the Democratic Republic of the Congo (FARDC) were removed from the UN’s list of state armed forces that use child soldiers. (34) However, the UN Mission for the Stabilization of the Democratic Republic of Congo (MONUSCO) estimates that there are as many as 125 indigenous and foreign non-state armed groups operating within the DRC. (33) Some of these armed groups—including *Forces Démocratiques de Libération du Rwanda* (FDLR), *Force de Résistance Patriotique en Ituri* (FRPI), Kamuina Nsapu Mayi Mayi groups, *Nduma Défense du Congo* (NDC/Renove), Nyatura, Raia Mutomboki, and other armed groups—continued to abduct and recruit children for use in armed conflict. (27; 29; 35; 31; 3) UNICEF and other international organizations estimate that 40 percent to 70 percent of the militias in central DRC include children, some as young as age 5. (27) Research indicates that there was ongoing collaboration between members of the FARDC and non-state armed groups known for recruiting children, including coordinating operations or selling arms and munitions. (4; 36; 37; 38; 33; 39) Children may sometimes join armed groups or engage in child labor in artisanal mines hoping to earn money for school-related expenses. (2; 16; 17; 40; 27; 41; 42; 19) Although there is strong evidence of children engaged in armed conflict, commercial sexual exploitation, and forced labor in mining, there is a lack of information on the overall nature of child labor because a comprehensive, stand-alone, child labor survey has never been conducted in the DRC. (10)

The government has mandated free primary education, but these laws were not implemented throughout the country, and some families are required to pay for school uniforms, tuition, and additional fees, which may be prohibitive. (2; 7; 8; 10; 16; 43; 44; 45; 46; 41) Schools throughout the DRC are overcrowded, understaffed, structurally damaged by conflicts, occupied by internally displaced persons, or require students to travel long distances. (2; 27; 23; 47; 46; 28; 31; 3) Children and teachers also face difficulty in accessing education due to their large-scale internal displacement and fear of violence, being forcibly recruited, or sexually assaulted at or on their way to school. (48; 23; 43; 49; 27; 47; 46; 50; 31) Since September 2016, non-state armed groups carried out at least 646 attacks against schools, and the FARDC was responsible for attacking at least 4 schools and using 4 other schools as army bases. (29; 51; 38) Because of ongoing conflicts, some children were unable to take the end-of-year exams required to advance to the next grade. (27; 47)

During the reporting period, the government’s focus was on widespread conflict in the central and eastern regions and unrest related to the delayed presidential elections, which may have impeded its efforts to combat child labor. (27; 29; 35; 33) As a result, DRC has nearly doubled its number of internally displaced persons in 2017, from 2.5 million to almost 4.5 million, of whom 2.7 million are children. (27; 29; 35; 52) UNICEF estimates that only 14 percent of children under age 5 have birth certificates. Low rates

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of birth registration leave many children vulnerable to child labor because it makes age verification difficult during the FARDC recruitment campaigns and hinders efforts to identify and separate children associated with armed groups. (8; 46; 19; 43; 33)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

The DRC has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in the DRC's legal framework to adequately protect children from the worst forms of child labor, including its compulsory education age.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 6 of the Labor Code; Article 50 of the Child Protection Code (53; 54; 55)
Minimum Age for Hazardous Work	Yes	18	Article 10 of the Decree Establishing the Conditions for Children's Work (56)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 8–15 of the Decree Establishing the Conditions for Children's Work; Articles 26 and 299 bis of the Mining Code; Article 8b of the Decree on Validation Procedures for Artisanal Mines; Article 125 of the Labor Code (55; 56; 57; 58; 59; 60; 53)
Prohibition of Forced Labor	Yes		Articles 2 and 3 of the Labor Code; Articles 53 and 187 of the Child Protection Code; Articles 16 and 61 of the Constitution; Article 8 of the Decree Establishing the Conditions for Children's Work (45; 53; 54; 56)
Prohibition of Child Trafficking	Yes		Article 3 of the Labor Code; Articles 53, 162, and 187 of the Child Protection Code; Article 174j of the Penal Code; Article 8 of the Decree Establishing the Conditions for Children's Work (53; 54; 56; 61)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3 of the Labor Code; Articles 53, 61, 169, 173, 179–180, 182–183, and 187 of the Child Protection Code; Articles 174b, 174j, 174m, and 174n of the Penal Code; Article 8 of the Decree Establishing the Conditions for Children's Work (53; 54; 56; 61)
Prohibition of Using Children in Illicit Activities	Yes		Article 3 of the Labor Code; Article 8 of the Decree Establishing the Conditions for Children's Work; Articles 53, 187–188, and 194 of the Child Protection Code (53; 54; 56)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 7 of the Law on Armed Forces; Article 27 of the Law on the Military Status of the Congolese Armed Forces; Articles 53, 71, and 187 of the Child Protection Code (53; 62; 63)
State Voluntary	Yes	18	Article 27 of the Law on Armed Forces; Articles 53, 71, and 187 of the Child Protection Code (53; 62)
Non-state	Yes	18	Articles 53, 71, and 187 of the Child Protection Code; Article 190 of the Constitution (45; 53)

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Compulsory Education Age	No	12‡	Article 38 of the Child Protection Code; Articles 7.21, 12, and 72 of the Law on National Education; Article 43 of the Constitution (45; 64; 53)
Free Public Education	Yes		Article 38 of the Child Protection Code; Article 43 of the Constitution; Article 38 of the Child Protection Code; Articles 12 and 72 of the Law on National Education (45; 53; 64; 53)

\* No conscription (12)

‡ Age calculated based on available information (44; 53; 64)

In December 2017, the National Assembly and Senate adopted a revised Mining Code which explicitly punishes individuals for using child labor in mining or selling ore mined with child labor, and the President passed it into law in March 2018. (60; 65)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the absence of worksite inspections conducted at the national level in the DRC impeded the enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment, Labor, and Social Welfare (MOL)	Investigate cases related to child labor, including its worst forms. (8; 43) Refer cases of child labor to the MOJ for prosecution. (67)
Ministry of Justice and Human Rights (MOJ)	Enforce criminal laws related to child labor. (8; 48) Oversee five juvenile courts in Kinshasa and assist the International Criminal Court in conducting investigations and prosecutions against individuals who allegedly used children in armed conflict. (67; 46; 68; 33; 69) In 2017, 10,933 child protection cases were initiated in child protection courts; however, it is not known how many were related to the worst forms of child labor. (33)
Ministry of the Interior's Police Unit for Child Protection and Combating Sexual Violence (PEVS)	Combat conflict-related sexual and gender-based violence against women and children, protect children and women who are victims of physical abuse, and ensure the demobilization of children. Ministry of the Interior refers all cases to the MOJ for prosecution and assists victims in seeking justice. (70; 71; 72; 68)
Office of the President's Personal Representative on Sexual Violence and Child Recruitment	Support and coordinate the efforts of government officials and international bodies to combat sexual violence and the use of children in armed conflict. (73) In 2017, improved access to a hotline for victims by making the number shorter and negotiating with telecommunications companies to make calls toll-free. Released data on sexual violence disaggregated by military and civil courts; of the 519 victims involved in 547 cases filed in military courts, 399 were minors. (33)
Ministry of Gender and Family (MOGF)	Oversee and investigate cases related to the commercial sexual exploitation of children. (68)
Ministry of Defense (MOD)	Investigate and prosecute military officials suspected of recruiting and using child soldiers in military courts, and lead the implementation of the Action Plan to End the Recruitment and Use of Child Soldiers. Through its Department of Child Protection (DISPE), coordinate actions with UNICEF. (68)

#### *Labor Law Enforcement*

In 2017, the absence of worksite inspections conducted at the national level in the DRC impeded the enforcement of child labor laws (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (12)	Unknown (68)
Number of Labor Inspectors	200 (12)	200 (68)
Inspectorate Authorized to Assess Penalties	Unknown (12; 54)	Yes (68)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (12)	Unknown (68)
Training on New Laws Related to Child Labor	No (12)	N/A (68)



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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Refresher Courses Provided	No (12)	No (68)
Number of Labor Inspections Conducted	0 (12; 43)	0 (68)
Number Conducted at Worksites	N/A	0 (68)
Number of Child Labor Violations Found	0 (12)	0 (68)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A (68)
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A (68)
Routine Inspections Conducted	No (12)	No (68)
Routine Inspections Targeted	N/A	N/A (68)
Unannounced Inspections Permitted	Yes (12)	Yes (68)
Unannounced Inspections Conducted	No (12)	No (68)
Complaint Mechanism Exists	Yes (12)	Yes (68)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (68)

Although the DRC has documented cases of child labor, for the second year in a row no labor inspections were conducted during the reporting period due to an absence of funding and transportation. The Labor Inspectorate received insufficient funding for labor inspector salaries, which meant that not all of the 200 labor inspectors were active during the reporting period. (68) The number of labor inspectors is likely insufficient for the size of the DRC's workforce, which includes more than 30 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, the DRC should employ about 758 labor inspectors. (74; 75; 76) In July 2017, the government lifted the suspension on civil servant applications and the Ministry of Employment, Labor, and Social Welfare (MOL) anticipates that some of these new candidates will be allocated to the Labor Inspectorate to replace those nearing retirement. (68) Although the Prime Minister initially approved a request from the MOL's Inspector General to hire additional labor inspectors in 2017, the approval was later suspended. (68) The MOL has not hired new inspectors for the past 4 years and approximately 75 percent of existing inspectors are based in Kinshasa. (33)

Lastly, implementing decrees for the Child Protection Code have not been adopted, and the penalties for criminal violations for the worst forms of child labor, which are one to three years of imprisonment and fines as high as \$123, were insufficient to serve as deterrents. (23; 24; 66; 55; 56; 43)

## *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in the DRC took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (12)	No (68)
Training on New Laws Related to the Worst Forms of Child Labor	No (12)	N/A (68)
Refresher Courses Provided	Yes (48)	No (68)
Number of Investigations	0 (12)	Unknown (68)
Number of Violations Found	1,846 (48)	1,031 (68)
Number of Prosecutions Initiated	Unknown (12)	1 (77)
Number of Convictions	0 (12)	1 (33)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (12)	Yes (68)

In 2017, Ntabo Ntaberi Cheka, founder of Nduma Defense of Congo, surrendered to authorities and is awaiting prosecution for crimes against humanity, including the recruitment of children for armed conflict. A warrant for his arrest was first issued in 2011 and the UN has documented at least 154 children who were recruited by Nduma Defense of Congo. (77) In December 2017, a

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sitting parliamentarian in South Kivu who led an armed group was also convicted for raping 40 young girls and murdering civilians; he and 10 of his combatants were sentenced to life imprisonment and ordered to pay \$5,000 in reparations to each victim. (78; 79)

A lack of coordination among ministries in conducting investigations, collecting data, and providing services to victims hinders the government’s ability to adequately combat the worst forms of child labor. (33) Research indicates that the justice system lacks the independence, knowledge, capacity, and resources to investigate and prosecute child labor violations. (24; 80; 19; 81; 33) The UN has expressed its concern that investigations into former members of the FARDC accused of child recruitment in armed conflict have been stalled due to a lack of funding. (82; 33) The UN has also noted that the government appears to be preventing the leader of the Bakata Katanga armed group from returning to prison after his escape in 2011 and subsequent surrender in 2016, although he was convicted in 2009 for using child soldiers. (33)

In 2017, the FARDC and the police arrested 302 children, many for their alleged association with armed groups. (33) These children were detained for periods of one day to one year, held in cells with adults, interrogated, and beaten. (27; 46; 83; 31; 3; 32; 4; 33) Members of both the national police and government-backed non-state armed groups carried out extrajudicial killings of civilians in central DRC, including children, due to their perceived support or affiliation with non-state armed groups. (29; 84; 36; 35; 85; 32; 38; 39)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including lack of coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee to Combat the Worst Forms of Child Labor (NCCL)	Oversee the National Action Plan to Combat the Worst Forms of Child Labor and monitor its implementation. (86; 87) Led by the MOL and includes representatives from 12 other ministries, local NGOs, and civil society. (88; 86; 87; 68) Although the NCCL did not formally convene during the reporting period due to a lack of funding, it participated in ad hoc activities, including the creation of the National Sectoral Strategy to Combat Child Labor in Artisanal Mines and Artisanal Mining Sites (2017–2025). (33)
Ministry of Social Affairs, Solidarity, and Humanitarian Action (MINASA)	Monitor humanitarian programs and coordinate with key actors to promote social services to vulnerable groups, including street children, trafficking victims, and child soldiers. (88; 89; 68)
Disarmament, Demobilization, and Reintegration Commission (UEPN-DDR)	Coordinate the identification, verification, and release of children associated with armed groups, and refer them to social services providers for family reunification and reinsertion by collaborating with the MOGF, MONUSCO, UNICEF, and NGOs. (90; 68; 33) Led by the MOD’s Children Associated with Armed Forces and Armed Groups unit. (90; 33) In 2017, continued to work with NGOs and international groups to identify and separate children from armed groups. (4; 68)
Joint Technical Working Group (JTWG)	Coordinate the implementation of the Child Soldiers Action Plan and, through its provincial JTWGs, coordinate implementation at the provincial level in North Kivu, South Kivu, and Orientale provinces. Led by the MOGF and includes representatives from four other ministries and the UN. (80; 68) In 2017, developed and adopted age verification procedures and held numerous workshops to train the FARDC and the police, which prevented at least 85 boys from being recruited into the FARDC. Also opened provincial offices in Kasai and North Kivu and created a 2018 roadmap for monitoring and preventing grave violations against children by state agents. (33)
Working Group on Trafficking in Persons	Analyze human trafficking trends and discuss strategies to develop comprehensive trafficking legislation and an inter-ministerial coordinating body. Led by the IOM and the U.S. Embassy; includes representatives from relevant ministries, civil society organizations, law enforcement officials, and other DRC government officials. (68) Met several times in 2017. (33)
Inter-ministerial Commission (IMC) Responsible for Addressing the Issue of Child Labor in Mines and on Mine Sites in DRC*	Coordinate government efforts to eradicate child labor in the DRC’s mining sector, serve as an advisor to other ministries combating child labor in mining, and liaise with international bodies such as the OECD, UNICEF, and ILO. (50) In 2017, held a workshop to validate the National Sectoral Strategy to Combat Child Labor in Artisanal Mines and Artisanal Mining Sites (2017–2025). (91)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

In 2017, both the Ministry of Foreign Affairs and the Ministry of the Interior sought to establish an inter-ministerial committee to coordinate government efforts against human trafficking, draft a national action plan, and strengthen enforcement efforts. (92) The overlapping objectives and duplication of efforts, combined with a lack of resources and trained personnel, have impeded the government’s efforts to combat the worst forms of child labor. (48; 92) The UEPN-DDR is meant to take the lead on child soldier

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issues; however, research indicates that this did not always happen in practice. (33)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor (2012–2020)	Developed by the NCCL in consultation with UNICEF to eliminate the worst forms of child labor in the DRC by 2020. (7; 93) Promotes the enforcement of legislation on the worst forms of child labor, awareness raising, and empowering communities to stop child labor practices; universal primary education; prevention and reintegration services; improved monitoring and evaluation efforts; and improved coordination of stakeholders. (7; 93) In 2017, at the IV Global Conference on the Sustained Eradication of Child Labor, the government pledged to mobilize the resources necessary to implement this plan, and indicated its intention to conduct awareness-raising campaigns in 2018 and 2019 regarding the hazards of child labor in agriculture, mining, and armed conflict. (94)
Action Plan to End the Recruitment and Use of Child Soldiers (Child Soldiers Action Plan)	UN-backed plan that aims to prevent and end the use of children in armed forces, provide support and reintegration services, pursue accountability for perpetrators, and create a partnership framework for the UN and the government. (95; 96) Includes standard operating procedures for age verification to help the FARDC avoid underage recruitment. (3; 4) In 2017, MONUSCO and the FARDC worked with military prosecutors to bring charges against elements who use children in armed conflict; following these efforts, MONUSCO screened and secured the release of more than 100 children from detention. (84) Also during the reporting period, provided training on child protection and age verification to more than 1,240 FARDC and police officers. (33)
UEPN-DDR's National Disarmament, Demobilization, and Reintegration Plan (PNDDR) DDR III	Aims to provide rehabilitation and reintegration services to demobilized combatants, including children. (97; 98; 99; 4) Implemented with the support of the UN and international partners in support of the 2013 Framework Agreement for Peace, Security and Cooperation for the DRC and the Great Lakes Region. (98; 100; 101) Requires children separated from armed groups to be immediately transferred to UNICEF. (33) In 2017, separated as many as 2,360 children from armed groups. (4; 68)
National Sectoral Strategy to Combat Child Labor in Artisanal Mines and Artisanal Mining Sites (2017–2025)†	Ministry of Mines policy that aims to eradicate child labor in artisanal mines by 2025 through strengthening the regulatory framework, improving data collection on the prevalence of child labor in the mining sector, promoting responsible sourcing regulations, improving child protection, and building stakeholder capacity. (102) In 2017, the government and IOM validated 93 new artisanal mining sites in the eastern DRC as free of conflict and child labor, raising the total number of certified mining sites to 417. (33)
IMC's Triennial Action Plan (2017–2020)†	Aims to eradicate child labor in mining by 2020, particularly in the tin, tantalum, tungsten, cobalt, and copper sectors by monitoring existing policies and strengthening measures to remove children from mining sites. (103)
National Action Plan Against Sexual Violence in Conflict	MOGF policy in support of UN Resolution 1325 on women, peace, and security that aims to combat sexual violence against girls associated with armed groups and ensure prosecution of perpetrators. (104) In 2017, the President's Special Advisor on Sexual Violence and Child Recruitment worked with Child Soldiers International to publish a practical guide for child protection actors to facilitate the demobilization and reintegration of girls associated with armed groups. (105)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (15; 24; 106; 107)

The government did not integrate child labor elimination and prevention strategies into the UN Development Assistance Framework (2013–2017). The National Action Plan to Combat the Worst Forms of Child Labor has yet to be approved by the National Labor Council, so its implementation has been severely constrained by a lack of dedicated funding. (108; 33)

### VII. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem and in all relevant sectors.

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**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Measurement, Awareness-Raising, and Policy Engagement Project on Child Labor and Forced Labor (MAP 16)*	USDOL-funded project implemented by the ILO to conduct research and develop new survey methodologies, improve awareness, and strengthen policies and government capacity to combat child labor and forced labor in 10 countries. (109) Additional information is available on the USDOL website.
World Bank-Funded Projects	Projects in support of re-establishing peace and stability. Includes Reinsertion and Reintegration Project (2015–2019), a \$21 million project that aims to assist with social reintegration for the child combatants identified as part of DDR III; Support to Basic Education Program (2013–2017), a \$100 million project implemented by the Ministry of Primary, Secondary, and Vocational Education that aimed to increase access to education; Human Development Systems Strengthening (2016–2020), a \$41.1 million project that aims to increase birth registration and improve school infrastructure; and Education Quality Improvement Project (2017–2021),* a \$100 million project that aims to improve the quality of primary school education. (101; 110; 111; 112)
Programs to Support Vulnerable Children†	Government and donor-supported projects that aim to improve child protection. Includes a \$4 million government of Japan-funded program that aims to provide education, vocational training, reintegration kits, and school feeding programs to 13,000 children and construct a training center for youth in North Kivu Province; a \$97 million government of Canada-funded program that aims to assist 95,000 at-risk youth living near mining sites; and a 2017 MSA and NGO program to reintegrate children removed from the street into communities and reunify children formerly associated with armed groups with their families. (113; 114; 33; 4)
Back to School Campaign*	Ministry of Education program in collaboration with UNICEF that aims to improve access to education for students in areas affected by conflict by distributing school kits and establishing temporary learning spaces. In 2017, provided 55,951 children with school kits. (115)

\* Program was launched during the reporting period.

† Program is funded by the Government of the Democratic Republic of the Congo.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (68)

The scope of existing child disarmament, demobilization, and reintegration programs is insufficient; the entire process is slow, funding is inadequate, and collaboration between partners is weak. (24; 116; 40; 46; 50; 41) Children separated from armed groups remain vulnerable to re-recruitment and stigmatization, and girls, who make up an estimated 30 to 40 percent of children associated with armed groups, need to be specifically targeted in the DDR process. (40; 46; 41; 30; 42) Research also indicates that the government needs to strengthen its efforts to assist street children, integrate child labor issues into existing agricultural programs, and implement programs specifically designed to assist children engaged in forced labor in domestic work and commercial sexual exploitation. (23; 25; 24; 46; 19)

## VI. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in the DRC (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish by law a compulsory education age that extends to the minimum age for employment.	2013 – 2017
Enforcement	Strengthen the Labor Inspectorate by conducting routine and unannounced inspections and ensure that inspectors have adequate resources and transportation to conduct inspections throughout the country.	2015 – 2017
	Significantly increase the number of labor inspectors in accordance with the ILO's technical advice and ensure that they receive adequate training and funding to carry out their duties.	2011 – 2017
	Increase penalties for the worst forms of child labor so they are sufficiently stringent to serve as a deterrent.	2013 – 2017
	Issue appropriate decrees to ensure that enacted laws are implemented, including those that provide for free education throughout the country and require demobilized children to be handed over to child protection actors for social services and reintegration assistance.	2009 – 2017

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**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that judges, prosecutors, and investigators receive adequate training and resources to investigate and prosecute child labor issues.	2011 – 2017
	Cease the practice of subjecting children to physical violence and/or detention for their alleged association with armed groups, and ensure that enforcement officials do not carry out extrajudicial killings.	2015 – 2017
	Ensure that the FARDC does not support non-state armed groups that perpetuate the worst forms of child labor, including child soldiering.	2017
Coordination	Improve coordination among relevant ministries to avoid duplication of efforts and ensure that they receive adequate resources and trained personnel to combat the worst forms of child labor, including child trafficking.	2015 – 2017
	Ensure that the UEPN-DDR is able to coordinate the government's DDR III program as intended.	2015 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into existing policies and ensure the implementation of relevant policies.	2011 – 2017
Social Programs	Conduct a stand-alone child labor survey.	2013 – 2017
	Improve access to education for all children by regulating classroom size, training additional teachers, building additional schools, and ensuring that schools are safe and students are not subjected to sexual abuse or forcible recruitment while at or on their way to school. Make additional efforts to prevent schools from being attacked and occupied by armed groups.	2012 – 2017
	Ensure that all children are registered at birth or have identification documents.	2012 – 2017
	Expand efforts to address the needs of demobilized children and incorporate stigmatization, gender, and re-recruitment concerns into programs to reintegrate such children.	2009 – 2017
	Ensure that existing social programs are implemented as intended and establish or expand efforts to address exploitative forced child labor in domestic work and commercial sexual exploitation.	2009 – 2017

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*In 2017, the Republic of the Congo made a minimal advancement in efforts to eliminate the worst forms of child labor. In May 2017, a court in Pointe-Noire sentenced a Beninese woman in absentia to 30 years of forced labor and a \$25,000 fine for transporting a 10-year-old boy from Benin to the Republic of the Congo with falsified documents for the purpose of forced labor in domestic work. This is the country's first conviction for a trafficking-related offense. However, children in the Republic of the Congo engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in domestic work. The government has yet to accede to the Palermo Protocol on Trafficking in Persons and there is no mechanism to coordinate efforts to address child labor at the national level, including all its worst forms. The government failed to allocate funding to the National Action Plan to Fight Against Trafficking in Persons (2014–2017) and did not fund any social services during the reporting period to address trafficking in persons. In addition, information on children's work is extremely limited because there has never been a national child labor survey or similar research conducted in the Republic of the Congo.*



## I, PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Republic of the Congo (ROC) engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in domestic work. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in ROC.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	27.9 (286,137)
Attending School (%)	5 to 14	90.2
Combining Work and School (%)	7 to 14	29.9
Primary Completion Rate (%)		70.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Deuxième Enquête Démographique et de Santé du Congo (EDSC-II) Survey, 2011–2012. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including in the production of manioc, peanuts, corn, plantains, potatoes, and sugar cane (1; 2; 7; 8; 4)
	Catching and smoking fish (4)
Industry	Working in stone quarries,† including breaking stones (2; 7; 4)
Services	Domestic work (2; 4)
	Working in transportation as bus touts (2; 7)
	Market vending and carrying heavy loads† (2; 7; 4)



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>†</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 7; 9; 10; 11; 3)
	Forced labor in farming, including in the production of cocoa, and in domestic work, working in stone quarries, fishing, and market vending, each sometimes as a result of human trafficking (1; 12; 3; 7; 4)
	Forced labor of indigenous Baka children in farming, including in the production of manioc, and in fishing, hunting, and domestic work (7; 4; 13)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Within ROC, internal child trafficking brings children from rural areas to urban centers for forced labor in domestic work. The majority of foreign children subject to forced domestic work or commercial sexual exploitation in ROC originate from Benin and the Democratic Republic of the Congo, as well as other West African nations. (1; 14; 15; 16; 3; 13) A 2015 report funded by the UN Office on Drugs and Crime found that most victims of commercial sexual exploitation as a result of child trafficking were between the ages of 9 and 11 years old. (13) However, information on children’s work is limited because there has never been a national child labor survey or similar research conducted in ROC. (4)

The Constitution stipulates that education is free until age 16; however, some parents are required to pay for books, uniforms, and school fees, which may limit access to education for some children. (17; 4; 18) Over-enrollment, the absence of sanitation facilities, poor administration of the education sector, a lack of teachers, and sexual abuse in schools also pose barriers to education for some children, particularly in refugee or internally displaced persons camps and non-urban areas. (17; 19; 20; 4) Indigenous children throughout the country may experience discrimination, linguistic barriers, prohibitive school fees, and long distances to schools. (21; 18; 22) In November 2017, 37 indigenous children were prohibited from attending school due to their inability to pay a monthly school fee. (4)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

ROC has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in ROC’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for voluntary recruitment into the state’s armed forces.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 116 of the Labor Code; Article 68 of the Child Protection Code (23; 24)
Minimum Age for Hazardous Work	Yes	18	Articles 4, 5, 8, and 9 of Order 2224 of 1953; Article 68 of the Child Protection Code (24; 25)



**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 4, 5, 8, and 9 of Order 2224 of 1953 (25)
Prohibition of Forced Labor	Yes		Article 33 of the Constitution; Article 4 of the Labor Code; Articles 60, 68, 115, and 122 of the Child Protection Code (23; 24; 26)
Prohibition of Child Trafficking	Yes		Articles 60 and 115 of the Child Protection Code (24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 60, 65–68, and 122 of the Child Protection Code; Articles 334 and 335 of the Criminal Procedure Code (24; 27)
Prohibition of Using Children in Illicit Activities	Yes		Articles 68–70 and 122 of the Child Protection Code (24)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 49 of the Child Protection Code (24)
State Voluntary	No		Article 49 of the Child Protection Code (24)
Non-state	Yes	18	Article 49 of the Child Protection Code (24)
Compulsory Education Age	Yes	16	Articles 1 and 3 of the Education Law; Article 29 of the Constitution (26; 28)
Free Public Education	Yes		Article 1 of the Education Law; Article 29 of the Constitution (26; 28)

\* No conscription (29)

A draft revision to the Hazardous Work List of 1953 has been pending since 2012, and a draft anti-trafficking law that includes more severe penalties for offenders has been awaiting adoption by the Parliamentary Committee since 2013. (15; 30; 31; 4; 13) In addition, the law does not set a minimum age for voluntary recruitment into the armed forces. (22; 24; 3)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Security (MOL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MOL)	Enforce child labor laws. (1; 18) Conduct initial inspections before referring cases to the MOJ for prosecution. (4)
Ministry of Justice and Human Rights (MOJ)	Enforce criminal laws against the worst forms of child labor. (1; 4) Dedicate two judges—one judge in Brazzaville and one in Pointe-Noire—to child protection cases. (4)
Ministry of the Interior's National Police	Enforce criminal laws against the worst forms of child labor and conduct initial investigations in cases of forced labor, human trafficking, and the use of children in illicit activities. (1; 4)
Ministry of Social Affairs, Humanitarian Action and Solidarity (MSA)	Promote the rights of vulnerable groups and contribute to anti-trafficking efforts by providing social welfare assistance to victims. (4; 18) May conduct initial inspections before referring cases to the MOJ for prosecution. (4) Through its Director General of Social Affairs, oversee government strategy to combat human trafficking. (13) Through its Task Force, lead efforts to combat human trafficking in Pointe-Noire, designate foster families to receive victims, and assist in repatriating or reintegrating victims. (1; 4)
Ministry of Foreign Affairs and Cooperation	Coordinate with the MSA in repatriating victims of child trafficking and monitor bilateral and multilateral agreements with neighboring countries to combat human trafficking. (1)

Although there is a line item in the Ministry of Social Affairs, Humanitarian Action and Solidarity's (MSA) budget for activities to combat human trafficking, it is disbursed irregularly or not at all. (13)

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### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in ROC took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOL that may hinder adequate labor law enforcement, including a functional complaint mechanism.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (22)	Unknown* (4)
Number of Labor Inspectors	12 (22)	12 (4)
Inspectorate Authorized to Assess Penalties	Yes (22)	Yes (4)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	No (4)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	No (22)	No (4)
Number of Labor Inspections Conducted	Unknown* (22)	Unknown* (4)
Number Conducted at Worksites	Unknown* (22)	Unknown* (4)
Number of Child Labor Violations Found	Unknown* (22)	Unknown* (4)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (22)	Unknown* (4)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (22)	Unknown* (4)
Routine Inspections Conducted	No (22)	No (4)
Routine Inspections Targeted	N/A (32)	N/A (4)
Unannounced Inspections Permitted	Yes (22)	Yes (4)
Unannounced Inspections Conducted	No (22)	Yes (4)
Complaint Mechanism Exists	Unknown (22)	No (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (22)	No (4)

\* The government does not publish this information.

The number of labor inspectors is likely insufficient for the size of the ROC's workforce, which includes more than 2 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, ROC should employ roughly 137 labor inspectors. (33; 34; 35) Training opportunities for labor inspectors are very limited due to a lack of resources, particularly for lower level staff. (13) Due to a lack of staff, labor inspections were not conducted in some parts of the country. (36; 4) In addition, inspectors do not have access to government vehicles and rely on the employers being inspected to provide transportation. (36) Furthermore, existing penalties for the worst forms of child labor may not be severe enough to serve as deterrents because they are not commensurate with penalties for other serious crimes. (24)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in ROC took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including human resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (22)	No (4)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (22)	N/A (4)
Refresher Courses Provided	No (22)	Yes (13)
Number of Investigations	5 (32; 37)	1 (13)
Number of Violations Found	13 (32)	8 (4; 38)
Number of Prosecutions Initiated	5 (37)	1 (4)
Number of Convictions	0 (22)	1 (39; 40)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (22)	Yes (4)

In May 2017, a court in Pointe-Noire sentenced a Beninese woman in absentia to 30 years of forced labor and a \$25,000 fine for trafficking a 10-year-old boy from Benin to ROC with falsified documents for the forced labor in domestic work. (39; 40) The MSA Task Force reported investigating 1 case of human trafficking during the reporting period, although a local NGO reported 21 cases of trafficking, which resulted in 3 investigations by local authorities. (13; 38) In general, the MSA and the Ministry of Justice and Human Rights (MOJ) experienced difficulties in prosecuting offenders due to a weak judicial system, poor record keeping, a large backlog of cases in the high court, courts that convene infrequently and irregularly, and criminal law enforcement officials' and judges' unequal knowledge of anti-trafficking legislation and the Child Protection Code. (1; 3; 13) Rather than prosecuting child trafficking cases, the MSA Task Force may summon the accused, often resulting in restitution for the victims, but failing to deter the perpetrators from trafficking. (22) Of the 21 cases reported by the local NGO, 18 were resolved outside of court. (13)

The MSA, the MOL, and the MOJ, and the National Police work together to enforce criminal laws against child trafficking; however, their efforts were limited to Brazzaville and Pointe-Noire, and the National Police require payment to assist in operations to rescue victims of child trafficking. (4; 13) In addition, a senior government official within the MSA, tasked with combatting child trafficking, was accused of complicity in a child trafficking ring that allegedly sold infants to adults outside of ROC; the investigation is ongoing as of March 2018. (13)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including inclusion of all relevant agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Anti-Trafficking Coordinating Committee for Pointe-Noire (MSA Task Force)	Coordinate all efforts to combat West African child trafficking in Pointe-Noire with UNICEF's support. Composed of government representatives and civil society organizations. (1; 3; 4) Prevent and prosecute cases of human trafficking and provide support to victims through placement with foster families. (41) The MSA Task Force convened twice in 2017 to conduct internal meetings with the Director General of Social Affairs and other officials from the MSA. (13; 41)

An absence of funding has limited the MSA Task Force's activities since 2016, and it owes a total of approximately \$805 to foster families for victim care provided in prior years. In addition, a local NGO that initiates investigations has started referring cases to the Beninese consulate rather than the MSA Task Force because the majority of victims are Beninese and the MSA Task Force is unable to provide the NGO with financial support for its work. (3; 13) Furthermore, the MSA Task Force has three vacant seats on the committee, and there is no coordinating body to oversee efforts to combat child trafficking or child labor at the national level. (3; 4; 41)

Although ministries should work together to address cases of child labor, budget constraints and weak inter-ministerial coordination continue to challenge the government's ability to coordinate its efforts to address human trafficking. (1; 3; 4) In addition, the cabinet has been reshuffled twice since 2016, resulting in staff shifting throughout the government and leaving some high-ranking officials without in-depth knowledge of human trafficking issues within the country. (13)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Action Plan to Fight Against Trafficking in Persons (2014–2017)	Aimed to establish a National Commission to Fight Against Trafficking in Persons, develop systems for monitoring and evaluation, strengthen the legal framework, and provide social services to victims of human trafficking. (42) Included public awareness campaigns, training for law enforcement officials, and improvement of enforcement activities related to child trafficking. (4)

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (16; 13)

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The government failed to allocate resources to the National Action Plan, thus the Plan was not implemented during the reporting period. (13) The government has not included child labor elimination and prevention strategies in the Education Sector Policy (2015–2025), and research found no evidence of a general policy on child labor. (43)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Safety Net Program (LISUNGI) and Additional Financing (2014–2019)	\$27 million World Bank-funded project that grants improved access to health and education services to poor families in Brazzaville, Cuvette, and Pointe-Noire. (44; 45) Includes a cash transfer program for households conditioned upon regular health visits and that all children maintain an 80 percent school attendance rate each month. (45) In 2017, the government ceased funding for LISUNGI, but the World Bank supported 17,652 project participants and 90 percent of the children participating in the program met the attendance requirement. (46; 4)
School Feeding Programs	Programs throughout the country that aim to reduce dropout rates and encourage school attendance. (22) WFP and the International Partnership for Human Development provide school meals with the support of the U.S. Government’s McGovern-Dole International Food for Education and Child Nutrition Program. (22; 47)
Observe, Reflect, Act Schools†	Ministry of Education program supported by UNICEF, the EU, and the WFP to improve access to education for indigenous children through a 2- or 3-year preparatory program. (15; 21; 48) Identifies children who should be added to the civil register, provides school supplies to students, and raises awareness among indigenous families about the importance of education. (15; 49)

† Program is funded by the Government of the Republic of the Congo.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (50)

The government was unable to disburse funding to agencies that provide social services during the reporting period due to resource constraints resulting from an economic crisis. (4; 13) In addition, existing government programs are not sufficient to address the scope of child labor or all relevant sectors, such as domestic work or commercial sexual exploitation, in ROC. (4)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in ROC (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2015 – 2017
	Ensure that the minimum age for voluntary military service is no lower than age 16, and that safeguards exist to protect children ages 16 and 17 in the armed forces.	2015 – 2017
Enforcement	Publish information related to enforcement statistics, including the funding level for the Labor Inspectorate, the number and type of labor inspections conducted, violations found, and penalties imposed and collected for child labor violations.	2014 – 2017
	Institutionalize training for labor inspectors, investigators, and law enforcement, including at the beginning of their employment and through periodic refresher courses.	2014 – 2017
	Strengthen the Labor Inspectorate by ensuring that inspectors have adequate resources to conduct routine inspections throughout the country, and ensure that penalties are applied in accordance with the law.	2015 – 2017
	Establish a complaint mechanism and reciprocal referral mechanism between labor authorities and social services.	2017
	Significantly increase the number of labor inspectors to meet the ILO’s technical advice and ensure that they receive adequate resources to adequately enforce labor laws throughout the country.	2010 – 2017
Enforcement	Remove barriers to enforcement and prosecution by strengthening the judicial system, conducting an adequate number of investigations to protect victims throughout the country, training prosecutors on existing laws, ensuring that police participation in rescue operations do not require additional payment, and allocating resources to enforcement agencies and the judges responsible for child protection cases.	2014 – 2017
	Ensure that no ROC officials are complicit in perpetuating the worst forms of child labor.	2014 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Coordination	Ensure that coordinating bodies include all relevant ministries and receive adequate resources to function as intended.	2014 – 2017
	Establish a coordinating mechanism to combat child labor at the national level, including all its worst forms.	2009 – 2017
	Improve inter-ministerial coordination to effectively combat child labor and human trafficking issues.	2014 – 2017
Government Policies	Ensure that all policies receive adequate funding to carry out activities as intended.	2016 – 2017
	Integrate child labor elimination and prevention strategies into existing policies.	2009 – 2017
	Adopt a policy that addresses all relevant forms of child labor, such as domestic work, and the worst forms of child labor, such as commercial sexual exploitation.	2013 – 2017
Social Programs	Conduct a national child labor survey or similar research to determine the activities carried out by working children to inform policies and programs.	2013 – 2017
	Improve access to education for all children, regardless of status or ethnicity, by eliminating all school-related fees, regulating classroom size, building additional schools, training additional teachers, and ensuring that students are not subject to sexual abuse.	2009 – 2017
	Allocate funding to social programs that address child labor, including its worst forms.	2012 – 2017
	Ensure that social programs are implemented as intended and institute programs to address all relevant sectors of child labor, including forced labor in domestic work and commercial sexual exploitation.	2009 – 2017

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*In 2017, Costa Rica made a significant advancement in efforts to eliminate the worst forms of child labor. The government published analysis of child labor data from the 2016 National Household Survey, approved a national plan against the commercial sexual exploitation of children, and increased funding for the Labor Inspectorate. In addition, the Ministry of Labor and Social Security participated in an exchange with the Governments of Chile and El Salvador on efforts and experiences related to the prevention and eradication of child labor through monitoring systems, interagency coordination, and business partnership. However, children in Costa Rica engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. Existing social programs are insufficient to reach all child laborers, and resources for the government's child labor law enforcement agencies remain inadequate.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Costa Rica engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3; 4; 5; 6) During the reporting period, the government published an analysis of the 2016 child labor survey indicating that the number of working children below Costa Rica's minimum age for employment (age 15) fell nearly 43 percent between 2011 and 2016. The survey also noted that the highest percentages of working children in Costa Rica are concentrated in the following activities: cultivating vegetables, raising cattle for the production of milk, constructing buildings, repairing motor vehicles, selling fruits and vegetables, working in grocery stores, restaurants, and beauty salons, and performing domestic work. (7; 8) Table 1 provides key indicators on children's work and education in Costa Rica.

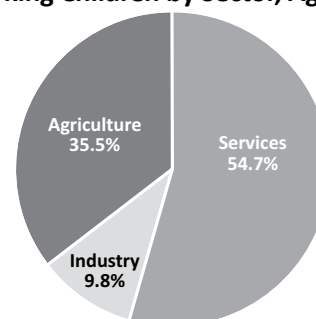
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	1.1 (8,071)
Attending School (%)	5 to 14	96.8
Combining Work and School (%)	7 to 14	1.1
Primary Completion Rate (%)		96.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from *Módulo de Trabajo Infantil (ENHAO-MTI)*, 2016. (10)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating bananas, pineapple, vegetables, roots, and tubers (7; 11)
	Picking coffee (1; 2; 12; 11; 13; 14; 15; 16)
	Weeding, clearing land, and watering seeds (3; 17)
	Cattle raising, including for the production of milk (1; 12; 17; 7)
	Fishing,† including shellfish extraction (18; 12; 19; 20)

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Construction, including of buildings (18; 1; 20; 17; 7)
	Mining† gold informally (17)
	Manufacturing, activities unknown (18; 1)
Services	Selling fruits and vegetables and working in grocery stores, restaurants, beauty salons, shops, and hotels (18; 1; 20; 21; 7)
	Street vending,† car washing, and repairing motor vehicles (1; 12; 19; 20; 22; 17; 7)
	Domestic work (18; 1; 19; 20; 17; 7; 23)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (12; 24; 4; 5; 6)
	Use in the production of pornography (25; 24; 26; 17)
	Forced labor in the agriculture, construction, fishing, street vending, and commercial sectors (24; 6)
	Domestic servitude (24; 6)
	Use in transporting or selling drugs (17; 6)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children in Costa Rica, including migrant children, are subjected to commercial sexual exploitation, sometimes as a result of human trafficking, particularly in tourist destinations and border areas. (4; 5; 6)

Children in rural areas, adolescent mothers, and children from indigenous and Afro-descendant communities face challenges accessing and completing their education. (27; 28; 4; 29) However, research indicates that *Ngäbe Buglé* indigenous children in Costa Rica who migrate with their families to work seasonally on coffee farms face additional challenges accessing social services due to long distances to service providers, language barriers, and complications in obtaining required documents from government institutions. (2; 13; 14; 15)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Costa Rica has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Costa Rica’s legal framework to adequately protect children from the worst forms of child labor, including the prohibition of non-state military recruitment of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Articles 78 and 92 of the Childhood and Adolescence Code (30)
Minimum Age for Hazardous Work	Yes	18	Articles 1 and 5 of Law 8922; Article 87 of the Labor Code (31; 32)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 94 of the Childhood and Adolescence Code; Article 5 of Law 8922; Article 88 of the Labor Code; Articles 5–6 of Regulation No. 36640 (30; 31; 32; 33)
Prohibition of Forced Labor	Yes		Articles 20 and 56 of the Constitution; Article 8 of the Labor Code; Articles 7, 170–172, 189, 192, 376, 381, and 383–384 of the Penal Code; Article 84 of Regulation No. 36659 (31; 34; 35; 36; 37)
Prohibition of Child Trafficking	Yes		Articles 7, 170–172, 189, 192, 376, 381, and 383–384 of the Penal Code; Article 84 of Regulation No. 36659 (35; 36; 37)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 160, 168, and 170–174 of the Penal Code (35)
Prohibition of Using Children in Illicit Activities	Yes		Articles 7, 188, 381, and 390 of the Penal Code; Article 77 of the Narcotics Law (35; 38)
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	17‡	Articles 57 and 59 of the Childhood and Adolescence Code; Article 78 of the Constitution (19; 30; 34)
Free Public Education	Yes		Article 59 of the Childhood and Adolescence Code; Article 8 of the Education Law; Article 78 of the Constitution (30; 34; 39)

† No standing military (34)

‡ Age calculated based on available information (19; 30; 34)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority and operations of the Ministry of Labor and Social Security (MTSS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MTSS)	Investigate reports of child labor, including hazardous and forced child labor, and enforce child labor laws. (40; 20) Protect adolescent labor rights by conducting school and workplace visits, providing referrals to government services, and writing socio-labor studies and technical reports. (21; 30)
Attorney General's Office	Enforce criminal laws protecting children, including laws prohibiting forced child labor, human trafficking, commercial sexual exploitation of children, and the use of children in illicit activities. Coordinate with the Judicial Investigative Police, the Immigration Police, the Uniformed Police, and municipal police forces. Administer the following investigative and prosecutorial units: the Specialized Prosecutorial Unit against Trafficking in Persons, the Organized Crime Unit, the Specialized Prosecutorial Unit for Gender Issues, and the Juvenile Justice Unit. (17; 41)
Judicial Investigative Police	Conduct investigations of child labor violations, including child trafficking, child commercial sexual exploitation, and the use of children in illicit activities. (40; 20)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Costa Rica took actions to combat child labor (Table 6). However, gaps exist within the authority and operations of the MTSS that may hinder adequate labor law enforcement, including sufficient allocation of financial resources.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$11,500,000 (42)	\$14,284,000 (17)
Number of Labor Inspectors	93 (12)	81 (17)

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Inspectorate Authorized to Assess Penalties	No (12)	No (17)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (12)	Yes (17)
Training on New Laws Related to Child Labor	N/A	Yes (17)
Refresher Courses Provided	No (12)	No (17)
Number of Labor Inspections Conducted	19,480 (41)	17,472 (41)
Number Conducted at Worksites	19,480 (41)	17,472 (41)
Number of Child Labor Violations Found	42 (41)	51 (41)
Number of Child Labor Violations for which Penalties were Imposed	2 (12)	Unknown (17)
Number of Child Labor Penalties Imposed that were Collected	3 (43)	Unknown (17)
Routine Inspections Conducted	Yes (42)	Yes (17)
Routine Inspections Targeted	Yes (42)	Yes (17)
Unannounced Inspections Permitted	Yes (12)	Yes (17)
Unannounced Inspections Conducted	Yes (12)	Yes (17)
Complaint Mechanism Exists	Yes (12)	Yes (17)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (17)

Although the government increased the Labor Inspection Office's 2017 budget, enforcement of child labor laws, particularly in rural areas, remained challenging due to insufficient funds for travel. (17) Government monitoring and enforcement of child labor laws was also limited in the informal sector, in which most child labor, especially hazardous adolescent work, occurs. (1; 12; 25; 44; 45) Informal work is more common in agriculture than in other sectors in Costa Rica. (1)

The number of labor inspectors is likely insufficient for the size of Costa Rica's workforce, which includes over 2 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Costa Rica would employ roughly 149 inspectors. (46; 47; 48) While the Labor Inspection Office created and filled 29 new labor inspector positions in 2017, the total number of labor inspectors for 2017 was lower than for 2016 due to attrition. (17; 41)

Although the Labor Inspectorate conducted fewer labor inspections in 2017 than in 2016, they were able to cover more workers in 2017 due to their revised inspection protocol. (41) However, the total number of labor inspections conducted suggests that each labor inspector conducted roughly 215 labor inspections; this is a high inspection ratio for each inspector, and it is unknown whether this affects the quality of labor inspections. (17)

The Labor Inspection Office referred 51 children found in child labor to the Office for the Eradication of Child Labor and Protection of the Adolescent Worker (OATIA), which received 434 cases of working children from various government agencies. (17) During 2017, the government collected roughly \$2,000 in penalties for child labor violations found in previous years, and the labor courts received 7 child labor violation cases. By the end of the year, 4 of these cases remained pending but were likely to receive penalties. (41)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Costa Rica took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (49)	N/A (17)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (17)
Refresher Courses Provided	Yes (12)	Yes (17)



**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Investigations	128 (12)	342 (17)
Number of Violations Found	128 (12)	23 (17)
Number of Prosecutions Initiated	0 (49)	3 (41)
Number of Convictions	2 (12)	0 (41)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (12)	Yes (17)

In 2017, prosecutors and investigators received training related to the worst forms of child labor from international organizations and foreign police. Topics included trafficking in persons, commercial sexual exploitation of children, cybercrimes, and criminal intelligence. (17; 41) The Judicial Investigative Police reported that 9 investigators received training during the year, but the training was not sufficient because they did not receive training on enforcing new legislation or on investigating cases of children used in illicit activities or cases of human trafficking for labor exploitation. (17; 41)

In 2017, the government hired an additional 1,500 police and allocated funding to strengthen human trafficking investigations and prosecutions in rural areas and cities outside the central valley. In addition, the national fund against trafficking in persons provided 4 vehicles to the human trafficking unit of the Judicial Investigative Police to facilitate investigations. (17; 6) However, reports indicate the judiciary, prosecutors, and the police require additional staff, training, and resources to identify victims of human trafficking and refer them to appropriate social services. They also need additional resources to investigate, prosecute, and convict perpetrators of human trafficking and commercial sexual exploitation. (4; 5)

During the year, the Attorney General's Office initiated prosecutions of 7 individuals for crimes involving the worst forms of child labor, including 2 cases of human trafficking for the commercial sexual exploitation of children and 1 case of human trafficking of a child for labor exploitation. The 7 individuals were convicted in 2018. (41)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
MTSS Office for the Eradication of Child Labor and Protection of the Adolescent Worker (OATIA)	Coordinate government policies and programs to combat child labor. (1; 3; 19) Monitor implementation of the Roadmap Towards the Elimination of Child Labor in Costa Rica. Provide technical assistance to government ministries and design social programs to combat child labor. (50) Oversee the Inter-Institutional Coordinating Protocol for the Protection of Working Minors. (19; 51) In March 2017, OATIA participated in an exchange between the Governments of Costa Rica, Chile, and El Salvador on efforts and experiences related to the prevention and eradication of child labor through monitoring systems, interagency coordination, and business partnerships. (52)
National Committee for the Elimination of Child Labor and the Protection of Adolescent Work	Develop and promote policy and program initiatives focused on eliminating child labor and regulating adolescent work. Overseen by OATIA and includes a technical secretariat that comprises representatives from various sectors. (3; 19)
National Child Welfare Agency (PANI)	Ensure child labor victims receive interagency social services, including temporary shelter, legal advice, and victim counseling. Responsible for reintegrating child labor victims into the educational system. (40; 30)
National Coalition against Migrant Smuggling and Trafficking in Persons (CONATT)	Lead government efforts to combat human trafficking. Coordinate with OATIA and CONACOES to address the worst forms of child labor. (17; 5)
National Commission to Combat the Commercial Sexual Exploitation of Children and Adolescents (CONACOES)	Prevent the commercial sexual exploitation of children and provide assistance and protection to victims. (17) Report to the National Council of Childhood and Adolescence with legal standing under PANI, the body's lead agency. (20; 42) Coordinate with OATIA and CONATT to address the worst forms of child labor. (17)

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Reports indicate coordination is lacking between institutions responsible for investigating the worst forms of child labor and providing social services to victims. Challenges include high staff turnover and a need for additional training on the implementation of relevant manuals and protocols. (3; 5)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Roadmap against Child Labor and the Worst Forms of Child Labor (2010–2020)	Aims to eradicate all forms of child labor in Costa Rica by 2020 by strengthening anti-poverty, health, and educational programs and policies, and by raising awareness on child labor. (53; 54; 55) At the IV Global Conference on the Sustained Eradication of Child Labor, held in Buenos Aires, Argentina in November 2017, the Government of Costa Rica pledged to update the Roadmap, incorporate child labor questions into the national census, implement a child labor risk identification strategy, and focus efforts in high-risk areas. (56)
Inter-Institutional Coordinating Protocol for the Protection of Working Minors	Outlines service provision for child laborers through collaboration between the MTSS, PANI, Ministry of Education, and Joint Institute of Social Assistance (IMAS), as well as their regional and local agencies and the private sector. (1; 3; 57)
National Plan against the Sexual Commercial Exploitation of Minors (2017–2018)†	Designates responsible agencies and establishes actions and timelines to address commercial sexual exploitation of children. (17; 58)
National Plan for Development (2015–2018)	Incorporates efforts to decrease child labor into national education and poverty reduction strategies. (22; 59)
Bridge to Development (2015–2018)	Aims to reduce poverty and eliminate vulnerability, including child labor, by providing social services to families in poor communities. (3; 25; 55; 60)

† Policy was approved during the reporting period.

The Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama aims to strengthen dialogue on labor migration between the two countries, with an emphasis on indigenous Panamanian migrant workers and their families; however, child labor elimination and prevention strategies do not appear to have been fully integrated into this policy. (61)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
2016 National Household Survey†	National Institute of Statistics and Census survey, with child labor module, conducted in July 2016. (2; 12; 62) The government published analysis of the data in 2017. (7; 8)
Child Labor Awareness Campaign	MTSS and Ministry of Education public-private partnership supported by <i>Fundación Telefónica</i> to raise awareness of child labor through social media. (50)
Face of Justice Shelter†	NGO-run shelter for child victims of human trafficking that provides PANI-funded monthly subsidies to victims and care from full-time staff, including a trauma psychologist and health practitioner. (24)
Houses of Joy ( <i>Casas de la Alegría</i> )†	Public-private alliance that provides culturally sensitive daycare and meals to <i>Ngäbe Buglé</i> indigenous children whose parents work on coffee farms in Coto Brus. Aims to promote social inclusion and developmental opportunities for indigenous children and provide an alternative to child labor in the coffee harvest. (2; 25; 13; 63; 64; 65; 17; 66) IMAS funds meals, caregiver salaries, and training; farm owners provide the land and classrooms, with financial contributions from UNICEF for building and teaching materials. Began as a pilot in 2014 with 6 centers serving 175 children; in 2017, served 600 children in 17 centers. (25; 13; 42; 49; 63; 64; 65; 17) The program requires approval from the Ministry of Health to expand to other coffee growing regions in the country. (66)
Let's Get Ahead Program ( <i>Avanceemos</i> )†	IMAS program that provides monthly conditional cash transfers to low-income families to keep children in school and out of exploitative work. (1; 40; 20; 67; 68; 29) In 2017, OATIA helped 313 children obtain scholarships from the MTSS and IMAS program under <i>Avanceemos</i> that provides monthly education subsidies to families with children engaged in child labor. (69; 70; 17)

**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
I Sign Up for Education ( <i>Yo Me Apunto con la Educación</i> )	Ministry of Education program to help at-risk high school students from vulnerable areas remain in school or to return to school. (17; 29)
Age Classroom ( <i>Aula Edad</i> )†	Ministry of Education program that targets children and adolescents who have never been to school or who dropped out, adolescent mothers and workers, and foreign migrant adolescents to help them complete primary school. (25; 71)
USDOL-funded Projects to Support Youth Apprenticeship	USDOL-funded, \$3 million <i>Youth Pathways to Leadership, Learning, and Livelihoods in Costa Rica</i> (2016-2020) and \$2.9 million <i>Promoting Apprenticeship as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through Global Apprenticeship Network (GAN) National Networks</i> (2016–2019). For additional information, please see our website.

† Program is funded by the Government of Costa Rica.

OATIA reported that their office needs additional staff to better assist children engaged in child labor and their families. In addition, OATIA noted that their office shares one vehicle with two other MTSS units and that this limits their ability to provide oversight of their child labor programs. (41)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Costa Rica (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties.	2014 – 2017
	Ensure that labor inspectors receive yearly refresher training related to child labor.	2017
	Publish information on the number of child labor violations for which penalties were imposed and collected.	2017
	Allocate sufficient travel funds to allow labor inspectors to increase child labor inspections in rural areas and the informal sector, particularly in agriculture.	2015 – 2017
	Increase the number of labor inspectors to meet international standards and determine whether the inspection ratio for each labor inspector is appropriate to ensure the quality and scope of inspections.	2015 – 2017
	Ensure that the judiciary, prosecutors, and the police have sufficient staff, training, and resources to investigate, prosecute, and convict perpetrators of human trafficking and commercial sexual exploitation of children as well as identify victims of child trafficking and refer them to appropriate social services.	2017
Coordination	Strengthen coordination and information sharing between institutions responsible for investigating child labor and providing social services to victims, including by providing additional training on relevant manuals and protocols.	2015 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into the Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama.	2015 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including children from rural, indigenous, and Afro-descendant communities, and adolescent mothers, by expanding existing social programs to strengthen school retention and completion for children and adolescents, particularly at the secondary level.	2015 – 2017
	Increase access to education and other services for indigenous children in coffee growing areas to ensure they have alternatives to participating in the coffee harvest, including by building additional Houses of Joy centers and authorizing the program to expand beyond Coto Brus.	2015 – 2017
	Increase transportation and human resources for OATIA so the office can improve program oversight.	2017

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# Côte d'Ivoire

## SIGNIFICANT ADVANCEMENT

In 2017, Côte d'Ivoire made a significant advancement in efforts to eliminate the worst forms of child labor. The government adopted a revised Hazardous Work List that includes prohibitions against children using sharp tools and work in mining, as well as new Regulations on Light Work. The child labor monitoring system SOSTECI was expanded into 19 new communities and the government launched SOSTECI (2018 – 2020), which aims to expand the system into 33 new departments. The First Lady of Côte d'Ivoire hosted a Conference of First Ladies in October 2017 which brought together First Ladies from 14 African countries to pledge support to their governments' efforts to prevent child labor, support victims, enhance regional cooperation, and mobilize resources. The Ministry of Justice worked with UNICEF to provide birth certificates to 1,165,325 primary school students. In addition, three World Bank projects trained 24,000 teachers, built or rehabilitated 1,272 classrooms, and provided cash transfers to 5,000 households. However, children in Côte d'Ivoire engage in the worst forms of child labor in the harvesting of cocoa and coffee, sometimes as result of human trafficking. Gaps remain in resources, personnel, and training for law enforcement, which resulted in victims being arrested for crimes they were forced to commit. Furthermore, the Labor Inspectorate is not authorized to assess penalties.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Côte d'Ivoire engage in the worst forms of child labor, including in the harvesting of cocoa and coffee, sometimes as a result of human trafficking. (1; 2; 3; 4) According to a multiple indicator cluster survey conducted in 2016, 21.5 percent of children ages 5–17 are engaged in hazardous work. (5) Table 1 provides key indicators on children's work and education in Côte d'Ivoire.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	31.5 (1,682,754)
Attending School (%)	5 to 14	63.5
Combining Work and School (%)	7 to 14	21.5
Primary Completion Rate (%)		65.9

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Enquête Démographique et de Santé en Côte d'Ivoire (EDSCI-III) Survey, 2011–2012. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cocoa, including burning† and clearing fields;† cutting down trees† to expand cocoa plantations; spraying pesticides;† harvesting, drying, and fermenting cocoa beans; using sharp tools to break pods;† and transporting heavy loads† of cocoa pods and water (1; 3; 8; 9; 10; 11; 12; 13)
	Production of cereals, pineapple, bananas, and coffee, including applying chemical fertilizers,† spraying pesticides,† cutting down trees,† and burning† and clearing fields† (1; 2; 14; 15)
	Production of palm oil, cashews, honey, and rubber (2; 3; 16)
	Fishing, including deep sea diving;† repairing and hauling nets; cleaning,† salting, drying, descaling, and selling fish (3; 14; 17)
	Livestock raising and slaughtering† (17)
	Production of charcoal† (1; 3; 13)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Mining, <sup>†</sup> including crushing and transporting stones, blasting rocks, digging, working underground, sieving, and extracting gold with mercury or cyanide (3; 14; 18; 19; 20; 12; 16)
	Manufacturing, including repairing automobiles (14; 16)
	Construction, <sup>†</sup> activities unknown (14)
Services	Domestic work (14; 21; 22; 12; 15; 5)
	Working in transportation and carrying goods <sup>†</sup> (1; 3; 14; 12; 16)
	Street vending and commerce (1; 14; 12; 16)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced labor in mining, carpentry, construction, domestic work, street vending, restaurants, and agriculture, including in the production of cocoa, coffee, pineapple, cotton, and rubber, each sometimes as a result of human trafficking (1; 2; 9; 17; 22; 23; 24; 16; 4)
	Commercial sexual exploitation, sometimes as a result of human trafficking (22; 16; 4)
	Use in illicit activities, including drug trafficking (15)
	Forced begging by Koranic teachers, sometimes as a result of human trafficking (19; 25; 15)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children from Côte d'Ivoire are subjected to human trafficking for forced labor in domestic work within the country and North Africa. Children are also brought from neighboring West African countries to Côte d'Ivoire for commercial sexual exploitation and forced labor, including in begging, cocoa production, and artisanal mining. (1; 10; 21; 16; 4; 15) IOM indicates that some parents send their boys to Tunisia so they can play soccer, but upon arrival, the boys' identity documents are confiscated and they are subject to forced labor until they can repay the cost of their plane ticket. (26)

Although the Law on Education provides for free education, students are often required to pay for textbooks, school fees, or uniforms, which may be prohibitive to some families. (17; 27; 28; 29; 30; 31; 15) Approximately 23 percent of primary school-aged children and 41 percent of secondary-school aged children in Côte d'Ivoire are not enrolled in school, with the highest rates of non-enrollment found in the North, Northwest, and West regions. (31; 5) Although the government recruited 5,000 teacher assistants in 2017, distributed school kits, and constructed 4,510 new classrooms between 2015 and 2017, a lack of teachers, transportation, sanitation facilities, and schools, particularly in rural areas, remains. (12; 32; 15; 33; 17; 20; 34) Research also suggests that some students are physically and sexually abused at school, which may deter some students from attending school. (31; 32)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Côte d'Ivoire has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2017, the government also ratified the UN Protocol against the Smuggling of Migrants by Land, Sea and Air, and the Ministry of Justice is drafting a related law. (35; 26)

The government's laws and regulations are in line with relevant international standards (Table 4).

# Côte d'Ivoire

## SIGNIFICANT ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 23.2 of the Labor Code; Article 16 of the Constitution (36; 37)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Prohibitions of Hazardous Work List (38)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 5-11 of the Prohibitions of Hazardous Work List; Articles 6 and 19 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law (38; 39)
Prohibition of Forced Labor	Yes		Article 5 of the Constitution; Articles 7, 11-14, 20-23, and 26 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law; Article 3 of the Labor Code (36; 37; 39)
Prohibition of Child Trafficking	Yes		Article 5 of the Constitution; Articles 11-12, 20-22, and 26 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law; Article 370 of the Penal Code; Articles 4.4 and 6 of the Anti-Trafficking Law (36; 40; 41; 39)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 8-9, 15, and 24-29 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law; Articles 4.4 and 6 of the Anti-Trafficking Law (41; 39; 38)
Prohibition of Using Children in Illicit Activities	Yes		Articles 4 and 30 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law (39)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 56.4 of the Armed Forces Code (42)
State Voluntary	Yes	18	Articles 56.4 of the Armed Forces Code; Articles 7-8 and 18 of the Law Determining the Conditions for Entering the Military (43; 42)
Non-state	Yes	18	Articles 4 and 31 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law (39)
Compulsory Education Age	Yes	16	Article 10 of the Constitution; Article 2.1 of the Law on Education (36; 44; 45)
Free Public Education	Yes		Article 2 of the Law on Education (45)

\* No conscription (43; 46; 26)

In 2017, the government adopted new Regulations on Light Work and a revised Hazardous Work List which includes prohibitions against children using sharp tools and work in mining. (47; 38) A draft law providing greater protection to domestic workers is no longer being actively considered, although government officials have noted the need for such a law. (48) The government also adopted a decree on the function and composition of a new anti-trafficking committee in April 2017 in support of the 2016 Anti-Trafficking Law. (49; 50)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Employment and Social Protection (MEPS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Social Protection (MEPS)	Develop, propose, and enforce all labor laws, including those related to child labor. (48) Collaborate with the Anti-Trafficking Unit (ATU) and Ministry of Women, Child Protection, and Social Affairs (MWCPA) to provide support to victims of child trafficking and other forms of child labor. (21; 32; 15) Implement the child labor monitoring system, <i>Système d'Observation et de Suivi du Travail des Enfants en Côte d'Ivoire</i> (SOSTECI), which enables communities to collect and analyze statistical data on the worst forms of child labor. (14; 12) In 2017, SOSTECI received a budget of approximately \$307,000, which permitted its expansion to 19 new communities and the Direction of the Fight Against Child Labor received a 7 percent increase in its budget from the previous year. (12; 16)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Interior and Security	Through its ATU, lead efforts to enforce criminal laws against child trafficking. (51; 4; 26) Through its Mondaine Brigades, combat commercial sexual exploitation, including exploitation of children. (4; 26) In 2017, investigated and prosecuted nine cases of commercial sexual exploitation believed to involve victims of child trafficking. (26) Through its Unit for Combatting Transnational Organized Crime (UCT),* supports the UNODC's West Africa Coast Initiative, which aims to improve cross-border cooperation to combat crimes, including human trafficking. (52; 26) In 2017, the UCT received a budget of almost \$130,000, and participated in 8 operations against human trafficking, some of which resulted in arrests. Three investigations were ongoing as of 2018, and five were referred to the MOJ for prosecution. (26)
Ministry of Defense	Through its National Gendarmes Force, investigate child labor violations in rural areas without a police presence. (15)
Ministry of Justice (MOJ)	Investigate and prosecute crimes related to child labor, including its worst forms. Through its Directorate of Judicial Protection of Childhood and Youth (DPJEJ), assist with investigations and implement the ministry's child protection policy. (15)
Ministry of Women, Child Protection, and Social Affairs (MWCPSA)	Lead the government's efforts to combat human trafficking and implement a National Policy on Child Protection. (53; 4) Maintain the 116 Allo hotline for child labor issues, and respond to complaints. (15; 34) Respond and provide support to child labor victims in coordination with the MEPS. (54; 15)
National Commission of Human Rights (CNDHCI)	Maintain a hotline for reporting human rights abuses. (55)

\* Agency responsible for child labor enforcement was created during the reporting period.

In 2017, the Ministry of Employment and Social Protection (MEPS) created 4 new Regional Labor Directorates and 1 new Departmental Labor Directorate, making 38 total offices throughout the country. The General Labor Directorate in Abidjan coordinates the regional offices and their efforts to combat child labor. (15; 56)

### ***Labor Law Enforcement***

In 2017, labor law enforcement agencies in Côte d'Ivoire took actions to combat child labor (Table 6). However, gaps exist within the operations of the MEPS that may hinder adequate labor law enforcement, including human resource allocation and authority to assess penalties for violations.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$300,842 (57)	\$329,600 (15)
Number of Labor Inspectors	259 (57)	259 (15)
Inspectorate Authorized to Assess Penalties	No (37)	No (37)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (58; 59)	Yes (15)
Training on New Laws Related to Child Labor	No (57)	Yes (15; 56)
Refresher Courses Provided	Yes (58)	Yes (15)
Number of Labor Inspections Conducted	739 <sup>†</sup> (57)	969 (56)
Number Conducted at Worksites	739 <sup>†</sup> (57)	Unknown* (15)
Number of Child Labor Violations Found	0 <sup>†</sup> (57)	0 (15)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (57)	N/A (15)
Number of Child Labor Penalties Imposed that were Collected	N/A (57)	N/A (15)
Routine Inspections Conducted	Unknown (57)	Yes (15)
Routine Inspections Targeted	Unknown (57)	Unknown* (15)
Unannounced Inspections Permitted	Yes (37)	Yes (37)
Unannounced Inspections Conducted	Yes (57)	Yes (15)
Complaint Mechanism Exists	Yes (57)	Yes (15)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (57)	Yes (15)

\* The government does not publish this information.

<sup>†</sup> Data are from January 1, 2016 to September 30, 2016.

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The government provided training to 30 labor and medical inspectors on the new hazardous and light work laws in August 2017. (56) No inspections were conducted in the informal sector during the reporting period, which is where the majority of child labor occurs. (15) In addition, the number of labor inspectors is likely insufficient for the size of Côte d'Ivoire's workforce, which includes over 8.5 million workers. (60) According to the ILO technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Côte d'Ivoire should employ about 569 inspectors. (60; 61; 62) Labor inspectors are also tasked with dispute conciliation, which may detract from their primary duties of inspection. (63; 37)

The labor inspectorate suffers from a lack of resources, including insufficient staff, office facilities, and transportation. (17; 64; 63; 32; 15) As a result, inspectors primarily receive and resolve complaints, focusing on the formal sector. (63)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Côte d'Ivoire took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators and financial resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (65)	Yes (15)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (57)	Yes (66)
Refresher Courses Provided	Yes (57)	No (15)
Number of Investigations	20 (55)	42 (56)
Number of Violations Found	64 (67)	42 (56)
Number of Prosecutions Initiated	18 (55)	17 (56)
Number of Convictions	8 (55)	4 (26)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (57)	Yes (15; 54)

During the reporting period, the Ministry of Interior and Security worked with IOM to strengthen border control capacities along the frontier with Burkina Faso and the Anti-Trafficking Unit (ATU)'s 13 Abidjan-based investigators identified 25 victims of child trafficking and 16 cases of child economic exploitation. (15; 4)

However, the ATU lacks the resources and personnel to adequately enforce criminal child labor laws throughout the country and research indicates that criminal law enforcement officials may benefit from additional training on existing laws related to the worst forms of child labor. (10; 55; 68; 4) As a result, nine children were arrested for illicit activities involving drug distribution rather than being treated as victims. (15)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Monitoring Committee on Actions to Combat Trafficking, Exploitation, and Child Labor (CNS)	Supervise, monitor, and evaluate all government activities related to child labor and child trafficking, including making policy recommendations and harmonizing laws with international conventions. (69; 70) Chaired by the First Lady of Côte d'Ivoire and comprises 14 international and domestic partners. (21; 51; 69; 71) In 2017, launched an awareness raising campaign for the new Regulations on Light Work, published booklets and pictures explaining light work, and held a two-day work shop for labor inspectors. (15) Under the leadership of First Lady Dominique Ouattara, hosted a Conference of First Ladies in October 2017 which brought together First Ladies from 14 countries to demonstrate what they are doing to combat child labor and pledged to support their governments' efforts to prevent child labor, support victims, enhance regional cooperation, and mobilize resources (72; 73)



**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Interministerial Committee on the Fight Against Trafficking, Exploitation, and Child Labor (CIM)	Design, coordinate, and implement all government actions to combat the worst forms of child labor, and monitor relevant programs implemented by partner organizations. (69; 71; 74; 34) Chaired by MEPS, includes representatives from 13 other ministries. (21; 69; 71; 74)
National Committee for the Fight Against Trafficking (CNLTP)*	In support of the 2016 Anti-Trafficking Law, chaired by the Prime Minister and aims to fight human trafficking throughout Côte d'Ivoire. Oversees the implementation of the National Action Plan and Strategy Against Human Trafficking, validates programs, coordinates government efforts, and monitors implementation of all projects related to human trafficking. (50) Includes representation at the local level through dedicated units charged with implementing the National Action Plan and Strategy Against Human Trafficking. (49; 50) The MWCPA serves as the executive secretariat and the committee comprises 13 ministries. This committee replaces a previous committee by the same name, which was defunct. (15) As of February 2018, this committee had not convened since its establishment in April 2017, although it has worked together informally to resolve some cases of human trafficking. (26)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

Government ministries coordinated effectively during the reporting period, and platforms bring together government offices and civil society members at the departmental and regional level to address issues of child labor. However, coordination on data collection among ministries and between different regions remains a challenge. (15)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding and mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and Its Accompanying Framework of Action	Joint declaration by the Governments of Ghana, Côte d'Ivoire, and the United States, and the International Cocoa and Chocolate Industry. (75; 76; 34) Provides resources and coordinates with key stakeholders on efforts to reduce the worst forms of child labor in cocoa-producing areas. (75; 76) Ensures that all project efforts implemented under the Declaration and Framework align with Côte d'Ivoire's national action plans to promote coherence and sustainability. (75; 76; 34) USDOL-funded projects and some industry-funded projects carried out activities that support the spirit of this policy during the reporting period. (34)
Partnership Agreement	Forms an agreement between the International Cocoa Initiative (ICI) and CNS in support of the National Action Plan for the Fight Against the Worst Forms of Child Labor. Aims to reinforce and expand SOSTECl and improve school infrastructure. (77; 78) In November 2017, ICI and CNS signed another agreement to revise the training and awareness-raising tool by ICI and coordinate child labor monitoring and remediation efforts in cocoa growing areas. (15; 56)
Joint Declarations Against Cross-Border Trafficking	Bilateral declarations or cooperative agreements between Côte d'Ivoire, Ghana, and Burkina Faso to combat child trafficking and the worst forms of child labor. (79; 80; 81; 82) In 2017, Côte d'Ivoire and Burkina Faso agreed to implement a previously signed agreement to create and operationalize a permanent commission to combat the cross-border trafficking of children. (83)
Child Protection Policies	Includes the National Policy on Child Protection (PNPE) (2014–2018), led by the MWCPA, which seeks to reduce the incidence of violence, abuse, and exploitation of children; and the National Policy of Judicial Protection of Childhood and Youth (PNPJEJ) (2016–2020), led by the MOJ, aims to provide judicial protection to child victims of forced labor, which has yet to be officially adopted by the Council of Ministers. (84; 85) In 2017, the MWCPA began drafting a decree to establish a monitoring and coordination committee for the policy's implementation. (15)
National Development Plan (2016–2020)	Aims to improve governance and accelerate human capital development, including by combatting child labor. Allocates almost \$6.1 million over 5 years to conduct diagnostic studies on child labor and child trafficking; creates a unit to combat the worst forms of child labor in regional labor inspectorate offices; expands SOSTECl into 10 new departments; constructs 3 transit centers; and develops a national action plan to combat human trafficking, particularly of girls. (86) In 2017, launched SOSTECl (2018 – 2020)† which aims to expand SOSTECl into 33 new departments with a proposed budget of \$4.3 million. (12; 56)

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**Table 9. Key Policies Related to Child Labor‡ (cont)**

Policy	Description
Compulsory Education Policy	In support of the Law on Education, aims to achieve 100 percent enrollment in primary school by 2020 and 100 percent enrollment in junior high by 2025. (29; 87) Allocates \$1.34 billion to modernize the education system, including by building new classrooms, providing free textbooks to low-income families, and providing additional pedagogical training to teachers. (29) In 2017, the Ministry of Education constructed 8,166 primary school classrooms, 36 school cantinas, 74 latrines, and distributed 4.4 million school kits. The Cocoa and Coffee Council distributed a further 60,000 school kits and the MEPS distributed 100 school kits. (56)
Decent Work Country Program (2017–2020)†	In collaboration with the ILO, this program aims to improve working conditions, strengthen SOSTECI, and combat the worst forms of child labor. (66; 88) It is pending adoption by the Council of Ministers. (26)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (30; 31)

In 2017, the government pledged to intensify its efforts to prevent the worst forms of child labor and protect its victims at the IV Global Conference on the Sustained Eradication of Child Labor. (89) However, the government has not included child labor elimination and prevention strategies into the World Bank's Country Partnership Framework. (90)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
National Action Plan for the Fight Against the Worst Forms of Child Labor (NAP) (2015–2017)†	Coordinated by the CNS and the CIM, \$24.4 million project aimed to significantly reduce the number of children engaged in the worst forms of child labor by improving the legal framework, sensitizing high-risk communities to the dangers of exploitative child labor, improving victim services, building the capacity of law enforcement, and improving educational infrastructure. (14; 71; 32) In 2017, received a budget of approximately \$7.5 million. (56) At the IV Global Conference on the Sustained Eradication of Child Labor, the government pledged to develop a new National Action Plan to Combat Trafficking, Exploitation, and Child Labor. (89)
National Action Plan and Strategy Against Human Trafficking (2016–2020)†	With the support of UNODC and coordinated by CNLTP, \$14.8 million project that aims to prevent human trafficking, expand social services for victims by improving physical infrastructure, provide training for law enforcement personnel and other stakeholders, promote coordination, and collect data on human trafficking. (65; 91) This plan will begin implementation after the CNLTP becomes functional. (26)
National Awareness Campaign Against Child Labor (2015–2017)†	CNS-led national awareness campaign against child labor which disseminated information to increase public awareness through television and radio broadcasts, billboards, and newspapers in French and local languages. Called on national actors to take a greater role in media campaigns to raise awareness about child labor. (91) In 2017, held two awareness campaigns and revised a 2013 agreement with the media to promote children's rights and combat child labor, which was signed by 191 media partners. (66; 92; 56)
USDOL-Funded Projects in Support of the 2010 Declaration	USDOL projects in cocoa-growing areas of Côte d'Ivoire and Ghana that aim to eliminate child labor through research, improved monitoring and enforcement, and implementation and expansion of SOSTECI. These projects include: Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) (2013–2017), \$7.95 million project implemented in at least 10 countries by the ILO; Assessing Progress in Reducing Child Labor in Cocoa-Growing Areas of Côte d'Ivoire and Ghana (2015–2019), \$3 million project implemented by NORC at the University of Chicago; and Eliminating Child Labor in Cocoa (2015–2019), \$4.5 million project implemented by the International Cocoa Initiative. (93; 94; 95) For additional information, please see our website.
Industry-Funded Projects	Industry-funded projects to increase sustainability in the cocoa sector, improve farmer livelihoods and access to education, and combat the worst forms of child labor in cocoa-growing areas. Some projects support World Cocoa Foundation (WCF)'s CocoaAction (2014–2020) strategy and the spirit of the 2010 Declaration. (96; 34)
Centers for Vulnerable Children†	Operates approximately 90 MWCPA- and MEPS-funded social centers and 36 special education centers throughout the country that receive women and children who are victims of crime or violence, including children who are victims of the worst forms of child labor. (26) International NGOs also operate additional centers that provide meals and basic education. (91) In 2017, provided assistance to 167 victims of child trafficking or labor exploitation. (26)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Programs to Promote Education†	These programs aim to raise school attendance rates in rural areas, particularly among girls, by providing school meals, birth registration, and constructing community schools ( <i>écoles de proximité</i> ). Programs include: the Integrated Program for Sustainable School Feeding, a \$42.5 million WFP-funded program; the Ministry of National Education School Feeding Program; and the McGovern-Dole School Feeding Program, a \$31 million joint initiative between WFP and the U.S. Department of Agriculture, in coordination with the Ministry of National Education; and the Birth Registration Program, a MOJ and UNICEF program that aims to provide birth registration to 1 million children who are currently enrolled in primary school. (65; 97; 98; 16) In 2017, provided birth certificates to 1,165,325 primary school students. (56)
World Bank-funded Projects	Programs aim to improve access to education and provide poverty relief. Includes: Emergency Support Project for Basic Education (2012–2017), \$41.4 million project to construct and rehabilitate classrooms and school latrines; Second Fiscal Management, Education, Energy and Cocoa Reforms Development Policy Operation (2017–2020), \$125 million project to increase the number of primary school teachers; Productive Social Safety Net (2015–2020), \$50 million cash transfer project to poor households in the Central, Northern, and Western regions of Côte d'Ivoire. (99; 100; 101) By the end of 2017, recruited or trained 24,000 teachers, built or rehabilitated 1,272 classrooms, provided cash transfers to 5,000 households, (102; 103)
Community Animation Program for Child Protection (2015–2020)†	\$228,168 MWCPA program as part of the National Policy on Child Protection, implemented with technical assistance from UNICEF, provides a service package for behavior change and improving communication at the community level that can be tailored to meet local needs. (57; 104; 105) At the IV Global Conference on the Sustained Eradication of Child Labor, the government pledged to intensify social protection programs and continue support for the Community Animation Program. (89)
National Solidarity Fund†	\$2.5 million fund that provides assistance to poor households, including victims of human trafficking. (55; 106) In 2017, provided funding to assist in the repatriation of human trafficking victims. (26)

† Program is funded by the Government of Côte d'Ivoire.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (107; 108; 109)

The government dedicated funding to SOSTECI for its expansion and disbursed funds to the National Action Plan for the Fight Against the Worst Forms of Child Labor (NAP), but the scope of existing programs is insufficient to fully address the extent of the problem, and not all relevant sectors are addressed. (15) In addition, the government primarily relies on NGOs to provide social services to victims of child labor and child trafficking and government services are under-resourced. (16; 110; 4)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Côte d'Ivoire (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the Labor Inspectorate by authorizing the Inspectorate to assess penalties and ensure that criminal investigators receive periodic training so they can adequately enforce criminal laws related to child labor.	2014 – 2017
	Publish information about whether inspections are conducted at worksites, and if routine inspections target sectors where child labor is known to occur in Côte d'Ivoire.	2016 – 2017
	Ensure that labor inspectorates and criminal law enforcement agencies receive an adequate amount of funding to conduct inspections and investigations throughout the country, including in the informal sector.	2014 – 2017
	Increase the number of labor inspectors in accordance with the ILO's technical advice.	2009 – 2017
	Ensure that victims are not punished for the worst forms of child labor.	2017
Coordination	Ensure all coordinating bodies function as intended and are able to carry out their mandates.	2017
	Improve coordination on data collection among ministries and between different regions.	2012 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into all existing policies.	2013 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Improve access to education by eliminating all school-related fees, improving the accessibility of schools, ensuring that schools are free of physical and sexual abuse, and increasing the number of teachers, sanitation facilities, and schools, particularly in rural areas.	2011 – 2017
	Expand existing programs to address the scope of the child labor problem in Côte d'Ivoire and institute programs to address child labor in all relevant sectors.	2009 – 2017
	Ensure that victims of the worst forms of child labor are able to access social services throughout the country.	2015 – 2017

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In 2017, Djibouti made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, the Djibouti National Police worked with the International Organization for Migration to interview over 1,000 migrants for trafficking indicators, prioritizing cases of women and children. In addition, the government continued its support of the National Family Solidarity program and provided cash transfers to low-income migrant families. However, children in Djibouti engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in street work. Law enforcement efforts are inadequate to prevent and combat child labor.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Djibouti engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking (1). Children also perform dangerous tasks in street work. (2; 3; 4) Table 1 provides key indicators on children's work and education in Djibouti.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	12.3 (23,693)
Attending School (%)	5 to 14	67.4
Combining Work and School (%)	7 to 14	10.2
Primary Completion Rate (%)		57.5

Source for primary completion rate: Data from 2017, published by the UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Multiple Indicator Cluster Survey 3, 2006. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Caring for livestock, mostly goats (2; 7)
Services	Domestic work† (2; 8; 1)
	Street work, such as shining shoes, washing and guarding cars, cleaning storefronts, sorting merchandise, collecting garbage, begging, and selling items, including <i>khat</i> (2; 3; 8; 1; 9)
	Working in restaurants, small shops, and family businesses (2; 8; 1)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 10; 11; 12; 1; 13)
	Forced domestic work and begging, each sometimes as a result of human trafficking (2; 1)
	Use in illicit activities, including the selling of marijuana and recreational drugs (12; 1; 14; 7)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Limited evidence suggests that children, including undocumented migrant girls, are vulnerable to commercial sexual exploitation in Djibouti City and the Ethiopia-Djibouti trucking corridor. (11; 15) Girls from poor Djiboutian families may also engage in commercial sexual exploitation. (2) Although primary and middle school are tuition-free, other school-related expenses or family pressures may prevent children from attending school. (16; 13) Enrollment rates are lower for children living in rural areas, and children living in poverty, especially girls, thus making these children more vulnerable to child labor. (17)




## II. LEGAL FRAMEWORK FOR CHILD LABOR

Djibouti has ratified all key international conventions concerning child labor (Table 3).

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**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Djibouti's legal framework to adequately protect children from the worst forms of child labor, including prohibition of commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 5 of the Labor Code (18)
Minimum Age for Hazardous Work	Yes	18	Articles 108 and 110 of the Labor Code (18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 110 of the Labor Code (18)
Prohibition of Forced Labor	Yes		Articles 2 and 290 of the Labor Code; Article 23 of the Law Regarding Terrorism and Other Serious Crimes (18; 19)
Prohibition of Child Trafficking	Yes		Article 1 of the Law on the Fight Against the Trafficking of Persons and the Illegal Smuggling of Migrants; Article 23 of the Law Regarding Terrorism and Other Serious Crimes (19; 20)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 462–463 of the Penal Code; Articles 1 and 8 of the Law on the Fight Against the Trafficking of Persons and the Illegal Smuggling of Migrants (20; 21)
Prohibition of Using Children in Illicit Activities	Yes		Articles 355–356 and 461 of the Penal Code (21)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 1 of the National Army Amendment Decree (22)
Non-state	Yes	18	Articles 149–151 and 461 of the Penal Code (21)
Compulsory Education Age	Yes	16	Article 4 of the Law on the Orientation of the Education System (23)
Free Public Education	Yes		Article 16 of the Law on the Orientation of the Education System (23)

\* No conscription (24; 25)

Sources indicate that the Labor Code's minimum age provisions do not apply to children working outside of a formal employment contract. (18; 26; 27) The Labor Code applies only to children who perform work under a formal employment agreement, which does not conform to international standards requiring all children be protected under the law establishing a minimum age for work. In addition, although the Labor Code prohibits the employment of children between the ages of 16 and 18 in domestic work, hotels, and bars, the types of hazardous work prohibited for children do not include street work, an area in which there is evidence of work in an unhealthy environment. (18; 28; 27)

The law does not specifically criminalize the offering of a child for prostitution, the production of pornography, pornographic performances, or the use of a child for prostitution. (20; 21)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor (MOL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce all labor laws, including child labor laws and regulations. (3) Through its Inspectorate of Labor and Social Laws, regulate youth employment. (29)
National Police, including the Vice Squad	Enforce criminal laws and investigate crimes related to child labor. (30)
Ministry of Justice	Prosecute child labor cases referred by the MOL. (3)
National Commission on Human Rights	Receive complaints and investigate cases of human rights violations, including child labor. (31; 32) Assist victims in obtaining legal aid to prosecute violators. (31)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Djibouti took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$5,649.71 (33)	Unknown* (13)
Number of Labor Inspectors	13 (33)	Unknown* (13)
Inspectorate Authorized to Assess Penalties	No (12)	No (12)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (33)	Unknown (13)
Training on New Laws Related to Child Labor	Yes (16)	Unknown (13)
Refresher Courses Provided	No (12)	Unknown (13)
Number of Labor Inspections Conducted	30 (12)	Unknown (13)
Number Conducted at Worksites	30 (12)	Unknown (13)
Number of Child Labor Violations Found	0 (12)	Unknown (13)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	Unknown (13)
Number of Child Labor Penalties Imposed that were Collected	N/A	Unknown (13)
Routine Inspections Conducted	Yes (12)	Unknown (13)
Routine Inspections Targeted	Yes (12)	Unknown (13)
Unannounced Inspections Permitted	Yes (12)	Yes (13)
Unannounced Inspections Conducted	Unknown (12)	Unknown (13)
Complaint Mechanism Exists	Yes (12)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (12)	Unknown (13)

\* The government does not publish this information.

The government's policy not to inspect the informal business sector inhibits the identification of child labor cases, which tend to occur in the informal sector. (13)

#### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Djibouti took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including prosecution planning.

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**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (33)	Unknown* (13)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (33)	Unknown* (13)
Refresher Courses Provided	Yes (33)	Yes* (15)
Number of Investigations	Unknown (12)	Unknown* (13)
Number of Violations Found	Unknown (12)	Unknown* (13)
Number of Prosecutions Initiated	Unknown (12)	Unknown* (13)
Number of Convictions	Unknown (12)	Unknown* (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (12)	Unknown* (13)

\* The government does not publish this information.

The Djibouti National Police (DNP) worked with the IOM to interview over 1,000 migrants for trafficking indicators, prioritizing cases of women and children. The DNP depends on the IOM to refer cases for prosecution. However, there were no referrals made in 2017. (34) Although the DNP may legally make the referrals for prosecution, it lacks the resources to do so which in turn leads many government agencies to rely on international organizations to handle such cases. (7)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Anti-Trafficking Working Group	Coordinate efforts to combat human trafficking. Led by the Ministry of Justice and includes the MOL. (4; 33) In addition to creating a coordination and overall outreach strategy, the group hosted several information sessions open to the public to explain Trafficking in persons. (7)
National Council for Children (CNE)	Promote children's rights. Led by the Prime Minister and includes eight other agencies, representatives from NGOs, the private sector, and elected officials. (35) The CNE has advocated for 1) newborn refugees and migrants to receive birth certificates, 2) education under governmental programs for refugees and asylum seekers, and 3) family reunification for unaccompanied migrant minors. (7)

Although the government has established an Anti-Trafficking Working Group, research found no evidence that the government has established mechanisms to coordinate its efforts to address other forms of child labor.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan on Trafficking in Persons (2014–2020)	Aims to strengthen the legislative framework to combat human trafficking, protect and assist human trafficking victims, and establish a national referral mechanism between law enforcement officials and social service providers. (36) Although the anti-trafficking working group met more than ten times during the year, the plan has yet to be operationalized. (1)
UNDAF (2013–2017)	Provides access to basic social services to protect children against all forms of violence and exploitation. Includes plans for equal and quality access to basic education in both rural and urban areas. (37) UNDAF focused primarily on programs that build capacity for victim recognition and protection. (7) Research was unable to determine whether activities were undertaken to implement UNDAF during the reporting period.

Research was unable to determine if the government included child labor elimination and prevention strategies into the National Strategy and the Education Sector Strategic Plan. (2; 38; 33).



## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to the prevention or elimination child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Strengthening the National Criminal Justice System's Response to Trafficking in Persons in Djibouti	\$500,000 USDOS-funded program, implemented by UNODC in partnership with the Government, that establishes a national referral mechanism for victims of human trafficking and a mechanism for data collection, raises awareness of human trafficking, and conducts law enforcement trainings. (25; 39) In 2017, it designed and implemented a process to broaden communication between the government, civil society, NGOs, and UN organizations. (7)
National Family Solidarity Program†	Government-funded program implemented by the State Secretariat for National Solidarity that establishes cash transfers to support Djiboutian households in extreme poverty. (40) Research was unable to determine whether activities were undertaken to implement the National Family Solidarity Program during the reporting period.
UNICEF-Funded Projects	Humanitarian Action for Children Project and UNICEF Country Program (2013–2018) promote access to quality education for children, especially from rural and poor urban areas, increase birth registration, and provide support for orphans and vulnerable children. (38; 41; 42) Research was unable to determine whether activities were undertaken to implement the UNICEF-funded projects during the reporting period.
World Bank-Funded Programs	Enhancing Income Opportunities in DJ (2015-2019) aims to provide at least 2,200 youth with basic life skills training, coaching in business plan development, and access to finance. Access to Quality Education Project, a Global Partnership for Education-funded program, seeks to improve the learning environment in the first three years of primary education, construct classrooms, rehabilitate and extend schools in rural areas, train teachers, and procure student learning materials. (17; 43; 44) In 2017, provided 584 youth with cash transfers and built or renovated 47 classrooms in 7 schools. (45; 46)
WFP-Funded Projects in Support of Food Security	Alleviate food insecurity and build resiliency. Support for the National School Feeding Program provides daily meals at schools for 17,900 children. Enhancing the Resilience of Chronically Vulnerable Rural, Urban and Refugee Populations and Reducing Undernutrition in Djibouti increases resiliency of rural food-insecure populations to external stressors such as natural disasters. (47; 48; 49) Research was unable to determine whether activities were undertaken to implement the WFP-Funded Projects in Support of Food Security during the reporting period.

† Program is funded by the Government of Djibouti.

‡ The government had other programs that may have included the goal of eliminating or preventing child labor. (12; 25; 39)

Although the Government of Djibouti has implemented programs that target migrant children, research found no evidence of programs to assist children involved in domestic work, street work, and commercial sexual exploitation. (34) There are no official government-run shelters to assist child victims. (7)

As part of the World Day against Trafficking, the government produced a three-part newspaper series on street children to raise awareness among the public about their vulnerability to trafficking. (34)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Djibouti (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that hazardous occupations and activities prohibited for children are comprehensive.	2009 – 2017
	Ensure that all children are afforded minimum age for work protections under the law, including children working outside formal employment relationships.	2015 – 2017
	Ensure that laws criminally prohibit using and offering a child for prostitution, production of pornography, and pornographic performances.	2012 – 2017
Enforcement	Publish data related to labor law and criminal law enforcement efforts associated to child labor.	2010 – 2017
	Strengthen the Labor Inspectorate by allowing the assessment of penalties.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that the Labor Inspectorate conducts inspections in informal business sectors.	2017
	Provide the necessary resources to the DNP to make referrals for prosecution of child labor related violations.	2017
Coordination	Establish coordinating mechanisms to combat child labor.	2009 – 2017
Government Policies	Implement the National Action Plan on Trafficking in Persons by taking concrete steps to combat child trafficking.	2017
	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2017
	Undertake activities to implement the UNDAF.	2016 – 2017
Social Programs	Conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2013 – 2017
	Enhance efforts to eliminate barriers and make education accessible for all children, including girls, by removing school-related expenses.	2015 – 2017
	Implement programs to specifically address children involved in domestic work, street work, and commercial sexual exploitation.	2009 – 2017

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# Dominica

## MINIMAL ADVANCEMENT

*In 2017, Dominica made a minimal advancement in efforts to prevent the worst forms of child labor. Following the devastation of Hurricane Maria, which damaged or destroyed most schools on the island, the government collaborated with UNICEF to provide temporary learning spaces for children. However, many schools remained closed, and the government lacked funding to rebuild schools. Children experienced long interruptions to their education and may be more vulnerable to the worst forms of child labor due to the disaster. Although research is limited, there is some evidence that suggests that children in Dominica engage in the worst forms of child labor, including girls under age 16 who are subjected to commercial sexual exploitation. The government's ability to prevent children from becoming engaged in exploitative work is limited due to exceptions to the minimum age for hazardous work. The country also lacks prohibitions against the use of children in prostitution, pornography, or pornographic performances, and the use of children in illicit activities, including the production and trafficking of drugs.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is some evidence that children in Dominica engage in the worst forms of child labor, including in commercial sexual exploitation. Limited evidence suggests that girls under age 16 are subjected to commercial sexual exploitation in Dominica, with remuneration including rides, clothing, or cell phones. However, no current research on the child labor situation in Dominica is available. (1; 2) Table 1 provides key indicators on children's work and education in Dominica. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		117.9




Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3) Data were unavailable from Understanding Children's Work Project's analysis, 2016. (4)

In September 2017, Hurricane Maria devastated Dominica, damaging or destroying roads and most buildings on the island. The government estimated that 20,000 people fled the island and that, by the end of the year, an additional 20,000 remained homeless. (5; 6) The government converted some schools into emergency shelters and collaborated with UNICEF to provide temporary learning spaces for children. (5) Although some schools reopened in November, the government lacked funding to rebuild schools, and children experienced long interruptions to their education due to the destruction. Many children left Dominica to attend school in other Eastern Caribbean states. (6; 5; 7) Although there were no reports of increased commercial sexual exploitation of children after the hurricane, children in Dominica may be more vulnerable to child labor and the worst forms of child labor following the disaster. (8)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Dominica has ratified all key international conventions concerning child labor (Table 2).

**Table 2. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 3). However, gaps exist in Dominica's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 3. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Articles 2 and 46 of the Education Act 1997 (9)
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Sections 2, 8, 10, and 13 of the Transnational Organized Crime (Prevention and Control) Act (10; 11)
Prohibition of Child Trafficking	Yes		Sections 2, 8, 10, and 13 of the Transnational Organized Crime (Prevention and Control) Act (11)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 2, 10, and 13 of the Transnational Organized Crime (Prevention and Control) Act; Article 18 of the Sexual Offenses Act (11; 12)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	16	Article 2 of the Education Act 1997 (9)
Free Public Education	Yes		Article 15 of the Education Act 1997 (9)

† No standing military (13)

Article 46 of the Education Act prohibits the employment of children ages 5 to 16 during the school year, but allows students ages 14 and older to work during school vacations or in school-sponsored employment training programs without defining the conditions, specific activities, or number of hours permissible for light work. (9)

Article 7 of the Employment of Women, Young Persons, and Children Act prohibits children under age 18 from working at night, unless they are working with members of their family, but the law does not otherwise prohibit the employment of children in work that is likely to jeopardize their health, safety, or morals. (14) The government has not enacted laws or regulations explicitly prohibiting the use of children in prostitution, pornography, pornographic performances, or illicit activities, including the production and trafficking of drugs. (15)



# Dominica

## MINIMAL ADVANCEMENT

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 4). However, gaps exist within the authority of the Ministry of Justice, Immigration and National Security that may hinder adequate enforcement of their child labor laws.

**Table 4. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Division, Ministry of Justice, Immigration and National Security	Conduct inspections and enforce laws related to child labor. Authorized to conduct unannounced inspections at any location with employees and to take legal action against employers violating child labor laws. (16; 17; 18) Report cases in which children are found in exploitative labor situations to police and social services. (16; 17; 18)
Ministry of Health and Social Services	Conduct inspections and enforce laws related to child labor. Report cases in which children are found in exploitative labor situations to police. (16; 17) Provide social services, including education, housing, counseling, and financial aid in child labor cases. (16; 18; 19)
Police Force	Enforce criminal laws, including those related to child labor. (17)

#### *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in Dominica took actions in 2017 to combat child labor (Table 5). However, gaps exist within the authority of the Ministry of Justice, Immigration and National Security that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 5. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (1)	Unknown
Number of Labor Inspectors	4 (1)	Unknown
Inspectorate Authorized to Assess Penalties	No (1)	No (1)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to Child Labor	N/A	Unknown
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	480 (1)	Unknown
Number Conducted at Worksites	480 (1)	Unknown
Number of Child Labor Violations Found	0 (1)	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	N/A	Unknown
Number of Child Labor Penalties Imposed that were Collected	N/A	Unknown
Routine Inspections Conducted	Yes (1)	Unknown
Routine Inspections Targeted	No (1)	Unknown
Unannounced Inspections Permitted	Yes (1)	Yes (1)
Unannounced Inspections Conducted	Yes (1)	Unknown
Complaint Mechanism Exists	Yes (1)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1)	Yes (1)

In addition to the labor inspectors employed by the Ministry of Justice, Immigration and National Security, the Ministry of Health and Social Services employs health and safety inspectors and fire inspectors who also inspect for labor violations. (18) Government officials report that although the number of labor inspectors is sufficient to inspect labor violations, too few technical officers are available to adequately enforce labor laws. (18)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Dominica took actions in 2017 to combat child labor (Table 6). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resources.

**Table 6. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	Unknown	Unknown
Number of Investigations	0 (1)	Unknown
Number of Violations Found	0 (1)	Unknown
Number of Prosecutions Initiated	0 (1)	Unknown
Number of Convictions	0 (1)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (1)	Yes (1)

The Police Force budget is insufficient, and police lack the transportation and equipment needed to adequately enforce criminal laws. (1)

#### **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor.

#### **V. GOVERNMENT POLICIES ON CHILD LABOR**

Research found no evidence that the government has established policies to address child labor.

#### **VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR**

Although the Government of Dominica has implemented programs that may contribute to preventing or eliminating child labor (Table 7), research found no evidence that it has carried out programs specifically designed to assist children subjected to commercial sexual exploitation.

**Table 7. Key Social Programs to Address Child Labor**

Program	Description
Basic Needs Trust Fund	Caribbean Development Bank-implemented program that aims to reduce poverty through livelihood services, improved infrastructure, capacity-building projects, and technical services. (20; 21)
Education Trust Fund†	Ministry of Education and Human Resource Development (MOE) program that provides financial assistance for textbooks, transportation, and registration and exam fees to students in secondary school who would otherwise be unable to complete their education. (17; 22)
School Textbook Provision Scheme†	MOE program that subsidizes the cost of textbooks for primary and secondary school students. (17; 23)
School Feeding Program†	MOE program that provides lunch to primary school students in targeted areas. (17; 24)
CHANCES†	Ministry of Health and Social Services program that supports an emergency residential shelter to provide short-term services to abused and neglected children. May accept victims of the worst forms of child labor. (16; 18; 25; 26)
Break the Silence Awareness Program†	Ministry of Health and Social Services program that raises awareness and encourages reporting of child abuse cases. (18) Managed by the Child Abuse Prevention Unit in the Social Welfare Division. (26)

† Program is funded by the Government of Dominica.

#### **VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR**

Based on the reporting above, the following actions would advance the elimination of child labor in Dominica (Table 8).

# Dominica

## MINIMAL ADVANCEMENT

**Table 8. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Define the conditions, activities, and number of hours permissible for light work.	2014 – 2017
	Ensure that the minimum age for hazardous work is 18 for all children.	2015 – 2017
	Enact legislation to expressly prohibit child prostitution and the using, procuring, or offering of a child for the production of pornography or pornographic performances.	2011 – 2017
	Prohibit the use of children in illicit activities, including the production and trafficking of drugs.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties.	2016 – 2017
	Make labor and criminal law enforcement data publicly available.	2014 – 2017
	Employ enough technical officers to provide sufficient labor law enforcement.	2015 – 2017
	Ensure that labor inspectors and criminal investigators receive training on the worst forms of child labor.	2015 – 2017
	Ensure that the police have sufficient funding to enforce criminal laws.	2016 – 2017
Coordination	Establish coordinating mechanisms to combat the worst forms of child labor in commercial sexual exploitation.	2016 – 2017
Government Policies	Adopt policies to address the worst forms of child labor in commercial sexual exploitation.	2016 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2014 – 2017
	Institute programs to address commercial sexual exploitation of children.	2017
	Continue to reopen and rebuild schools, and ensure that disaster relief efforts include measures to prevent children from engaging in child labor and the worst forms of child labor.	2017

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*In 2017, the Dominican Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. This year, the Dominican Republic is receiving an assessment of moderate advancement because, in contrast to previous years, research did not identify cases of children without identity documents being denied access to education and the government took new efforts to adequately address this unlawful practice, which mainly impacted children of Haitian descent. These efforts include designating a point of contact within the Ministry of Education to handle school denial cases for children without identity documents and reiterating a directive to public schools that all children*



*must be allowed to attend school, regardless of their documentation. In addition, the Government of the Dominican Republic created 19 Local Vigilance Committees to combat child labor in high-risk municipalities. The government also continued to fund and participate in multiple programs that include the goal of eliminating or preventing child labor, including two new programs that will strengthen the capacity of the Ministry of Labor to enforce laws and regulations related to child and forced labor, particularly in the agricultural sector. However, children in the Dominican Republic engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. Other gaps remain, including limited human and financial resources for the enforcement of child labor laws and inadequate assistance for victims of commercial sexual exploitation and harmful agricultural work.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Dominican Republic engage in the worst forms of child labor, including in commercial sexual exploitation. (1; 2; 3) Children also perform dangerous tasks in agriculture. (4; 5; 6; 7; 8) Table 1 provides key indicators on children's work and education in the Dominican Republic.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	2.1 (21,968)
Attending School (%)	10 to 14	98.4
Combining Work and School (%)	10 to 14	2.0
Primary Completion Rate (%)		93.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

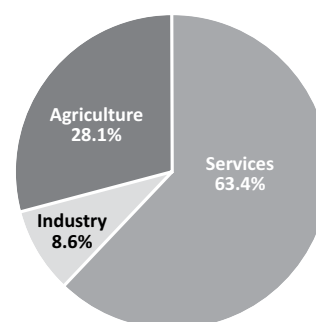
Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Fuerza de Trabajo Survey, 2014. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Clearing land for sugarcane production, planting and harvesting sugarcane,† and collecting cut cane† (6; 11; 12; 13; 14)
	Producing coffee, cocoa, rice, tomatoes, bananas, beans, corn, garlic, onions, and potatoes (15; 16; 17; 7; 18; 19; 20; 21; 22; 8)
	Fishing† (20; 23)
Industry	Producing baked goods (4; 21)
	Mining† for larimar (a blue stone often used for jewelry) (4)
	Construction,† activities unknown (4)

**Figure 1. Working Children by Sector, Ages 10-14**



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Street work, including vending, † shining shoes, begging, washing car windows, and transporting packages in markets (15; 20; 24; 23; 25; 26; 21; 2)
	Working in beauty salons, restaurants, bars, † and coffee shops (27; 4)
	Working in woodworking shops, auto repair shops, and welding shops (18; 19; 24; 21; 8)
	Scavenging in landfills (24; 21; 28)
	Domestic work (15; 4; 26; 21; 2; 3)
Categorical Worst Forms of Child Labor‡	Forced labor in domestic work, agriculture, construction, street vending, and begging, each sometimes as a result of human trafficking (15; 29; 1)
	Commercial sexual exploitation, sometimes as a result of human trafficking (30; 1; 2; 14; 3)
	Use in illicit activities, including drug trafficking, sometimes as a result of human trafficking (31; 1)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in the Dominican Republic engage in commercial sexual exploitation, particularly in coastal, touristic locations. The porous border between Haiti and the Dominican Republic has allowed some children to be trafficked into the Dominican Republic, where they have been engaged in commercial sexual exploitation or forced to work in agriculture, domestic work, street vending, or begging. (24; 32; 1; 14; 2; 33; 3) Some children, including Haitian children and Dominican-born children of Haitian descent, work in sugarcane production often alongside their parents, and live in communities that often lack basic services, including schools. (6; 11; 34; 13; 12; 14; 15; 35)

Children of undocumented migrant parents, many of Haitian descent, are particularly vulnerable to labor exploitation because many lack birth or residency documents. (34; 36; 37; 1; 28; 2; 38; 39) During the reporting period, the government extended the benefits of the National Regularization Plan to offer an additional year of legal residency status to approximately 240,000 individuals with irregular immigration status and issued birth certificates through the Central Electoral Board to more than 21,000. (40; 15; 41; 42; 43). Despite these efforts, many Dominican-born persons of Haitian descent, including children, continue to remain in undocumented status as a result of the 2013 Constitutional Tribunal Judgment and were not able to obtain legal residency documents under Law 169-14 or the National Plan to Regularize Foreigners during the reporting year. (15; 44; 45; 46; 41; 47) In addition, Haitian children who remain in the Dominican Republic after their parents have been repatriated to Haiti due to their undocumented status are more vulnerable to the worst forms of child labor. (34; 48; 49)

National law guarantees free public education, which requires that all children attend school until age 18, and prohibits the exclusion of children from the educational system based on a lack of identity documents. (48; 50; 51; 52; 53) However, the current Operations Manual of Public Education Centers of the Ministry of Education incorrectly requires school administrators to require children to present identity documents to enroll in school. (54; 55) Research did not identify cases of children without identity documents being denied access to education during the reporting period, or cases of schools requiring children to present identity documents to take the twelfth grade national exam to graduate from secondary school. (8; 56; 41; 40) During the reporting period, the Ministry of Education designated its Office of Community Participation as the point of contact to handle school denial cases for children without identity documents and reiterated a directive to all public schools that all children must be allowed to attend school, regardless of their documentation. (8; 56; 41; 57; 58; 40) Reports indicate that these efforts have improved access to education through secondary school for children without identity documents. (8; 56; 41; 40)




In general, many children continue to experience challenges in accessing education and high school dropout rates at the primary and secondary levels, in which there are shortages of teachers and a lack of school infrastructure. These issues particularly affect children living in rural areas and in communities predominantly of Haitian descent. Sources also indicate that some children of Haitian descent face discrimination by teachers and peers; travel long distances to schools; and are unable to afford school fees and supplies. (59; 60; 61; 15; 3) In addition, because the Ministry of Education requires that each student has a birth certificate on file to issue a high school diploma, children without identity documents are unable to document that they have completed high school. (43; 62)



## II. LEGAL FRAMEWORK FOR CHILD LABOR

The Dominican Republic has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in the Dominican Republic's legal framework to adequately protect children from child labor, including the prohibition of military recruitment by non-state groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 245 of the Labor Code; Article 40 of the Code for the Protection of Children and Adolescents (50; 63)
Minimum Age for Hazardous Work	Yes	18	Sections 1–2 of the Resolution on Hazardous Work for Persons Under Age 18; Article 251 of the Labor Code (63; 35)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 1–3 of the Resolution on Hazardous Work for Persons Under Age 18 (35)
Prohibition of Forced Labor	Yes		Articles 1, 3, and 7 of the Law Against Migrant Smuggling and Trafficking in Persons; Articles 25 and 409 of the Code for the Protection of Children and Adolescents; Articles 40–41 of the Constitution (50; 64; 65)
Prohibition of Child Trafficking	Yes		Articles 1, 3, and 7 of the Law Against Migrant Smuggling and Trafficking in Persons; Articles 25 and 409 of the Code for the Protection of Children and Adolescents; Article 41 of the Constitution (50; 64; 65)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 25 and 408–411 of the Code for the Protection of Children and Adolescents; Article 3 of the Law Against Migrant Smuggling and Trafficking in Persons; Article 24 of the Law on Technological Crime (50; 66; 64)
Prohibition of Using Children in Illicit Activities	Yes		Article 85 of the Law on Drugs and Controlled Substances (67)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Articles 96–97 and 231–232 of the Organic Armed Forces Law (68)
State Voluntary	Yes	18†	Articles 26 and 96–97 of the Organic Armed Forces Law (68)
Non-state	No		
Compulsory Education Age	Yes	18‡	Article 63 of the Constitution; Articles 33, 35, 37, and 40 of the Organic Law of Education; Articles 45–46 of the Code for the Protection of Children and Adolescents (50; 51; 65)

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Free Public Education	Yes		Article 63 of the Constitution; Articles 33, 35, 37, and 40 of the Organic Law of Education; Ministry of Education Circular No. 18 of 2011; Articles 45–46 of the Code for the Protection of Children and Adolescents (50; 51; 53; 65)

\* No conscription (68)

‡ Age calculated based on available information (51; 65)

In November 2017, during the IV Global Conference on the Sustained Eradication of Child Labor in Argentina, the Government of the Dominican Republic pledged to increase the minimum age for work to age 15. (69)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor (MT) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MT)	Lead efforts to eliminate child labor, conduct labor inspections, and direct the Child Labor Directorate (DTI) to investigate child labor. Refers children found in exploitative conditions to social services, mainly the National Council for Children and Adolescents (CONANI). (15; 70; 71; 72; 24)
National Council for Children and Adolescents (CONANI)	Develop and implement policies and programs to eradicate all forms of violence against children, including child labor, as well as improve the employability of young people. Coordinate with the MT to protect children against labor exploitation and enforce labor laws. (15; 70; 73; 74)
Office of the Attorney General (AG)	Prosecute crimes involving children, including criminal violations related to the commercial sexual exploitation of children and other worst forms of child labor. Oversee the Special Prosecutor for Migrant Smuggling and Human Trafficking, which receives notifications of alleged violations related to the worst forms of child labor through a hotline. (75; 74; 1; 14)
National Police's Trafficking in Persons Unit and the Directorate of Migration	Enforce criminal laws, including those prohibiting the worst forms of child labor, and coordinate with the AG in the prosecution of perpetrators. Under the Ministry of the Interior. (20; 75; 1; 14)
Specialized Corps for Tourist Safety (CESTUR)	Prevent child sex abuse and commercial sexual exploitation in touristic areas, rescue child victims, and arrest and bring to justice child sex offenders. Overseen by the Ministry of Defense. (73; 14)
Local Vigilance Committees*	Prevent child labor at the local level by alerting law enforcement of activities linked to child labor, directing victims of child labor to social services, and working closely with the National Steering Committee to Eliminate Child Labor (CDN) to raise awareness of child labor. (76; 22) In 2017, 19 Vigilance Committees were created in municipalities with a high presence of child labor. (22)

\* Agency responsible for child labor enforcement was created during the reporting period.

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in the Dominican Republic took actions to combat child labor (Table 6). However, gaps exist within the authority of the MT that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$3.6 million (20; 23)	\$3.6 million (43)
Number of Labor Inspectors	183 (27; 18)	176 (8)
Inspectorate Authorized to Assess Penalties	No (20)	No (8)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	N/A
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (20)	Yes (22; 8)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Labor Inspections Conducted	93,104 (43)	83,436 (43)
Number Conducted at Worksites	93,104 (43)	83,436 (43)
Number of Child Labor Violations Found	31 (20)	44‡ (8)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (20)	44‡ (8)
Number of Child Labor Penalties Imposed that were Collected	Unknown (20)	Unknown (8)
Routine Inspections Conducted	Yes (20)	Yes (8)
Routine Inspections Targeted	Yes (18; 20)	Yes (22; 8)
Unannounced Inspections Permitted	Yes (27; 18)	Yes (18; 8)
Unannounced Inspections Conducted	Yes (18; 20)	Yes (18; 8)
Complaint Mechanism Exists	Yes (18; 20)	Yes (18; 8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (23)	Yes (23; 8)

‡ Data are from January 1, 2017 to October 31, 2017. (8)

The number of labor inspectors is likely insufficient for the size of the Dominican Republic’s workforce, which includes over 4.7 million workers. According to the ILO’s technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, the Dominican Republic should employ about 341 labor inspectors. (77; 78; 79) In 2017, the Child Labor Directorate received \$32,330 from the MT and \$389,578 from external donations to increase labor law enforcement actions to combat child labor and conduct awareness-raising activities, an increase from the \$140,000 that was allocated in 2016. (20; 23; 20)

The MT’s process for labor inspections includes a preliminary visit, during which inspectors inform employers of violations and establish periods for remediation but do not issue fines. Upon expiration of the remediation periods, inspectors conduct re-inspections to determine whether the violations have been remedied. (63; 80) If re-inspections find that the identified violations persist, the MT files infraction reports with its local office, which then transfers the infraction reports to the relevant local court for adjudication. (63; 80) This two-tiered inspection process puts a strain on the MT’s limited human and financial resources and may not sufficiently deter employers from exploiting children in the workplace, particularly in remote rural areas where re-inspections are more difficult and less consistent. In addition, evidence suggests that some inspection reports do not set a timeframe for the remediation of the violations identified. (81) Furthermore, the lack of published information on the results of inspections prevents a complete understanding of how adequate this inspection system is in practice. (20)

Although the 2008 General Inspection Protocol and the 2011 Inspection Protocol for Agriculture instruct inspectors to assess child labor violations by reviewing workers’ identity documents and employers’ records, making observations, and conducting interviews, the widespread lack of identity documents impedes both inspectors and employers from verifying the ages of workers and guaranteeing that children under age 18 are not participating in dangerous or unhealthy work. (6; 16; 82; 80) The MT indicated that improvements could be made with respect to how inspectors conduct interviews, ask follow-up questions, and use inspection data to strengthen the inspection system. (16) Moreover, reports indicate that in some cases, Spanish-speaking inspectors working without translation assistance have been responsible for interviewing Creole-speaking workers with limited or no Spanish-language abilities, which has further hindered the efficacy of those inspections. (20)

From January through October 2017, the MT conducted 66,840 labor inspections, including 27 targeted child labor inspections in high-risk sectors, such as agriculture, construction, mining, and services in both rural and urban areas, mainly in Santo Domingo, La Romana, Sanchez Ramirez, and Santiago Provinces. (20; 23; 22; 8) During this period, each inspector conducted an average of 380 inspections; it is unknown whether the high number of inspections per inspector affected the quality of these inspections. (8) Some NGOs and labor unions have reported that inspections are not always conducted in a timely manner after requests are made. In addition, evidence suggests that inspection reports often contain errors and contradictions that undermine the credibility of these reports, including by limiting the sample size of worksites for inspection in large rural facilities. (27; 83; 81) Reports also indicate that substandard labor inspections have hindered the ability of the Office of the Attorney General (AG) to pursue prosecutions on criminal matters involving child labor issues. (83)

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A formal referral mechanism is in place that allows the MT to refer child labor victims found during labor inspections to the National Council for Children and Adolescents (CONANI) for social services. During the reporting period, the MT reported that it removed 319 victims of child labor, mainly from the agriculture and services sectors, and transferred them to CONANI, where they received social and reintegration services. (23; 22; 8)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in the Dominican Republic took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including the lack of publicly available enforcement information, coordination, and financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (75)	Yes (75)
Number of Investigations	19 (84)	26 (8; 85)
Number of Violations Found	19 (84)	Unknown
Number of Prosecutions Initiated	21 (84)	Unknown
Number of Convictions	13 (84)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (27)	Yes (27; 8)

In 2017, the AG's Special Prosecutor for Migrant Smuggling and Human Trafficking employed 5 investigators and conducted 26 investigations regarding the worst forms of child labor, including on commercial sexual exploitation and human trafficking. (8; 85) The National Police maintains a Trafficking in Persons Unit that conducted 83 investigations during the reporting period. It is unknown how many of these investigations involved crimes against children. (85) Despite these efforts, reports indicate that the capacity of both enforcement agencies to identify, investigate, and prosecute criminal cases related to the worst forms of child labor are limited due to a lack of human and financial resources. (20; 1; 85) In addition, reports indicate that coordination between the MT and the AG has been limited due mainly to a lack of adequate case tracking systems and that not all criminal violations identified by the MT have been referred to, and subsequently investigated and prosecuted adequately by the AG. (83; 56; 8)

In 2017, the AG reported that it removed 35 child victims of commercial sexual exploitation and human trafficking and transferred them to CONANI, where they received social and reintegration services. (75; 8) Despite these efforts, reports indicate that CONANI does not have the resources, facilities, and institutional capacity to meet the demand for services nationwide. (2; 5; 85; 3)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including insufficient funding for key coordinating bodies to carry out their mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee to Eliminate Child Labor (CDN)	Develop policies, approve programs, and coordinate, monitor, and evaluate efforts to combat child labor in the Dominican Republic. Overseen by the MT and composed of ministerial representatives, labor unions, private sector representatives, and NGOs. (15; 24; 70; 86; 72) In 2017, met several times to implement activities under national action plans, including awareness-raising campaigns in agricultural zones, trained government and non-governmental stakeholders on child labor laws, and built the institutional capacity of 25 of the 48 Local and Municipal Committees. In addition, coordinated the creation of 19 Local Vigilance Committees to combat child labor in high-risk municipalities. (22; 76)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Inter-Institutional Commission Against Child Abuse and Commercial Sexual Exploitation	Coordinate actions to combat commercial sexual exploitation and child abuse. Led by CONANI and the MT, and includes representatives from the Ministries of Tourism, Education, and CESTUR, local and international organizations, and the Hotel and Restaurant Association. (75; 73; 1; 3) In 2017, launched a national awareness-raising campaign to combat commercial sexual exploitation of children and developed an online platform to train school officials on safe Internet usage and exploitation risks associated with new technologies. (1; 87; 22)
Inter-Agency Commission Against Trafficking in Persons (CITIM)	Coordinate efforts to combat human trafficking and responsible for developing and implementing national plans. Led by the Ministry of Foreign Affairs and comprises 14 government agencies, including the MT and law enforcement agencies. (88; 1) In 2017, met multiple times to draft a new national action plan on trafficking in persons and worked to develop a case management information system to improve tracking of human trafficking cases. (89; 85)
Social Policies Coordination Cabinet (GCPS)	Coordinate all social policies and conditional cash transfer programs, such as the Progressing with Solidarity Program (PROSOLI). Led by the Vice President. (20; 70) In 2017, implemented activities to expand access to PROSOLI by vulnerable groups, including by establishing a partnership with an international organization to provide reintegration services to child victims of commercial sexual exploitation and human trafficking, as well as to children without identity documents. (90; 91)

Evidence suggest that the Local and Municipal Committees of the National Steering Committee to Eliminate Child Labor (CDN) face limitations in their coordination efforts due to a lack of financial resources to adequately carry out their mandates. (92)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including insufficient funding for implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Strategic Plan to Eradicate the Worst Forms of Child Labor (PEN) (2006–2020)	Identifies the roles and responsibilities of government agencies and municipal representatives in eradicating the worst forms of child labor. Prioritizes prevention, protection, assistance, and the progressive eradication of the worst forms of child labor. (20; 71; 93) In 2017, conducted training sessions on child labor laws and programs for 499 members of the system to prevent and eradicate child labor. (22)
Roadmap Towards the Elimination of Child Labor in the Dominican Republic (2016–2020)	Aims to eliminate child labor by 2020. Sets targets and indicators for poverty reduction, health, education, institutional coordination, awareness raising, and information sharing. (23; 70; 94; 72; 3) In 2017, established 19 Local Vigilance Committees to combat child labor in high-risk municipalities. (22)
Education Pact (2014–2030)	Seeks to improve the quality of, and access to, primary and secondary education by increasing attendance and graduation rates and enrolling more students in the Extended School Day Program. Includes strategies to combat child labor. (70; 95; 96) Implemented by the Ministry of Education and supported by World Bank. In 2017, focused on improving recruitment and training of school teachers and increasing primary and secondary graduation rates. (97)
National Development Strategy 2030 (END)	Aims to reduce poverty and inequality and includes programs that aim to combat child labor and provide universal education to all children. Includes strategies to expand access to secondary school, including for students without identity documents. (23; 70; 98) Implemented by the Ministry of Economy. (98) (59)

In 2017, the government drafted a new National Action Plan against Human Trafficking, but it was not approved during the reporting period. (85) Insufficient allocation of resources has slowed efforts to fully implement key policies related to child labor, including conducting planned activities in a timely manner. (99; 100; 2)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.



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**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Project to Reduce Child Labor and Working Conditions in Agriculture in the Dominican Republic (2017-2021)*	\$5 million USDOL-funded project implemented by the ILO to support the efforts of the Government of the Dominican Republic to combat child labor and strengthen labor law enforcement while helping businesses prevent, detect, and eliminate labor abuses in the agriculture sector, in addition to enabling better educational and livelihood opportunities to families vulnerable to labor exploitation. (101) Additional information is available on the USDOL website.
From Protocol to Practice: A Bridge to Global Action on Forced Labor (2015–2019)*	USDOL-funded global project implemented by the ILO to support global and national efforts to combat forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to C.29 on Forced Labor. In the Dominican Republic, aims to build the capacity of the MT to enforce laws and regulations related to forced labor through improved data management systems and to work with labor inspectors. (102) Additional information is available on the USDOL website.
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, including the Dominican Republic, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government, develop strategic policies to address the elimination of child labor in the Dominican Republic, and improve the evidence base on child labor through research. Additional information is available on the USDOL website. (103)
Progressing with Solidarity (PROSOLI)†	Government program that provides conditional cash transfers for low-income families to increase children's school attendance and reduce child labor. (70; 104; 90; 60; 3) The Vice President's Office reported that PROSOLI's School Attendance and School Subsidy Incentives in 2017 benefited 495,456 students, reducing school dropout rates among project participants by 3.8 percent and children's vulnerability to child labor. (90; 105)
Extended School Day Program ( <i>Jornada Escolar Extendida</i> )†	Ministry of Education program to extend school hours to a full day (8 a.m. to 4 p.m.) to improve educational achievement and reduce child labor. (106; 2; 107) As of October 2017, the program covers nearly 60 percent of the nation's school children and is aiming to provide coverage nationwide by the end of the 2018/2019 school year. (56; 8)
Regional Initiatives for the Elimination of Child Labor in Latin America and the Caribbean (2014–2018)	\$2.2 million Government of Spain-funded, 4-year project implemented by the ILO that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America and the Caribbean, including the Dominican Republic. Seeks to develop information systems on the worst forms of child labor and increase youth employment in the Dominican Republic. (108)
Empowering and Supporting the Human Rights of Children and Youth (2012–2018)	\$1.2 million Government of Canada-funded, 6-year project that aims to build the capacity of government agencies and civil society organizations that are responsible for protecting children, especially those of Haitian descent, from sexual and labor exploitation. (109)
Line 700 Hotline†	Office of the First Lady's free hotline to enable citizens to report cases of the worst forms of child labor. (73; 110)
Youth Alert Program (2012–2017)	USAID-funded project to protect at-risk youth from crime and promote access to education and vocational training programs, including for youth without identity documents. By the end of 2017, the program has benefited 140,204 youth, including by assisting 2,039 to obtain identity documents. (111; 112; 113)
UNICEF Country Program (2018–2022)*	\$15.4 million UNICEF-funded program that supports the government's efforts to improve education, health, social inclusion, and protection for children in the Dominican Republic. Includes projects to increase birth registration rates and build the capacity of relevant government agencies to protect children, especially those without identity documents, from violence, sexual exploitation, and trafficking. (60; 114; 3)

\* Program was launched during the reporting period.

† Program is funded by the Government of the Dominican Republic.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (18; 115; 116; 117; 118)

In an effort to improve the national education system, the government has allocated 4 percent of the national GDP in its budget for primary and secondary education for the fifth consecutive year. (23; 2; 8; 3) Although the Progressing with Solidarity (PROSOLI) program has been effective in reducing child labor and increasing school enrollment among its project participants, the program requires participants to present identification documents to access program benefits, which likely limits the participation of those individuals lacking such documentation, many of whom are particularly vulnerable to child labor. (16; 119) Although the Dominican Republic has programs that target the worst forms of child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly to address commercial sexual exploitation of children and harmful work in agricultural areas. (32; 2; 3)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in the Dominican Republic (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Criminally prohibit the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties.	2015 – 2017
	Publish information on the number of child labor penalties imposed that were collected, the initial training for new criminal law enforcement officers, the number of criminal labor violations found, the number of prosecutions initiated, and the number of convictions secured.	2009 – 2017
	Increase the number of labor inspectors in accordance with the ILO's technical advice to provide adequate coverage of the workforce, especially in remote rural areas.	2009 – 2017
	Increase the human and financial resources, as well as training for criminal law investigators to ensure adequate criminal law enforcement related to child labor.	2009 – 2017
	Reform the two-tiered inspection system to ensure that labor inspectors are able to promptly follow up on violation remediation to improve enforcement of laws prohibiting child labor and discourage the use of child labor by employers.	2012 – 2017
	Establish a system to verify the age of young workers to better protect children without birth certificates or other legal documentation from exploitation.	2012 – 2017
	Improve training of inspectors to increase the quality of interviews with employers and workers, gather consistent documentation, conduct timely re-inspection to ensure compliance, and use inspection data to enable prosecution.	2012 – 2017
	Ensure that labor inspectors are able to communicate with Creole-speaking workers, including those who may be underage, to adequately conduct inspections for child labor violations.	2012 – 2017
	Determine whether the inspection ratio for each labor inspector is appropriate to ensure the quality and scope of inspections.	2016 – 2017
	Ensure that CONANI has sufficient resources and facilities to provide the necessary care for victims of child labor.	2015 – 2017
	Improve coordination and case tracking systems between the Ministry of Labor and the Office of the Attorney General to ensure violations are adequately investigated and prosecuted.	2013 – 2017
Coordination	Ensure that the National Steering Committee to Eliminate Child Labor's Local and Municipal Committees have sufficient resources to effectively coordinate efforts to address child labor.	2013 – 2017
Government Policies	Ensure that appropriate funding exists to effectively implement and coordinate policies related to child labor.	2009 – 2017
	Revise the Ministry of Education's Operations Manual of Public Education Centers to reflect Dominican law and policies that allow children without birth certificates or other identity documents to enroll in primary and secondary education and complete schooling.	2017
Social Programs	Increase efforts to issue identity documents to all children to reduce their vulnerability to labor exploitation.	2011 – 2017
	Increase school infrastructure and teacher availability, especially in rural areas, remove supply and school-related fees, and expand efforts to reduce discrimination in schools.	2011 – 2017
	Address the specific educational needs of vulnerable populations, including unaccompanied migrant children, children of parents who have been deported, and undocumented children.	2011 – 2017
	Conduct regular training for school administrators and public awareness campaigns on Dominican law and policies that allow children without birth certificates or other identity documents to enroll in primary and secondary education and complete schooling.	2011 – 2017
	Expand social protection programs, particularly for child victims of commercial sexual exploitation and harmful agricultural work.	2010 – 2017

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In 2017, Ecuador made a significant advancement in efforts to eliminate the worst forms of child labor. The government signed into law new protections for victims of trafficking and drafted legislation to protect girls who are victims of human trafficking. The government also created the Directorate for the Prevention of Trafficking in Persons and Migrant Smuggling within the Ministry of the Interior to lead all law enforcement and research operations related to human trafficking. In addition, the government adopted a new policy to support vulnerable populations, including through new welfare programs, and the Ministry of Tourism exchanged best practices with regional tourism ministries to prevent child sex tourism and human trafficking. However, children in Ecuador engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. In addition, Ecuador lacks effective coordinating mechanisms to combat child labor and programs providing adequate coverage of the worst forms of child labor.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ecuador engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3) Table 1 provides key indicators on children's work and education in Ecuador.

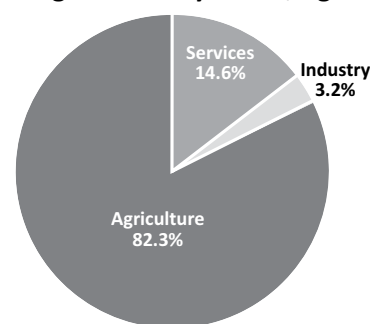
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.9 (168,530)
Attending School (%)	5 to 14	97.3
Combining Work and School (%)	7 to 14	5.6
Primary Completion Rate (%)		104.8

Source for primary completion rate: Data from 2017, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Encuesta Nacional de Empleo, Desempleo, y Subempleo, 2016. (5)

**Figure 1. Working Children by Sector, Ages 5-14**



In 2017, the government conducted two national surveys capturing child labor data. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of bananas,† palm oil,† and flowers,† including the use of chemical products and machetes (2; 7; 8; 9; 6; 10) Fishing† (8; 9; 6)
Industry	Gold mining† and small-scale mining† (6) Production of bricks† (3; 11) Construction,† including loading construction materials, mixing materials to make concrete, and brickwork (3; 9; 11; 12; 6)
Services	Domestic work† (8; 6; 13) Street work, including begging, shoe shining, selling newspapers, and vending (7; 8; 9; 14; 15; 6; 10)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (14; 16; 17; 6) Use in illicit activities, including drug trafficking and robbery (3; 17; 6; 18)

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Forced recruitment of children by Colombian non-state armed groups for use in armed conflict (12; 19; 20; 6)
	Use in the production of pornography (7)
	Forced labor in banana and palm plantations, floriculture, fishing, and in domestic work, street vending, and begging, each sometimes as a result of human trafficking (21; 6; 22; 18)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Civil society and government contacts reported incidences of Peruvian children being recruited into forced labor under false promises of employment in illegal mines. (17; 6; 23) Migrant and refugee girls from Colombia, Peru, Dominican Republic, Haiti, and Venezuela are particularly vulnerable to labor trafficking in domestic servitude and forced begging. (6; 23) Indigenous children from the highlands between the ages 6 and 10 are trafficked for forced begging in Guayaquil, Quito, and Rumiñahui. (24; 10)




Migrant and refugee children from other Latin American countries, LGBTI children, girls from poor families, and indigenous and Afro-Ecuadorian girls are often used in commercial sexual exploitation, including in the provinces of Guayas and Manabí. Commercial sexual exploitation in Ecuador also occurs near illegal mining sites. (2; 3; 6; 18; 24; 25) Venezuelan girls are trafficked for commercial sexual exploitation in Ecuador. (18) Sex trafficking networks also recruit children in schools, and, increasingly, through social media platforms, encouraging children to recruit their friends and classmates. (6) On Ecuador’s northern border, children are forcibly recruited to engage in drug trafficking and robbery. (26)

Despite education being free in Ecuador, children face barriers to accessing education, including having to pay for uniforms and books, lack of space and teachers, and lack of transportation for children who must attend schools far from their homes. (27; 6) Many indigenous children abandon school early, both in rural and urban areas. (9; 16) Specifically, almost half of all indigenous children in rural areas, and 37 to 40 percent of those in urban areas, do not attend secondary school, which can make them more vulnerable to child labor. (28) The lack of schools in some areas specifically affects indigenous and refugee children, who must travel long distances to attend school. (6)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Ecuador has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government’s laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 46 of the Constitution; Article 82 of the Childhood and Adolescence Code (29; 30)
Minimum Age for Hazardous Work	Yes	18	Article 87 of the Childhood and Adolescence Code (30)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 8 of Resolution No. 016 of 2008; Article 5 of Ministerial Accord MDT–2015–0131 (31; 32)
Prohibition of Forced Labor	Yes		Articles 82, 91, 105, and 213 of the Integral Penal Code (33)
Prohibition of Child Trafficking	Yes		Articles 47 and 91 of the Integral Penal Code; Article 117 of the Organic Law on Human Mobility (33; 34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 91 and 100–104 of the Integral Penal Code (33)
Prohibition of Using Children in Illicit Activities	Yes		Articles 47, 219, and 220 of the Integral Penal Code (33)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 57 of the Childhood and Adolescence Code; Article 161 of the Constitution (29; 30)
Non-state	Yes	18	Article 127 of the Penal Code; Article 57 of the Childhood and Adolescence Code; Article 161 of the Constitution (29; 30; 33)
Compulsory Education Age	Yes	15	Article 38 of the Organic Intercultural Education Law (35)
Free Public Education	Yes		Article 4 of the Organic Intercultural Education Law; Chapter 5, Article 28 of the Constitution (29; 35)

\* No conscription (29)

In 2017, the government signed into law new protections for victims of trafficking. (34; 22) This law establishes a system to register and monitor victims of human trafficking and inform policy, action plans, and strategies to prevent trafficking. (34) The law also offers protections to families of trafficking victims and does not require testimony or a complaint to be filed to receive such services. (34) The Office of the President also issued regulations implementing this law. (36) The Ecuadorian legislature drafted legislation to prevent and eradicate violence against women and to protect girls who are victims of trafficking. (6) In collaboration with civil society, the private sector, and other government ministries, the Ministry of Labor (MOL) began drafting the Organic Integral Labor Code, which includes provisions on child labor and its worst forms and provides protections for adolescent workers. (18; 6)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the MOL that may hinder adequate child labor enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Industrial Relations (MOL)	Monitor child labor, conduct labor inspections at worksites, and enforce child labor laws in the formal sector. Administer sanctions against companies found using child labor and collect fines. (2; 7) Using the Unified System of Registration of Child Labor (SURTl), collect information on child laborers and refer children to appropriate government services. (6)
Ministry of Economic and Social Inclusion (MIES), Office of Special Protection to Vulnerable Population	Provide remediation services to child laborers and their families. Assist victims of child labor found in the informal sector. (2; 37) Through its Office of Special Protection, maintain a national anti-child-labor program involving coordination with civil society organizations and local governments. (6) Run seven protection centers staffed by social workers, doctors, psychologists, and educators. (37)
Attorney General's Office	Enforce criminal laws against child labor, commercial sexual exploitation, and human trafficking. (12; 38)
Ministry of Interior	Oversee and evaluate all police actions, including the National Police Unit for Crimes against Children and Adolescents (DINAPEN). (23) DINAPEN investigates all crimes against children, including abuse, sexual exploitation, sex tourism, smuggling, kidnapping, exploitative child labor, and forced labor. (15; 39) DINAPEN's anti-trafficking unit also investigates child trafficking cases. (2)
Office of the Prosecutor	Try cases related to the worst forms of child labor. (7)
Ministry of Education	Help victims of child labor reintegrate into school through the Special Protection program. (40)

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### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Ecuador took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOL that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$61,752 (3)	\$1,458,000 (6)
Number of Labor Inspectors	206 (3)	150 (6)
Inspectorate Authorized to Assess Penalties	Yes (3)	Yes (6)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (3)	Yes (6)
Training on New Laws Related to Child Labor	Yes (3)	Yes (6)
Refresher Courses Provided	Yes (3)	Yes (6)
Number of Labor Inspections Conducted	4,626 (3)	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	368 (3)	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (3)	Unknown* (6)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (3)	Unknown* (6)
Routine Inspections Conducted	Yes (3)	Yes (6)
Routine Inspections Targeted	Yes (3)	Yes (6)
Unannounced Inspections Permitted	Yes (3)	Yes (6)
Unannounced Inspections Conducted	Yes (3)	Yes (6)
Complaint Mechanism Exists	Yes (3)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (6)

\*The government does not publish this information.

The number of labor inspectors is likely insufficient for the size of Ecuador's workforce, which includes more than 8 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Ecuador should employ about 534 labor inspectors. (2; 3; 41; 42) Furthermore, inspectors often lack the necessary resources, such as transportation, to fulfill their mandate. (2; 3; 38)

According to the ILO, one of the major obstacles in combating child labor in Ecuador is the absence of an adequate mechanism for receiving, routing, and addressing child labor charges and complaints. (3) While the government has created new mechanisms for identifying and referring child labor victims, it does not apply them consistently and uniformly. (3; 6) The absence of appropriate sanctions against employers also hinders efficient labor law enforcement. (6) Inspectors do not have sufficient knowledge of child labor laws. (6) Although Ecuadorian laws and regulations governing child labor are comprehensive, those regarding hazardous work are not enforced equally in rural areas and family-run businesses. (3)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Ecuador took actions to combat child labor (Table 7). However, gaps exist within the operations of the National Police Unit for Crimes against Children and Adolescents (DINAPEN) that may hinder adequate criminal law enforcement, including its referral mechanism.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (3)	Yes (43)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (3)	N/A (6)
Refresher Courses Provided	Yes (3)	Yes (18)
Number of Investigations	Unknown	80 (6)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown* (3)	8 (6)
Number of Convictions	Unknown* (3)	1 (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (6)

\*The government does not publish this information.

In 2017, the government created the Directorate for the Prevention of Trafficking in Persons and Migrant Smuggling within the Ministry of Interior to lead all law enforcement and research operations related to human trafficking. (6; 43) DINAPEN and Chile's Investigative Police conducted a binational operation against a criminal group that trafficked boys and girls for labor exploitation from the Imbabura province in Ecuador to Chile. (18) This investigation resulted in four arrests and the rescue of five Ecuadorian children. (18) In other operations, police also arrested 3 people for commercial sexual exploitation of children and rescued 11 girls who were engaged in commercial sexual exploitation, some as a result of human trafficking. (18) The government also provided victims' protection assistance to seven Ecuadorian children who were victims of labor trafficking and nine children who were victims of sex trafficking. (18)

During the reporting period, criminal investigators received training by the U.S. Department of Homeland Security on the use of Facebook for commercial sexual exploitation of children. (18) The National Police also hosted a training for 20 DINAPEN officers on trafficking and smuggling of persons, including children. (18; 23) However, DINAPEN officers lack sufficient human and material resources to adequately investigate the use of children in the trafficking of drugs. (2) Ecuador has only two shelters for victims of trafficking, and they serve only girls who have been victims of sex trafficking. There are no shelters for boys or girls who have been victims of trafficking unrelated to sex. (18) Although the 2016 introduction of the Unified System of Registration of Child Labor (SURT) has improved the referral mechanisms for victims removed from the worst forms of child labor, the process is ad hoc. (6) The lack of shelters in many provinces means law enforcement officers need to keep victims of the worst forms of child labor at police barracks until a space becomes available in a shelter in another province. (6)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-institutional Committee for the Eradication of Child Labor	Coordinate government efforts to combat child labor. (2) Includes participation from the MOL. (23) Last convened on December 5, 2017. (6)
Inter-Agency Committee against Trafficking in Persons	Coordinate government efforts to combat human trafficking, including child trafficking. Established as part of the National Plan to Combat Human Trafficking, Sexual and Labor Exploitation, and Other Forms of Exploitation. (38) Chaired by the Ministry of the Interior, involves several ministries and government agencies. (12) In 2017, held a binational fair at the Rumichaca International Bridge, the principal border crossing between Colombia and Ecuador, to raise awareness of human trafficking and the services available to trafficking victims. (18) Also held events to commemorate World Anti-Trafficking Day. (18)
Technical Secretariat for the Lifetime Plan*	Convene government ministries to discuss issues, including child labor. (2)
National Council for Intergenerational Equity (CNII)	Coordinate interagency efforts to protect vulnerable populations, including children. (2)
Local Autonomous Governments	Participate in coordinating mechanisms to combat child labor and implement the guidelines provided by CNII. (2) Mayors, who are held accountable to ensure that children do not work, can be fined if children are found working. (44)
Inter-Agency Table for the Eradication of Child Labor ( <i>Mesa Interinstitucional de Erradicación del Trabajo Infantil</i> )	Coordinate regional efforts to address child labor. (45) Participants include MIES; regional councils of Childhood and Adolescence; Ministries of Education, Labor, and Interior; Ministry of Social Development (MCDS); DINAPEN; and the Attorney General's Office. (45)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.



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Weak coordination between ministries providing social services has caused difficulties in ensuring that children rescued from working in the informal sector receive adequate social assistance. (3) In 2017, the government used SURTI to collect data on child labor and better identify, assist, and monitor children in child labor; however, the government does not publish this information. (6) The ILO and MOL report that SURTI has assisted in efforts to improve coordination to address child labor. (6) However, research was unable to determine the extent of SURTI's success in improving coordination.

In 2017, Ecuador and Peru signed the Tumbes Declaration to jointly address trafficking in persons and better serve trafficking victims, including children. (18; 23) The Ministry of Tourism exchanged best practices with regional tourism ministries to prevent child sex tourism and human trafficking and trained hotel owners and employees of 120 hotels on identifying, responding to, and reporting suspected cases of child sex tourism and human trafficking. (18) The Ministry of Tourism also coordinated activities to prevent child sex tourism and trafficking in persons with ECU911 (Ecuador's national emergency phone line), the ministries of foreign affairs and labor, and local governments. (18)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan to Eradicate Child Labor (2015–2017)	Establish strategy to eradicate child labor in Ecuador by 2017. (2) The Plan, approved in 2016, is being implemented. (46)
Lifetime Plan ( <i>Plan Toda Una Vida</i> ) (2017–2021)†	Aims to support vulnerable populations from birth to advanced age through a series of social welfare programs. Aims to reduce child labor of children between ages 5 and 14 to 2.7 percent by 2021. (6; 47) Launched on November 28, 2017. (6) Led by the Technical Secretariat for the Lifetime Plan. (48)
National Plan to Combat Human Trafficking, Sexual and Labor Exploitation, and Other Forms of Exploitation	Establish processes to prevent, investigate, and impose legal sanctions against human trafficking, commercial sexual exploitation, and other forms of abuse. Enacted by decree in 2006 to protect and restore the rights of victims. (17; 49; 50) In 2017, the government failed to approve the revised version of this plan and instead continued to operate under an older version. (22)

† Policy was approved during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the worst forms of child labor.

**Table 10. Key Social Programs to Address Child Labor ‡**

Program	Description
Project to Eradicate Child Labor (PETI) (2014–2017)	MOL project under the National Plan for Good Living to prevent hazardous child labor in agriculture, manufacturing, construction, and mining. (46; 9) In 2017, the MOL held an interagency event in recognition of the International Day Against Child Labor. (43) As of 2017, this program has educated almost 10,000 people about child labor in the provinces of Los Rios and Bolivar. (43)
Business Network for a Child Labor Free Ecuador	UN initiative, works to gain commitment from participating industries to promote the prevention and elimination of child labor in their supply chains, trains businesses on child labor prevention, and creates employment opportunities for the parents of children engaged in child labor. (51; 52) In 2017, the MOL held an event to promote the network in Cuenca among 20 local businesses. So far, 38 companies are members of the network, which raised child labor awareness by training 14,000 participants. (53)
National Program to Combat Child Begging†	Raises awareness about child begging; aims to facilitate social services for children begging in the streets. (54; 55) In 2017, raised awareness through the Give Dignity campaign. (43)
USDOL-funded initiatives	Global Action Program on Child Labor Issues (GAP), a \$15.9 million project implemented by the Global March to End Child Labor. (56) Building Effective Policies Against Child Labor in Ecuador and Panama (2012–2016), a \$4.3 million project implemented by the ILO in collaboration with Casa Esperanza, Comunidades y Desarrollo en Ecuador (COMUNIDEC), and Fundación Esquel. (57; 58) EducaFuturo Project (2012–2017), an \$8.1 million project implemented by Partners of the Americas, in collaboration with Expoflores, COMUNIDEC, and Fundación de las Americas. Additional information is available on the USDOL website.

**Table 10. Key Social Programs to Address Child Labor ‡ (cont)**

Program	Description
Prevention of Sexual Exploitation of Children and Adolescents	Ministry of Tourism program that seeks to prevent commercial sexual exploitation by creating regulations and awareness campaigns in the tourism sector. (59) In 2017, trained staff from 120 hotels exchanged best practices in preventing child sex tourism and trafficking, and coordinated child sex tourism and trafficking prevention activities with ECU911, the Ministries of Foreign Affairs and Labor, and local governments. (6)
Eloy Alfaro Workers' Symphonic Orchestra ( <i>Orquesta Sinfónica de los Trabajadores Eloy Alfaro</i> )†	Orchestra that performs to raise awareness of child labor. (3) Established by MOL in 2016, comprises more than 200 former child laborers from Quito and Cuenca who take daily music lessons funded by MOL. (3) In 2017, played at the International Day Against Child Labor. (43)
Grants for Human Development	Conditional cash transfer program run by MIES that supplements household income for vulnerable families. (60; 56) In December 2017, the government increased the benefit for heads of household to \$150 per month, depending on the number of children in the family. (43)
Mission Tenderness ( <i>Misión Ternura</i> )†*	Seeks to promote the development of children under age 5 by combating malnutrition, increasing the number of children participating in early childhood education programs, and increasing participation of children from poor and vulnerable families in public childhood development programs. (6)
Less Poverty, More Development ( <i>Menos Pobreza, Más Desarrollo</i> )†*	Aims to reduce extreme poverty from 8 percent to 3.5 percent by 2021, in part, through a conditional cash transfer for families living below the poverty line. (61; 6) In December 2017, the government increased the benefit from \$50 to \$150 for heads of household, depending on the number of children in the family. (6; 61)
Youth Impulse ( <i>Impulso Joven</i> )†*	Seeks to increase job training and higher education opportunities for at-risk youth, support youth entrepreneurship through preferential loans, and connect employers with at-risk youth. (6)

\* Program was launched during the reporting period.

† Program is funded by the Government of Ecuador.

‡ The government has other social programs which may have addressed child labor issues or had an impact on child labor. (3; 7; 62; 63; 64)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Ecuador (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish the number of labor inspections conducted, child labor violations found, penalties imposed and collected for child labor violations, as well as the number of criminal violations found.	2014 – 2017
	Ensure that laws and regulations governing child labor, and especially hazardous labor, are enforced consistently throughout the country, including in rural areas and family-run businesses.	2016 – 2017
	Increase the number of labor inspectors in accordance with the ILO technical advice.	2009 – 2017
	Ensure that inspectors receive sufficient resources, such as transportation, to adequately carry out their duties.	2014 – 2017
	Ensure that labor inspectors have sufficient knowledge of existing laws, penalties, and processes to conduct inspections and refer victims to social services.	2015 – 2017
	Ensure that police investigators receive sufficient resources to investigate cases of the worst forms of child labor.	2016 – 2017
Coordination	Strengthen coordinating mechanisms between ministries providing social services to victims of child labor, especially in the informal sector, and the mechanism for receiving, routing, and addressing child labor complaints.	2015 – 2017
Policies	Update the National Plan to Combat Human Trafficking, Sexual Exploitation and Labor Exploitation, and Other Forms of Exploitation.	2017
Social Programs	Enhance efforts to eliminate barriers and make education, particularly secondary education, accessible for all children, including indigenous and refugee children and children from rural areas, by removing school-related fees, increasing classroom space, and providing adequate transportation.	2014 – 2017

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# Egypt

## MODERATE ADVANCEMENT

In 2017, Egypt made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Social Solidarity began operating 17 mobile units, providing services to over 4,000 street-based children. The National Coordination Committee on Preventing Illegal Migration and Combating Trafficking in Persons provided training to media professionals on reporting on human trafficking and victim protection. Social media messaging on irregular migration and human trafficking produced by the same Committee reached one million individuals. Moreover, the National Council for Childhood and Motherhood conducted 35 awareness-raising campaigns. However, children in Egypt engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and in quarrying limestone. The government did not publish data on the enforcement of child labor laws. In addition, programs to combat child labor are insufficient to adequately address the extent of the problem.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Egypt engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and in quarrying limestone. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Egypt.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	2.9 (246,179)
Attending School (%)	10 to 14	93.8
Combining Work and School (%)	10 to 14	1.3
Primary Completion Rate (%)		93.9

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (6)

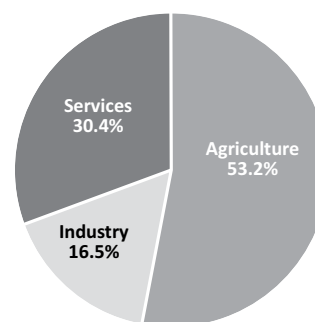
Source for all other data: Understanding Children's Work Project's analysis of statistics from Survey of Young People in Egypt, 2009. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including the production of cotton (8; 9; 10; 5; 11)
	Caring for livestock (12; 5; 11)
	Fishing, activities unknown (13; 5)
Industry	Quarrying† limestone (1; 2; 3; 5)
	Making bricks (14; 15; 16; 5; 17)
	Working in carpentry workshops (18; 19; 5)
	Working in marble workshops (20; 21)
	Construction, activities unknown (22; 5; 11)
Services	Working in aluminum factories (23; 5)
	Domestic work (12; 9; 5)
	Driving tuktuks (24; 25)
	Repairing automobiles (13; 5)
	Street work, including selling goods, collecting garbage, and sweeping (8; 18; 26; 22; 27)

**Figure 1. Working Children by Sector, Ages 5-14**





**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>†</sup>	Domestic work as a result of human trafficking (4; 5)
	Commercial sexual exploitation, sometimes as a result of human trafficking (4; 5; 28)
	Forced begging, sometimes as a result of human trafficking (29; 4; 5)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Some girls are subjected to commercial sexual exploitation under the pretext of temporary marriage to wealthy foreign men, mostly from Persian Gulf countries. (4; 5; 28) Some Egyptian children are trafficked to Italy, and although the number of arrivals decreased significantly in 2017, Egyptian children continue to be used for bonded child labor, commercial sexual exploitation, and illicit activities in Italy. (30; 31; 32; 33; 34; 4; 11; 35)

According to the Ministry of Education, thousands of children dropped out of school in 2016 and 2017 because of school-related costs, such as transportation, clothing, and food. (10; 5) Girls face additional barriers to education, including long distances to school, harassment and violence at school and on the way to school, lack of sanitation facilities, and cultural barriers. (36; 5) Approximately 600,000 girls were out of school in 2017. (36) Despite a 2016 UN program aiming to enroll all Syrian refugee children in school, UNICEF reported that as of November 2017, 39,000 Syrian refugee children were out of school. (37; 38)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Egypt has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Egypt’s legal framework to adequately protect children from the worst forms of child labor, including the prohibition of commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 64 of the Child Law (39)
Minimum Age for Hazardous Work	Yes	18	Article 1 of Ministry of Manpower’s Decree 118 (40)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 1–2 of Ministry of Manpower’s Decree 118 (40)
Prohibition of Forced Labor	Yes		Article 89 of the Constitution; Article 291 of the Penal Code; Articles 2–3 of the Law on Combating Human Trafficking (39; 41; 42)
Prohibition of Child Trafficking	Yes		Article 89 of the Constitution; Article 291 of the Penal Code; Articles 2–3 of the Law on Combating Human Trafficking (39; 41; 42)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Commercial Sexual Exploitation of Children	No		Article 116- <i>bis</i> (a) of the Child Law and Article 291 of the Penal Code; Articles 2–3 of the Law on Combating Human Trafficking; Articles 1–4 and 6 of the Law on the Combating of Prostitution (39; 42; 43)
Prohibition of Using Children in Illicit Activities	Yes		Article 34 of the Law on Narcotics; Article 65 of the Child Law; Article 2.2 of Ministry of Manpower’s Decree 118 (39; 40; 44)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 1 of the Law on Military and National Service (45)
State Voluntary	Yes	15	Ministry of Defense Guidelines on Youth Volunteers in the Armed Forces (46)
Non-state	Yes	18	Article 7- <i>bis</i> (b) of the Child Law (39)
Compulsory Education Age	Yes	15‡	Article 59(1) of the Child Law; Articles 80 and 238 of the Constitution (39; 41)
Free Public Education	Yes		Article 54 of the Child Law (39)

‡ Age calculated based on available information (29)

Laws prohibiting the commercial sexual exploitation of children are not comprehensive because they do not criminally prohibit the use of a child in prostitution.

The law prohibits hazardous occupations and activities for children, including in quarrying, tanning, welding, spraying pesticides, and carrying heavy loads. (40) However, the types of hazardous work prohibited for children do not cover brick production, an area of work in which there is evidence of exposure to hazardous temperatures. (15; 14; 17)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Manpower that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Manpower	Enforce child labor laws and regulations, including receiving and investigating child labor complaints. Inspectors conduct routine labor inspections and report violations to the Ministry of the Interior, which then refers the case for prosecution. (5)
Ministry of the Interior	Enforce laws and regulations prohibiting human trafficking and commercial sexual exploitation of children. (5)
Ministry of Justice, Prosecutor General’s Office	Prosecute violation of laws related to the worst forms of child labor and human trafficking. (5)
Ministry of Local Development	Provide administrative and logistical support for the enforcement of child labor laws. Administer the Child Protection Committees. (5)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Egypt took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Manpower that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown* (5)
Number of Labor Inspectors	Unknown	Unknown* (5)
Inspectorate Authorized to Assess Penalties	Unknown	No (5)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (5)
Training on New Laws Related to Child Labor	Unknown	N/A
Refresher Courses Provided	Yes (47)	Yes (5)
Number of Labor Inspections Conducted	21,735 (47)	Unknown* (5)
Number Conducted at Worksites	21,735 (47)	3,388 (48)
Number of Child Labor Violations Found	1,531 (47)	509 (48)
Number of Child Labor Violations for which Penalties were Imposed	56 (47)	Unknown* (5)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown* (5)
Routine Inspections Conducted	Unknown	Yes (5)
Routine Inspections Targeted	Unknown	Unknown* (5)
Unannounced Inspections Permitted	Unknown	Yes (5)
Unannounced Inspections Conducted	Unknown	Yes (5)
Complaint Mechanism Exists	Yes (49)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (49)	Yes (5)

\* The government does not publish this information.

In 2017, the Ministry of Manpower conducted a training for labor inspectors, in cooperation with the WFP, using a checklist on a mobile tablet application to increase efficiency. The Ministry of Manpower conducted 3,388 worksite inspections, issued formal warnings at 509 worksites, and filed police reports against 61 employers. (48)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Egypt took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder their capacity to enforce child labor laws, including disaggregation of human trafficking enforcement data on children.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown (5)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown (5)
Refresher Courses Provided	Yes (50)	Yes (51)
Number of Investigations	13 (50)	Unknown (5)
Number of Violations Found	Unknown	Unknown (5)
Number of Prosecutions Initiated	2 (50)	Unknown (5)
Number of Convictions	Unknown	Unknown (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (49)	Yes (5)

In 2017, 20 Ministry of Interior's law enforcement officials received training on human trafficking, identifying victims, and investigating crime scenes, with particular focus on protecting children and women who are victims of human trafficking. (51) The Ministry also added a module on human trafficking to its curriculum that officials periodically complete. The Ministry of Justice held 11 trainings on human trafficking for 321 judges. (48) The Ministry of Defense provided training to all soldiers on identifying and interacting with victims of human trafficking. (48)

The Prosecutor General published and circulated a toolkit for officials who investigate cases of human trafficking. The toolkit includes guidelines on identifying cases of human trafficking, providing services to victims, and cooperating with international judicial actions. (48)

# Egypt

## MODERATE ADVANCEMENT

During the reporting period, the Ministry of Interior opened 144 human trafficking cases and referred 41 cases to the Prosecutor General's Office. Five individuals were convicted of human trafficking crimes. (52) However, it is unknown how many of these cases may have involved child trafficking.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including among government agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Council for Childhood and Motherhood (NCCM)	Coordinate enforcement of laws related to child labor, including its worst forms. Provide technical support and training about child labor for the Ministry of Manpower's inspectors. (5) Identify and monitor at-risk children. Manage two 24-hour hotlines and receive reports of child labor and child trafficking. (5) In 2017, the Council held 35 awareness-raising campaigns that reached 1,740 students, educators, migrants, and others. (48)
National Coordinating Committee to Combat the Worst Forms of Child Labor	Coordinate the efforts of the Ministries of Manpower, Justice, Social Solidarity, and the Interior; the Council for Human Rights, Childhood, and Motherhood; and the Council for Women in drafting a National Strategy to Combat the Worst Forms of Child Labor. (5) Research was unable to determine whether the National Coordinating Committee to Combat the Worst Forms of Child Labor was active during the reporting period.
National Coordination Committee on Preventing Illegal Migration and Combating Trafficking in Persons	Coordinate efforts to combat human trafficking. Led by an Ambassador appointed by the Prime Minister, comprises 18 government entities, including the Ministries of the Interior and Manpower. (5) In 2017, provided training for reporters on human trafficking, victim protection, and ethical considerations when covering human trafficking issues. (53) Reached over one million people through social media messaging on the dangers of irregular migration and human trafficking. (48) However, during the reporting period, there was a lack of coordination between arresting officers and prosecutors. In 2017, began revisions to improve the national referral mechanism. (48)
Child Protection Committees	Coordinate child protection efforts at the local level. Led by the Ministry of Social Solidarity and chaired by local governors in each governorate, with subcommittees at each police station. (5) Research was unable to determine whether the Child Protection Committees were active during the reporting period.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan of Action Against the Worst Forms of Child Labor and Supporting Families	Aims to eliminate the worst forms of child labor by 2025 and identify roles of government agencies responsible for assisting child laborers. (5) In 2017, government agencies, in cooperation with international organizations, concluded the main Action Plan elements, including expansion of the child labor knowledge base; capacity building of agencies providing support; social protection, with links to existing programs; enhanced education, including vocational education for children; and advocacy and awareness raising. (5)
Third National Plan of Action Against Human Trafficking (2016–2021)	Aims to maintain referral mechanisms, train law enforcement officials, and combat trafficking of street children. (5) During the reporting period, the National Coordination Committee on Preventing Illegal Migration and Combating Trafficking in Persons began to work on improving the national referral mechanism. Several government agencies provided human trafficking training to officials. (48) In 2017 and 2018, the Ministry of Social Solidarity provided services to thousands of street-based children. (48)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Enhancing Access of Children to Education and Fighting Child Labor (2014–2018)	\$65 million, EU-funded, 4-year project implemented by the WFP to provide food security for up to 100,000 children at risk of child labor and financial assistance to 400,000 family members to compensate for wages that child labor would have otherwise generated, enabling children to attend school. Supports 50,000 households in income-generating activities to help keep their children in school. (54) In 2017, under the National School Feeding Program, in-kind and cash transfers continued for vulnerable families, but the exact number of these families was unavailable. (5)
Expanding Access to Education and Protection for at Risk Children in Egypt (2016–2021)	\$32 million, EU-funded project implemented by UNICEF in cooperation with the Ministry of Education and the NCCM to expand access to education for 36,000 children, including 6,000 children with disabilities, and to support 15 Child Protection Committees in 15 governorates. (55) Research was unable to determine whether activities were undertaken to implement Expanding Access to Education and Protection for at Risk Children in Egypt during the reporting period.
Solidarity and Dignity Initiative of the Cash Transfer Program (2015–2017)†	Provided a monthly income supplement to poor families, conditional on keeping their children at school, or unconditional for the elderly and family members with disabilities. Aimed to reach 1.5 million households by 2017. (56) Research was unable to determine whether activities were undertaken to implement the Solidarity and Dignity Initiative of the Cash Transfer Program during the reporting period.
Positive Life Alternatives for Egyptian Youth at-Risk of Irregular Migration Program (2015–2017)	\$3.2 million, USAID-funded, 2-year project implemented by the IOM to support activities that included the goal of eliminating the worst forms of child labor, specifically through raising awareness among children and youth on the dangers of irregular migration and human trafficking, and building technical capacity of service providers for at-risk children. (57; 58) Research was unable to determine whether activities were undertaken to implement the Positive Life Alternatives for Egyptian Youth at-Risk of Irregular Migration Program during the reporting period.
Children without Shelter†	The Ministry of Social Solidarity operated shelters for victims of human trafficking, child victims of trafficking and forced labor, and other vulnerable individuals. Dar as-Salam, operated by the NCCM and an NGO, Face, provides social services, including psychological counseling and health services. (50) In 2017, the Ministry of Solidarity began operating 17 mobile units, providing services to over 4,000 street children. (48) The Ministry also reintegrated almost 400 street children back into their families. (5)

† Program is funded by the Government of Egypt.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (5)

Although Egypt has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly to address commercial sexual exploitation and in quarrying limestone.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Egypt (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the use of children for commercial sexual exploitation.	2017
	Ensure that the types of work that children perform in Egypt that expose them to hazardous temperatures, such as brick production, are prohibited for children under age 18.	2017
Enforcement	Publish information on the Labor Inspectorate funding, the number of labor inspectors, penalties imposed and collected, and whether targeted inspections were conducted.	2011 – 2017
	Strengthen the Labor Inspectorate by authorizing inspectors to assess penalties.	2017
	Publish information on training for criminal investigators and the disaggregated numbers of violations, investigations, prosecutions, and convictions for criminal violations of child labor laws.	2011 – 2017
Coordination	Ensure all coordinating bodies are able to carry out their intended mandates.	2017
	Ensure coordination between arresting officers and prosecutors in cases of human trafficking.	2017
Social Programs	Ensure universal access to free public education, especially for refugee children and girls, by addressing the cost of school fees, supplies, and other barriers to education.	2010 – 2017
	Ensure that the Solidarity and Dignity Initiative of the Cash Transfer Program is implemented.	2017
	Expand programs to address the full scope of the child labor problem, particularly in commercial sexual exploitation and in quarrying limestone.	2010 – 2017



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# El Salvador

## MODERATE ADVANCEMENT

In 2017, El Salvador made a moderate advancement in efforts to eliminate the worst forms of child labor. The Labor Inspection Directorate changed inspectors' daily inspections schedules in the agricultural sector to begin earlier in the morning to better verify possible child labor situations and included child labor specific items in interview checklists. In addition, the National Council for Children and Adolescents released a protocol to implement the National Policy for the Protection of Children and Adolescents. However, children in El Salvador engage in the worst forms of child labor, including in illicit activities, sometimes as a result of human trafficking.

Children also perform dangerous tasks in the harvesting of sugarcane. Law enforcement agencies continue to lack sufficient resources to fully enforce child labor laws, and no penalties for child labor violations were issued in 2017.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in El Salvador engage in the worst forms of child labor, including in illicit activities, sometimes as a result of human trafficking. Children also perform dangerous tasks in the harvesting of sugarcane. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in El Salvador.

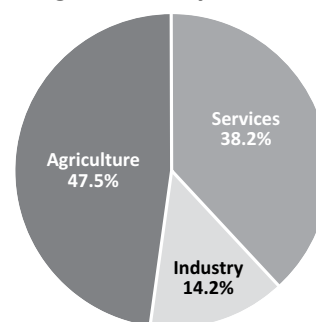
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	5.9 (68,431)
Attending School (%)	5 to 14	92.3
Combining Work and School (%)	7 to 14	6.1
Primary Completion Rate (%)		93.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Hogares de Propósitos Múltiples (EHPM), 2015. (8)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting sugarcane† and coffee,† and production of cereal grains (2; 3; 9; 10; 11; 12)
	Cattle-raising† (12)
	Fishing,† including harvesting shellfish and mollusks† (2; 3; 4; 10; 13; 14)
Industry	Manufacturing fireworks† (2; 3; 11; 15; 14)
	Production of baked goods (12)
	Construction† (2; 10; 12; 16)
Services	Garbage scavenging† and street begging,† performing,† and vending† (2; 3; 11; 17)
	Domestic work (2; 3; 11; 12; 18; 19)
	Selling goods in markets or kiosks and working in restaurants (12)
Categorical Worst Forms of Child Labor‡	Repairing motor vehicles† (12; 16; 20)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 14; 6)
	Use by gangs to perform illicit activities, including committing homicides, extortion, and trafficking drugs, sometimes as a result of human trafficking (4; 21; 14; 6)
	Forced begging, domestic work, and street work (2; 4; 6)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in El Salvador often lack economic and educational opportunities and are vulnerable to the worst forms of child labor, including commercial sexual exploitation and recruitment by gangs for illicit activities, such as committing homicides and trafficking drugs. (22; 23; 24) Children often emigrate to escape violence, extortion, and forced recruitment by gangs, in addition to seeking economic opportunities and family reunification. Once en route, they become vulnerable to human trafficking and commercial sexual exploitation. (4; 22; 23; 24; 27)




Child labor in El Salvador is predominantly male, with boys comprising approximately two-thirds of child laborers ages 5 to 17. (12; 28; 29; 30) However, girls comprise the majority of children engaged in domestic work in third-party homes. (2; 12; 18) At schools, children are recruited and harassed by gangs, which may cause children to stop attending school. Children who do not attend school are also more vulnerable to child labor, including its worst forms. (4; 5; 27; 31; 32; 33; 34; 35) Although government programs have expanded basic education coverage, gang violence, including the extortion of school children, has hindered efforts to increase school enrollment and decrease dropout rates. (34; 35; 36; 37) The Educated El Salvador Plan created 7 online study programs and outlined additional government efforts to address this problem. (35; 38; 39)

Multiple reports, including by a third-party monitoring group, indicate that the use of child labor in sugarcane harvesting has declined since 2010. (9; 40; 41) The latest government figures, taken by the Ministry of Education in 2015, counted 934 persons under age 18 engaged in the production of sugarcane. (42) The published report of the 2016 Multipurpose Household Survey does not contain information on the number of children working in the sugarcane sector or on the number of children engaged in the worst forms of child labor, including in illicit activities. (19; 14)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

El Salvador has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 114 of the Labor Code; Article 38 of the Constitution; Article 59 of the Law for the Comprehensive Protection of Children and Adolescents (LEPINA) (43; 44; 45)
Minimum Age for Hazardous Work	Yes	18	Article 105 of the Labor Code; Article 38 of the Constitution; Article 2 of Agreement 241 of 2011 (43; 44; 46)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 1 of Agreement 241 of 2011 (46)
Prohibition of Forced Labor	Yes		Articles 3 and 54–55 of the Special Law Against Trafficking in Persons; Article 13 of the Labor Code; Article 56 of LEPINA; Articles 4 and 9 of the Constitution (43; 44; 45; 47)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	Yes		Articles 3 and 54–55 of the Special Law Against Trafficking in Persons; Article 56 of LEPINA (45; 47)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 3 and 54–55 of the Special Law Against Trafficking in Persons; Articles 169–173 of the Penal Code; Article 55 of LEPINA (45; 47; 48)
Prohibition of Using Children in Illicit Activities	Yes		Articles 3 and 54–55 of the Special Law Against Trafficking in Persons; Articles 214 and 345 of the Penal Code; Article 56 of LEPINA (45; 47; 48)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 215 of the Constitution (43)
State Voluntary	Yes	16	Articles 2 and 6 of the Military Service Law (49)
Non-state	Yes		Article 345 of the Penal Code; Article 1 of the Law Prohibiting Gangs and Criminal Organizations; Article 7 of the Constitution (43; 48; 50)
Compulsory Education Age	Yes	18‡	Articles 5, 18, 20, and 22 of the General Education Law; Article 82 of LEPINA; Article 56 of the Constitution (43; 45; 51)
Free Public Education	Yes		Articles 5, 18, 20, and 22 of the General Education Law; Article 82 of LEPINA; Article 56 of the Constitution (43; 45; 51)

‡ Age calculated based on available information (45; 51)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the Ministry of Labor and Social Welfare’s operations that hinder adequate child labor enforcement.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Welfare (MTPS)	Inspect registered businesses for labor violations, including child labor. (10; 20; 14) Maintain a child labor unit dedicated to child labor law enforcement issues. (52) Refer cases of alleged crimes of the worst forms of child labor to the Office of the Attorney General. (10)
Office of the Attorney General (AG)	Enforce criminal laws related to the worst forms of child labor. Maintain the AG’s Special Unit on Trafficking in Persons and Related Crimes that consists of 12 prosecutors who investigate human trafficking and related crimes. (5; 10; 11; 47) Refer exploited children to the Salvadoran Institute for the Comprehensive Development of Children and Adolescents (ISNA) for social services. (10)
National Civilian Police (PNC)	Enforce criminal laws related to the worst forms of child labor. Maintain the PNC’s Special Unit on Trafficking in Persons and Related Crimes that investigates cases of human trafficking, including child trafficking. (10; 20; 47; 14) Maintain a hotline that receives complaints about human trafficking for sexual and labor exploitation. (53)
Salvadoran Institute for the Comprehensive Development of Children and Adolescents (ISNA)	Receive referrals from law enforcement agencies on cases of criminal exploitation of children, including for forced labor, human trafficking, and commercial sexual exploitation. Provide child victims with services, including shelter, medical attention, psychological help, and legal advice. (54)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in El Salvador took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Welfare that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1,912,214 (5)	\$1,696,239 (14)
Number of Labor Inspectors	183 (5)	181 (14)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (14)
Training for Labor Inspectors		



**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Initial Training for New Employees	N/A	N/A
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (5)	Yes (14)
Number of Labor Inspections Conducted	28,446 (55)	31,337 (56)
Number Conducted at Worksites	28,446 (55)	31,337 (56)
Number of Child Labor Violations Found	8 (5)	2 (14)
Number of Child Labor Violations for Which Penalties were Imposed	0 (5)	0 (14)
Number of Child Labor Penalties Imposed that were Collected	0 (5)	0 (14)
Routine Inspections Conducted	Yes (5)	Yes (14)
Routine Inspections Targeted	Unknown* (5)	Yes (14)
Unannounced Inspections Permitted	Yes (5)	Yes (14)
Unannounced Inspections Conducted	Yes (5)	Yes (14)
Complaint Mechanism Exists	Yes (5)	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (14)

\* The government does not publish this information.

In 2017, the Ministry of Labor and Social Welfare (MTPS) reported that its level of funding was inadequate and hampered the labor inspectorate's capacity to enforce child labor laws. The Labor Inspection Directorate changed inspectors' daily inspections schedules in the agricultural sector to begin earlier in the morning to better verify possible child labor situations and included child labor specific items in interview checklists. (14)

In 2017, the MTPS reported that it conducted 961 child labor-specific inspections across all 14 of El Salvador's administrative regions, including some targeted inspections in the sugarcane and coffee sectors. (57) As of October 2017, the MTPS reported that inspections found 2 child labor violations. (14) No fines were collected, as MTPS reported all child labor issues were resolved upon re-inspection. (14)

The government reports that the Labor Committee of the Legislative Assembly is drafting an updated Labor Procedures Code, which will include provisions to streamline the issuance of penalties. (58; 59) The Salvadoran Institute for the Comprehensive Development of Children and Adolescents (ISNA) reported that in 2017 it assisted 14 children engaged in child labor, including 1 child engaged in dangerous work. (60)

Article 627 of the Labor Code specifies a default fine of no more than \$60 per violation of all labor laws, including child labor laws. (44) Reports indicate that this amount is insufficient to deter labor violations. (5) The government is currently reviewing national legislation to ensure that monetary penalties for all labor violations are proportionate to the nature of the offense. (58; 59; 61)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in El Salvador took actions to combat child labor (Table 7). However, gaps exist within the operations of criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Yes (5)	Yes (14)
Refresher Courses Provided	Yes (5)	Yes (14)
Number of Investigations	26 (5)	19 (14)
Number of Violations Found	35 (5)	77 (14)

# El Salvador

## MODERATE ADVANCEMENT

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Prosecutions Initiated	Unknown	9 (14)
Number of Convictions	6 (5)	0 (14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (14)

In 2017, the Office of the Attorney General (AG) provided training for investigators on the INTERPOL child sexual abuse database, conducted a regional workshop for combating child sexual abuse—an advanced regional workshop to combat child sexual abuse—and a regional workshop on coordination and investigation of online child sexual exploitation. The National Council for Children and Adolescents (CONNA) conducted trainings for 8,500 people on the Special Law for Comprehensive Protection of Children and Adolescents (LEPINA), and the guidelines for the National Protection Plan for Children and Adolescents. CONNA also conducted training for 25 sexual exploitation prevention specialists. (14; 62)

In 2017, the AG's Trafficking in Persons Unit encountered 21 victims of child trafficking for sexual exploitation. This included 7 cases of child prostitution affecting 8 victims, 10 cases of pornography involving 11 victims, and 10 cases of payment for sexual acts with 11 victims. (14)

The AG reported that it lacks sufficient financial resources to maintain the level of staffing, training, and transportation required to meet its obligation to prosecute crimes, including the worst forms of child labor. (63; 14; 62) In addition, reports indicate that increased coordination between the PNC and the AG is needed to improve the investigation and prosecution of criminal child labor violations. (58)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee for the Eradication of Child Labor (CNETI)	Determine and implement government efforts to combat child labor, including the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms. Chaired by the MTPS, includes 12 government agencies, along with representatives from labor unions, business associations, and NGOs. (2; 12; 20; 64; 14) Maintain a web-based monitoring system that allows government agencies to share and analyze information to coordinate the implementation of the Roadmap. (65; 66; 67; 14)
National Council Against Trafficking in Persons	Coordinate government efforts to combat human trafficking and implement the National Policy Against Trafficking in Persons. (68; 14) Led by the Ministry of Justice and Public Security and composed of 11 government agencies. (1; 47; 69; 14)
National Council for Children and Adolescents (CONNA)	Develop policies to protect the rights of children, including those regarding child labor, and implement LEPINA and the National Policy for the Protection of Children and Adolescents (PNPNA). (45; 70; 71; 14) Composed of Departmental and Local Committees for Children's and Adolescents' Rights, ISNA, the Ministry of Public Security and Justice, the AG, the Human Rights Ombudsman, and other agencies. (14) In 2017, CONNA expanded its response network and youth protection programs, and enacted rules to coordinate protection programs for children and adolescents. (72; 14)
Departmental and Local Committees for Children's and Adolescents' Rights	Implement CONNA's policies, including the PNPNA, at the departmental and municipal levels, as well as receive complaints of child rights violations at the departmental level. (45; 73; 74; 75; 14)

All coordinating bodies appeared to be active during the reporting period. (62)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms	Serves as the government’s principal policy for eliminating the worst forms of child labor. Aims to eliminate all child labor by 2020, including by reducing poverty, improving education and health, protecting children’s rights, and raising awareness on child labor. (1; 12; 76; 77; 58)
National Policy for the Protection of Children and Adolescents (PNPNA) (2013–2023)	Sets government policies aimed at guaranteeing children’s rights and protecting them from violence and harm, including the worst forms of child labor. Other objectives include improving health services and access to quality education for children, including children with disabilities, and reducing poverty. (12; 71)
National Action Plan for the PNPNA (2014–2017)	Sets a framework for implementing the PNPNA from 2014–2017. Aimed to address PNPNA objectives, including the prevention of violence, the promotion of access to quality education, and the elimination of child labor by focusing on children’s and adolescents’ rights, gender equality, and social inclusion. (12; 78; 79)
National Policy Against Trafficking in Persons	Defines a comprehensive plan to combat human trafficking of adults and children for labor and commercial sexual exploitation. Aims to improve prevention efforts, victim assistance, prosecution, interagency coordination, training, and anti-corruption efforts. (1; 80; 81)
Educated El Salvador Plan†	Outlines six priorities for improving El Salvador’s national education system, including increasing security in schools and improving access to education for vulnerable groups, including children engaged in child labor. (35; 14) In 2017, policy efforts led to better trained teachers, seven online study programs added, and with the help of foreign assistance, the reconstruction of several schools. (14; 37)
Alliance for Prosperity in the Northern Triangle	Aims to create economic growth, increase educational and vocational training opportunities for youth, and reduce violence in Honduras, Guatemala, and El Salvador. Seeks to do this, in part, to reduce the number of unaccompanied minors who leave El Salvador, as well as Honduras and Guatemala, for the United States and who are vulnerable to human trafficking. Signed by the presidents of each country in 2014. (82; 83; 84)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (5; 85; 86; 87; 88; 89; 90; 91; 62)

The government has not incorporated child labor elimination and prevention strategies into the National Youth Policy (2010–2024). (92)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-funded Projects	Projects which aim to reduce the incidence of child labor, including: Youth Pathways–Central America (2015–2019), \$16.5 million project implemented by Catholic Relief Services in El Salvador and Honduras; Global Research on Child Labor Measurement and Policy Development (2013–2018), \$7 million project implemented by the ILO in 10 countries; and Reducing Incidence of Child Labor and Harmful Conditions of Work in Economic Strengthening Initiatives (RICHERS) (2017–2021), \$1.5 million project implemented by the Grameen Foundation in El Salvador and the Philippines. (93; 94; 95) More information is available on the USDOL website.
Public Awareness Campaigns†	Government public-awareness campaigns implemented by CONNA and the Ministry of Foreign Affairs to raise awareness about the dangers of human trafficking. Includes CONNA’s “Don’t Risk Your Lives” campaign, supported by UNICEF and IOM. (58; 59; 60) In 2017, CONNA announced the second phase of its “Protection Starts at Home” and “Talk to Me” awareness programs, which promote respect towards the physical, psychological, and sexual integrity of children and adolescents. (14; 60)
Public Awareness Campaigns on Child Labor†	Government public-awareness campaigns implemented by the Ministry of Education (MINED), the MTPS, the Ministry of Health, and CONNA to inform children about the dangers of child labor, including manufacturing and handling fireworks. (96; 63; 97; 98) Produced radio skits, print ads, and technical assistance information in 2017 in coordination with the ILO and FUNDAZUCAR, the social responsibility arm of the Association of Salvadoran Sugar Producers. (62)
Sustainable Families Programs*†	Set of existing and new government programs focused on improving health, education, productivity, security, and eliminating poverty through inclusive and sustainable economic growth and public services. Includes Health and Education Bonus Programs that assist families with cash transfers conditioned on children’s school attendance and health checkups. (99; 100; 1)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Solidarity Communities Programs†	Government programs that aimed to reduce social exclusion and boost household income by increasing access to public services and building human capital that ended in 2017. Included cash transfers conditioned on children's school attendance and health checkups and the Temporary Income Support Program (PATI) that provided financial support and vocational training to beneficiaries ages 16 and older. (1; 101)
School Prevention and Security Plan†	Programs implemented by MINED, the Ministry of Justice and Public Security, and the PNC in schools with high levels of violence. Includes activities such as provision of psychological help, online classes, skills workshops for youth, and increased police patrols. (102; 103) Expanded in 2017 to operate in approximately 1,250 schools. (36; 104)

\* Program was launched during the reporting period.

† Program is funded by the Government of El Salvador.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (11; 89; 105; 106; 107; 108; 109)

The government joined UNODC's Blue Heart Campaign to raise awareness against trafficking in persons. (109; 14) During the year, MTPS also increased the number of micro-enterprise advisers from 1 to 15 through the country's provinces, enabling the Ministry to provide additional services for entrepreneurs, including youth. (110) The government implements several programs to reduce the worst forms of child labor by assisting poor families and school children; however, research found no evidence that the government has programs that assist child laborers who may not be living with their families and not attending school, such as children engaged in domestic work. Research could not determine whether the government's efforts to prevent and eliminate child labor in the production of sugarcane addressed the full scope of the problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in El Salvador (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Provide sufficient funding and resources to the MTPS and criminal law enforcement agencies to fully enforce child labor laws.	2010 – 2017
	Ensure that penalties are imposed and fines are collected for child labor violations.	2015 – 2017
	Establish monetary penalties for child labor violations that are proportionate to the nature and seriousness of the offense.	2009 – 2017
	Improve coordination between the National Civilian Police (PNC) and the Attorney General (AG) in their investigation and prosecution of criminal cases, including by implementing the regulations of the Special Law Against Trafficking in Persons.	2014 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into the National Youth Policy for 2010–2024.	2014 – 2017
Social Programs	Collect and publish government statistics on the number of children engaged in the production of sugarcane.	2016 – 2017
	Conduct a study on the use of children in illicit activities.	2009 – 2017
	Improve children's access to education by ensuring that school children are safe in schools.	2011 – 2017
	Implement programs to address child labor in domestic work and ensure programs to combat child labor in the production of sugarcane are sufficient to address the scope of the problem.	2017

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# Eritrea

## NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

*In 2017, Eritrea made efforts to eliminate the worst forms of child labor, but was also complicit in the use of forced child labor. The government worked with the UN to approve a Strategic Partnership Cooperation Framework and launch a social program that aims to prevent children from exploitation. However, despite initiatives to address child labor, Eritrea is receiving this assessment because it continued to require children from grades 9-12 who may be younger than 18 years to participate in a national program called Maetot, where they engage in compulsory labor in agricultural, environmental, and hygiene-related public works projects. In addition, children were forced to enroll in the government's compulsory military training program. The government does not make law enforcement data publicly available and national laws and regulations do not identify hazardous occupations or activities prohibited for children. In addition, the government does not have a mechanism to coordinate its efforts to address the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Eritrea engage in the worst forms of child labor, including in forced agricultural labor. (11) Table 1 provides key indicators on children's work and education in Eritrea. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		42.5

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (1) Data were unavailable from Understanding Children's Work Project's analysis, 2018. (2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (3)
	Herding livestock (4; 3)
Industry	Small-scale manufacturing (5)
	Mining, including gold (6; 7)
Services	Domestic work (5)
	Working in auto mechanic shops, bicycle repair shops, tea and coffee shops, metal workshops, grocery stores, and open markets (5; 8; 4; 3)
	Street work, including vending, cleaning cars, and begging (9; 10; 4)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (11)
	Compulsory participation in Active National Service or the Popular Army prior to the age of 18 for military training, and in agricultural and domestic work (12; 13; 14; 15; 11)
	Forced labor, including in begging (11)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

## NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

The Ministry of Education operates a national program, *Maetot*, under which children from grades 9-12 who may be younger than 18 years are required to engage in compulsory labor in public works projects during their summer holidays. (14; 11) Some children may be required to work on roads, dams, canals, and irrigation projects. (14)

The Proclamation on National Service No. 82/1995 establishes compulsory military training and service, known as Active National Service, for all citizens ages 18 to 40. (16) To graduate from high school and meet the compulsory training component of National Service, students are required to complete their final year of schooling (grade 12) at the Sawa Education and Military Training Camp; these students have typically reached age 18, but some are reportedly younger. (12; 13; 16; 11) Limited evidence suggests that military training includes military discipline and procedures, weapons training, and a 2- to 4-week war simulation. (13) Previous reports found that some students are forced to conduct agricultural activities on government-owned farms, in addition to their military training, and girls may be subject to forced domestic work in military training centers. (14)







The uncertain length of service, inability to earn higher wages in the private sector, and notoriously harsh working conditions in the National Service provoked a significant number of youth, including unaccompanied minors, to flee Eritrea and may have also encouraged many to resort to the use of international smuggling or human trafficking networks. (12; 13; 17; 18; 19; 11; 20; 3) Adolescent children who attempted to leave Eritrea were sometimes detained or forced to undergo military training, despite being younger than the minimum age of 18 for compulsory military recruitment. (13; 11; 21; 3) Children face difficulty accessing education due to a shortage of schools and the inability to afford uniforms, supplies, and transportation. (22; 23; 24)

Research did not find information on whether the government made an effort to collect or publish data on the worst forms of child labor.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Eritrea has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Eritrea's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Article 68 of the Labour Proclamation (25)
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Articles 565 and 605 of the Penal Code (26)
Prohibition of Child Trafficking	Yes		Articles 605–607 of the Penal Code (26)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 594–595, 604–605, and 609 of the Penal Code (26)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	No		Article 510 of the Penal Code (26)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Articles 7 and 8 of the Proclamation on National Service (16)
State Voluntary	N/A		
Non-State	No		Article 282(d) of the Penal Code (26)
Compulsory Education Age	Yes	14‡	
Free Public Education	No		

‡ Age calculated based on available information (27; 28; 29)

In May 2015, the government announced that it was considering the establishment of a new Criminal Code that contains prohibitions on the commercial sexual exploitation of children. However, the Code has not yet been proclaimed. (30; 31) Laws regarding the commercial sexual exploitation of children are insufficient because the procurement and offering of a child for prostitution and the use, procurement, and offering of a child for the production of pornography and pornographic performances are not criminally prohibited. (26)

The law's minimum age protections do not apply to children working outside formal employment relationships, such as those who are self-employed. (25; 32) Article 69 of the Labour Proclamation authorizes the Minister to issue a list of activities prohibited to children under age 18; however, the government has not determined by national law or regulation the types of hazardous work prohibited for children. (25; 33) Laws related to the use of children in illicit activities are not sufficient because offering and procuring a child for the production and trafficking of drugs are not criminally prohibited. (26) Minimum age for voluntary military service is not applicable to Eritrea because all citizens ages 18 to 40 have the compulsory duty of performing Active National Service under the Proclamation on National Service No. 82/1995. (16)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, research was unable to find information on law enforcement agencies' efforts to enforce Eritrea's child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Human Welfare	Enforce labor laws. (30) According to the government, child labor inspectors operate in every administrative zone. (34)
Popular Army	Perform night patrols and refer cases of commercial sexual exploitation of children or other exploitative practices to the Eritrean Police. (9; 35)
Eritrean Police	Enforce laws and investigate referred cases of child trafficking and commercial sexual exploitation of children. (9; 35)
National Security Administration	Work with the Eritrean police to combat the commercial sexual exploitation of children. (36)

#### *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in Eritrea took actions to combat child labor (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Number of Labor Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Unknown



**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training on New Laws Related to Child Labor	Unknown	Unknown
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	Unknown	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	0 (34)	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	0 (34)	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

Although there is no available inspection data, sources indicate that inspections are conducted among government businesses. (37)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Eritrea took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established one policy related to child labor (Table 8). However, policy gaps exist that hinder efforts to address child labor, including adoption and implementation.

**Table 8. Key Policies Related to Child Labor‡**

Policy	Description
Education Sector Development Plan (2013–2017)	Establishes 8 years of free and compulsory education for all children. (24)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (38)

Although the government worked with UNICEF in 2013 to develop a Comprehensive Child Policy that includes the goal of preventing and eliminating child labor, research found that the policy has not been adopted or implemented. (39; 40)

# Eritrea

## NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

The government’s compulsory military training requirement for Active National Service for students in grade 12 may inhibit efforts to combat the worst forms of child labor for all those wishing to obtain high school diplomas. In addition, the government’s continued use of compulsory labor through the *Maetot* program may also impede these efforts.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government participated in one program that may contribute to eliminating or preventing child labor (Table 9). However, gaps exist in this social program, including adequacy of efforts to address the problem in all sectors.

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
UNICEF Country Program (2017–2021)*	UNICEF program, in collaboration with the government, which expands access to quality basic education for all children, and protects children from violence, exploitation and abuse. (39)

\* Program was launched during the reporting period.

Research found no evidence of programs that target children working in agriculture, domestic work, and street work, and that specifically address the worst forms of child labor.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Eritrea (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO C. 182 on the Worst Forms of Child Labor.	2013 – 2017
	Establish a minimum age for hazardous work and determine the types of hazardous work prohibited for children, in consultation with employers’ and workers’ organizations.	2015 – 2017
	Ensure that all children are protected by minimum age laws, including those who are self-employed.	2010 – 2017
	Criminally prohibit procuring and offering a child for prostitution and using, procuring, and offering a child for the production of pornography and pornographic performances.	2014 – 2017
	Criminally prohibit procuring and offering a child for the production and trafficking of drugs.	2013 – 2017
	Criminally prohibit the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Establish by law free basic public education.	2016 – 2017
Enforcement	Collect data on labor and criminal law enforcement and make the data publicly available.	2009 – 2017
Coordination	Establish coordinating mechanisms to combat child labor.	2009 – 2017
Government Policies	Adopt and implement the Comprehensive Child Policy.	2009 – 2017
	Ensure that children under age 18 are not recruited into Active National Service.	2009 – 2017
	Cease requiring children to perform compulsory labor under the <i>Maetot</i> program during the school break.	2009 – 2017
Social Programs	Ensure that all children have access to education by building more schools and removing financial barriers to attendance.	2010 – 2017
	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2009 – 2017
	Institute programs to address child labor, including in agriculture, domestic work, and street work, and the worst forms of child labor, including in commercial sexual exploitation.	2009 – 2017

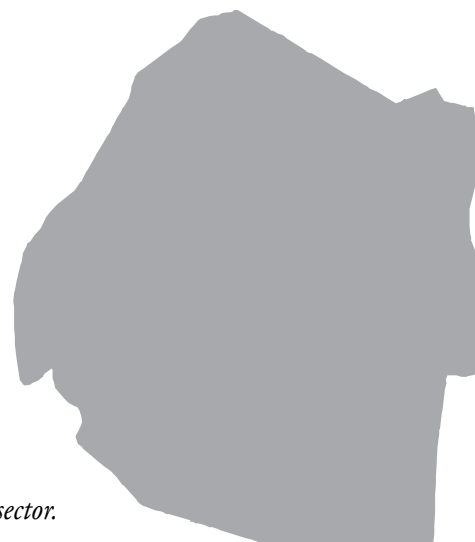
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# Eswatini

## MINIMAL ADVANCEMENT

In 2017, Eswatini made a minimal advancement in efforts to eliminate the worst forms of child labor. Eswatini is receiving an assessment of minimal advancement because, in contrast to previous years, evidence suggests that local chiefs did not force children to participate in *Kuhlehla*, through which residents carry out communal work, including in chiefs' houses or fields, or other customary practices. Additionally, the government provided training to criminal investigators on human trafficking and continued paying for school fees under its Free Public Education program. However, children in Eswatini engage in the worst forms of child labor, including in forced domestic work and herding livestock. Significant gaps in the legal framework remain, including a lack of legislation regulating the labor conditions under *Kuhlehla* and other customary practices and a de facto compulsory education age that does not meet international standards. In addition, social programs do not adequately address child labor in the agriculture sector.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Eswatini engage in the worst forms of child labor, including in forced domestic work and herding livestock. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in Eswatini.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	11.7 (35,368)
Attending School (%)	5 to 14	92.5
Combining Work and School (%)	7 to 14	13.0
Primary Completion Rate (%)		80.6

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Growing corn, picking cotton, and harvesting sugarcane (7; 2; 8)
	Herding livestock, including cattle, buffalo, goats, swine, horses, donkeys, and sheep (7; 2; 9; 10; 8; 4)
Services	Domestic work (7; 2; 9; 11; 8)
	Street work, including as vendors, bus attendants, taxi conductors, portering, and washing cars (1; 2; 9; 12; 13; 3)
Categorical Worst Forms of Child Labor‡	Forced labor in livestock herding, domestic work, farming, and market vending, each sometimes as a result of human trafficking (1; 3; 14; 15)
	Commercial sexual exploitation, sometimes as a result of human trafficking (7; 1; 11; 3; 15)
	Use in illicit activities, including growing, manufacturing, and selling drugs such as marijuana (4)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Beginning in 2012, there were reports that local chiefs forced residents, including children, to perform agricultural work and other essential tasks, such as household chores, through the customary practice of "*Kuhlehla*," through which residents carry out communal work, including in chiefs' houses or fields. (16; 3; 17; 18; 15; 19) Previous reporting also indicated that residents who refused to work were subjected to either a fine, eviction, confiscation of livestock, and/or refusal of educational scholarships for children. (11; 20; 10) However, in 2017, there were no reports that local chiefs forced residents or children to work, only anecdotal reports that this practice happened in previous years. (16; 3; 17; 18; 15; 17; 18; 15; 21; 22)




In 2018, the Government of Eswatini and the ILO published results from the 2014 Survey on Child Labor in Herding in Rural Areas in Eswatini. (23) The results show that an estimated 72,332 child laborers below the age of 15 years raise bovines, and 20,680 raise sheep and goats primarily in the rural areas of Hhohho, Manzini, Shiselweni, and Lumbobo. (23) Children perform physically arduous tasks while herding in the grasslands and mountainous regions, and risk occupational injury and disease from exposure to dangerous tools, insecticides, and herbicides. Children's injuries sustained during livestock herding include fractures, dislocations and sprains, burns, frostbite, breathing problems, skin problems, extreme fatigue, and snake bites. (23)

Eswatini children, especially girls and orphans, are trafficked within and outside the country to neighboring countries, such as South Africa, for commercial sexual exploitation and forced labor in agriculture and domestic work. (3) Some Mozambican boys migrate to Eswatini, become victims of human trafficking, and subsequently are forced to engage in street work and herd livestock, including cattle. (3; 15) Although Eswatini has a high HIV prevalence, social programs supported by civil society groups have assisted children orphaned or made vulnerable by family members' illnesses or deaths and reduced their vulnerabilities to child labor. (24; 25; 15) However, children, especially those with disabilities, have difficulty accessing education because of school fees and stigmatization by the public. (20; 25)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Eswatini has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Eswatini's legal framework to adequately protect children from child labor, including minimum age law protections.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 234 of the Children's Protection and Welfare Act; Section 97 of the Employment Act (26; 27)
Minimum Age for Hazardous Work	Yes	18	Article 236 of the Children's Protection and Welfare Act (26)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 16, 233, 236, and 237 of the Children's Protection and Welfare Act (26)
Prohibition of Forced Labor	Yes		Article 17 of the Constitution; Article 75 of the Children's Protection and Welfare Act; Article 13 of the People Trafficking and People Smuggling (Prohibition) Act (26; 28; 29)
Prohibition of Child Trafficking	Yes		Article 75 of the Children's Protection and Welfare Act; Article 13 of the People Trafficking and People Smuggling (Prohibition) Act (26; 29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 42–46 of the Crimes Act; Sections 1–5 and 7 of the Obscene Publications Act (30; 31)
Prohibition of Using Children in Illicit Activities	Yes		Articles 16 and 49 of Children's Protection and Welfare Act (26)



**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Military Recruitment			
State Compulsory	N/A*		Section 17(3) of The Umtfo Swaziland Defence Force Order (32)
State Voluntary	Yes	18	Section 17(3) of The Umtfo Swaziland Defence Force Order (32)
Non-State	No		
Compulsory Education Age	No	12/13‡	Section 10 of the Free Primary Education Act (33)
Free Public Education	Yes		Section 3 of the Free Primary Education Act (33)

\* No conscription (32)

‡ Age calculated based on available information (34)

Previous reports indicated that local chiefs required residents, including children, to participate in non-communal tasks such as seasonal weeding. This work was performed through the customary practice of *Kuhlehla*, which was initially established by Administrative Order No. 6 of 1998. (11; 20) The ILO has requested that the government issued legislation to regulate the nature and conditions of *Kuhlehla*, and ensure the law explicitly states the voluntary nature of participation in such work. (11)

Although Section 10 of the Free Primary Education Act requires parents to send their children to school for the completion of primary education, this educational attainment is typically at ages 12 or 13. As a result, children between the ages of 12 and 13 are vulnerable to child labor, as they are not required to be in school but cannot legally work because they are under age 15, the minimum age for work. (33; 34)

Additionally, Section 97 of the Employment Act applies minimum age protections to children working in industrial undertakings, but it does not cover children working in domestic and agricultural work. (35) Similarly, the Children's Protection and Welfare Act prohibits hazardous work for children in industrial undertakings, including in mining, manufacturing, and electrical work; however, these prohibitions do not cover domestic work or agricultural work. Child laborers engaged in agricultural labor often work long hours, carry heavy loads, work in remote areas, and risk exposure to harmful pesticides. (23) In addition, Sections 13–15 and 23–28 of the Sexual Offenses and Domestic Violence Bill, which the Parliament passed in June 2018 but awaits the King's assent, criminalizes using, procuring, and offering a child for commercial sexual exploitation. (36)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Security that may hinder adequate enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)	Enforce child labor laws and promote relations between labor, government, and business through tripartite dialogue. (7; 37)
Royal Eswatini Police	Investigate cases involving the worst forms of child labor. (7; 37)
Department of Social Welfare	Refer suspected cases of child labor to the Royal Eswatini Police or Ministry of Labor and Social Security. Offer rehabilitative services to victims of child labor, including orphans. (7; 37)
Director of Public Prosecutions	Prosecute cases involving the worst forms of child labor. (15) Responsible for implementing victim identification guidelines and referral mechanisms for actual and potential victims of human trafficking. (34)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Eswatini took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Security that may hinder adequate labor law enforcement, including the authority to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (20)	Unknown* (4)
Number of Labor Inspectors	20 (20)	15 (4)
Inspectorate Authorized to Assess Penalties	No (20)	No (4)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (20)	Yes (4)
Training on New Laws Related to Child Labor	N/A (20)	N/A (4)
Refresher Courses Provided	Unknown* (20)	No (4)
Number of Labor Inspections Conducted	Unknown* (20)	2,220 (4)
Number Conducted at Worksites	Unknown* (20)	2,220 (4)
Number of Child Labor Violations Found	0 (20)	0 (4)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (20)	0 (4)
Number of Child Labor Penalties Imposed That Were Collected	N/A (20)	N/A (4)
Routine Inspections Conducted	Yes (20)	Yes (4)
Routine Inspections Targeted	Unknown* (20)	Yes (4)
Unannounced Inspections Permitted	Yes (20)	Yes (4)
Unannounced Inspections Conducted	Yes (20)	Yes (4)
Complaint Mechanism Exists	No (20)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (20)	Yes (4)

\* The government does not publish this information.

The Ministry of Labor and Social Security (MLSS) budget was decreased in 2017 by the Cabinet, which resulted in a decline in the number of labor inspectors. The MLSS and NGOs also noted that labor inspectors lacked sufficient resources to conduct inspections, such as vehicles. (2; 34) In addition, the number of labor inspectors is slightly insufficient for the size of Eswatini's workforce, which comprises more than 446,000 workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Eswatini would employ about 30 labor inspectors - which would require the hiring of 15 additional inspectors to meet this threshold. (38; 39; 40)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Eswatini appeared to function effectively with regard to addressing child labor (Table 7). However, gaps exist within the operations of the Director of Public Prosecutions that may hinder adequate criminal law enforcement, including the lack of convictions for crimes involving the worst forms of child labor.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (20)	Yes (4)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (20)	Yes (4)
Refresher Courses Provided	Unknown (20)	Yes (4)
Number of Investigations	Unknown (20)	2 (4)
Number of Violations Found	0 (20)	1 (4)
Number of Prosecutions Initiated	0 (20)	1 (4)
Number of Convictions	0 (20)	0 (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (20)	Yes (4)

In 2017, 598 new investigators received training on combatting human trafficking, which included segments on child trafficking and online child sexual abuse and exploitation. (41)

# Eswatini

## MINIMAL ADVANCEMENT

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Trafficking in Persons (TIP) Secretariat	Coordinate, monitor, and implement programs to combat trafficking in persons, with the assistance of the Anti-Human Trafficking Task Force. (42) The TIP Secretariat, police, and prosecutor's office continue to lack sufficient resources for effective coordination. (15) During the year, the Secretariat sheltered two minors suspected to be victims of trafficking, updated its national action plan, allocated 80,000 Eswatini emalangeni (\$6,000 USD) to the victim protection fund, cooperated with the South African government on TIP investigations, and raised awareness about human trafficking via media outlets. (34)
Anti-Human Trafficking Task Force	Exchange information on cases of human trafficking between relevant stakeholders, including the police, immigration, social services, and prosecutors. Comprises a conglomerate of NGOs and government entities, including the Royal Eswatini Police, Director of Public Prosecutions, Attorney General's Office, Department of Social Welfare, Department of Health, Ministry of Foreign Affairs, and MLSS. (7; 43) The Task Force was reestablished in January, met three times during the year, and held public awareness activities on the prevention of child trafficking. (34)

Although the government has coordinating mechanisms that address human trafficking, the government does not have a coordinating mechanism to address all child labor issues, including child labor in agriculture and domestic work.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementing relevant child labor policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Children's Policy (2009-present)	Represents the policy framework of the Children's Protection and Welfare Act. Objectives include the promotion of the rights of children and the protection of children from all types of abuse and exploitation, including child labor. (44) In addition, the policy outlines strategies for the government to improve quality education to children. (44) Research was unable to determine whether actions were taken to implement this policy in 2017.
National Strategic Framework and Action Plan to Combat People Trafficking	Assigns responsibilities to relevant government agencies on trafficking in persons. (45; 46) Research was unable to determine whether actions were taken to implement this policy in 2017.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (47)

In 2014, the government developed a draft Action Program on the Elimination of Child Labor (APEC), but the MLSS has yet to present it to the tripartite body, the Labor Advisory Board, for consultations. The Labor Advisory Board must first approve the policy before it can be adopted. (2; 20; 34) Moreover, child labor elimination and prevention strategies are not included in the Eswatini Education and Training Sector Policy. (48)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the child labor problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project, implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016. Established by the Hague Global Child Labor Conference in 2010. Aimed to improve the evidence base on child labor through data collection and research in Eswatini. In 2017, the project published a survey about child labor used in herding activities in rural areas. Additional information is available on the USDOL website.

**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
Decent Work Country Program (2010–2017)	ILO program that raised awareness of and provided training programs on international labor standards, resulting in the development of national laws related to the ratified ILO conventions. (49; 50) Research was unable to determine whether actions taken during the year.
Free Primary Education Program†	Government program that provides free primary education to approximately 24,000 children starting from age six for a period of seven years or up to grade seven. (2; 51; 34)

† Program is funded by the Government of Eswatini.

Although the government, in collaboration with NGOs, provided child trafficking victims with basic necessities, such as food, clothing, toiletries, counseling, and medical care, programs are not sufficient to address the scope of problem. (20; 52) During the year, a USG-funded project implemented by Heartland Alliance trained judges, magistrates, prosecutors, border agents, and law enforcement officials on victim-centric approaches to investigation, prosecution, and conduction of hearings related to human trafficking. (34) The government has yet to partner with an institution with the appropriate conditions to serve as a shelter for victims of human trafficking and law enforcement personnel need training on victim rights. (15; 34) Moreover, research found no evidence of social programs to address child labor in herding and domestic work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Eswatini (Table 11)

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Adopt legislation that regulates the work performed through the customary practice of Kuhlehla.	2017
	Establish a compulsory education age that is consistent with the minimum age for work.	2009 – 2017
	Adopt legislation that prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Adopt minimum age provisions for children working in all industries, including in agriculture and domestic work.	2013 – 2017
	Ensure that the hazardous occupations and activities prohibited for children are comprehensive and cover agricultural undertakings and domestic work.	2012 – 2017
Enforcement	Publish information about the Labor Inspectorate’s funding.	2017
	Authorize the Labor Inspectorate to assess penalties.	2016 – 2017
	Provide labor inspectors with refresher courses on the worst forms of child labor.	2017
	Increase the number of labor inspectors to meet the ILO’s technical advice.	2016 – 2017
	Provide adequate resources, including vehicles, to conduct labor inspections.	2013 – 2017
Coordination	Establish coordinating mechanisms that address all child labor issues, such as children working in agriculture and domestic work.	2015 – 2017
	Provide sufficient resources for effective coordination between the TIP Secretariat, police, and DPP to address child labor.	2017
Government Policies	Implement child labor related policies, such as the National Children’s Policy.	2017
	Integrate child labor elimination and prevention strategies into the Eswatini Education and Training Sector Policy.	2010 – 2017
Social Programs	Ensure that children, including disabled children, are able to access free education, including by paying or eliminating school fees.	2013 – 2017
	Develop social protection programs to assist children engaged in child labor in domestic service and herding.	2014 – 2017
	Identify an appropriate partner to provide shelter for victims of trafficking, and ensure all government and partner staff members receive sufficient training to address victims of human trafficking.	2017

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*In 2017, Ethiopia made a moderate advancement in efforts to eliminate the worst forms of child labor. The government trained 110 labor inspectors on child labor issues and the Council of Ministers adopted the National Children's Policy of Ethiopia. In collaboration with the World Bank and UNICEF, the government developed Education Operational Response Plans for Oromia, Somali, and the Southern Nations, Nationalities, and Peoples' Region for the 2017/2018 school year. By the end of 2017, the General Education Quality Improvement Project II procured and distributed 178 million textbooks, teaching guides, and supplementary materials. However, children in Ethiopia engage in the worst forms of child labor, including in forced labor in domestic work. Children also perform dangerous tasks in agriculture. The law in Ethiopia does not include free basic education or a compulsory age for education, leaving children vulnerable to the worst forms of child labor. Social programs to combat child labor have not sufficiently targeted sectors with high incidences of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ethiopia engage in the worst forms of child labor, including in forced labor in domestic work. Children also perform dangerous tasks in agriculture. (1; 2; 3) Table 1 provides key indicators on children's work and education in Ethiopia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7 to 14	41.5 (10,202,669)
Attending School (%)	7 to 14	73.1
Combining Work and School (%)	7 to 14	30.8
Primary Completion Rate (%)		54.3

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Socio Economic Survey (ESS 3), 2015-2016. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting apples, bananas, coffee, cotton, and <i>khat</i> (6; 7; 3; 8)
	Herding livestock, including cattle (6; 9; 10; 11)
	Fishing
Industry	Mining† gold (12)
	Quarrying† (6)
	Construction,† including carrying heavy loads and digging (6; 9; 11)
	Making pottery products (6)
	Traditional weaving of hand-woven textiles (6; 13)
Services	Domestic work (1; 7; 9; 8)
	Unpaid household services, including carrying heavy loads of water and firewood (6; 7)
	Street work, including shoe shining, assisting taxi drivers, vending, portering, and begging (1; 6; 9; 11; 14)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (11; 14; 15; 16)
	Forced labor in domestic work, herding, street vending, and traditional weaving of hand-woven textiles, each sometimes as a result of human trafficking (6; 17; 16)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

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Children are trafficked from rural areas to Addis Ababa and to other regions of the country for forced labor in the weaving industry and in domestic work. (6; 17; 16) Children also reportedly harvest and sell *khat*, a stimulant to which they may become addicted due to bodily contact with the plants' excretions during harvest. (3) Families continue to play a role in financing and coercing their children to go abroad or to urban areas to look for work. (18; 17) Children who begin as voluntary migrants may be forced into prostitution or become victims of forced labor. (3)

Many children face barriers to education, including the distance rural children must travel to reach school; a lack of sanitation, which especially affects adolescent girls; the requirement to pay for uniforms and supplies; and a lack of teachers. These factors increase children's risk of entering the workforce at a young age. (9; 19; 3; 8; 20) In the Southern Nations, Nationalities, and Peoples' (SNNP) Region, sexual abuse, harassment of girls, and schools closed due to conflict are additional barriers to education. (19; 21)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Ethiopia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Ethiopia's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work and the age for compulsory education.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Article 89.2 and 185.1 of the Labour Proclamation (22)
Minimum Age for Hazardous Work	No	18‡	Articles 89.1, 89.3 and 185.1 of the Labour Proclamation (22)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 89.4 and 185.1 of the Labour Proclamation; Directive on Prohibited Occupations for Young Workers (22; 23)
Prohibition of Forced Labor	Yes		Article 18.3 of the Constitution; Article 596 of the Criminal Code; Articles 2.4 and 3–4 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants (24; 25; 26)
Prohibition of Child Trafficking	Yes		Article 18.2 of the Constitution; Articles 597, 635, and 637 of the Criminal Code; Article 3.2 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants (24; 25; 26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 634–636 of the Criminal Code; Article 2.4 and 3–4 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants (25; 26)
Prohibition of Using Children in Illicit Activities	Yes		Article 525 of the Criminal Code (25)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 270 of the Criminal Code (25)
Non-state	Yes	18	Article 2.3 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants (26)
Compulsory Education Age	No		
Free Public Education	No		

\* No conscription (25)

‡ Age calculated based on available information (22)

Not all Ethiopian laws related to child labor are in compliance with international standards. Article 89.5 of the Labour Proclamation allows children ages 14 to 16 to engage in certain forms of hazardous work following the completion of a government-approved and inspected vocational training course. (22; 27) This contradicts ILO Convention 138, which prohibits hazardous work for all children under age 16. In addition, the Labour Proclamation applies only to children in a contractual employment relationship, which does not conform to international standards that require all children be protected under the law establishing a minimum age for work. (22; 27) Also, the types of hazardous work prohibited for children do not cover traditional weaving, an area of work in which there is evidence of using dangerous machinery, equipment, and tools; or work that involves the manual handling or transporting of heavy loads other than in the transportation industry. (22; 23)

Although it does not appear that there are any laws providing free basic education or a compulsory education age, the Education and Training policy prioritizes government financial support for students through grade 10, providing scholarships to outstanding students, and offering financial assistance to students in deprived regions. (28)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor of and Social Affairs (MOLSA) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Affairs (MOLSA)	Conduct labor inspections of formal worksites at the regional level through its regional Bureaus of Labor and Social Affairs. (9; 29) Through its Occupational Safety and Health Case Team, enforce occupational safety, health, and wage and hour protections, which include child labor laws. (11; 29) Collect and analyze data and make policy recommendations on labor. (29)
Ethiopian Federal Police Commission	Investigate criminal violations of laws that protect against the worst forms of child labor. (30) Through its Special Child Protection Units in Addis Ababa and other major cities, combat child trafficking and assist vulnerable children. (31; 16) Through its Human Trafficking and Narcotics Section, collaborate with the prosecutor's office to investigate human trafficking, prosecute offenders, and report and collect human trafficking data. (32)
Office of Attorney General (OAG)	Prosecute criminal violations of child labor laws. Lead the Anti-Human Trafficking and Smuggling of Migrants Task Force. (9; 30)
Ministry of Women and Children's Affairs	Develop and implement programs to protect vulnerable children and monitor alleged violations of child protection laws, including the worst forms of child labor. (2; 33)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Ethiopia took actions to combat child labor (Table 6). However, gaps exist within the authority of the MOLSA that may hinder adequate labor law enforcement, including the authority to assess penalties.

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$388,000 (9)	\$54,390 (3)
Number of Labor Inspectors	517 (9)	516 (3)
Inspectorate Authorized to Assess Penalties	No (9)	No (3)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (30)	N/A (34)
Training on New Laws Related to Child Labor	Yes (9)	N/A
Refresher Courses Provided	Yes (9)	Yes (3; 34)
Number of Labor Inspections Conducted	52,937 <sup>†</sup> (35)	46,000 (3)
Number Conducted at Worksites	Unknown (9)	28,275 (3)
Number of Child Labor Violations Found	Unknown (9)	70 (18)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (9)	Unknown (3)
Number of Child Labor Penalties that were Collected	N/A (9)	Unknown (3)
Routine Inspections Conducted	Yes (9)	Yes (3)
Routine Inspections Targeted	Yes (9)	Yes (3)
Unannounced Inspections Permitted	Yes (22)	Yes (22)
Unannounced Inspections Conducted	Unknown (9)	Unknown
Complaint Mechanism Exists	Yes (9)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9)	Yes (3)

<sup>†</sup> Data are from September 11, 2015 to December 31, 2016.

A significant decrease in the funding for the labor inspectorate from 2016 to 2017 prevented proper enforcement of child labor laws, particularly at construction sites, and in domestic work. (9; 29; 3) In addition, the penalties for violating child labor laws range from \$11 to \$44 and are too low to deter violations. (22; 29) The number of labor inspectors is likely insufficient for the size of Ethiopia's workforce of 52.82 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Ethiopia would employ about 1,321 inspectors. (36; 37; 38)

In 2017, World Vision Ethiopia provided training on child labor to 38 labor inspectors and 661 other government officials. (3; 18; 34) In addition, the MOLSA organized a workshop on child labor and human trafficking for approximately 60 regional government officials, trained 110 labor inspectors on child labor issues, and invested in new monitoring equipment for the inspectorate during the year. (18) In addition, with the support of Addis Ababa's city administration support, the MOLSA worked with clothing designers to develop a program to certify clothing as child-labor free. (18)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Ethiopia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including collecting and publishing enforcement statistics.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (30)	N/A (34)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (9)	N/A (3; 34)
Refresher Courses Provided	Yes (9)	Unknown (3)
Number of Investigations	Unknown (9)	1,400 (3)
Number of Violations Found	Unknown (9)	Unknown (3)
Number of Prosecutions Initiated	Unknown (9)	Unknown (3)
Number of Convictions	Unknown (9)	Unknown (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (9)	Yes (3)

The government completed 1,400 criminal investigations during the reporting period, mainly in the commercial agriculture sector, especially work involving cash crop cultivation. The number of violations relating to children is unknown due to a lack of age verification documentation. (3; 34) Although the government increased its enforcement efforts, it continues to focus on transnational human trafficking for the purpose of forced labor, to the detriment of domestic human trafficking and commercial sexual exploitation as a result of child trafficking, which is a known problem in Ethiopia. (16)

Ethiopian immigration and border patrol authorities refer trafficking victims to NGO-run shelters, where they are given first aid and assistance to return home. Although the centers do not disaggregate data for children, NGOs reported that many of those receiving services were younger than age 18 years old. (3) Some of these trafficking victims were returning from Gulf States. (3)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on the Worst Forms of Child Labor	Coordinate activities on the worst forms of child labor. Members include the MOLSA, the Ministry of Women and Children's Affairs, and the Ministry of Education. (32)
MOLSA National Forum to Eliminate the Worst Forms of Child Labor	Combat the worst forms of child labor at the national level. Meets twice a year. Includes participants from the Ethiopian Employers' Federation and Confederation of Ethiopian Trade Unions. (32)
National Steering Committee Against Sexual Exploitation of Women and Children	Develop action plans and coordinate activities to combat the commercial sexual exploitation of children. (33)
National Committee to Combat Trafficking in Persons	Address international exploitation, including the worst forms of child labor. Chaired by the Deputy Prime Minister, with representatives from five government ministries and regional presidents that meet twice a year. (26; 39; 40) In 2017, continued to coordinate anti-trafficking efforts and provided in-kind support to NGOs for victim services. (16)
National Anti-Human Trafficking and Smuggling of Migrants Task Force	Develop quarterly action plans and coordinate activities against trafficking in persons and migrant smuggling. Led by the Office of Attorney General and includes representatives from 31 government stakeholders and international organizations such as the IOM, the ILO, and the UNODC. (41; 26; 40)
Child Protection Committees, Child Rights Committees, and Orphans and Vulnerable Children Task Forces	Promote children's rights, provide children with food and school supplies, and train members on child labor issues, case management, international child labor standards, and Ethiopian child labor laws. Members include children, police, health workers, and teachers. (42; 33)

Research was unable to determine whether most of the coordinating bodies were active during the reporting period, indicating that limited committee budgets may still affect their ability to operate and coordinate efforts to address child labor. (9; 43)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Children's Policy †	Aims to promote children's rights and combat child trafficking, commercial sexual exploitation, and child labor. Promotes access to quality primary and secondary education, education in rural areas or for out-of-school youth. (44) Although the policy was drafted in 2009, it was formally endorsed by the Ethiopian Council of Ministers in April 2017. (34)
National Action Plan to Eliminate the Worst Forms of Child Labor (2016–2020)	Includes guidelines on child labor identification, withdrawal, reintegration, and educational policies. Overseen by the National Steering Committee on the Worst Forms of Child Labor. (34)
National Plan of Action to Combat Trafficking in Persons (2015–2020)	Examines legal and institutional frameworks and responses related to the human trafficking situation in Ethiopia. Aims to provide guiding principles based on international best practices for anti-human trafficking action and the institutional structures and inputs needed to combat human trafficking. (45)



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**Table 9. Key Policies Related to Child Labor‡ (cont)**

Policy	Description
National Youth Policy	Condemns the worst forms of child labor, including commercial sexual exploitation and illicit work. Led by the Ministry of Youth, Sports, and Culture. Lacks a detailed and specific action plan related to preventing the worst forms of child labor. (46; 47)
UNDAF (2016–2020)	Promotes improved access to education and livelihood services for vulnerable children. Seeks to protect children from abuse, violence, and exploitation, and rehabilitate them. (48)
National Human Rights Action Plan (NHRAP) II (2016–2020)	Aims to develop a comprehensive and structured mechanism to strengthen human rights in Ethiopia, building on the NHRAP I, which included efforts to eliminate exploitative child labor. (49; 50)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (33; 51; 52; 53; 54)

The government has not included child labor elimination and prevention strategies in the Education Sector Development Program or the National Technical Vocational Education and Training Strategy. (55; 56) Additionally, Research was unable to determine whether activities were undertaken to implement the above policies policy during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-Funded Projects to Address Child Labor	Aim to eliminate child labor through research, capacity building, and increased access to education and decent work opportunities. Includes: Global Research on Child Labor Measurement and Policy Development (2013–2017), implemented in at least 10 countries by the ILO; Global Action Program on Child Labor Issues (2011–2017), implemented in approximately 40 countries by the ILO; and Engaged, Educated, Empowered, Ethiopian Youth Project (2014–2018), a \$10 million project implemented by World Vision, Inc. (57; 58; 59) Additional information is available on the USDOL website.
ET Productive Safety Nets Project (PSNP4) (2014–2020)†	\$2.2 billion World Bank and donor-funded project that aims to improve access to social safety nets, including cash and in-kind transfers to orphans and vulnerable children. (60; 61) By the end of 2017, delivered food, cash, or a combination of transfers to 8 million project participants in 205 million households. (62)
Integrated Basic Social Services with Social Cash Transfer (IN-SCT) (2016–2018)†	UNICEF and the MOLSA-funded project in support of the PSNP4 that aims to improve nutritional and educational outcomes in the Oromia and the Southern Nations, Nationalities, and People's region (SNNP) by providing vulnerable populations, including child laborers, with cash transfers. (63) A midline report published in 2017 indicates service providers are more aware of their roles and work collaboratively, including with law enforcement, resulting in greater awareness of the importance of education at the community level. (64) In 2017, provided 163,337 children with access to education and developed Education Operational Response Plans for Oromia, Somali, and the SNNP regions for the 2017/2018 school year. (21)
General Education Quality Improvement Project II (2014–2018)	\$550 million World Bank and donor-funded project that aims to improve learning conditions in Ethiopia through curriculum development, textbook assessment, teacher training, and school construction. (65) By the end of 2017, procured and distributed 178 million textbooks, teaching guides, and supplementary materials; 46,046 primary school teacher trainees and 9,139 secondary school teacher trainees are expected to graduate by 2018. (66)
Forum on Sustainable Child Empowerment (FSCE)	Aims to protect and support vulnerable children. Operates child protection units in police stations and established Community-Based Child Correction Centers to improve support for children in conflict with the law. (18; 67) In 2017, intercepted, rehabilitated, and provided psychosocial support for more than 1,000 trafficked children. (18)

† Program is funded by the Government of Ethiopia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (9; 30; 68; 69)

Although the government participates in and implements several programs to combat child labor, these programs do not sufficiently target sectors with high incidences of child labor, such as agriculture and domestic work. (9)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Ethiopia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by child labor laws, including children working in non-contractual employment.	2009 – 2017
	Raise the minimum age at which children may enter hazardous work following vocational training from age 14 to age 16, in line with ILO C. 138.	2009 – 2017
	Ensure that the types of hazardous work prohibited for children are comprehensive, including hazardous tasks in traditional weaving.	2016 – 2017
	Establish by law, free basic education and an age up to which education is compulsory that is consistent with the minimum age of employment.	2012 – 2017
Enforcement	Strengthen the Labor Inspectorate by permitting labor inspectors to assess penalties.	2013 – 2017
	Ensure that labor inspectors have sufficient resources to conduct inspections in all sectors.	2009 – 2017
	Ensure that penalties are severe enough to deter child labor law violations.	2013 – 2017
	Significantly increase the number of labor inspectors in accordance with the ILO's technical advice.	2015 – 2017
	Gather and publish information on whether refresher courses are provided for criminal inspectors, the number of penalties applied and collected for child labor violations found, whether unannounced inspections were conducted, the number of prosecutions initiated, and convictions obtained.	2009 – 2017
Coordination	Ensure that established coordinating mechanisms to combat child labor have adequate funding to fulfill their mandates.	2015 – 2017
Government Policies	Develop an action plan on the worst forms of child labor for the National Youth Policy.	2009 – 2017
	Integrate child labor elimination and prevention strategies in the Education Sector Development Program and the National Technical Vocational Education and Training Strategy.	2013 – 2017
Social Programs	Increase access to education by decreasing the distance to schools in rural areas, constructing sanitation facilities, eliminating school-related costs, addressing sexual abuse and harassment of girls, and re-opening schools closed due to conflict.	2010 – 2017
	Develop and/or expand social protection programs to prevent or withdraw children from all relevant sectors of child labor, including agriculture and domestic work.	2009 – 2017

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# Ethiopia

## MODERATE ADVANCEMENT

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In 2017, Fiji made a moderate advancement in efforts to eliminate the worst forms of child labor. The government acceded to the Palermo Protocol on Trafficking in Persons. In addition, the government hosted the Pacific Islands Regional Consultation in preparation for the IV Global Conference on the Sustained Eradication of Child Labor, and the government has begun to implement its National Action Plan on the Eradication of Child Labor. However, children in Fiji engage in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. The government has not approved the draft National Action Plan for Child Labor or the 5-year Strategic Plan for Combating Child Labor, and the Inter-Agency Trafficking Task Force has not been active since 2012.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Fiji engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in Fiji.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		106.4

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (5) Data were unavailable from Understanding Children's Work Project's analysis, 2016. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cutting,† loading,† weeding, and spraying chemicals† on sugarcane (7; 1; 2)
	Planting, picking, and using chemicals† on tobacco (1)
	Collecting and splitting coconuts, harvesting rice; planting, harvesting, weeding, and spraying fertilizers on roots (including <i>dalo</i> and <i>yaqona</i> ); and planting and harvesting other kinds of fruits and vegetables† (1)
	Pig farming and goat and cattle herding (1)
	Fishing† and deep-sea diving† (1; 8; 2)
Services	Street work, including pushing wheelbarrows for shoppers in markets, vending, washing cars, shining shoes, and begging (1; 9; 10; 11; 12)
	Domestic work (1; 12)
	Working in garages or in retail shops (9; 12; 2)
	Selling fruit (1; 9)
	Collecting bottles† and scrap metal† (1; 12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 13; 14; 15; 16; 17; 3; 18)
	Forced labor in agriculture, begging, and domestic work, sometimes as a result of human trafficking (19; 20; 3)
	Use in illicit activities, including drug trafficking (1; 12)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.






Commercial sexual exploitation of children continued to occur in Fiji, particularly by family members, taxi drivers, foreign tourists, businessmen, and crew on foreign fishing vessels. (1; 16; 3; 17; 18) Parents sometimes send their children to live with families in cities or near schools to facilitate their continuing education and to perform light household work. Research found that some of these children are vulnerable to involuntary domestic work or are forced to engage in sexual activity in exchange for food, clothing, or shelter. (21; 22; 3)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Fiji has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

In 2017, Fiji acceded to the Palermo Protocol on Trafficking in Persons. (23)

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Fiji's legal framework to adequately protect children from the worst forms of child labor, including light work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 92 of the Employment Relations Promulgation (24)
Minimum Age for Hazardous Work	Yes	18	Article 40 of the Employment Relations (Administration) Regulations; Hazardous Occupations Prohibited to Children Under 18 Years of Age Order (25; 26)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Occupations Prohibited to Children Under 18 Years of Age Order (26)
Prohibition of Forced Labor	Yes		Articles 6 and 91 of the Employment Relations Promulgation; Articles 20–21 of the Immigration Act; Articles 102–103 and 111–121 of the Crimes Decree; Article 10 of the Constitution of the Republic of Fiji (24; 27; 28; 29)
Prohibition of Child Trafficking	Yes		Article 91 of the Employment Relations Promulgation; Article 20 of the Immigration Act; Article 10 of the Constitution of the Republic of Fiji; Articles 111–121 of the Crimes Decree (24; 27; 28; 29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 91 of the Employment Relations Promulgation; Articles 225–227 of the Crimes Decree; Article 62A of the Juveniles (Amendment) Act (24; 29; 30)
Prohibition of Using Children in Illicit Activities	Yes		Article 91 of the Employment Relations Promulgation; Article 58 of the Juveniles Act (24; 31)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 7 of the Royal Fiji Military Forces Act (32)
State Voluntary	Yes	18	Article 7 of the Royal Fiji Military Forces Act (32)
Non-state	No		

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Compulsory Education Age	Yes	15	Compulsory Education Order; Compulsory Education Regulations (33)
Free Public Education	No		

\* No conscription (32)

The Employment Relations Promulgation specifies the conditions under which children ages 13–15 may engage in light work, but does not include a list of activities that are permissible. (34; 24) In addition, Fijian law does not criminally prohibit the recruitment of children under age 18 by non-state armed groups. (2)

Although it does not appear that there are any laws that provide free basic education, the government has a policy that provides for free basic education. (35; 36)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5). However, gaps exist within the operations of the Ministry of Employment, Productivity, and Industrial Relations that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment, Productivity, and Industrial Relations	Monitor compliance with the minimum age for employment requirements and the Employment Relations Promulgation. (10; 2) Oversee 14 Divisional Labor Offices responsible for investigating cases of child labor and making appropriate referrals. (10) In the case of the Child Labor Unit, coordinate activities at the national, divisional, and district levels through interagency committees on child abuse, including conducting trainings on child labor and maintaining a 24-hour phone line to accept reports of child labor and refer children to social services when appropriate. (34; 2)
Employment Relations Tribunal	Adjudicate alleged violations of child labor provisions in the Employment Relations Promulgation. (2)
Fiji Police Force	Enforce laws on child trafficking, commercial sexual exploitation, and illicit activities. Maintain a Human Trafficking Unit and provide training to other police units focused on combating human trafficking. (10; 37) Employ five officers responsible for enforcing criminal laws related to the worst forms of child labor. (34) Collaborate with the Australian Federal Police to combat potential child sex tourism by Australian nationals, who comprise the largest tourist group visiting Fiji. (21)
Department of Immigration	Coordinate with the Fiji Police Force to investigate cases involving underage victims of commercial sexual exploitation and human trafficking, which are then tried in the criminal court system. (37)
Departments of Social Welfare and Public Prosecutions	Enforce laws on child trafficking. (38) Operate four homes and provide social services for child trafficking victims. (10; 39)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Fiji took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Employment, Productivity, and Industrial Relations that may hinder adequate labor law enforcement, including the lack of labor law enforcement information and penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (34)	Unknown
Number of Labor Inspectors	68 (34)	106 (40)
Inspectorate Authorized to Assess Penalties	No (34)	No
Training for Labor Inspectors		
Initial Training for New Employees	Yes (34)	Unknown
Training on New Laws Related to Child Labor	Yes (34)	Unknown
Refresher Courses Provided	Yes (34)	Unknown

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Labor Inspections Conducted	3,475 <sup>†</sup> (34)	2,800 (40)
Number Conducted at Worksites	3,475 <sup>†</sup> (34)	2,800 (40)
Number of Child Labor Violations Found	5 (34)	16 (40)
Number of Child Labor Violations for which Penalties were Imposed	0 (34)	0 (40)
Number of Child Labor Penalties Imposed that were Collected	0 (34)	0 (40)
Routine Inspections Conducted	Yes (34)	Unknown
Routine Inspections Targeted	Yes (34)	Unknown
Unannounced Inspections Permitted	Yes (34)	Yes (2)
Unannounced Inspections Conducted	Yes (34)	Yes (40)
Complaint Mechanism Exists	Yes (34)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (34)	Yes (2)

<sup>†</sup> Data are from January 1, 2016, to November 30, 2016.

During the reporting period, the Ministry of Employment, Productivity, and Industrial Relations had approximate total operating expenditures of \$8.1 million. (2) Inspections are conducted in the workers' language, including English, Fijian Hindi, and vernacular Fijian. (2)

The Ministry of Women, Children, and Poverty Alleviation continued to fund the National Child Helpline for children who seek counseling, advice, and referrals for support services, as well as to report cases of child neglect and abuse. Research suggests that the helpline has received 33,643 calls since it was established in 2016. (41; 40)

In addition, the Interagency Committee on Child Abuse is responsible for sharing information on child labor cases, and when a referral is made, the committee is duty-bound to monitor the case. (4; 2)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Fiji took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (37)	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Yes (34)	N/A (2)
Refresher Courses Provided	Yes (37)	Unknown
Number of Investigations	Unknown (37)	Unknown
Number of Violations Found	5 (37)	Unknown
Number of Prosecutions Initiated	0 (37)	0 (40)
Number of Convictions	0 (37)	0 (40)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (37)	Yes (2)

In Fiji, child labor cases can be referred case-by-case to the Department of Social Welfare and Public Prosecutions by criminal authority agencies, including the Fiji Police Force (2).

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the inactivity of the Inter-Agency Trafficking Task Force.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-Agency Network	Focus on child labor issues at the district and provincial level. Monitor and report cases of non-compliance. (42) Conduct awareness-raising activities in collaboration with the Child Labor Unit. (42) Comprises interagency committees in nine towns in Fiji. (38; 43)
Inter-Agency Taskforce on Beggars	Address issues concerning children who beg and other exploited children. (38) Enforce zero-tolerance policy on child begging. (11)
Inter-Agency Trafficking Task Force	Implement the National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking. Headed by the Department of Immigration. (38; 10; 39)
Inter-Agency Committee on Child Abuse	Develop policies and procedures for the prevention of child labor, including training for communities, schools, and industries in which child labor occurs. (40) Investigate child labor cases, refer children to school, and monitor the cases when a referral is made. (4; 2; 40)

The Inter-Agency Trafficking Task Force has not been active since 2012, and the lack of coordination may limit the government's effectiveness in efforts to combat child trafficking. (10; 11)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the lack of a national child labor action plan.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking	Guides the government's efforts to prevent and combat trafficking in persons. Focuses on increasing public awareness and education on human trafficking-related issues and prioritizes anti-trafficking training for government officials. (39) Chaired by the Immigration Department, with the Fiji Police Force's Human Trafficking Unit serving as the lead coordinator. (11) Coordinates interagency efforts to investigate and begin formal charges in suspected human trafficking cases. (21)
Free Education Grant	Provides 12 years of tuition-free education for children with Fijian citizenship in 904 eligible primary and secondary schools. Provided approximately \$32 million for tuition-free education and textbooks during the 2017–2018 fiscal year, an increase from the previous year. (22; 35; 44; 45; 42; 40)

In October 2017, the government hosted the Pacific Islands Regional Consultation in Nadi in preparation for the IV Global Conference on the Sustained Eradication of Child Labor. (46)

Although the government has not yet approved a draft National Action Plan for Child Labor or the 5-year Strategic Plan for Combating Child Labor, the government has begun to implement the National Action Plan on the Eradication of Child Labor. (34; 22; 47; 48; 40) The government has not included child labor elimination and prevention strategies into the Pacific UN Development Assistance Framework. (49; 50)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including addressing the needs of children in rural areas.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Tackling Child Labor Through Education Project (2015–2017)	European Union-funded project that enhanced coordination, enforcement, and monitoring mechanisms to build the capacity of stakeholders in the implementation of policies and programs on formal and non-formal education, school retention, and access to education for out-of-school children; and promoted research and raised awareness on child labor issues. (51)
Safety Net Project†	Program that funds rehabilitation services for female victims of commercial sexual exploitation under age 18. Receive referrals from various entities, including the Fiji Police. (52)
Food Voucher and Bus Fare Assistance†	Ministry of Education program that provides \$24 in food vouchers and subsidized bus fares for families who earn less than \$7,382 combined income, to offset the cost of education for children attending remote schools. In 2017, the government allocated \$216,900 for purchase of new boats and motors to improve access to education for students in rural areas who rely on boats to commute to school. (22; 42; 44; 40)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Tuition Fee Free Grant†	Ministry of Education began to provide a subsidized tuition fee free grant for early childhood education centers or students attending preschool. Government allocated \$1,561,476 to all special-needs primary schools, an increase of \$267,343. (22)

† Program is funded by the Government of Fiji.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (11; 53)

Fiji has insufficient social programs available to address the particular needs of child victims of human trafficking and commercial sexual exploitation, especially for boys and for children in remote areas. (54; 55) NGOs provide limited support services, but these are concentrated in the capital city of Suva. (54; 43; 55)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Fiji (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and the UN CRC Optional Protocol on Armed Conflict.	2013 – 2017
	Establish by law free basic public education.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015 – 2017
Enforcement	Publish information on the Labor Inspectorate funding.	2015 – 2017
	Publish information on labor law enforcement efforts, the number and type of labor inspections conducted, trainings provided for labor inspectors, and whether routine inspections are conducted.	2017
	Publish information on criminal law enforcement efforts, including the training system for investigators, the number of investigations conducted, and the number of violations found.	2017
Coordination	Ensure that the Inter-Agency Trafficking Task Force meets regularly to address implementation of the National Plan of Action to Eliminate Trafficking in Persons and Child Trafficking and to strengthen government efforts to combat the worst forms of child labor.	2014 – 2017
Government Policies	Finalize and implement the National Action Plan for Child Labor and the 5-year Strategic Plan for Combating Child Labor.	2013 – 2017
	Integrate child labor elimination and prevention strategies into Fiji's country program framework for the Pacific UN Development Assistance Framework for the Pacific Region.	2015 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Increase the availability of support services for child victims of commercial sexual exploitation and human trafficking, including adequate counseling and specialized shelters, especially for boys and for children in remote areas.	2010 – 2017

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In 2017, Gabon made a minimal advancement in efforts to eliminate the worst forms of child labor. The government launched the Economic Recovery Plan, which includes the goal of improving the quality of public education, addressing the teacher deficit, and accelerating the construction of classrooms. However, children in Gabon perform dangerous tasks in domestic work and transportation. The government lacks prohibitions against the use of children in illicit activities, and the minimum age for work provisions applies only to children in formal employment relationships and excludes children who work in the informal sector. Also, labor inspectors do not have the authority to assess penalties, and they lack the basic resources, such as transportation, fuel, and office supplies, necessary to conduct investigations.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Gabon perform dangerous tasks in domestic work and transportation. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Gabon. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	22.3 (83,073)
Attending School (%)	5 to 14	94.4
Combining Work and School (%)	7 to 14	23.3
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Deuxième Enquête Démographique et de Santé au Gabon (EDSG-II) Survey, 2012. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Fishing, including the production and sale of smoked fish (5)
Industry	Working in sand quarries† (8; 9; 5)
	Working in brick factories (5)
Services	Domestic work (1; 10; 11; 5)
	Street vending, including cleaning market spaces at night and carrying heavy loads† (12; 5)
	Garbage scavenging (5)
	Working in restaurants (8; 9)
Categorical Worst Forms of Child Labor‡	Working in transportation† and as mechanics (8; 13; 9; 5)
	Forced labor in markets, restaurants, handicraft shops, sand quarries, farming, animal husbandry, fishing, domestic work, and as mechanics, each sometimes as a result of human trafficking (2; 11; 14; 4)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 3; 15; 10; 4)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Gabon is primarily a destination and transit country for victims of child trafficking from other countries in Central and West Africa. (1; 3; 13; 16; 10; 4) Some parents entrust their children to intermediaries who subject them to child trafficking for labor exploitation rather than providing education and safe work opportunities; however, there is limited evidence of child trafficking occurring within Gabon. (4) A national child labor survey or similar research has not been conducted in Gabon. (17)

# Gabon




## MINIMAL ADVANCEMENT

Although the Law on General Education guarantees the right to free and compulsory education, in practice students must pay for supplies and school fees, which may be prohibitive. (13; 18; 19; 20) Rural areas also lack schools and teachers, and education beyond primary school is often unavailable. (13; 21; 5) Reports suggest that some children, especially girls, are sexually abused at school. (2; 8; 13; 22) In addition, one report indicates that some indigenous groups and children living in remote areas do not have birth certificates because they may not have been born at hospitals. (8) Birth registration is often required for school enrollment, and out-of-school children are more vulnerable to child labor. (18)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Gabon has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Gabon's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 177 of the Labor Code; Article 2 of Decree N° 0651/PR/MTEPS Establishing Individual Exceptions to the Minimum Age for Admission to Employment (23; 24; 25)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the Hazardous Work List (23; 24; 26)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 2, 3 and 5 of the Hazardous Work List (23; 24; 26)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Articles 3, 11–13, and 20 of Law N° 09/04 Preventing and Fighting Against Child Trafficking (23; 27)
Prohibition of Child Trafficking	No		Articles 3, 11–14, and 20 of Law N° 09/04 Preventing and Fighting Against Child Trafficking; Decree N° 0031/PR/MTEEF on Children's Work; Article 278 <i>bis</i> of the Penal Code (27; 28; 29; 30)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 260–261 and 263 of the Penal Code (30)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 17 of the Law on the Organization of National Defense and Public Security (31; 17)
State Voluntary	Yes	18	Article 17 of the Law on the Organization of National Defense and Public Security (31; 17)
Non-state	No		
Compulsory Education Age	Yes	16	Article 1 of the Constitution; Article 2 of Act N° 21/2011 on General Education; Article 344.8 of the Penal Code (20; 30; 32)
Free Public Education	Yes		Articles 1.18 and 1.19 of the Constitution; Article 2 of Act N° 21/2011 on General Education (20; 32)

\* No conscription (17)

Article 2 of Decree N° 0651/PR/MTEPS Establishing Individual Exceptions to the Minimum Age for Admission to Employment permits children under age 16 to perform light work with parental permission. However, it does not set a minimum age for light work or specify the kinds of light work that are allowed. (25; 33) In addition, although the Labor Code prohibits work by children under age 16, the minimum age protections do not apply to children outside of formal work relationships, which does not conform to international standards that require all children be protected under the law establishing a minimum age for work. (23; 9)

Laws related to child trafficking are not in line with international standards, as they do not prohibit trafficking of children for the purpose of sexual exploitation. (23; 27; 30) The law also does not criminally prohibit producing pornography, nor the procuring or offering of children for pornographic performances. (30; 14) However, research indicates that in practice, existing laws related to forced labor and pimping may be used to prosecute these offenses. (17)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor, Employment, Youth, and Professional Training (MOL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, Youth, and Professional Training (MOL)	Receive, investigate, and address child labor complaints through its inspectors. (18) Refer cases of child trafficking to the Ministry of the Interior's Police Force for investigation and the Ministry of Social Protection and National Solidarity (MSPNS) for social services. (5)
Ministry of Social Protection and National Solidarity (MSPNS)	Provide social services and assistance to vulnerable children; assist in repatriation or resettlement processes for victims of child trafficking; operate shelters for victims of child trafficking. (4; 5)
Ministry of the Interior's Police Force	Enforce laws, investigate child labor violations, and refer cases to the Ministry of Justice and Human Rights for prosecution. (18; 5)
Ministry of Justice and Human Rights	Enforce child labor laws by prosecuting child labor cases. (18; 5) Assist in supporting victims of child trafficking while prosecutors and investigators prepare their cases. (34)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Gabon took actions to combat child labor (Table 6). However, gaps exist within the authority of the MOL that may hinder adequate labor law enforcement, including the ability to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (35)	Unknown* (5)
Number of Labor Inspectors	Unknown* (36)	Unknown* (5)
Inspectorate Authorized to Assess Penalties	No (35; 23)	No (5; 23)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (36)	Yes (5)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (35)	Yes (37)
Number of Labor Inspections Conducted	Unknown* (35)	Unknown* (5)
Number Conducted at Worksites	Unknown	Unknown (5)
Number of Child Labor Violations Found	15 (35)	1 (5)
Number of Child Labor Violations for Which Penalties were Imposed	0 (35)	0 (5)
Number of Child Labor Penalties Imposed that were Collected	0 (35)	N/A (5)
Routine Inspections Conducted	Unknown (36)	No (5)
Routine Inspections Targeted	N/A	N/A (5)
Unannounced Inspections Permitted	Yes (35; 38)	Yes (38)
Unannounced Inspections Conducted	No (35)	No (5)
Complaint Mechanism Exists	Yes (35)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (35)	Yes (5)

\* The government does not publish this information.

# Gabon

## MINIMAL ADVANCEMENT

Although the MOL is supposed to send newly hired labor inspectors to Cameroon for a one-time training session at the Regional African Center for Administration Work, this has not happened since 2014, and no new labor inspectors were recruited during the reporting period. (5) The number of labor inspectors is likely insufficient for the size of Gabon's workforce, which includes over 546,000 workers. (39) According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Gabon should employ roughly 36 inspectors. (39; 40; 41) Inspectors lack the resources, including transportation, fuel, and office supplies, necessary to conduct inspections. (18; 9; 5) Although inspectors have the authority to actively plan inspections, they did not do so in 2017. (5) Labor inspectors in Gabon are responsible for reconciling labor disputes, which may detract from their primary duty of inspection. (42)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Gabon took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including sufficient financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (36)	No (5)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (5)
Refresher Courses Provided	Yes (35)	Yes (5)
Number of Investigations	Unknown* (35)	1 (5)
Number of Violations Found	Unknown (35)	65 (34)
Number of Prosecutions Initiated	8 (35)	0 (34)
Number of Convictions	0 (35)	0 (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (35)	Yes (5)

\* The government does not publish this information.

During the reporting period, 26 police investigators received training on identifying cases of human trafficking. (5) However, like labor inspectors, police investigators lack resources such as transportation, fuel, and office supplies, and coordination among enforcement agencies is weak. (14; 5)

Although 65 child trafficking victims were identified during the reporting period, these cases did not result in prosecution. The government sought financial restitution and support from the perpetrator or foreign embassy of the victim's country of origin. (34) In general, the prosecution of child trafficking cases in Gabon can be difficult due to infrequent convening of the Criminal Court, a failure to prioritize cases involving children, and a backlog of cases. (15; 14; 4; 43) For example, 11 prosecutions from 2015 are still pending. (36; 14)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including a lack of adequate funding.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-ministerial Committee for the Fight Against Child Trafficking (CNSLTE)	Coordinate national efforts against child trafficking and other worst forms of child labor. Led by the MOL, includes representatives from four other ministries and civil society. (5) Remove children from exploitative labor situations, provide social services, and repatriate victims when appropriate. (13; 28; 43; 4) Disseminate the National Manual of Procedures for the Care of Child Victims of Trafficking, which establishes a series of procedures to return victims of child trafficking to their country of origin or facilitate their integration into Gabon. (44; 34) In 2017, drafted a 2017–2018 Plan of Action and in partnership with UNICEF, conducted training on trafficking in persons for 60 labor inspectors and judicial police. (34; 5)



**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
National Observatory for Children's Rights	Coordinate the implementation of the Convention on the Rights of the Child, including promoting children's right to education and protection against all forms of exploitation and abuse. (13) Establish and oversee committees to protect children's rights in all provinces. (33) This committee was not active in 2017. (17)
Local Vigilance Committees	Administered by the CNSLTE, committees in provincial capitals identify potential cases of child trafficking, intercept victims, and assist children at risk of child trafficking. (13; 45; 4; 17)

In 2017, budget constraints, civil strikes, and a lack of communication among ministries limited the ability of the Inter-ministerial Committee for the Fight Against Child Trafficking (CNSLTE) to effectively coordinate government actions. In addition, research indicates that members of the CNSLTE occasionally use personal funds to assist victims due to a lack of resources. (4; 34)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementing a policy on relevant forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
CNSLTE's 2016–2021 Plan of Action	Aims to address the worst forms of child labor, with a focus on increasing prosecution of offenders and shortening the length of time victims spend at shelters. (5; 17) In 2017, provided training to labor inspectors. (5)
Economic Recovery Plan (2017–2019)†	Aims to balance public finances, diversify the economy, and reduce poverty. Includes the goal of improving the quality of public education, addressing the teacher deficit, and accelerating the construction of classrooms. (46)

† Policy was approved during the reporting period.

In 2017, research found no evidence of an active policy to address child labor. In addition, the government has not adopted CNSLTE's 2016–2021 Plan of Action. Although these Plans of Action aim to increase prosecution, the number of prosecutions fell from eight in 2016 to zero in 2017, and the CNSLTE was unable to address its other goal of shortening the duration of time victims spend in shelters. (4) Although the Government of Gabon drafted separate bilateral agreements with Benin, Cameroon, Guinea, Mali, Nigeria, and Togo to combat child trafficking, none were finalized by the end of 2017. (8; 13; 19; 11; 43) In addition, the government has not included child labor elimination and prevention strategies into the UNDAF (2018–2022), National Youth Policy of Gabon, and the Education Policy (2010–2020). (47; 48; 11)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Shelters for Children in Need†	Shelters supported by the government and civil society organizations that provide social services to victims of child labor and child trafficking, and other vulnerable children. (16; 43; 38; 11; 4) Victims receive medical care, literacy training, and reintegration support. In 2017, provided services to 65 children and repatriated 42 victims. (5)

† Program is funded by the Government of Gabon.

Although Gabon has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. (5) Research also indicates that shelter space is insufficient to accommodate all victims, and the government decreased funding for shelters and NGOs that provide social services to human trafficking victims and other vulnerable children. (11; 15; 5; 17)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Gabon (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that minimum age protections are extended to children working outside of formal employment relationships.	2017
	Establish criminal prohibitions for child trafficking for the purpose of sexual exploitation.	2015 – 2017
	Establish criminal prohibitions for producing child pornography and procuring or offering children in pornographic performances.	2015 – 2017
	Establish criminal prohibitions for using children in illicit activities, including both producing and trafficking of drugs.	2009 – 2017
	Ensure that the legal framework for light work establishes a minimum age no younger than 13, determines activities that are considered light work, and specifies the conditions under which light work may be undertaken.	2013 – 2017
	Establish criminal prohibitions for the recruitment of children under age 18 for use in armed conflict by State or non-state armed groups.	2016 – 2017
Enforcement	Ensure that the number of labor inspectors is in accordance with the ILO's technical advice, and that inspectors and investigators receive adequate training, funding, and resources to carry out inspections and investigations.	2009 – 2017
	Strengthen the Labor Inspectorate by authorizing inspectors to assess penalties, and conduct routine and unannounced inspections.	2014 – 2017
	Publish information on the funding level for the Labor Inspectorate and information on the enforcement of child labor laws, including the number and type of inspections conducted.	2009 – 2017
	Ensure that labor inspectors are not tasked with conciliation or arbitration duties, and that they can carry out their primary duties of inspection and monitoring throughout the country.	2009 – 2017
	Ensure that prosecutions related to criminal violations of child labor laws are carried out and perpetrators are punished in accordance with the law.	2016 – 2017
Coordination	Ensure that the CNSLTE has sufficient funds to carry out its mandate, including improving communication and coordination among ministries.	2013 – 2017
Government Policies	Adopt a policy that addresses all relevant forms of child labor, such as domestic work and work in transportation, and ensure that existing policies have sufficient resources to be implemented.	2015 – 2017
	Sign agreements with origin countries to combat child trafficking.	2014 – 2017
	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2017
Social Programs	Conduct a national child labor survey or similar research to determine the specific activities carried out by working children to inform policies and programs.	2014 – 2017
	Ensure that children have access to education by eliminating school fees, increasing the number of teachers and schools in rural areas, and ensuring schools are free from sexual abuse. Make additional efforts to provide all children with birth registration.	2010 – 2017
	Expand existing programs to address the scope of the child labor problem and ensure that the government continues to provide adequate support.	2010 – 2017

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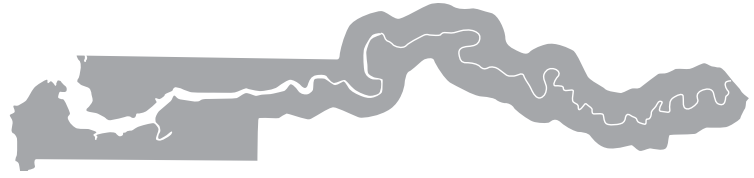
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# Gambia, The

## MODERATE ADVANCEMENT

In 2017, The Gambia made a moderate advancement in efforts to eliminate the worst forms of child labor. During the year, the government signed the International Convention for the Protection of All Persons from Enforced Disappearance and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. The Gambia also created the National Coordination Committee on Child Labor to conduct child labor investigations and streamline the process to prosecute child labor perpetrators. Furthermore, the government increased the number of Community Child Protection Committees from 31 to 70 and initiated 15 child protection centers to monitor, identify, and report potential cases of the worst forms of child labor. However, children in The Gambia engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and forced begging. Gaps in the law remain, including a need to increase the compulsory education age to the minimum age for work. In addition, labor law and criminal law enforcement efforts are limited.



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### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in The Gambia engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and forced begging. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in The Gambia.

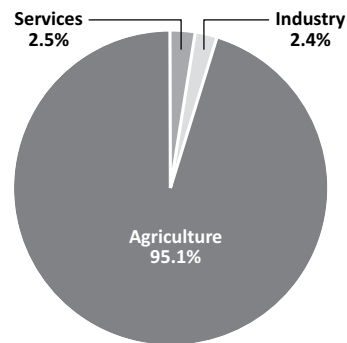
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	20.1 (105,013)
Attending School (%)	5 to 14	63.6
Combining Work and School (%)	7 to 14	10.3
Primary Completion Rate (%)		70.2

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Integrated Household Survey on Consumption, Expenditure and Poverty Level Assessment Survey, 2015–2016. (6)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including protecting crops by chasing animals (1; 7)
Industry	Working in carpentry, masonry, sewing, plumbing, and in metal welding workshops† (1; 8; 4) Mining† and quarrying† (4)
Services	Domestic work (1; 2; 4) Street work, including begging and vending (1; 2; 9; 10; 4) Scavenging for scrap metal and jewelry at dump sites (1; 11) Working as taxi and bus attendants (1) Working as auto mechanics† (1; 8; 12; 4)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 10; 13; 3; 4) Forced begging by Koranic teachers (1; 2; 7; 4) Forced labor in domestic work and street vending, each sometimes as a result of human trafficking (2; 3)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In The Gambia, children are internally trafficked and subjected to commercial sexual exploitation, forced labor, and domestic work. Girls and boys from West African countries, including Benin, Ghana, Guinea, Guinea-Bissau, Liberia, Nigeria, Senegal, and Sierra Leone, are trafficked for commercial sexual exploitation in The Gambia. (3; 4) Tourists from Britain, Germany, Scandinavia, the Netherlands, and Canada also subject children to commercial sexual exploitation in brothels and motels in tourist areas. (14; 3) In The Gambia, it is a common practice to send boys to receive education from Koranic teachers, or *marabouts*, who sometimes force Koranic students, or *almudus*, to beg in the streets for money and food and conduct street vending. (14) However, a source indicated that reported incidents had reduced during the year. (15)




Article 30 of the Constitution mandates free compulsory education; however, families are sometimes required to buy books and uniforms, as well as contribute to the school fund and examination fees, which families often cannot afford. Absence from school due to unpaid school fees increases children's vulnerability to child labor. (16; 15) Also, inadequate teaching facilities, low numbers of teachers in rural areas, and limited access to clean water in schools create barriers for children to access education. (4)

The government has not conducted research to determine the activities carried out by children, including in agriculture, domestic work, and forced begging to inform policies and social programs.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

The Gambia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in The Gambia's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for compulsory education.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 43 of the Children's Act (17)
Minimum Age for Hazardous Work	Yes	18	Article 44 of the Children's Act; Article 46 of the Labor Act (17; 18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 44–45 of the Children's Act (17)
Prohibition of Forced Labor	Yes		Article 20 of the Constitution; Article 41 of the Children's Act (16; 17)
Prohibition of Child Trafficking	Yes		Articles 30 and 39 of the Children's Act; Articles 28 and 56 of the Trafficking in Persons Act; Article 13 of the Tourism Offences Act (17; 19; 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 26–27, 29–32, and 34 of the Children's Act; Articles 7–9 of the Tourism Offences Act (17; 20)
Prohibition of Using Children in Illicit Activities	Yes		Articles 31 and 36–37 of the Children's Act (17)



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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 59 of the Children's Act (17)
State Voluntary	Yes	18	Article 59 of the Children's Act (17)
Non-state	Yes	18	Article 31(c) of the Children's Act (17)
Compulsory Education Age	Yes	16‡	Article 30 of the Constitution; Article 18 of the Children's Act (16; 17)
Free Public Education	Yes		Article 18 of the Children's Act (17)

\* No conscription (21)

‡ Age calculated based on available information (16; 17; 22; 23; 24)

In 2017, the government signed the International Convention for the Protection of All Persons from Enforced Disappearance. The government also signed the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, which states in part that children of migrant families cannot be denied access to education in the host country. (4)

In The Gambia, children may commence an apprenticeship in the informal sector at the age of 12 which makes them vulnerable to engage in child labor and not complete basic education. (17)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Trade, Industry, Regional Integration and Employment that hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Social Welfare (DSW)	Combat forced child labor and coordinate the handling of trafficking victims, including working closely with social welfare officers in police units. (25) Operate a 24-hour hotline to address human trafficking and maintain a database of individuals suspected of pedophilia or child trafficking, in collaboration with The Gambia Tourism Board. (3) Maintain an electronic database that contains information on cases requiring child protection, including those involving labor and human trafficking violations. (3) Housed under the Ministry of Health and Social Welfare. (4)
Department of Labor	Conduct labor inspections and enforce labor laws pertaining to hazardous child labor. (4; 26) Housed under the Ministry of Trade, Industry, Regional Integration and Employment. (26)
Child Protection Alliance (CPA)	Promote children's rights and child protection services. Raise awareness about child exploitation. (27; 28; 29) Members include government departments, civil society organizations, UN agencies, NGOs, child and youth organizations, and bilateral institutions. (28) Train journalists about child sex tourism and government officials on the UN Convention on the Rights of the Child. (30; 31)
National Agency Against Trafficking in Persons (NAATIP)	Investigate suspected cases of human trafficking. Members includes investigators, police, members of the National Intelligence Agency, and five prosecutors. (32) Gather evidence for the NAATIP director, who can recommend that the NAATIP prosecutor file charges for human trafficking violations. (32) In 2017, trained two new investigators and met quarterly. (4)
Children's Court	Under the jurisdiction of the National Assembly's Committee on Health, Women, Children, Disaster and Refugees, and Humanitarian Relief, adjudicate cases involving children and determine guardianship of child abuse victims, including child laborers, referred to the court by the DSW. (33) Currently, there are three courts for seven regions in the country. (4)
The Gambia Tourism Board	Combat commercial sexual exploitation of children in tourist areas. (14) Educate the public about child sex tourism and the consequences for violating the Code of Conduct for the Protection of Children and the Tourism Act. (34)
Tourism Security Unit	Prevent unaccompanied children from entering tourist areas and patrol tourist areas for child labor and criminal violations, such as commercial sexual exploitation and human trafficking. Has a dedicated child protection division. (14; 25)
Gambia Police Force Child Welfare Unit	Oversee all situations involving children's welfare. (29) Collaborate with the CPA, the DSW, NGOs, and other agencies to assess and identify children engaged in the worst forms of child labor. (4)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Community Child Protection Committees	Raise awareness and report cases of labor issues, including child labor, to the authorities.
Village Development Committees	Serve as volunteer arbitrators and mediators for community disputes involving children and other matters. (4)
Neighborhood Watch Groups	Monitor neighborhoods for child exploitation. Maintain five existing groups established by the DSW in urban areas near tourist resorts. (25) Supported by the DSW, which pays allowances to Neighborhood Watch Group members and pays the cell phone credit to report child labor violations. (25)

In 2017, the Department of Social Welfare (DSW) had limited human and financial resources to combat child labor. During the reporting period, the agency reported developing a database to record complaints, investigations, prosecutions, and convictions of child labor. (4) The National Agency Against Trafficking in Persons (NAATIP) reported a lack of financial resources to conduct investigations. It received a budget of \$35,000, which was sufficient to cover only salaries and insufficient for transportation and fuel expenses. Due to insufficient funding, NAATIP did not investigate new cases in 2017. (4)

In 2017, the DSW created an additional Neighborhood Watch Group, and Community Child Protection Committees increased from 31 to 70. (1; 12; 11; 4) The government also initiated 15 child protection centers to monitor, identify, and report potential cases of the worst forms of child labor. In 2017, many of the 1,500 Village Development Committees were not trained on child protection and the worst forms of child labor. (4)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in The Gambia took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Trade, Industry, Regional Integration and Employment that may hinder adequate labor law enforcement, including investigation planning.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (35)	Unknown (4)
Number of Labor Inspectors	5 (35)	7 (4)
Inspectorate Authorized to Assess Penalties	Yes (35)	Yes (4)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (35)	Yes (4)
Training on New Laws Related to Child Labor	Unknown* (35)	Unknown (4)
Refresher Courses Provided	Unknown* (35)	Unknown (4)
Number of Labor Inspections Conducted	Unknown* (35)	Unknown (4)
Number Conducted at Worksites	Unknown* (35)	Unknown (4)
Number of Child Labor Violations Found	Unknown* (35)	Unknown (4)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (35)	Unknown (4)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (35)	Unknown (4)
Routine Inspections Conducted	Yes (35)	Yes (4)
Routine Inspections Targeted	No (35)	No (4)
Unannounced Inspections Permitted	Yes (35)	Yes (4)
Unannounced Inspections Conducted	Yes (35)	Yes (4)
Complaint Mechanism Exists	Yes (35)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (35)	Yes (4)

\* The government does not publish this information.

The number of labor inspectors is likely insufficient for the size of The Gambia's workforce, which includes more than 700,000 workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less-developed economies, The Gambia would employ about 19 inspectors. (36; 37) Although enforcement data were unavailable, the Department

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of Labor and an NGO reported that the agency had sufficient resources to conduct inspections. (4) However, inspectors are unauthorized to inspect private farms in which children may be working in violation of the minimum age for work. (4)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in The Gambia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigation planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (35)	Yes (4)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (35)	Unknown (4)
Refresher Courses Provided	Yes (35)	Yes (4)
Number of Investigations	2 (35)	Unknown (4)
Number of Violations Found	Unknown* (35)	Unknown* (4)
Number of Prosecutions Initiated	Unknown* (35)	Unknown* (4)
Number of Convictions	Unknown* (35)	0 (38)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (35)	Yes (4)

\* The government does not publish this information.

In 2017, the DSW reported that the Gambia Police Force Child Welfare Unit identified 88 children subjected to human trafficking and reunited them with their families. Children identified were from Senegal, Guinea Bissau, and Sierra Leone. (4)

Although Articles 39 and 40 of the Children’s Act prohibit human trafficking and slave dealing of children and carry a penalty of life imprisonment, a source indicates that, in practice, perpetrators are convicted to only 2 years or a fine, or both. These penalties, in practice, are not harsh enough to deter violations. (17; 4)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the capacity for coordination of efforts to address child labor, including the efficacy of coordination efforts.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Coordination Committee on Child Labor	Coordinate child labor enforcement processes, including prosecutions of the worst forms of child labor. Led by the DSW, comprises representatives from UNICEF, Department of Labor, NAATIP, Action Aid, Ministry of Basic and Secondary Education, Gambia Teachers Union, Young People in the Media, and the Inspector General of Police. (4) Established in 2017 and held meetings. (4)
DSW	Coordinate government efforts to combat the worst forms of child labor. (14) Leads the National Coordination Committee on Child Labor and operates five neighborhood watch groups to identify and report the worst forms of child labor. (3; 4)
NAATIP	Coordinate, administer, and monitor the implementation of the Trafficking in Persons Act and share information among law enforcement agencies. Created under the Ministry of Justice. Convenes and leads monthly meetings with the National Trafficking in Persons Task Force; a task force focusing on multiple sectors in which human trafficking occurs across the country. (14; 25) The task force includes NAATIP, Ministry of Justice, Department of Immigration, Department of Social Welfare, Ministry of Foreign Affairs, Women’s Bureau, Gambia Radio and Television Services, Center for Street Children, and Gambia Police Force. (38)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the lack of a national child labor policy.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Child Protection Strategy (2016–2020)	Outlines strategies to improve child protection, including addressing the worst forms of child labor, by increasing awareness and strengthening coordination among government agencies. (39) Research was unable to determine whether action was taken to implement this policy in 2017. (38)
Code of Conduct of The Gambia Tourism Authority for the Protection of Children	Raises awareness of commercial sexual exploitation of children in the tourism industry and among tourists. (14; 40) Requires new hotel staff to be trained on the Code at the beginning of the annual peak tourism season. (14) Research was unable to determine whether action was taken to implement this policy in 2017.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (41)

Research was unable to determine whether the government renewed the National Trafficking In Persons Action Plan. (38) Child labor elimination and prevention strategies do not appear to be integrated into the Education Sector Policy. Although the government has adopted the Trafficking MOU with Senegal, research found no evidence of a policy on other worst forms of child labor. (1)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Combating Child Sex Tourism Project	CPA project, funded by ECPAT Netherlands, that raises awareness about commercial sexual exploitation of children, the Tourism Offences Act, and the Code of Conduct among Tourism Security Unit personnel, hoteliers, travel agencies, and other tourism stakeholders. (1; 42) Program reported not meeting its target because there were incidences of child sex tourism in 2017. (4)
Results for Education Achievement and Development (READ)	\$8.5 million World Bank-funded project that focuses on increasing access to basic education and improving the quality of education in lower basic schools. (43) Research was unable to determine actions taken in 2017.
Street Children Center†	DSW-run, with support from international organizations, foreign NGOs, and local businesses, drop-in center in Talinding Kunjang that provides medical care, food, and counseling to street children, including human trafficking victims and almus. (14; 25) Works to prevent children from returning to street begging. (44) Received continued financial support from the government during the year. (4) Research was unable to determine the number of children who benefited from the program in 2017.
Conditional Cash Transfers to the Majaalis†	Ministry of Education program that gives marabouts food rations and approximately \$2.56 monthly for each student if the marabouts do not force students to beg. (25) Provides teachers for English, mathematics, and science subjects to Koranic schools. More than 1,000 children have benefited from the program. (1; 14; 45) Received continued financial support from the government in 2017. Research unable to determine program achievements in 2017. (4)

† Program is funded by the Government of The Gambia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (46; 47; 48)

In 2017, Child Fund Gambia, in partnership with TOMS, sponsored 189,600 shoes to the Ministry of Education to assist with improving access to education for children throughout all regions in the country. (49)

Although The Gambia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, as programs do not reach all children working in agriculture and domestic work or those vulnerable to human trafficking, commercial sexual exploitation, forced begging, and street work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in The Gambia (Table 11).

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**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Harmonize provisions of the Children's Act and the Labor Code that regulate apprenticeships and ensure that children are at least 14 years of age in workplace-based apprenticeships.	2017
Enforcement	Ensure that the Village Development Committees receive training on the worst forms of child labor.	2017
	Employ enough labor inspectors to provide sufficient coverage for the workforce.	2016 – 2017
	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2016 – 2017
	Publish information about the Labor Inspectorate's funding, training related to child labor, inspections conducted, violations found, and penalties imposed and collected.	2012 – 2017
	Ensure the DSW has sufficient human and financial resources to combat child labor.	2017
	Ensure the Labor Inspectorate has authority to conduct inspections at private farms.	2017
	Publish information about criminal law enforcement efforts, including training on new laws, investigations conducted, violations found, prosecutions initiated, and convictions achieved concerning the worst forms of child labor.	2015 – 2017
Coordination	Ensure penalties for child trafficking are harsh enough to deter violations.	2016 – 2017
	Ensure NAATIP has sufficient funding to conduct investigations on trafficking in persons.	2012 – 2017
Government Policies	Ensure that child labor elimination and prevention strategies are integrated into the Education Policy.	2015 – 2017
	Publish information about the implementation of policies related to the elimination of child labor, such as the Code of Conduct of The Gambia Tourism Authority for the Protection of Children.	2017
	Adopt a policy that addresses all relevant worst forms of child labor, such as commercial sexual exploitation.	2015 – 2017
Social Programs	Publish information about the implementation of social programs, such as the Street Children Center.	2017
	Expand existing programs to address child trafficking, commercial sexual exploitation of children, and children working in the street.	2010 – 2017
	Enhance opportunities for children to access education by providing adequate teaching facilities and assigning teachers to rural areas.	2017
	Ensure that children can complete primary school by subsidizing or defraying the cost of books, uniforms, and other fees.	2010 – 2017
	Expand existing programs to address children working in agriculture and domestic work.	2015 – 2017
	Conduct research to determine the activities carried out by children, including in agriculture, domestic work, and forced begging, to inform policies and social programs.	2017

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# Georgia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

In 2017, Georgia made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Georgia is receiving this assessment of minimal advancement because it continued to implement a law that delayed advancement in eliminating the worst forms of child labor. The government failed to remedy the abolition of its Labor Inspectorate, caused by its adoption of the 2006 Labor Code. Since that time, the government has lacked a functioning labor inspection mechanism to monitor, inspect, and enforce child labor laws, including through unannounced inspections. Otherwise, the government made efforts by training labor monitors and improving the ability of vulnerable children to obtain identity documents. Children in Georgia perform dangerous tasks in agriculture. Children also engage in the worst forms of child labor, including forced begging. The government lacks a coordinating mechanism to address child labor. In addition, the compulsory education age leaves 15-year-old children vulnerable to the worst forms of child labor, as they are not required to be in school, but are not legally permitted to work full-time.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Georgia engage in the worst forms of child labor, including in forced begging. (1; 2; 3) Children also perform dangerous tasks in agriculture. (4; 5; 6; 7; 1; 2; 3) Table 1 provides key indicators on children's work and education in Georgia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	2.9 (13,547)
Attending School (%)	5 to 14	96.9
Combining Work and School (%)	7 to 14	3.7
Primary Completion Rate (%)		119.1

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2015. (9)

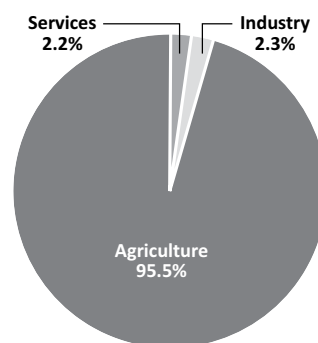
Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (10; 11)
Services	Street work, including begging and collecting scrap metal (10; 12; 11)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 13; 11) Forced begging, sometimes as a result of human trafficking (1; 2; 3; 13)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

**Figure 1. Working Children by Sector, Ages 5-14**






Although estimates regarding the ethnicity and origin of children working on the street vary widely, sources report that children from Roma and Azerbaijani Kurd ethnic minorities make up a significant proportion of these children. (14) NGOs note that a lack of current data on the number and circumstances of children working on the street hinders effective targeting of social services. (14) In 2017, the government, in cooperation with UNICEF, began a program to conduct qualitative research on street children. (11)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Georgia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Georgia's legal framework to adequately protect children from child labor, including with regard to the identification of hazardous occupations or activities prohibited for children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 4 of the Labor Code of Georgia (15)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Labor Code of Georgia (15; 16)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Article 4(4) of the Labor Code of Georgia (15)
Prohibition of Forced Labor	Yes		Article 30 of the Constitution of Georgia; Articles 143-i, 143-ii, and 143-iii of the Criminal Code of Georgia; Law of Georgia on Combating Human Trafficking (17; 18; 19)
Prohibition of Child Trafficking	Yes		Articles 143, 143-1, 143-2, 143-3, and 172 of the Criminal Code of Georgia; Law of Georgia on Combating Human Trafficking (18; 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 171, 253, 255, 255-1, and 255-2 of the Criminal Code of Georgia (19)
Prohibition of Using Children in Illicit Activities	Yes		Article 171 of the Criminal Code of Georgia (19)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Articles 9 and 21 of the Law of Georgia on Military Duty and Military Service (20)
State Voluntary	Yes	18	Article 10 of the Law of Georgia on Military Duty and Military Service (20)
Non-state	No		Article 410 of the Criminal Code of Georgia (19)
Compulsory Education Age	Yes	15‡	Articles 2 and 9 of the Law of Georgia on General Education (21; 22)
Free Public Education	Yes		Article 22 of the Law of Georgia on General Education (21)

‡ Age calculated based on available information (21; 22)

The labor law governing child labor is not in compliance with international standards because it does not apply to informal work. (23; 24) The compulsory education age leaves 15-year-old children vulnerable to the worst forms of child labor because they are not required to be in school but are not legally permitted to work full-time. In addition, although Article 4 of the Labor Code establishes age 14 as the minimum age for participation in work that is not harmful to the moral, physical, and mental development of the child, the law does not stipulate specific activities in which children under the legal working age are allowed

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to engage. (15; 24) The law does not sufficiently criminalize non-state armed groups from recruiting children under 18 because it applies only to mercenaries. (19)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government does not adequately enforce its child labor laws, since it lacks a functioning Labor Inspectorate for the enforcement of labor laws and regulations. (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Health, and Social Affairs (MoLHSA)	Oversee child welfare issues and pursue enforcement of labor laws. (25) Receive complaints through the Child Protection and Social Programs sub-department, and refer complaints of child labor violations to law enforcement agencies for investigation. (26)
Department of Labor Inspection within MoLHSA	Pilot program designed to enforce occupational safety and health laws, as well as prohibitions of forced labor and human trafficking. (10)
Department of Labor and Employment Policy within MoLHSA	Address labor and employment issues, and revise existing laws and policies to be in accordance with international standards. (22)
Social Service Agency within MoLHSA	Administer social benefits such as targeted social assistance, health care, and vouchers for day care. Employ social service agents who identify qualifying families for services and social workers who oversee child protection and family welfare cases. (10)
Ministry of Internal Affairs (MoIA)	Enforce criminal laws related to child labor and child trafficking, and investigate NGO and civilian reports of potential child labor violations. (5; 6; 25)
Central Criminal Police Department within the MoIA	Lead criminal investigations of trafficking in persons, including the trafficking of children, through the Division for Combating Illicit Trafficking of Drugs, Human Trafficking, and Irregular Migration. (26) Identify human traffickers and systematize data on traffickers across various agencies through the Information-Analytical Department. (27) Investigate possible human trafficking schemes by deploying teams of two law enforcement officials in Mobile Units to investigate companies offering suspicious work opportunities abroad. (26; 28)
District Police Units within the MoIA	Collect information on minors within each jurisdiction and visit minors' families to inform them of their rights. Conduct classes for school teachers on children's rights. (29)
Prosecutor General's Office within the Ministry of Justice	Investigate large-scale cases of child trafficking. (6)
Joint Child Referral Mechanism	Ensure interagency coordination of the enforcement of child labor laws and enumerate the procedures for referring children subject to any form of violence, including labor exploitation, to child protective services. (5; 26) Once any ministry identifies a case of child exploitation, the MoIA registers the case. MoLHSA then assesses the child's condition, provides shelter and rehabilitation services to the child as needed, and monitors the child's case. (6)

Following the abolition of the Labor Inspectorate in 2006, the Prime Minister's Decree No. 81, signed in March 2015, established a Department of Labor Inspection within the Ministry of Labor, Health, and Social Affairs. (30; 31; 32) However, existing legislation prevents the Department of Labor Inspection from functioning as a true Labor Inspectorate. In particular, the Law on Oversight of Entrepreneurial Activity requires government agencies, including the Department of Labor Inspection, to acquire a court order in order to inspect any private business. (33)

#### *Labor Law Enforcement*

In 2017, the lack of a functioning Labor Inspectorate in Georgia impeded the enforcement of child labor laws. However, the Department of Labor Inspection, a pilot initiative established in 2015 to monitor compliance with occupational safety and health laws and laws prohibiting forced labor and human trafficking, continued to function during the reporting period. (10; 34; 30) The pilot program is an initial step toward establishing a Labor Inspectorate, intended to build the capacity and credibility of the Inspectorate when the organization is fully established. (35) Currently, except in cases of suspected human trafficking or forced labor violations, the Department of Labor Inspection is only able to conduct monitoring of the 150 companies that volunteered to participate in the pilot program and must give companies 5 days' notice prior to a monitoring visit. (30; 36; 37) In addition, labor monitors are unable to impose sanctions or assess penalties for violations found. (11) A source reported that because the State Monitoring Program does not have sanctioning authority and its findings are confidential, the monitoring has little impact on workers. (38)

In 2017, the government created a special working group within the Chief Prosecutor's Office to identify and correct gaps in the government's capacity to enforce laws against forced labor and other forms of labor exploitation. (11)

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All 25 labor monitors received training from the ILO on planning and implementing labor inspections. (39; 40) During the reporting period, the Department of Labor Inspection received a budget of \$229,000 and employed 25 labor monitors. Monitors conducted 392 monitoring site visits, none of which were unannounced, and found no violations of child labor laws. (11)

In 2017, the Department of Labor Inspection conducted awareness raising activities at schools in regions where children are particularly vulnerable to child labor in seasonal agricultural work. (11) In addition, the Social Service Agency under MoLHSA provided services to 827 children found living or working on the street and referred them to MoLHSA-managed crisis centers. (11)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Georgia took actions to combat child labor (Table 6). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigation of forced begging.

**Table 6. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (34)	Yes (41)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (34)	Yes (41)
Refresher Courses Provided	Yes (34)	Yes (41)
Number of Investigations	2 (34)	1 (41)
Number of Violations Found	0 (34)	2 (41)
Number of Prosecutions Initiated	0 (34)	2 (41)
Number of Convictions	5 (34)	0 (41)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (34)	Yes (41)

In 2017, the IOM provided training on commercial sexual exploitation to prosecutors, investigators, and judges. (11)

In 2017, the Ministry of Justice issued 14 temporary identification documents, one identity card, and five passports to children who were living on the street or victims of violence. The ability to obtain identity documents is key to reducing vulnerable children's risk of exploitation in the worst forms of child labor. (11)

Research found that the police have, in some instances, refused to investigate cases of forced begging raised by NGOs, claiming that street begging could not be considered a violation of children's rights under the current legislation. (14)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 7).

**Table 7. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Interagency Commission for the Implementation of the Convention on the Rights of the Child	Monitor implementation of the Child Rights chapter of the National Human Rights Action Plan, which is based on provisions of the UN CRC. (34)
Interagency Anti-Trafficking Coordination Council for the Implementation of Measures Against Human Trafficking	Coordinate government efforts against human trafficking, including efforts to protect and rehabilitate victims. (6) Refer child victims to shelters to receive social services. (5) Chaired by the Minister of Justice and comprises representatives from state agencies and non-state entities. (26)

In December 2017, the Interagency Anti-Trafficking Coordination Council finalized revised guidelines for the investigation and prosecution of trafficking cases and the treatment of victims of human trafficking. These updated guidelines require that border police and customs officials receive training on trafficking in persons, including on the standards for interviewing potential child trafficking victims. (41)



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### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 8). However, policy gaps exist that hinder efforts to address child labor, including scope of existing policies.

**Table 8. Key Policies Related to Child Labor**

Policy	Description
National Human Rights Strategy (2014–2020)	Identifies human rights priorities, including the protection of child rights. Led to the adoption of a National Action Plan on the Protection of Human Rights 2014–2016, which includes objectives to strengthen the provision of services to vulnerable children, such as those living and working on the streets, and requires implementation of ILO C. 138 and C. 182. (42; 43)
National Action Plan on Trafficking in Persons (2017–2018)†	Supports development of policy and implementation of activities to address human trafficking. Includes plans to conduct research on commercial sexual exploitation and forced labor with a particular focus on the exploitation of minors. (11)
EU Association Agreement and Association Agenda (2014–2016)	Outlines a framework for cooperation between Georgia and the EU. Requires Georgia to institute a number of initiatives to protect children’s rights, including addressing child poverty, providing adequate resources to the Public Defender to undertake work for children, and focusing on measures to protect children against all forms of violence. (6; 44)

† Policy was approved during the reporting period.

In 2017, the government drafted its National Human Rights Action Plan for 2018–2020. Anticipated to be adopted in 2018, the plan contains a chapter on vulnerable children. (11)

While the government has established policies to address child begging, child trafficking, and child labor in street work, research found no evidence of a policy to address child labor in agriculture.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor, which cover the main sectors where child labor has been identified in the country (Table 9).

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
Improved Compliance With Labor Laws in the Democratic Republic of Georgia	\$2 million USDOL-funded grant implemented by the ILO to work with the government to improve its ability to enforce labor laws, including child labor laws, and adhere to international labor standards. (45) Key objectives of the project include supporting the establishment of adequate labor law enforcement mechanisms in Georgia through labor inspection and promoting effective tripartite cooperation. (46)
Research on Street Children*†	MoHLSA, MoIA, and UNICEF-administered program to conduct qualitative research on street children. Research will be completed in 2018. (11) In addition, the Ministry of Justice issued a \$22,000 grant to two NGOs to improve the process for identification of street children and support reintegration of these children. One NGO identified 105 street children. (11)
Targeted Social Assistance Program and Child Benefit Program†	Social Service Agency-administered social assistance programs designed to eliminate poverty, especially child poverty. The Child Benefit Program is intended to halve extreme poverty among children, and covers about a quarter of the most vulnerable families with children. (47)
Social Rehabilitation and Childcare Program†	Government program with a 2017 budget of \$9.2 million that provides assistance to children at high risk of abandonment and children with disabilities; also places abandoned children in appropriate care. (6; 10; 34; 11)
State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking†	MoLHSA program to protect, assist, and rehabilitate trafficking and domestic violence victims, including minors. (6; 48) Implements the government’s Rehabilitation and Reintegration Strategy, which includes operating trafficking shelters in Batumi and Tbilisi. (5; 49) In 2017, received a total budget of \$2.4 million. (11)
Education-Focused Programs for Vulnerable Children	The Ministry of Education and Science funds multiple programs to promote the inclusion of vulnerable children in education. Initiatives include a program designed to increase the school participation of street children, victims of forced begging, and children who are seasonal agricultural workers; a program to increase the number of Georgian language teachers in communities with large ethnic minority populations; and a program to distribute free textbooks to public school students. (10; 26; 37; 50)
UNICEF Country Program (2016–2020)	Joint effort by UNICEF and the Government of Georgia to improve social inclusion of the most vulnerable children. (51)

\* Program was launched during the reporting period.

† Program is funded by the Government of Georgia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (11)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Georgia (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the minimum age for work applies to all children, including those in informal work.	2017
	Determine and codify the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2016 – 2017
	Increase the age up to which education is compulsory to 16, the minimum age for work.	2009 – 2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
Enforcement	Establish a functioning Labor Inspectorate to enforce child labor legislation. Ensure that the Labor Inspectorate has funding to employ a sufficient number of inspectors; that inspectors are capable of performing quality targeted, complaint-based, and unannounced inspections; that inspectors have the ability to assess penalties; and that data on the number and type of inspections, violations, and penalties are made publicly available.	2009 – 2017
	Ensure that legislation permits the Department of Labor Inspection to enter the premises of all businesses to conduct unannounced inspections, and empowers monitors to impose sanctions for the violation of labor laws.	2015 – 2017
	Ensure that labor monitors inspect for compliance with the full range of labor laws, including laws against child labor.	2015 – 2017
	Ensure that cases of forced begging are recognized as criminal acts and receive appropriate and thorough investigation by the Police.	2014 – 2017
Government Policies	Adopt a policy that addresses all relevant forms of child labor, including child labor in agriculture.	2017

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In 2017, Ghana made a moderate advancement in efforts to eliminate the worst forms of child labor. The government secured at least five convictions for offenses related to the worst forms of child labor and launched the National Plan of Action for the Elimination of Human Trafficking in Ghana. The government began extending the Ghana School Feeding Program to include schools in refugee camps and ratified the Minamata Convention on Mercury, which obligates signatory countries to incorporate strategies to prevent the exposure of children to mercury in gold mining sites. However, children in Ghana continue to engage in the worst forms of child labor, including in fishing and cocoa harvesting as a result of human trafficking. Although the government made meaningful efforts in all relevant areas during the reporting period, prohibitions related to the commercial sexual exploitation of children and the use of children for illicit activities do not meet international standards. The government also has not acceded to the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and resource constraints severely limited government social protection agencies' abilities to fully implement social programs during the reporting period.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ghana engage in the worst forms of child labor, including in forced labor in fishing and cocoa harvesting as a result of human trafficking. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Ghana.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	24.7 (1,721,914)
Attending School (%)	5 to 14	91.7
Combining Work and School (%)	7 to 14	25.3
Primary Completion Rate (%)		95.2

Source for primary completion rate: Data from 2017, published by UNESCO Institute for Statistics, 2018. (6)

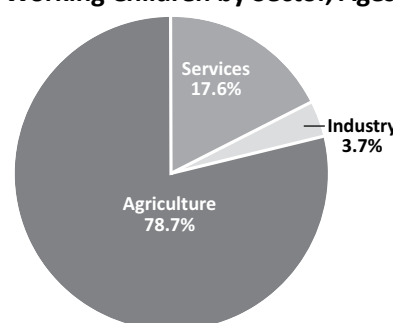
Source for all other data: Understanding Children's Work Project's analysis of statistics from Living Standard Survey, Round 6, 2012–2013. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Producing cocoa, including land clearing, using machetes and cutlasses for weeding, collecting cocoa pods with a harvesting hook, breaking cocoa pods, working in the vicinity of pesticide spraying, and carrying heavy loads† of water (2; 5; 8; 9; 10; 11; 12; 13)
	Production of palm oil and cotton, including weeding, harvesting, and acting as scarecrows (10; 13)
	Herding livestock, hunting, and work in slaughterhouses (14; 15; 13)
	Fishing, including for tilapia; preparing bait, nets, and fishing gear; launching, paddling, and draining canoes; diving for fish; casting and pulling fishing nets and untangling them underwater; sorting, picking, cleaning, smoking, transporting, and selling fish; cleaning and repairing nets; and building and repairing boats (1; 2; 3; 9; 16; 17; 18; 11; 13)
Industry	Quarrying† and small-scale mining,† sometimes for gold, including using mercury, digging in deep pits, crushing rocks by hand, carrying heavy loads,† and machine operation† (2; 4; 10; 16; 19; 20; 21; 22; 23; 11)
	Manufacturing and working in sawmills (4; 10)
	Construction and bricklaying or carrying brick (14; 13; 13)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work (8; 16; 12; 13)
	Transporting heavy loads as <i>kayayes</i> † (3; 16; 24; 25; 13)
	Work in transportation, activities unknown (4)
	Electronic waste and garbage scavenging, including sorting scavenged items and transporting items for sale (26; 27; 28; 29; 30)
	Street work, including begging, small-scale vending, and work at restaurants or bars (4; 10; 31; 13)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (15; 16; 32; 33; 12; 34)
	Forced labor in begging; agriculture, including herding; fishing, including for tilapia; artisanal gold mining; domestic work; and street work, including vending and carrying heavy loads, each sometimes as a result of human trafficking (1; 3; 15; 17; 18; 35; 36; 37; 13)
	Forced ritual servitude for girls known as <i>trokosi</i> , including in domestic work for priests (3; 16; 25; 32; 38; 34; 11; 37; 13)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







The majority of children subject to human trafficking are transported within Ghana for labor in cocoa, domestic work, commercial sexual exploitation, and fishing. Children as young as age 4 are subjected to forced labor in fishing in the areas around Lake Volta, sometimes as a result of human trafficking. (15; 18; 25; 32; 36; 37) Children also use sharp tools and are exposed to agro-chemicals while working in the cocoa sector. (5; 10)

According to the Constitution and the Education Act, primary education in Ghana is free and compulsory from kindergarten through junior high school. (39; 40) However, in practice, children must pay for school uniforms, fees, and materials, which may be prohibitive for many families. (1; 3; 8; 22; 26; 41; 42; 43; 34; 11) In addition, factors such as a shortage of classrooms, long distance to schools, absence of sanitation facilities, overcrowding in urban areas, sexual harassment of girls in schools, physical violence, verbal abuse, and poor educational infrastructure, particularly in rural areas, severely limit access to education for many children. (1; 8; 22; 41; 42; 11; 34; 13; 13) In response, the government has made efforts to increase the accessibility of public education, including by building schools to reduce the distance students must travel, provide school uniforms, lift birth registration requirements for enrollment, and extend free education through high school in 2017. (44; 42)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Ghana has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2017, Ghana also ratified the Minamata Convention on Mercury, which obligates signatory countries to incorporate strategies to prevent the exposure of children to mercury in gold mining sites. (45; 46) The Ministry of Employment and Labor Relations (MELR) also initiated the process to ratify the ILO’s Protocol of 2014 to the Forced Labour Convention. (47)



The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Ghana's legal framework to adequately protect children from the worst forms of child labor, including prohibiting the use of children in commercial sexual exploitation.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Section 89 of the Children's Act (48)
Minimum Age for Hazardous Work	Yes	18	Section 91 of the Children's Act (48)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 28.1d, 28.2, and 28.5 of the Constitution; Article 7 of the Labor Regulations Legislative Instrument; Sections 91 and 92 of the Children's Act; Article 58 of the Labor Act (39; 48; 49; 50)
Prohibition of Forced Labor	Yes		Articles 16.1 and 16.2 of the Constitution; Articles 116 and 117 of the Labor Act; Sections 1–3 and 42 of the Human Trafficking Act; Sections 1 and 2 of the Human Trafficking Prohibition Legislative Instrument (39; 49; 51; 52)
Prohibition of Child Trafficking	Yes		Sections 1 and 2 of the Human Trafficking Act; Sections 1 and 2 of the Human Trafficking Prohibition Legislative Instrument; Articles 21–25 of the Labor Regulations Legislative Instrument (50; 51; 52)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 101A, 107–108, 110, 111, 274–277, and 279–283 of the Criminal Offenses Act; Article 7(2) of the Labor Regulations Legislative Instrument (50; 53)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Ghana Armed Forces General Eligibility (Recruits) (54)
State Voluntary	Yes	18	Ghana Armed Forces General Eligibility (Recruits) (54)
Non-state	No		
Compulsory Education Age	Yes	15‡	Article 2.2 of the Education Act (40)
Free Public Education	Yes		Article 25.1.a of the Constitution; Articles 1.1, 1.2, and 2.2 of the Education Act (39; 40)

\* No conscription (55)

‡ Age calculated based on available information (55)

Supplementary implementing regulations to the Labor Act, which were drafted in 2016 and include protections for domestic workers, were not issued in the reporting period. (56) Laws regarding the types of hazardous work prohibited for children are not comprehensive as they do not cover work in agriculture or lake fishing, two areas of work where there is evidence of children engaging in dangerous activities such as the use of sharp tools and working underwater. (57; 58; 12) Ghana has drafted two Hazardous Activities Frameworks which would consider such work hazardous, but neither has been adopted. (59; 56) In addition, Ghana's laws do not criminally prohibit the use of a child in pornographic performances. (60)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the MELR that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Labor Relations (MELR)	Enforce child labor laws. Through its District Assemblies, labor inspectors investigate child labor violations, educate employers on compliance with child labor laws, and conduct inspections. (1; 42; 44) In 2017, received a \$113,225 earmark for 2018 to combat child labor. (47)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of the Interior (MOI)	Through its Ghana Police Service (GPS), investigate, arrest, and prosecute cases related to the worst forms of child labor and operate a 24/7 hotline for reporting crimes. (61) Within the GPS, the Domestic Violence and Victim Support Unit and Anti-Human Trafficking Unit (AHTU) investigate cases and provide support to victims. (3; 35; 44; 13) Through its Ghana Immigration Service (GIS), combat human trafficking through Anti-Human Smuggling and Trafficking Units. (62; 61; 63) In 2017, GIS spent \$21,570 to support adult victim services, GPS allocated \$1,762 to the Osu Shelter to support victims of child trafficking, and the AHTU expanded from 8 to 10 officers. (61; 63)
Ministry of Justice's Office of the Attorney General	Combat child labor by prosecuting child labor and child trafficking crimes. (44) Within the Economic and Organized Crime Office, the Human Trafficking Unit shares responsibility with the AHTU for combating human trafficking, confiscating proceeds from human trafficking, and providing ongoing training for law enforcement on prevention measures. (64; 65) Although the Human Trafficking Unit was not active in 2017, the Economic and Organized Crime Office continued to collaborate on investigations with GPS on cases of human trafficking. (61)
Minerals Commission	Inspect licensed mining sites and raise awareness of laws that apply to the mining sector with criminal law enforcement agencies. (22)
Ministry of Gender, Children, and Social Protection (MOGSCSP)	Combat child labor and lead government efforts to combat human trafficking. (61) Through its Department of Social Welfare (DSW), operate shelters for vulnerable children, administer juvenile justice, and implement programs to combat child labor. (64; 66; 67; 13) Through its Human Trafficking Secretariat, oversee the creation, implementation, and review of human trafficking policies and ensure proper monitoring, evaluation, and data collection. (61) In December 2017, MOGSCSP established a new hotline to facilitate access to social services, including victims of human trafficking. The hotline received 30 calls between December 19 and 30 and referred one case of suspected human trafficking to the AHTU. (63)
Community Child Protection Committees (CCPCs)/District Child Protection Committees (DCPCs)	Receive complaints of child labor violations at the community and district levels, respectively, and report cases to the GPS, DSW, or traditional authorities, who work with the police to conduct investigations. (22; 68; 69) Participate in the Ghana Child Labor Monitoring System (GCLMS) to monitor, prevent, and withdraw children from the worst forms of child labor in more than 600 communities nationwide as part of the Child and Family Welfare Policy. (14; 31; 43) Many communities either had defunct CCPCs or lacked CCPCs, while some district's DCPCs were inactive. (70)

Although the Attorney General's Department is responsible for prosecuting child trafficking violations, in practice it is often left to the prosecutors of the Ghana Police Service (GPS), who often have minimal formal legal training and whose actions are limited by procedural rules not applicable to state attorneys. (61)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Ghana took actions to combat child labor (Table 6). However, gaps exist within the authority of the MELR that hinder adequate labor law enforcement, including the authority of labor inspectors to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (68)	Unknown* (44)
Number of Labor Inspectors	105 (68)	105 (44)
Inspectorate Authorized to Assess Penalties	No (68)	No (44)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (68)	Yes (44)
Training on New Laws Related to Child Labor	N/A (68)	N/A (44)
Refresher Courses Provided	Unknown* (68)	No (44)
Number of Labor Inspections Conducted	200† (68)	312 (44)
Number Conducted at Worksites	200† (68)	312 (44)
Number of Child Labor Violations Found	Unknown	0 (44)
Number Child Labor Violations for Which Penalties were Imposed	Unknown	N/A
Number of Child Labor Penalties Imposed that were Collected	Unknown	N/A
Routine Inspections Conducted	Unknown	Yes (44)
Routine Inspections Targeted	N/A (68)	No (44)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Unannounced Inspections Permitted	Yes (68)	Yes (44)
Unannounced Inspections Conducted	Unknown* (68)	Unknown* (44)
Complaint Mechanism Exists	Yes (68)	Yes (44)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (68)	Yes (44)

\* The government does not publish this information.

† Data are from January 1, 2016, to September 30, 2016.

The number of labor inspectors is likely insufficient for the size of Ghana's workforce, which includes almost 12 million workers. (71) According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Ghana should employ roughly 833 inspectors. (71; 72; 73) Inadequate resources, including funding, transportation, office space, and office supplies, hamper the labor inspectorate's capacity to enforce child labor laws, particularly in the informal sector in which child labor is most common. (22; 42; 44) In addition, the government did not provide data on the number of child labor violations identified as a result of calls made to the GPS's 24/7 hotline. Formal referral mechanisms continued to be hindered by lack of shelter space and transportation for victims. (44)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Ghana took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resource allocation and training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (64)	Yes (37; 61)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (68; 64)	Yes (74; 61)
Number of Investigations	Unknown	196 (63)
Number of Violations Found	84 (75)	217 (63)
Number of Prosecutions Initiated	6 (68; 76)	14 (77; 78; 79)
Number of Convictions	1 (80)	5 (44; 77; 78)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (68)	Yes (44)

In 2017, two adults were convicted of child trafficking and sentenced to 5 years' imprisonment; another two adults were sentenced to 1 year's imprisonment for child trafficking, and a fifth adult was fined \$122 for the suspected use of exploitative child labor in violation of the Immigration Act. (44; 77; 78) Members of parliament have attempted to discourage investigations or prosecutions and high staff turnover is a challenge, limiting the government's ability to investigate and prosecute these offenses. (81; 37; 44; 42; 61; 63)

Furthermore, criminal enforcement agencies continued to note that poor interagency coordination, and insufficient resources for transportation and victim support resulted in under-reporting of cases and hampered enforcement efforts. (35; 11; 37; 32; 61; 63) In addition, coordination among government officials on human trafficking issues was uneven in different parts of the country. The government relies heavily on NGOs to identify cases of child trafficking, and cooperation improved during the year. (81; 61; 70) The GPS hired 313 police recruits and trained an additional 54 cadet officers on human trafficking issues. (63)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including interagency coordination and cooperation with NGOs.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor (NSCCL)	Coordinate government efforts to combat the worst forms of child labor and oversee implementation of the National Plan of Action Phase II on the Elimination of the Worst Forms of Child Labor (NPA2), which includes implementation of the GCLMS—a monitoring, data collection, and referral mechanism. (82; 44; 83; 61) Led by the MELR's Child Labor Unit (CLU) and includes representatives from other ministries, employers' and workers' organizations, and civil society. (1; 82; 84; 44; 47) In 2017, conducted monitoring exercises in seven districts, including three cocoa-growing areas, to evaluate the effectiveness of child labor interventions. (83; 63)
Inter-Ministerial Committee on Combat Human Trafficking*	Aims to prevent Ghanaian migrants from becoming victims of human trafficking. Met twice in 2017, including with Ambassadors to destination countries in the Middle East, and MELR subsequently prohibited labor migration to these countries for domestic work to combat human trafficking. (63)
MELR's Child Labor Unit (CLU)	Facilitate the development of policies and laws to combat child labor, coordinate interventions to combat child labor, and oversee child protection committees at the district level. (2; 3; 22; 42; 82; 69) Provide technical support to ministries, departments and agencies, employers' and workers' organizations, and international agencies such as the ILO, IOM, and UNICEF. (1; 44) In 2017, organized a National Day Against Child Labor event, continued developing the NPA2, and contributed to the development of the National Plan of Action for the Elimination of Human Trafficking in Ghana (NPA). (70)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

The Human Trafficking Management Board, which coordinates government policy on human trafficking, was dissolved before the inauguration of President Nana Akufo-Addo in January 2017, and was not reconstituted during the reporting period. (44) Although the CLU was active during the reporting period, it was underfunded and therefore unable to implement all activities as planned. (70)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan of Action Phase II on the Elimination of the Worst Forms of Against Child Labor (NPA2) (2017–2020)†	Aims to address gaps identified in the first NPA (2009–2015), improve coordination, and reduce the worst forms of child labor to 10 percent by 2020, with a focus on the fishing, mining, and cocoa sectors. (10; 83; 47) In 2017, signed MOUs with relevant ministries and requested cabinet approval for the Hazardous Child Labor Activity Frameworks drafted in 2008 and 2012. (44; 85; 47; 70)
National Plan of Action for the Elimination of Human Trafficking in Ghana (NPA) (2017–2021)†	Aims to improve data collection, enhance victim protection, increase accountability for perpetrators, and emphasize prevention and outreach, including an expansion of the Livelihood Empowerment Against Poverty (LEAP) Program. (86) In 2017, disseminated NPA through a workshop with stakeholders and requested all relevant ministries incorporate the NPA in their 2018 budgets. (87; 44)
Hazardous Child Labor Activity Frameworks	Includes the Hazardous Child Labor Activity Framework and the Hazardous Child Labor Activity Framework for the Cocoa Sector. Both frameworks were developed in consultation with workers' and employers' organizations and identify hazardous activities that should be prohibited for children and are awaiting cabinet approval before implementation. (88; 89; 90)
2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and Its Accompanying Framework of Action	Joint declaration by the Governments of Ghana, Côte d'Ivoire, and the United States, and the International Cocoa and Chocolate Industry. (91; 92; 93) Provides resources and coordinates with key stakeholders on efforts to reduce the worst forms of child labor in cocoa-producing areas. (91; 92) Ensures that all project efforts implemented under the Declaration and Framework align with Ghana's national action plans to promote coherence and sustainability. (91; 92; 93) USDOL-funded projects and some industry-funded projects carried out activities in support of this policy during the reporting period. (93)
Bi-Lateral Commitments to Combat Cross-Border Trafficking	Joint declaration signed by the First Ladies of Côte d'Ivoire and Ghana to combat the worst forms of child labor and advocate for sub-regional cooperation with other First Ladies. (94) A subsequent cooperative agreement between the two governments further operationalizes the declaration, which targets high-risk sectors, provides protection to victims, improves coordination, and prosecutes offenders. (95; 96) An MOU with the Government of Jordan formalizes labor recruitment practices and provides for support and repatriation of Ghanaian victims of human trafficking in Jordan. (64)
Minerals and Mining Policy of Ghana	Prohibits child labor in mining and stipulates children who visit mining sites must be supervised. (97)

**Table 9. Key Policies Related to Child Labor (cont)**

Policy	Description
Strategy on Anti-Child Labor and Trafficking in Fisheries	Ministry of Fisheries and Aquaculture Development policy that aims to significantly reduce the incidence of child labor in fisheries by improving child protection systems and increasing prosecution of offenders. (98)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (99; 35)

In 2017, the First Lady of Ghana traveled to Côte d'Ivoire to attend a Conference of First Ladies where attendees signed the Declaration of First Ladies of West Africa and the Sahel pledging to support their governments' efforts to prevent child labor, support victims, enhance regional cooperation, and mobilize resources. (100; 101) However, the National Migration Policy and Free Compulsory Universal Basic Education (F-CUBE) do not include child labor elimination and prevention strategies. (36; 102)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding and adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-Funded Projects	USDOL projects that aim to eliminate child labor. These projects include: Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana (2017–2021),* a \$2 million project implemented by Verité; Assessing Progress in Reducing Child Labor in Cocoa-Growing Areas of Côte d'Ivoire and Ghana (2015–2019), \$3 million project implemented by NORC at the University of Chicago; Mobilizing Community Action and Promoting Opportunities for Youth in Ghana's Cocoa-Growing Communities (MOCA) (2015–2019), \$4.5 million project implemented by Winrock International; CARING Gold Mining Project (ASGM), \$5 million project implemented by the ILO in Ghana and the Philippines; and the Global Action Program on Child Labor Issues (GAP), a research project implemented by the ILO in 10 countries. Some projects may be in support of the 2010 Declaration to combat child labor in the cocoa sector. (103; 104; 105; 106) Additional information is available on the USDOL website.
U.S. Government-Funded Projects	USG-funded projects aim to improve child protection measures in partnership with the host government. Includes Child Protection Compact Partnership (CPC) (2015–2020), \$5 million USDOS-funded project implemented by IOM and local NGO Free the Slaves; Accelerating Care Reform (2016–2020), \$8 million USAID- project implemented by the DSW and UNICEF to strengthen the social welfare system; LEAP 1000 (2014–2019), \$12 million USAID-project implemented by UNICEF to strengthen the existing LEAP program and fund cash transfers to 6,200 poor households; Sustainable Fisheries Management Project (2014–2019), \$24 million USAID-funded project implemented by CRC/URI which includes activities aimed at reducing child labor in the fishing sector; the Complementary Basic Education Program, a \$40 million joint contribution between USAID and the UK's Department for International Development to support Ghana's Ministry of Education' efforts to educate and re-integrate out-of-school children into the basic school system; and the USAID-UNICEF \$37 million jointly funded Learning Support program, which helps increase inclusive education services for special needs children in primary schools. (107; 108; 109; 110; 111; 112) In 2017, the CPC collaborated with IOM to develop a database on human trafficking (TIPIS), finalized and disseminated Standard Operating Procedures to Combat Human Trafficking in Ghana with an Emphasis on Child Trafficking, and provided the AHTU with six vehicles and operational equipment to facilitate its ability to combat child trafficking. (113; 114; 61; 63) The CPC also trained 13 judges and 541 law enforcement officials and social workers on identifying victims of human trafficking, data collection, using TIPIS, and victim care. (63)
Industry-Funded Projects	Industry-funded projects aim to increase sustainability in the cocoa sector, improve farmer livelihoods, improve access to education, and combat the worst forms of child labor in cocoa-growing areas. Some projects may be in support of the World Cocoa Foundation's CocoaAction (2014–2020) initiative and the spirit of the 2010 Declaration. (93; 115; 116)
Awareness Raising Activities†	Large-scale events by MOGCSP, AHTU, MOI, and MELR to raise awareness of child trafficking issues through radio and television broadcasts, public events, and community activities. (117; 63) In 2017, in support of the NPA, activities included implementing a nationwide awareness campaign, commemorating World Day Against Trafficking in Persons with events in the capital and six regions, providing training to over 100 journalists on human trafficking and investigative journalism, and partnering with a local NGO to raise awareness about human trafficking among traditional leaders. (61; 63)
Livelihood Empowerment Against Poverty (LEAP)†	MOGCSP-administered conditional cash transfer program that provides monetary support to poor households with orphans and vulnerable children on the condition that these children attend school, receive vaccinations, and regularly visit health care facilities. (22; 118; 119; 120) Serves over 213,000 households throughout the country. (120)



**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Educational Programs†	The Ghana Cocoa Board's Child Education Support Program rehabilitates and builds schools in cocoa-growing areas. (121; 122) Ministry of Education-funded programs under the Free Compulsory Universal Basic Education (F-CUBE) aim to increase school attendance and enrollment. (102; 123) Includes the MOGCSP's Ghana School Feeding Program, which aims to reduce malnutrition and improve attendance among students; the Capitation Grant Scheme, which helps defray the cost of basic education for students in public primary schools; and the Ghana Education Service—Girls' Education Unit, which places girls' education officers at the regional and district levels, and mobilizes communities to enroll more girls in school. (1; 119; 124; 123; 120) Includes the distribution of 400,000–500,000 free school uniforms and exercise books to districts with poor enrollment rates. (125; 119; 124) In 2017, the Ghana School Feeding Program began including schools in refugee camps, and the government extended free education to senior high schools with plans to extend the policy to other grades in the future. (34; 123)
MOGCSP Programs†	Includes programs to support vulnerable children. Its Program to Assist Kayayes provides rehabilitation and reintegration support; the Off the Street Project aims to remove children from the street and reintegrate them into family and educational settings; the Human Trafficking Fund provides financial support to victims. (67; 63) In 2017, assigned two government officials to a privately-run shelter for victim support, allocated \$5,112 for shelter operations and victim care at three privately run shelters, allocated \$1,176 for the state-run shelter, and allocated additional limited support to rehabilitate parts of a state-run shelter for child trafficking victims through an MOU with the Ministry of Finance. (126; 114; 61; 63) MOGCSP received \$110,132 for the Human Trafficking Fund. (61)
mBirths	Ministry of Local Government and Rural Development program, supported by UNICEF and Tigo, to transition from a manual birth registration process to automated birth registration. (127; 128)

\* Program was launched during the reporting period.

† Program is funded by the Government of Ghana.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (129; 130; 123; 61)

Although the MELR continues to hold high-level discussions to re-establish the National Program for the Elimination of Child Labor in Cocoa (NPECLC), no funds have been allocated to NPECLC for implementation. (44) The CLU, the GPS's Anti-Human Trafficking Unit (AHTU), Ministry of Gender, Children and Social Protection (MOGCSP), and local NGOs cite the lack of funding as one of the primary obstacles in implementing programs to address child labor. (44; 85; 63) In addition, government-run shelters for child victims are poorly managed and did not receive sufficient funding during the reporting period. Furthermore, a Department of Social Welfare (DSW)-operated shelter for child trafficking victims and victims of other forms of abuse in Accra shares its space with a detention center for juvenile offenders, which presents safety concerns for victims. (3; 37; 85; 61)

Although the government has worked closely with industry, NGOs, and international organizations to implement child labor programs in cocoa, fishing, and mining, the magnitude of these programs remains insufficient to address the scope of the problem. (55)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Ghana (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Accede to the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2017
	Ensure that laws criminally prohibit all forms of commercial sexual exploitation of children, including by prohibiting the use of a child in pornographic performances.	2009 – 2017
	Ensure that laws criminally prohibit the use of children in all illicit activities, including for the production and trafficking of drugs.	2016 – 2017
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2015 – 2017
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2014 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure prosecutors who have received sufficient legal training oversee and lead the prosecution of cases of the worst forms of child labor, that government officials do not intervene in criminal investigations, and that these cases are prosecuted according to the law.	2015 – 2017
	Publish information on the amount of funding allocated to the Labor Inspectorate and ensure inspectorates have adequate resources, including office space, transportation, and supplies to effectively carry out their mandate throughout the country.	2009 – 2017
	Strengthen the Labor Inspectorate by ensuring inspectors conduct targeted routine and unannounced inspections, and are authorized to assess penalties for labor violations.	2014 – 2017
	Ensure that labor inspectors receive periodic refresher training.	2013 – 2017
	Significantly increase the number of labor inspectors and investigators responsible for enforcing labor laws in accordance with the ILO's technical advice.	2010 – 2017
	Establish a mechanism to log all calls to the GPS hotline and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2017
	Ensure that criminal enforcement agencies coordinate effectively and receive adequate resources for transportation and victim support.	2015 – 2017
Coordination	Ensure that all coordinating bodies are fully funded and able to fulfill their respective coordinating roles.	2013 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2017
Social Programs	Improve access to education by eliminating school-related fees, increasing the number of classrooms, improving access to schools, providing sanitation facilities, and prohibiting sexual harassment in schools.	2010 – 2017
	Ensure that social programs receive sufficient funding to carry out their objectives.	2014 – 2017
	Expand the availability of government-supported shelter services for child victims and ensure victims are not housed in the same facilities as juvenile offenders.	2016 – 2017
	Create, replicate, and expand effective models for addressing exploitative child labor.	2009 – 2017

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In 2017, Grenada made a minimal advancement in efforts to prevent the worst forms of child labor. The Ministry of Labor provided training related to child labor to inspectors and made information regarding the Labor Inspectorate's funding levels publicly available. Although research found no evidence that child labor, including its worst forms, exists in Grenada, no study of child labor has been done to confirm this. The government's ability to prevent children from becoming engaged in the worst forms of child labor is limited because existing laws do not comprehensively prohibit child trafficking and the commercial sexual exploitation of children. In addition, there are insufficient prohibitions against children's involvement in hazardous work and illicit activities, including the production and trafficking of drugs.






## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Grenada. (1) According to the Education Act, public education is free and all children are required to attend school until age 16. (2) However, in practice, some school boards deny access to pregnant girls and adolescent mothers. (3; 4; 5) According to the most recently available data, the primary completion rate for Grenada was only 61.6 percent in 2016. (5)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Grenada has ratified all key international conventions concerning child labor (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 2). However, gaps exist in Grenada's legal framework to adequately protect children from the worst forms of child labor, including the prohibition of using children in illicit activities.

**Table 2. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 32 of the Employment Act (6)
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 25 of the Employment Act; Article 4 of the Constitution; Articles 9–11 of the Prevention of Trafficking in Persons Act (6; 7; 8)
Prohibition of Child Trafficking	No		Articles 9–11 of the Prevention of Trafficking in Persons Act (8)

# Grenada

## MINIMAL ADVANCEMENT

**Table 2. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 137 and 188 of the Criminal Code; Article 12 of the Electronic Crimes Bill; Article 10 of the Prevention of Trafficking in Persons Act (8; 9; 10; 11)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	16	Articles 2 and 15 of the Education Act (2)
Free Public Education	Yes		Articles 15 and 16 of the Education Act (2)

† No standing military (12)

Article 32 of the Employment Act allows holiday employment for children under age 16, but it does not specify the minimum age, types of work, or number of hours permitted for such work. (6; 13) The Prevention of Trafficking in Persons Act does not sufficiently prohibit the trafficking of children, despite establishing heightened penalties for traffickers of children, because it requires the use of force, threats, abuse of power, or other forms of coercion in order to classify an act as human trafficking. (8) The Criminal Code, Electronic Crimes Bill, and Prevention of Trafficking in Persons Act do not comprehensively prohibit the commercial sexual exploitation of all children. (10; 9; 8)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 3). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce laws related to child labor. (14)
Royal Grenada Police Force	Investigate crimes and enforce laws related to child labor. Help the Child Protection Agency and the Ministry of Social Development and Housing provide emergency services to children. (14)
Ministry of Legal Affairs	Prosecute criminal cases of child abuse in consultation with the Child Protection Agency. (15; 14)
Child Protection Agency	Enforce laws related to child labor by receiving and investigating reports of child abuse. Provide social and protective services to abused children, including by requesting court emergency protection orders. (15; 16; 14)
Ministry of Social Development and Housing	Oversee the Child Abuse Hotline and investigate reports of child abuse. Refer child abuse cases to the Child Protection Agency and criminal cases to the police. (15) Enforce laws related to school attendance and provide programs to support school attendance. (11; 17; 18)
Ministry of Education	Enforce laws related to school attendance through employment of truancy officers. Combat student absenteeism by monitoring students' attendance and facilitating students' access to school transportation and meals. (11; 17; 18)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Grenada took actions to prevent child labor (Table 4). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 4. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	0 (1)	\$187,266 (14)
Number of Labor Inspectors	6 (1)	6 (14)
Inspectorate Authorized to Assess Penalties	No (1)	No (14)
Training for Labor Inspectors		

**Table 4. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Initial Training for New Employees	No (1)	N/A (14)
Training on New Laws Related to Child Labor	N/A	N/A (14)
Refresher Courses Provided	No (1)	Yes (14)
Number of Labor Inspections Conducted	20 (19)	Unknown (14)
Number Conducted at Worksites	Unknown	Unknown (14)
Number of Child Labor Violations Found	0 (1)	0 (14)
Number of Child Labor Violations Found for Which Penalties were Imposed	N/A (1)	N/A (14)
Number of Child Labor Penalties Imposed that were Collected	N/A (1)	N/A (14)
Routine Inspections Conducted	Yes (1)	Yes (14)
Routine Inspections Targeted	Yes (20)	Yes (14)
Unannounced Inspections Permitted	Yes (1)	Yes (14)
Unannounced Inspections Conducted	Yes (1)	Yes (14)
Complaint Mechanism Exists	Yes (1)	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1)	Yes (14)

Although labor law enforcement agencies have sufficient resources to respond to reports of child labor, these agencies are typically underfunded and lack the staff and resources needed to fully accomplish their missions. (1; 17; 20)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Grenada did not take actions to prevent the worst forms of child labor (Table 5). Gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 5. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (19)	No (14)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (1)	N/A (14)
Refresher Courses Provided	No (1)	No (14)
Number of Investigations	0 (1)	0 (14)
Number of Violations Found	0 (1)	0 (14)
Number of Prosecutions Initiated	0 (1)	N/A (14)
Number of Convictions	0 (1)	N/A (14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (1)	Yes (14)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor.

## **V. GOVERNMENT POLICIES ON CHILD LABOR**

As there is no evidence of a problem, there appears to be no need for policies to address child labor. However, the government refers adolescent mothers and girls who leave school due to pregnancy to the Program for Adolescent Mothers rather than reintegrating them into the mainstream educational system. (4)

## **VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR**

As there is no evidence of a problem, there appears to be no need for programs to address child labor. However, research found no evidence of current research on the worst forms of child labor in Grenada.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor in Grenada (Table 6).

**Table 6. Suggested Government Actions to Prevent Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish the minimum age for hazardous work as 18 and identify hazardous occupations and activities prohibited for children.	2009 – 2017
	Prohibit the use of children in illicit activities, including drug production and trafficking.	2011 – 2017
	Establish minimum age requirements of at least age 13 for holiday employment and define the activities, conditions, and number of hours permissible for such work.	2014 – 2017
	Ensure that the law establishes sanctions for all perpetrators of child trafficking, including in cases that do not show force, threats, or coercion.	2015 – 2017
	Enact legislation prohibiting the use, procuring, or offering of a child for all forms of commercial sexual exploitation.	2016 - 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Provide sufficient funding and resources to allow agencies responsible for the enforcement of labor laws to fulfill their mission.	2015 – 2017
	Publish labor and criminal law enforcement data, including information on the number of labor inspections conducted at worksites.	2016 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2015 – 2017
	Ensure that criminal investigators receive training related to the worst forms of child labor.	2015 – 2017
Policies	Adopt and implement a policy to address the reintegration of pregnant girls and adolescent mothers in mainstream education.	2016 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor, in order to inform policies and programs.	2009 – 2017
	Enhance efforts to eliminate barriers and make education accessible, in order to ensure that all children are provided with basic education and complete their schooling, including pregnant girls and adolescent mothers.	2015 – 2017

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In 2017, Guatemala made a significant advancement in efforts to eliminate the worst forms of child labor. The government released the Roadmap for the Prevention and Elimination of the Worst Forms of Child Labor, distributed a new inspection protocol providing guidance to labor inspectors, including on conducting child labor inspections, and approved legislation tripling the budget of the school feeding program. However, children in Guatemala are engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. The lack of a sufficient number of labor inspectors and resources limited the Ministry of Labor’s ability to combat the worst forms of child labor, particularly in rural areas outside the capital. In addition, existing social programs are insufficient to reach all children engaged in exploitative labor and, in particular, do not target children working in domestic service or agriculture.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guatemala are engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3; 4; 5) Table 1 provides key indicators on children’s work and education in Guatemala.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	7 to 14	6.3 (193,917)
Attending School (%)	7 to 14	89.9
Combining Work and School (%)	7 to 14	3.5
Primary Completion Rate (%)		82.7

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (6)

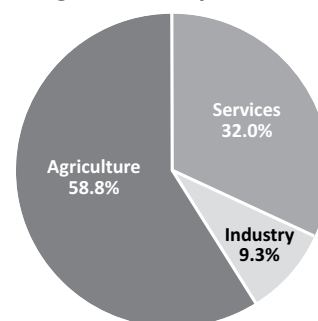
Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Encuesta Nacional de Empleo e Ingreso (ENEI) Survey, 2016. (7)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting coffee, sugarcane, broccoli, bananas, plantains and flowers (8; 9; 10; 11; 12; 13; 14; 15; 16)
	Picking macadamia nuts and tea leaves (17)
	Production of rubber and timber (17)
	Harvesting palm kernels† and producing palm oil† (18; 12; 19)
Industry	Mining, † including silver mining† (2; 20; 21; 22)
	Construction, † including as bricklayers and mason helpers (11; 23; 24)
	Production of garments, activities unknown (2; 22; 25)
	Manufacturing gravel (crushed stones)† and fireworks† (2; 4; 20; 21; 22; 26; 27; 13; 28; 14)
Services	Domestic work and house-sitting† (4; 11; 25; 12; 14)
	Street work, † including vending, † performing, † cleaning windshields and windows, begging, and shoe shining† (2; 11; 21; 22; 24; 29; 13; 30)
	Making corn tortillas (31; 32; 14; 33; 16)

**Figure 1. Working Children by Sector, Ages 7-14**





# Guatemala

## SIGNIFICANT ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Working as store clerks in small family-owned corner stores ( <i>abarroterías</i> ) (12; 14; 33; 16)
	Garbage scavenging† and working in garbage dumps† (4; 24)
	Working as servers in restaurants ( <i>comedores</i> ) (12)
Categorical Worst Forms of Child Labor‡	Forced labor in agriculture, production of garments, domestic work, garbage scavenging, street begging, making corn tortillas and vending (2; 3; 21; 22; 31; 27; 34; 12; 30; 33)
	Use in the production of pornography (2; 5; 22; 35; 36; 37; 38)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 3; 5; 21; 31; 11; 12; 30)
	Use in illicit activities, including drug trafficking, and stealing and transporting contraband as a result of criminal and gang recruitment (4; 22; 31; 11; 33; 30)

† Determined hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children as young as 5 years old work in coffee fields picking coffee beans and mixing and applying pesticides. (39; 40) In agriculture, working conditions for children involve using machetes and other dangerous tools. (22) Children, both Guatemalan-born and from other countries, are also engaged in commercial sexual exploitation, including in sex tourism. (41; 34) Traffickers are increasingly using social media to recruit children. (34)

In 2017, the Ministry of Education held 14 dialogues with 1,400 participants in 13 departments—including teachers, parents, and students—on the importance of maintaining attendance rates and integrating sex education and social development for girls into the national education system. (31) However, significant barriers to accessing education remain, particularly for girls, indigenous children, and children in rural areas. (22) Reports conclude that there is a high degree of illiteracy among girls—especially indigenous girls and girls from rural areas. (42; 43; 5) Indigenous children also have lower enrollment rates compared to other children. (5)




Although education is free through grade 6 in Guatemala, there is an insufficient number of primary and secondary schools, especially in rural areas. (44) Additionally, secondary school fees, distance from schools, lack of safe and affordable transportation to school, and other prohibitive costs associated with attending school create barriers for children to access education. (31; 44; 12) Due to the heightened security risks for girls traveling alone, girls in rural areas have lower enrollment rates in secondary school than boys. (31)

The lack of bathrooms in some schools discourages some students from attending school. (12) The education system is also unable to address the needs of students with disabilities. (31) In addition, there are not enough qualified teachers to provide instruction in the predominant native languages and insufficient classroom materials available in these languages. (22; 45; 43)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Guatemala has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Guatemala’s legal framework to adequately protect children from exploitative child labor, including prohibition of non-state compulsory military recruitment.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Articles 31 and 148 of the Labor Code; Government Accord 112-2006 (46; 47)
Minimum Age for Hazardous Work	Yes	18	Article 148 of the Labor Code; Article 1 of Government Accord 250-2006 (46; 48)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 4 of Ministerial Accord 154-2008 (49)
Prohibition of Forced Labor	Yes		Article 202 of the Penal Code; Article 51 of the Law of Integral Protection of Children and Adolescents; Article 108 of the Migration Law; Decree 10-2015 (50; 51; 52; 53)
Prohibition of Child Trafficking	Yes		Article 202 <i>bis</i> and <i>quater</i> of the Penal Code, as amended by Articles 47 and 48 of the Law Against Sexual Violence Exploitation, and Trafficking in Persons, No. 9-2009 (50; 54)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 36–42 of the Law against Sexual Violence, Exploitation, and Trafficking in Persons, No. 9-2009 (54)
Prohibition of Using Children in Illicit Activities	Yes		Article 27 of the Penal Code (50)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 68 and 69 of the Constitutive Law of the Guatemalan Army (55)
State Voluntary	Yes	18	Article 57 of the Law of Integral Protection of Children and Adolescents (51)
Non-state	No		Article 245 of the Constitution; Article 57 of the Law of Integral Protection of Children and Adolescents (56; 51)
Compulsory Education Age	Yes	15‡	Article 74 of the Constitution; Article 33 of the National Education Law; Ministerial Agreement 1055-2009 (57; 58; 56)
Free Public Education	Yes		Article 74 of the Constitution; Article 1 of Government Agreement 226-2008 (56; 59)

‡ Age calculated based on available information (2; 56; 60; 61)

Although Articles 32 and 150 of the Labor Code allow the Ministry of Labor and Social Security (MTPS) to authorize children under age 14 to work under exceptional circumstances—including if the MTPS determines that children must work to support their family due to poverty—the law does not define the total number of hours, kinds of tasks, or age range applicable for this exception, which is inconsistent with international standards on light work. (46; 47) No such exceptions were granted in 2017. (62)

While the Constitution prohibits the establishment of non-state armed groups, there are no criminal penalties for the recruitment of children into non-state armed groups. (56)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Security that may hinder adequate enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security's (MTPS) Inspection Division (IGT)	Enforce child labor laws, including prohibitions on the worst forms of child labor, by inspecting businesses and responding to child labor complaints. (2) Refer children found in child labor to government social services and complaints to the MTPS Adolescent Workers Protection Unit. (63; 58; 64; 65) Refer cases of worst forms of child labor to the Secretariat Against Sexual Violence, Exploitation, and Trafficking in Persons (SVET) and unresolved cases to labor courts for review and sanctions, as appropriate. (2)
National Civil Police ( <i>Policía Nacional Civil</i> )	Investigate cases of child trafficking through the Trafficking in Persons and Forced Labor Unit located within the Special Investigation Police, and operate a hotline to receive reports of suspected child trafficking cases. (21; 66; 67)

# Guatemala

## SIGNIFICANT ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Public Ministry, Special Prosecutor's Office	Receive case referrals involving the worst forms of child labor from labor inspectors. Investigate cases of human trafficking and forced labor through the Special Prosecutor's Office Against Human Trafficking. (2)
Solicitor General's Office	Receive complaints regarding the exploitation of children. Initiate legal proceedings and ensure the legal representation of children whose rights have been violated. (35; 67; 68) Maintain a Child Rescue Unit that determines safe placement for minors who have been abused. (35)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Guatemala took actions to combat child labor (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1,300,000 (69)	\$803,588 (31)
Number of Labor Inspectors	256 (70)	219 (71)
Inspectorate Authorized to Assess Penalties	No (22)	Yes (31)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	Yes (31)
Training on New Laws Related to Child Labor	Yes (22)	Yes (31)
Refresher Courses Provided	Unknown	Yes (72)
Number of Labor Inspections Conducted	16,083 (73)	16,656 (71)
Number Conducted at Worksites	16,083 (74)	16,656 (74)
Number of Child Labor Violations Found	97 (22)	108 (75)
Number of Child Labor Violations for Which Penalties were Imposed	19 (22)	103 (31)
Number of Child Labor Penalties Imposed that were Collected	Unknown	0 (31)
Routine Inspections Conducted	Yes (22)	Yes (31)
Routine Inspections Targeted	Yes (22)	Yes (31)
Unannounced Inspections Permitted	Yes (22)	Yes (31)
Unannounced Inspections Conducted	Yes (22)	Yes (31)
Complaint Mechanism Exists	Yes (22)	Yes (31)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (22)	Yes (31)

The 2017 Labor Inspectorate budget was lower than the previous year because, unlike in 2016, the Labor Inspectorate did not receive a budget supplement. (31) The number of labor inspectors may be insufficient for the size of Guatemala's workforce, which includes more than 4.6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Guatemala should employ roughly 308 labor inspectors. (76; 77; 78)

The Ministry of Labor reports that the Labor Inspectorate "attended to" 32,785 cases in 2017—16,656 through worksite inspections and 16,29 through conciliations at the Ministry. The information raises questions as to whether the Ministry is treating conciliations as an enforcement mechanism, equivalent to inspections by desk review. (71) Concerns have been raised about inspectors increasingly conducting conciliations in lieu of inspections and some inspectors being assigned to perform only conciliations, which could compromise the Inspectorate's role as an enforcement entity. (79)

Although labor inspectors may conduct unannounced inspections, reports indicate that the timing of some inspections has become predictable, taking place when employers are required to pay quarterly bonuses. (21; 22) Announced inspections, or inspections that occur at a predictable time are more likely to allow time for employers to temporarily hide or remove children who may be engaged in child labor. Additionally, although laws governing the minimum age for work and hazardous work apply in both the formal and informal sectors, labor inspectors rarely inspect informal workplaces where child labor violations are most likely to occur. (2; 31) Some reports question the quality of inspections for child labor violations, particularly the scope and coverage across industries. (21; 22) Civil society organizations state that, during worksite inspections, labor inspectors many times meet only with business owners or supervisors and bypass conducting worker interviews. (15; 17)

In 2017, 37 children—2 of them under 13 years old—were removed from child labor as a result of inspections. Research did not reveal how many of these children received social services. (31) While the government has created a mechanism for filing complaints regarding child labor, reports state the mechanism is not efficient in responding to those complaints. (31)

In 2017, the MTPS distributed a new labor inspection protocol, including guidance on child labor inspections. (80) However, civil society reports that labor inspectors are not adequately trained to perform inspections for child labor. (12; 16) While the Labor Inspectorate regained its authority to impose administrative sanctions in June 2017, civil society reports that the process of imposing and collecting fines has been extremely slow. (31; 15) In addition, inspectors—especially those outside Guatemala City—lack sufficient resources such as fuel, vehicles, computers, printers, ink and paper, and are not paid per diem to cover lodging and food to conduct inspections in areas far from regional MTPS offices. (22; 81; 82; 19) As a result, inspections were not carried out in several large rural areas. (19)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Guatemala took actions to combat child labor (Table 7). However, gaps exist within the operations of the National Civil Police that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (31; 72)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (22)	N/A
Refresher Courses Provided	Yes (25)	Yes (31; 72)
Number of Investigations	43 (22)	Unknown
Number of Violations Found	97 (22)	140 (31)
Number of Prosecutions Initiated	19 (22)	4 (31)
Number of Convictions	19 (22)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (31)

In 2017, the government opened a regional office in Quetzaltenango to prosecute trafficking cases in departments in the western region of Guatemala. (72) Additionally, the MTPS conducted an inspection sweep of 1,734 businesses in Quiché, resulting in 8 child laborers being rescued. (34) In May 2017, the Special Prosecutor’s Office Against Trafficking conducted 36 strategic raids targeting tortilla factories and cornerstores suspected of labor exploitation of children. (83) These raids resulted in the rescue of 22 children from child labor. (83) The government secured 1 forced child labor conviction, detained 4 people suspected of trafficking of children and rescued 22 children—most of them indigenous and from rural areas—from forced labor in tortilla shops. (2; 84; 32; 34) However, the total number of convictions related to the worst forms of child labor is unknown.

In 2017, SVET provided trafficking in persons training to judges and court staff, military personnel and civil servants, including 500 crime scene experts and 3,000 prosecutors. (34) SVET also conducted training and awareness campaigns on trafficking in persons throughout Guatemala, interacting with 146,221 citizens. In addition, SVET trained guards from 176 private security companies, school-age children vulnerable to trafficking in persons, 48 National Police Academy trainers, and 3,627 public sector employees. (34) However, while criminal law enforcement personnel receive training, reports indicate that training is inadequate outside of the capital. (31) The Public Ministry specifically noted a need for training on the recruitment of children by criminal groups. (72) Law enforcement agencies also lack sufficient vehicles, fuel, and criminal investigators, particularly outside Guatemala City. (22; 85)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination between agencies.

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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Eradication of Child Labor (CONAPETI)	Coordinate government policies and efforts to combat child labor. (2) Led by the Vice President's office and composed of several government ministries, as well as representatives from industry associations and trade unions. (20; 86) Met twice in 2017. (30)
Departmental Commissions for the Eradication of Child Labor (CODEPETI)	Coordinate government efforts to combat child labor at the departmental or regional level. Composed of department-level representatives of CONAPETI member agencies as well as NGO and business representatives. (2; 21) Replaced the Labor Ministry Executive Secretariats. (2)
Intra-Institutional Coordination Protocol to Assist Child Laborers	Sets guidelines for MTPS inspectors to identify child laborers, remove children from the worst forms of child labor, and coordinate services for such children with other government agencies. (49)
Secretariat Against Sexual Violence, Exploitation, and Trafficking in Persons (SVET)	Coordinate all government efforts against human trafficking, including for commercial sexual exploitation of children and forced child labor, by responding to cases and providing support for victims. Operate shelters to serve minor victims of trafficking and a hotline to file child sex tourism complaints. Led by the Vice President's Office. (67; 68) In 2017, released a protocol for processing trafficking cases, assisting victims, and strengthening relationships with other ministries and NGOs working to address trafficking. (34)
Inter-Institutional Committee Against Trafficking (CIT)	Develop and manage initiatives to combat human trafficking. Relunched by SVET in 2016, co-chaired by the Ministry of Foreign Affairs, and includes 28 government and civil society institutions. (35; 67; 68) In 2017, met 3 times. (34)
National Working Group for the Prevention and Protection of Children and Adolescents Against Sexual Exploitation in Activities Related to Travel and Tourism (MENACESNNA)	Aims to prevent sexual exploitation of children and adolescents in the travel and tourism sector. (25) Oversees the Code of Conduct Against Sex Tourism, a mandatory code for trade group membership that forbids providing services to customers believed to be engaging in commercial sexual exploitation of children. Presided by SVET and includes 10 government, private sector, and civil society institutions. (25) In 2017, conducted workshops that trained 496 people in Petén, Izabal, Escuintla, Santa Rosa and Sacatepéquez Departments to promote awareness of the Code of Conduct. (87)

In 2017, Guatemala joined the Regional Action Group of the Americas to share technical expertise, improve implementation, monitoring, and evaluation of national policies, and promote the elimination of the commercial sexual exploitation of children in tourism. (87) In 2017, Guatemala also became the Technical Secretariat of the Regional Coalition Against Trafficking in Persons and Illicit Traffic of Migrants and participated in 2 meetings with other Central American countries. (30) Additionally, UNODC led a discussion with representatives of the Guatemalan Judiciary to strengthen coordination between the Public Ministry, National Civil Police, and Judicial Branch to protect children from commercial sexual exploitation. (88)

Despite improvements in interagency coordination to address trafficking, there continues to be a lack of effective coordination among other government institutions and civil society actors who provide services and protection to victims of child labor. (4; 21; 35) Additionally, although the government established specialized courts—including a 24-hour court in Guatemala City—to hear cases of human trafficking of adults and children and gender-based violence, judges are often unable to schedule hearings and trials in a timely manner. (82)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, gaps exist that hinder efforts to address child labor, including the implementation of several policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Roadmap for the Prevention and Elimination of the Worst Forms of Child Labor (2016–2020)	Aims to prevent and eradicate child labor by addressing poverty; guaranteeing rights to health for children and adolescents; guaranteeing access to education, especially for children in or at risk of child labor; coordinating and enforcing child labor laws; raising awareness regarding risks and consequences of child labor; and implementing a system to monitor and evaluate child labor. Led by CONAPETI and CODEPETI. (22; 89; 90; 91). Launched in January 2017. (31)
Protocol for Providing Comprehensive Health Care to Children and Adolescents in the Worst Forms of Child Labor	Requires public health workers to enter information into a database about any child whose injuries may have been labor related. Implemented by the Ministry of Public Health and Social Assistance. (20; 93) Research did not reveal whether any actions were taken under this policy in 2017.



**Table 9. Key Policies Related to Child Labor‡ (cont)**

Policy	Description
Protocol for Identifying and Assisting Child and Adolescent Victims of Commercial Sexual Exploitation	Establishes procedural guidelines for government agencies and NGOs responsible for the protection and care of child and adolescent victims of commercial sexual exploitation. Overseen by the Secretariat of Social Welfare and Departmental Social Welfare Offices and implemented by SVET. (2; 94) Research did not reveal whether any actions were undertaken under this policy in 2017.
Inter-institutional Protocol for the Protection and Attention of Victims of Human Trafficking	Provides instruction on how to process sex crimes, including commercial sexual exploitation of children, and assist prospective victims of trafficking in persons. (25; 73) In 2017, the government ran the campaign, “I don’t permit the exploitation of children and adolescents.” (87)
Public Policy on Human Trafficking and the Comprehensive Protection of Victims (2014–2024)	Aims to guarantee protection for and comprehensive attention to trafficking victims, and promote prevention, detection, prosecution, and sanction of this crime. (92) Includes a National Plan of Strategic Action that directs the government’s actions on preventing and combating human trafficking. (21; 35; 95) In 2017, the government provided SVET with a budget for the operation of its three temporary and specialized shelters for children and teenagers victims of human trafficking. (87)
Urban Social Protection Strategy	Seeks to prevent children from engaging in street work and to increase training and employment opportunities for youth. (20) Research did not reveal whether any actions were undertaken under this policy in 2017.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (24)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Child Labor Reducing Initiatives*	In 2017, the government launched several initiatives including: (1) SVET campaign conducted in Palacal, Sololá to stop child laborers from being sent to Guatemala City to sell merchandise on the street, (2) SVET online campaign to raise awareness of commercial sexual exploitation of children, and (3) an initiative to make it easier for children of migrant agricultural workers to attend school near the farms where their parents work. (34)
Business Network for the Prevention and Elimination of Child Labor in Guatemala ( <i>Red Empresarial</i> )	Program that aims to promote prevention and eradication of child labor. Created in 2015 and members include the ministries of Education and Agriculture, MTPS, CONAPETI, ILO, UNICEF, the UN Food and Agriculture Organization, and representatives from the private sector. (24; 96; 97; 98; 99) In 2017, the Ministry of Education and the private education group “Business members for education” joined the Network, contributing by conducting social monitoring of elementary rural schools in the departments with highest incidence of child labor. (87)
I Don’t Allow Sexual Exploitation of Children in Tourism†	SVET-administered national campaign against the commercial sexual exploitation of children in tourism. (3) In 2017, the Code of Conduct against Sex Tourism was signed by 11 new private security businesses and 496 individuals. (34) The specialized tourist police force trained 15,206 minors on techniques to prevent becoming victims of sex tourism. (34) SVET launched the campaigns “Be Careful with Grooming” to prevent online grooming of children and adolescents between 10 and 15 years old for sexual abuse and “Protecting Our Greatest Treasure” to create awareness of sexual exploitation of children in tourism and travel activities. (87; 34)
Human Trafficking Referral and Grant Funding†	Program that provides funding to NGOs to assist child victims of human trafficking for commercial sexual exploitation. (95) In 2017, the government allocated public funds to state institutions that provide attention to victims of human trafficking. (87)
Committed to First ( <i>Comprometidos con Primero</i> ) Program (2017-2019)*	Program that seeks to decrease dropout rates and increase enrollment and advancement to the next grade at a national level. (31) Goals include generating conditions to achieve competency in reading and writing, providing teacher training, conducting diagnostic evaluations, and supplying educational materials and pedagogical support. (100; 101) Aims to serve 35,000 first grade students. (101) Budget is 4.7 million dollars. (101)

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**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Ministerio de Desarrollo Social (MIDES) Poverty Reducing Programs†	Conditional Cash Transfer for Education and Health Program ( <i>Mi Bono Seguro</i> ) provides cash assistance to families with school-age children, conditioned on children’s school attendance. (20; 65; 102; 31) In 2017, the budget for this program was reduced by almost 50 percent. (31) Food Assistance Program ( <i>Mi Bolsa Segura</i> ) provides food assistance to poor families, with the requirement that their children attend school. (65; 103; 104; 31) In 2017, the budget for this program was cut by 10.6%. (31) Young Protagonists ( <i>Jóvenes Protagonistas</i> ) provides at-risk adolescents with training and formative activities outside school hours. (102; 105; 106; 31) My Secure Dining Hall ( <i>Mi Comedor Seguro</i> ) provides access to food to people in situations of poverty, crisis and emergency, including children. (107) My First Employment ( <i>Mi Primer Empleo</i> ) places working-age youth in apprenticeship programs and grants them on-the-job training and a monthly stipend. (93; 102; 108; 31) In 2017, the government increased the budget for <i>Jóvenes Protagonistas</i> and <i>Mi Primer Empleo</i> by 10.4% and 11.1% respectively. (31) My Middle School Scholarship ( <i>Mi Beca Educación Media</i> ) and My College Scholarship ( <i>Mi Beca Educación Superior</i> ) promotes access to school and college through cash assistance to children between 11 and 24 years old and 16 and 28 years old respectively, who are in situations of poverty and extreme poverty in rural and urban areas. (107) In 2017, the government awarded 640 college scholarships and 5,678 middle school scholarships. (107)

\* Program was launched during the reporting period.

† Program is funded by the Government of Guatemala.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (25; 85; 109; 110)

At the IV Global Conference on the Sustained Eradication of Child Labor, the government pledged to create a monitoring, evaluation, and follow-up system to track government, private sector, and civil society’s best practices to combat child labor. (111) The government also pledged to implement a predictive model to assess child labor risks. (111)

Although the government has implemented programs to assist children and families, research found no evidence of government programs specifically designed to assist children engaged in hazardous work, including those in agriculture and domestic service. (4)

Conditions in government-run children’s shelters are not adequate, and the government has not ensured the protection and safety of children under its care. (42) In 2017, a fire broke out in a children’s shelter resulting in the deaths of 41 children. (42; 112; 113) The shelter, which housed over 700 children but had capacity for 400, was already facing accusations of abuse and neglect. (112; 84) Civil society reports that conditions in shelters did not improve in 2017. (14)

In addition, the environment for the implementation of social programs that address child labor remains insecure as the government has done little to investigate or prevent further instances of threats, intimidation and violence—including murder against individuals working on social programs including NGO officials, human rights workers, judges, and labor activists. (114)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Guatemala (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Eliminate the exception allowing some children under 14 years old to work or establish a light work framework for children ages 12 to 14 outlining restrictions on working conditions, type of work, and number of hours of work.	2010 – 2017
	Criminally prohibit the recruitment of children under 18 into non-state armed groups.	2016 – 2017
Enforcement	Increase the number of labor inspectors to meet the ILO’s technical advice.	2015 – 2017
	Provide adequate training to labor inspectors so they can adequately conduct child labor inspections in all sectors and geographical areas.	2017
	Adequately implement the Labor Inspectorate’s new sanction authority legislation by penalizing violators of child labor laws in a timely manner and by compelling payments and corresponding remediation.	2016 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that labor inspectors and criminal investigators have sufficient resources and staff to conduct inspections and investigations in all geographical areas of the country.	2009 – 2017
	Make publicly available the total number of inspections that were conducted, disaggregated by worksite visits and desk reviews intended to assess compliance with labor laws.	2011-2017
	Ensure that conciliations are not used as a substitute for worksite inspections and do not inhibit the effectiveness of the Labor Inspectorate.	2017
	Interview workers during worksite inspections and conduct inspections in informal workplaces.	2017
	Ensure that the timing of labor inspections is not predictable so that they can be truly unannounced as recommended by international standards.	2016 – 2017
	Strengthen the inspection system by adopting a strategic planning methodology based on more accurate data regarding types of complaints, where and when they occur (such as harvesting season), and targeting industries not reached previously by the Inspectorate (including agriculture and informal sectors).	2015 – 2017
	Dedicate more staff and train criminal law enforcement officials, particularly those outside the capital, on laws related to the worst forms of child labor.	2013 – 2017
	Make publicly available the total number of convictions for the worst forms of child labor.	2017
	Ensure that hearings and trials addressing human trafficking and gender-based violence in specialized courts are scheduled in a timely manner.	2016 – 2017
Coordination	Strengthen coordination efforts to institutionalize relationships between civil society representatives and government agencies that provide services to victims of child labor.	2013 – 2017
Government Policies	Undertake activities to implement the Protocol for Providing Comprehensive Health Care to Children and Adolescents in the Worst Forms of Child Labor, the Protocol for Identifying and Assisting Child and Adolescent Victims of Commercial Sexual Exploitation, and the Urban Social Protection Strategy.	2017
Social Programs	Make education accessible for all children, including indigenous children and girls, and children living with disabilities and in rural areas, by recruiting and training more qualified teachers, providing instruction in indigenous languages, building additional schools, and removing school fees and transportation costs.	2015 – 2017
	Expand scholarship and subsidy programs so that children can attend secondary schools.	2016-2017
	Ensure that schools in rural areas have bathrooms for students.	2017
	Initiate social programs to address child labor in agriculture and domestic work, and for children who perform other types of hazardous work.	2009 – 2017
	Ensure high standards of safety and care for children in government-run shelters and expand shelter capacity to prevent overcrowding.	2016 – 2017
	Ensure the safety of NGO officials, human rights workers, judges, and labor activists in order to facilitate a secure environment for the implementation of social programs that address and prevent child labor.	2017

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# Guinea

## MODERATE ADVANCEMENT

*In 2017, Guinea made a moderate advancement in efforts to eliminate the worst forms of child labor. The government ratified ILO C. 189 on Decent Work for Domestic Workers and adopted a new National Development Plan that includes activities to combat commercial sexual exploitation of children, human trafficking, and child labor. The government also implemented nationwide awareness-raising campaigns on child trafficking. However, children in Guinea engage in the worst forms of child labor, including in mining and forced begging. Children also perform dangerous tasks in agriculture. The government lacks a coordinating mechanism and national policy to address all relevant worst forms of child labor. In addition, the government does not adequately enforce child labor laws or implement sufficient social programs to address the extent of the child labor problem.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guinea engage in the worst forms of child labor, including in mining and forced begging. (1; 2; 3; 4; 5) Children also perform dangerous tasks in agriculture. (6; 7; 8) Table 1 provides key indicators on children's work and education in Guinea.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	32.3 (1,152,064)
Attending School (%)	5 to 14	49.6
Combining Work and School (%)	7 to 14	19.2
Primary Completion Rate (%)		63.8

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018 (9).

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Demographic and Health Survey (DHS), 2012. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming and carrying heavy loads <sup>†</sup> in the production of cashews, cocoa, and coffee (3; 4; 11; 12; 13)
	Herding livestock (3)
	Capturing and processing fish (7; 3; 4; 14)
Industry	Mining <sup>†</sup> granite, gold, and diamonds (2; 3; 4; 5; 12; 8)
	Manufacturing, activities unknown (1; 3)
	Construction, <sup>†</sup> including carrying materials (1; 3; 15)
Services	Street work, including as market vendors, beggars, petty traders, shoe shiners, and porters in the transportation sector (3; 4; 16; 17; 18; 19; 14; 20; 8)
	Working in restaurants and informal cottage industries, including as waitresses (3; 21)
	Domestic work (7; 4; 12; 22; 8)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced labor as market vendors and in domestic work, mining, herding, fishing, and farming, each sometimes as a result of human trafficking (1; 3; 4; 5)
	Commercial sexual exploitation, sometimes as a result of human trafficking (18; 19; 5)
	Forced begging by Koranic teachers (4; 18; 5)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Children in Guinea are trafficked domestically and abroad for forced labor and commercial sexual exploitation. Some Guinean

boys are subjected to forced labor in gold and diamond mining, including in Senegal and Mali, while girls are exploited in domestic work and commercial sexual exploitation in various West African and Middle Eastern countries. (3; 4; 19; 23; 24; 5)




Boys placed in the care of Koranic schools in Guinea are sometimes forced by their teachers to beg on the street or to work in fields, and must then surrender the money they have earned to their teachers. (4; 11; 18; 24; 5) In addition, through the system of *confiage*, parents who are unable to care for their children send them to relatives or strangers who are expected to provide food, shelter, and schooling to the children in exchange for housework. In practice, some of these children receive care and an education, while many become domestic workers and are victims of labor exploitation and abuse. (25; 4; 23; 14; 25)

The Constitution guarantees free compulsory primary education, but many children do not attend school. Birth registration is required to attend school in Guinea, and some Guinean children lack identity documents, which may affect their access to education. (25) In addition, the lack of school infrastructure, cost of school fees and supplies, shortage of teachers, and reported school violence impede access to education, which may increase the vulnerability of children to the worst forms of child labor. (4; 18; 26; 14; 5; 8)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Guinea has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2017, the Government of Guinea ratified ILO C. 189 on Decent Work for Domestic Workers. (22)

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Guinea's legal framework to adequately protect children from the worst forms of child labor, including with the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 137.5 of the Labor Code; Article 412 of the Child Code (27; 28)
Minimum Age for Hazardous Work	Yes	18	Articles 2–4 of Order 2791 Working Conditions for Employees Aged Under 18 Years; Article 137.4 of the Labor Code (15; 28)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 415–418 of the Child Code; Articles 2 and 4 of Order 2791 Working Conditions for Employees Aged Under 18 Years; Article 135 of the Mining Code; Article 137.6 of the Labor Code (15; 27; 28; 29)
Prohibition of Forced Labor	Yes		Articles 194–195 and 323 of the Penal Code; Articles 4 and 137.6 of the Labor Code; Articles 356–360, 385, and 397–399 of the Child Code (27; 28; 30)
Prohibition of Child Trafficking	Yes		Articles 195 and 323–324 of the Penal Code; Articles 356–360 and 385 of the Child Code (27; 30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 346–348 and 355 of the Penal Code; Articles 356–360 of the Child Code (27; 30)

# Guinea

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	Yes		Article 137.6 of the Labor Code; Article 383 of the Child Code, Article 344 of the Penal Code (27; 28; 30)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 429 of the Child Code (27)
Non-state	Yes	18	Article 792.7 of the Penal Code; Article 429 of the Child Code (27; 30)
Compulsory Education Age	Yes	16	Article 6, Title 1 of Education Decree 97/196-/PRG/SGG (31)
Free Public Education	Yes		Article 23 of the Constitution (32)

\* No conscription (33)

Guinean law prohibits hazardous occupations and activities for children; however these prohibitions do not cover agriculture. Children working in this sector may be exposed to unhealthy environments, including hazardous substances and dangerous equipment. (25; 3; 4; 15; 28) A revised Child Code that contains a more specific list of hazardous child labor activities in all relevant sectors was developed, but it was not approved during the reporting period. (18; 14; 34) Article 2.6 of Order 2791 prohibits children under age 18 from working in the extraction of minerals and materials from mines and quarries, but Article 135 of the Mining Code permits children below the age of 16 to work in mines and quarries as assistants. This exemption allows an opportunity for children to perform hazardous activities legally. (15; 29)

Guinean law allows children between the ages of 12 and 14 to perform light work in the domestic work and agriculture sectors. (15; 27) However, the law does not prescribe the number of hours per week permitted for light work, nor does it specify the conditions under which light work may be done as defined by international standards on child labor. (35) The Labor Code only imposes a minimum age for employment for children employed by employers but does not address situations in which children work on their own account, which does not conform to international standards that require all children to be protected under the law establishing a minimum age for work. (25; 28; 36; 37)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce all labor laws, including those related to child labor. (25; 38; 14) Chair the Child Labor Monitoring and Surveillance System, which aims to identify and remove children from exploitative labor conditions. (1; 18)
Office for the Protection of Gender, Children, and Morals (OPROGEM) Special Police Unit	Enforce laws related to the protection of minors, including the worst forms of child labor. (19; 14; 5; 34)
Ministry for Social Action, Promotion of Women and Children (MASPFE)	Provide protection and social services for victims of child labor and human trafficking. (4; 14) In 2017, conducted a national media campaign to raise awareness of child trafficking. (24)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Guinea took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor (MOL) that may hinder adequate labor law enforcement, including with financial and human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	53 (39)	Unknown (40)
Inspectorate Authorized to Assess Penalties	Yes (41)	Yes (14)
Training for Labor Inspectors		
Initial Training for New Employees	No (41)	No (40)
Training on New Laws Related to Child Labor	No (41)	N/A
Refresher Courses Provided	No (41)	Yes (37)
Number of Labor Inspections Conducted	678 (14)	250 (24)
Number Conducted at Worksites	678 (14)	250 (24)
Number of Child Labor Violations Found	0 (41)	Unknown (14)
Number of Child Labor Violations for Which Penalties were Imposed	0 (41)	Unknown (14)
Number of Child Labor Penalties Imposed that were Collected	No (41)	Unknown (14)
Routine Inspections Conducted	Yes (41)	Yes (14)
Routine Inspections Targeted	No (39)	No (14)
Unannounced Inspections Permitted	Yes (41)	Yes (14)
Unannounced Inspections Conducted	Yes (41)	Yes (14)
Complaint Mechanism Exists	Yes (41)	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (41)	No (40)

In 2017, the MOL had 53 inspectors in Conakry, although the total number of labor inspectors employed nationwide is unknown. (39; 41; 40) The number of labor inspectors is likely insufficient for the size of Guinea's workforce, which includes approximately 5.5 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Guinea would employ about 139 inspectors. (39; 42; 43; 44) Reports indicate the MOL lacks the trained staff, equipment, transportation, and funding to conduct child labor inspections and hold legal proceedings. (25; 45; 14)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Guinea took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with allocating financial and human resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (14)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
Refresher Courses Provided	Unknown	Yes (14)
Number of Investigations	7 (46)	19 (24)
Number of Violations Found	7 (41)	Unknown (24)
Number of Prosecutions Initiated	1 (41)	8 (24)
Number of Convictions	0 (41)	4 (24)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (41)	Yes (14)

During the reporting period, the Office for the Protection of Gender, Children, and Morals (OPROGEM) had 23 agents in Conakry and one in each of the country's 33 regional offices. (14) OPROGEM remained understaffed, underfunded, and without sufficient office supplies, transportation, or fuel to adequately enforce laws related to the worst forms of child labor. (14; 5; 34; 47) In addition, corruption in law enforcement agencies and the judiciary impeded efforts to combat the worst forms of child labor. (24; 5)

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In 2017, the Ministry for Social Action, Promotion of Women and Children (MASPFE), provided reintegration services to 16 child victims of human trafficking. (24) Despite these efforts, reports indicate that social services available are not adequate to meet the needs of the victims. As a result, the government relied on NGOs to provide shelter and other basic services to victims. (14; 24; 5; 34; 47)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee to Combat Trafficking in Persons and Similar Practices (CNLTPPA)	Coordinate anti-human trafficking efforts, including for children. Led by the Ministry for Social Action, Promotion of Women and Children (MASPFE), includes representatives from OPROGEM, MOL, and other ministries. (4; 19; 24; 5) In 2017, CNLTPPA organized a nationwide media campaign in observance of World Day Against Trafficking in Persons, as well as events in the main border crossing with Sierra Leone. (24; 5)
Committee for Monitoring, Protection, and Defense of the Rights of the Child (CGSDE)	Implement, coordinate, and monitor government efforts on child protection. Led by MASPFE. (41; 19; 34) In August 2017, published a report that outlines the government's efforts and priorities on child protection. (48)

Limited budgets for these committees during the reporting period affected their ability to operate and coordinate efforts to address child labor, including all its worst forms. (14; 5; 34; 47) Although the government has established a coordination mechanism on human trafficking, research found no evidence of mechanisms to coordinate the government's efforts to address child labor.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including covering all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan of Action to Fight Against Trafficking in Persons	Aims to enhance the legal framework to raise awareness, provide protection and care for human trafficking victims, and prevent human trafficking. Led by the CNLTPPA. (18; 49; 5) In 2017, received \$5,600 for victim assistance services. (24)
Education Sector Program (2015–2017)	Aimed to increase access to primary, secondary, and technical and vocational education, particularly for vulnerable populations. Under the Ministry of Education, supported by international donors. (50; 51) In 2017, obtained \$12 million from the Government of Germany to support implementation of the program. (52)
National Development Plan (2016–2020)†	Seeks to promote sustainable development and social equality. Overseen by the Ministry of Planning and International Cooperation and supported by the World Bank. (53; 54) Includes activities to combat commercial sexual exploitation of children, human trafficking, and child labor. (53)

† Policy was approved during the reporting period.

Although the Government of Guinea has adopted a policy on trafficking in persons, research found no evidence of a generalized child labor policy. (37)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Decent Work Country Program (2016–2019)	Seeks to develop a National Action Plan for the elimination of child labor, including all its worst forms. Overseen by the MOL and supported by the ILO. (55) In 2017, developed methodological guidelines to improve labor law enforcement, including child labor laws. (37)



**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
Plan Guinea-Conakry Program	Aims to strengthen the capacity of key actors to improve children's rights in the areas of education, survival, and protection. (16) In 2017, improved classroom facilities for 650 primary schools in Guinea. (56)
UNICEF Country Program (2013–2017)	UNICEF-funded program that supported the Government's efforts to enhance education, birth registration rates, and social inclusion, and to strengthen the child protection response to the Ebola virus disease outbreak. (57) In 2017, conducted awareness-raising campaigns on child labor and expanded child protection programs in the Faranah region. (58)
World Bank Country Program	World Bank projects in Guinea that aim to increase access to quality basic education and youth employment, improve school infrastructure, and strengthen safety nets for vulnerable populations, especially those affected by the Ebola virus disease outbreak. (59; 60; 61; 62) In 2017, provided cash transfers to an estimated 5,000 vulnerable households. (62)

Although the Government of Guinea has implemented programs on children's rights and education, research found no evidence that it has carried out programs specifically designed to assist children engaged in agriculture, domestic work, mining, or street work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Guinea (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that children under age 18 are prohibited from performing hazardous work that fall into an R.190 category, such as agriculture.	2014 – 2017
	Ensure that all children are prohibited from participating in hazardous mining.	2010 – 2017
	Ensure that light work provisions of the law are specific enough to prevent children from involvement in child labor.	2015 – 2017
	Ensure that all children are protected by law, including children working outside of a formal employment relationship and children who are self-employed.	2009 – 2017
Enforcement	Increase the resources, training, and number of criminal law enforcement officials and labor inspectors to adequately enforce child labor laws.	2009 – 2017
	Publish complete information on Labor Inspectorate funding, number of labor inspectors employed nationwide, number of child labor and criminal law violations, as well as the number of penalties imposed and collected.	2011 – 2017
	Strengthen labor law enforcement by authorizing the Inspectorate to initiate targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015 – 2017
	Establish a referral mechanism between the MOL and the MASPFE to protect and rehabilitate children involved in child labor, including its worst forms.	2016 – 2017
	Address corruption in law enforcement agencies and the judiciary that impedes efforts to combat the worst forms of child labor.	2015 – 2017
Coordination	Establish coordinating mechanisms to combat child labor, including all its worst forms.	2010 – 2017
	Ensure that the CNLTPPA and the CGSDE receive adequate funding to fulfill their missions.	2010 – 2017
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor.	2014 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children by assisting unregistered children to obtain birth and identity documentation that entitles them to access school; increase school infrastructure and teacher availability; remove school-related fees; and ensure the safety of children in schools.	2010 – 2017
	Conduct research to determine the activities carried out by children in manufacturing, to inform policies and programs.	2013 – 2017
	Ensure that social services are properly funded and adequate to meet the needs of victims of the worst forms of child labor.	2010 – 2017
	Institute programs to address the worst forms of child labor, including in agriculture, domestic work, mining, and street work.	2010 – 2017

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# Guinea-Bissau

## MINIMAL ADVANCEMENT

In 2017, Guinea-Bissau made a minimal advancement in efforts to eliminate the worst forms of child labor. The government published the results of the national child labor survey. However, children in Guinea-Bissau engage in the worst forms of child labor in forced begging. Children also engage in child labor in agriculture. The government has not determined the types of hazardous work prohibited for children. Law enforcement officials do not receive the appropriate training and resources to adequately conduct inspections and prosecute cases of child labor. In addition, social programs do not fully address the extent of the problem.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guinea-Bissau engage in the worst forms of child labor in forced begging. (1) Children also engage in child labor in agriculture. (2) According to a national child labor survey, more than 169,200 children ages 5 to 17 work; 85 percent of these children work in agriculture. (3) Table 1 provides key indicators on children's work and education in Guinea-Bissau.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (%)	5 to 14	57.4
Attending School (%)	5 to 14	68.1
Combining Work and School (%)	7 to 14	48.4
Primary Completion Rate (%)		64.3

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 5, 2014. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including the production of cashews (6; 3)
	Fishing, activities unknown (3; 2)
Services	Domestic work (3; 2)
	Street work, including car washing, shoe shining, and vending (7; 2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (8; 9; 1)
	Forced labor in domestic work, agriculture, and street work, including begging, each sometimes as a result of human trafficking (10; 9; 1)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In Guinea-Bissau, organized networks of traffickers affiliated with Koranic schools force boys to beg within the country and in The Gambia, Guinea, Mali, and Senegal. (1) Although many Koranic school teachers provide religious education as traditionally intended, some force the students, known as *talibés*, to beg on the streets for money and food. (7) Most *talibés* originate from the predominantly Muslim areas of Bafatá and Gabú in the east of the country. (9)




Boys are forced to work in street vending in Guinea-Bissau; they are trafficked for forced labor in agriculture, mining, and street vending in Senegal. Boys from neighboring countries are forced to beg and harvest cashews in Guinea-Bissau. (1) Girls are subjected to forced labor in street vending and domestic work in Guinea and Senegal. Girls are also engaged in commercial sexual exploitation in the Bijagós Archipelago of Guinea-Bissau, on mainland Guinea-Bissau in bars and hotels, and in Senegal. (8; 1)

Continued government instability, in which the parliament has not met in over two years, may have impacted the government's ability to address child labor during the reporting period. (11; 12)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Guinea-Bissau has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Guinea-Bissau's legal framework to adequately protect children from child labor, including with regard to the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Article 146 of the General Labor Law (13)
Minimum Age for Hazardous Work	Yes	18	Article 148 of the General Labor Law (13)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 148 of the General Labor Law (13)
Prohibition of Forced Labor	Yes		Articles 2, 4, and 15 of the Law to Prevent and Combat Human Trafficking; Article 106 of the Penal Code (14; 15)
Prohibition of Child Trafficking	Yes		Articles 2, 4, and 15 of the Law to Prevent and Combat Human Trafficking (15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 3–5 of the Law to Prevent and Combat Human Trafficking; Articles 134 and 136 of the Penal Code (14; 15)
Prohibition of Using Children in Illicit Activities	Yes		Articles 3 and 7 of the Decree on Narcotic Substances (16)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 2 of Law No. 4/99 (17)
State Voluntary	Yes	17	Article 31 of Law No. 4/99 (17)
Non-state	No		
Compulsory Education Age	Yes	15‡	Articles 12 and 13 of the Education System Law (18)
Free Public Education	No		Article 12(2) of the Education System Law (18)

‡ Age calculated based on available information (18; 19)

The minimum age for work is not in compliance with international standards, as the law's minimum age protections do not apply to children working without a work contract. (13; 19)

The General Labor Law prohibits children under age 18 from conducting heavy work, work in unhealthy or dangerous conditions, and underground work; however, the types of hazardous work prohibited for children do not cover street work, an area of work where there is evidence of exposure to physical, psychological, or sexual abuse. (13; 1; 2)

The Education System Law states that basic education is compulsory and lasts nine years; however, it only makes basic education free through grade six, leaving children in grades seven to nine without access to free basic education. (18)



# Guinea-Bissau

## MINIMAL ADVANCEMENT

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Public Administration that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Public Administration	Enforce child labor legislation in collaboration with the Ministries of Interior and Justice, and the National Institute for Women and Children (IMC). (11)
Ministry of Interior's Public Order Police and National Guard	Combat child labor through the prevention of child trafficking. (6; 7)
Judicial Police's Women and Child Brigade	Investigate the worst forms of child labor and refer cases to IMC and NGOs. The brigade comprises 10 officers. (11)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Guinea-Bissau took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Public Administration that may hinder adequate labor law enforcement, including with training for labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	17 (2)	17 (2)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
Initial Training for New Employees	No (20)	No (2)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	No (20)	No (2)
Number of Labor Inspections Conducted	103 (11)	49 (2)
Number Conducted at Worksites	103 (11)	49 (2)
Number of Child Labor Violations Found	4 (20)	0 (2)
Number of Child Labor Violations for Which Penalties were Imposed	0 (11)	N/A
Number of Child Labor Penalties Imposed that were Collected	N/A (11)	N/A
Routine Inspections Conducted	No (2)	No (2)
Routine Inspections Targeted	No (2)	No (2)
Unannounced Inspections Permitted	Yes (11)	Yes (2)
Unannounced Inspections Conducted	Yes (11)	Yes (2)
Complaint Mechanism Exists	No (11)	No (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (11)	No (2)

In 2017, the government reported that the number of labor inspectors was insufficient. In addition, enforcement of child labor laws remains challenging due to the lack of resources for inspections. (2)

#### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Guinea-Bissau took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (20)	Yes (1)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (20)	Yes (2)
Number of Investigations	0 (20)	26 (2)
Number of Violations Found	0 (20)	75 (2; 21)
Number of Prosecutions Initiated	0 (11)	Unknown
Number of Convictions	0 (11)	0 (2)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (11)	No (2)

In 2017, the government reported that training for criminal law enforcement officials and resources for criminal investigations was insufficient. (2) The National Guard intercepted 53 children destined for forced labor in Senegal at border crossing points and referred them to NGOs. (21) The Judicial Police reported 20 cases of forced child labor and 2 cases of child trafficking. (2)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with regard to coordination efforts.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-Ministerial Commission to Fight Child Labor	Established in 2010 to coordinate the government's efforts to prevent and eliminate child labor. In 2017, the group was inoperative due to a lack of government engagement and resources. (2)
National Committee to Prevent and Combat Trafficking in Persons	Led by the IMC, the committee coordinates government efforts to combat human trafficking. (22) In 2018, the IMC and Ministry of Tourism (MT) developed an Action Plan that involves raising awareness about the worst forms of child labor. (23)
IMC	Coordinate with NGOs and other partner organizations to rehabilitate and reintegrate child victims of exploitation. (7) In 2017, worked with UNODC to train community activists on preventing and combatting child trafficking, including forced begging. (24) Collaborated with the Ministry of Justice to provide birth registration to 190 <i>talibés</i> and their siblings. (21)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Policy for the Protection of Children and Adolescents† (2018–2030)	Guides the government's policies for combatting violence towards children, including child labor. (25) In 2017, policy was not implemented due to a lack of funding. (2)
National Action Plan on Human Trafficking (2015–2018)	Guides the government's efforts to prevent and combat trafficking in persons. (22) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
Code of Conduct Against Sexual Exploitation in Tourism	Seeks to raise awareness on commercial sexual exploitation of children and child trafficking in Guinea-Bissau, particularly in the Bijagós Archipelago. (26) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
UN Country Partnership Framework	Aims to assist in promoting free and universal birth registration, and enforcing human trafficking and child labor provisions. (27) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
UNDAF (2013–2017)	Aims to assist in implementing a national action plan against child labor. (28) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

† Policy was approved during the reporting period.

Research found that the government did not take steps to implement the Code of Conduct Against Sexual Exploitation in Tourism. (1; 23)

# Guinea-Bissau

## MINIMAL ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating and preventing child labor (Table 10). However, gaps exist in these social programs, including with regard to adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
UNICEF Country Program (2016–2020)	UNICEF-funded program in collaboration with the government to prevent and combat child trafficking through education, social protection mechanisms, and capacity-building for law enforcement officials. (29) In 2017, worked with the National Guard to raise awareness on child trafficking in 75 villages in Bafatá and Gabú regions. (21)
Friends of the Child ( <i>Associação dos Amigos da Criança</i> ) Shelters	Donor-funded program, with government support, implemented by an NGO that provides social services to vulnerable children, including victims of the worst forms of child labor. Research found that the two shelter facilities lack the financial and human resources needed to adequately assist victims. (30; 1)

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (31)

In 2017, IMC conducted awareness raising activities to prevent child labor throughout the country. (2) Although Guinea-Bissau has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Guinea-Bissau (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children without a work contract.	2015 – 2017
	Ensure that hazardous work prohibitions for children under 18 cover types of work, including street work, that exposes children to physical, psychological, or sexual abuse.	2009 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Ensure that all 9 years of basic education are free.	2015 – 2017
Enforcement	Publish law enforcement data, including information on the Labor Inspectorate funding, ability of the inspectorate to assess penalties, as well as the number of prosecutions initiated.	2009 – 2017
	Ensure that a sufficient number of law enforcement officials receive proper training and resources to inspect, investigate, and prosecute cases of child labor.	2009 – 2017
	Strengthen the Labor Inspectorate by initiating routine inspections rather than performing inspections solely based on complaints received, and by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2016 – 2017
	Establish a mechanism to receive child labor complaints.	2016 – 2017
	Establish referral mechanisms to ensure children found during labor inspections and criminal investigations are referred to social service providers.	2016 – 2017
	Ensure the Inter-Ministerial Commission to Fight Child Labor is active and has adequate resources to make efforts to prevent and eliminate child labor.	2017
Coordination	Ensure implementation of key policies related to child labor including the National Policy for the Protection of Children and Adolescents and Code of Conduct Against Sexual Exploitation in Tourism.	2017
Social Programs	Ensure facilities have adequate resources to assist victims of the worst forms of child labor.	2015 – 2017
	Expand existing programs to address the scope of the child labor problem.	2009 – 2017

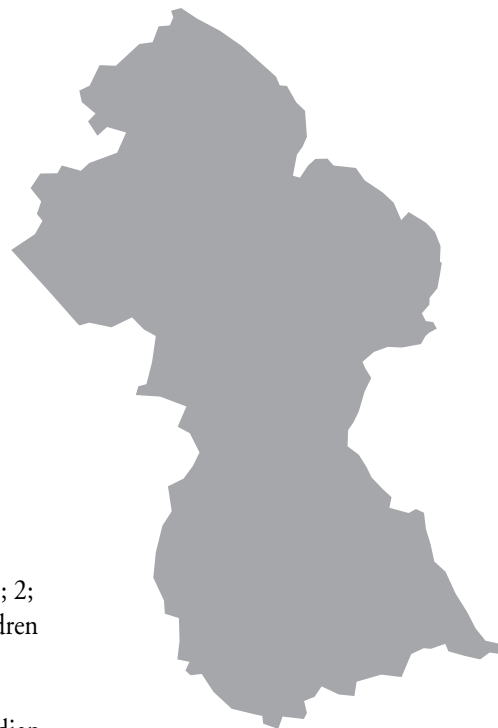
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# Guyana

## MINIMAL ADVANCEMENT

*In 2017, Guyana made a minimal advancement in efforts to eliminate the worst forms of child labor. The government published a Rapid Assessment of Child Labor conducted by the ILO, established a child labor hotline, and hired ten additional labor inspectors. However, children in Guyana continue to engage in the worst forms of child labor, including in mining and in commercial sexual exploitation, sometimes as a result of human trafficking. Law enforcement agencies have insufficient funding and capacity to enforce laws related to child labor, including its worst forms, and existing laws do not fully prohibit using children in certain forms of child labor. Moreover, the government does not have a comprehensive policy to combat child labor or targeted social programs to fully address the extent of the problem.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guyana engage in the worst forms of child labor, including in mining and commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5; 6; 7; 8; 9) The 2014 Multiple Indicator Cluster Survey indicated that children living in Guyana's interior are more likely to be engaged in child labor than other children, with 37 percent of children ages 5 to 17 living in the interior engaged in child labor. The survey also indicated that 41 percent of children living in Amerindian households engage in child labor, with 34 percent of these children engaged in hazardous work. (1) Table 1 provides key indicators on children's work and education in Guyana.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (%)	5 to 14	20.1
Attending School (%)	5 to 14	97.1
Combining Work and School (%)	7 to 14	22.1
Primary Completion Rate (%)		97.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2018. (10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 5 (MICS 5) Survey, 2014. (11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including the production of cabbage, cherries, limes, rice, squash, sugarcane, and charcoal (2; 3; 12; 13; 14; 7; 9; 15)
	Forestry, including logging,† preservation of lumber, and work in sawmills† (1; 3; 7; 9)
	Raising animals, including chickens (9)
	Fishing,† activities unknown (6; 9)
Industry	Construction,† activities unknown (7; 9)
	Mining,† including gold mining and bauxite mining (1; 3; 7; 9)
Services	Domestic work (2; 9)
	Welding and working in scrap iron yards (2; 9)
	Working in stores, bars, and restaurants (2; 16; 9)
	Street work, including selling fruit, washing cars, and begging (2; 4; 13; 14; 9)
	Cleaning boats and ferries and helping load luggage and goods (9)



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>†</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 3; 7; 8) (13; 14; 9)
	Use in illicit activities, including planting marijuana and smuggling drugs, weapons, and goods (2; 9)
	Domestic servitude (8)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Children in Guyana, including girls as young as age 12, are involved in commercial sexual exploitation in Georgetown and the country’s interior. There are reports of young girls being subjected to commercial sexual exploitation in mining communities as a result of human trafficking. (2; 12; 7; 9) Children are engaged in informal, small scale mining in which they wash gold, operate dangerous machinery, and are exposed to hazardous chemicals. (7; 9)

Children in Guyana’s interior and rural areas have limited access to education due to poor infrastructure, long distances to access schools, transportation costs, and a shortage of trained and qualified teachers. This leads to decreasing enrollment and high dropout rates among students, particularly in secondary school. (2; 17; 7; 18; 9)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Guyana has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Guyana’s legal framework to adequately protect children from the worst forms of child labor, including sufficient prohibition of commercial sexual exploitation children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Articles 2–3 of the Employment of Young Persons and Children Act; Articles 17–22 of the Education Act (19; 20)
Minimum Age for Hazardous Work	Yes	18	Part 1, Article 2 and Part 2, Article 3 of the Employment of Young Persons and Children Act; Articles 17, 41, 46, and 75 of the Occupational Safety and Health Act (19; 21)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		List of Hazardous Occupations and Processes in Guyana; Part 1, Article 2 of the Employment of Young Persons and Children Act; Articles 17, 41, and 75 of the Occupational Safety and Health Act (19; 21; 22)
Prohibition of Forced Labor	Yes		Article 40 of the Constitution; Article 3 of the Combating of Trafficking in Persons Act (23; 24)
Prohibition of Child Trafficking	Yes		Article 3 of the Combating of Trafficking in Persons Act (24)
Prohibition of Commercial Sexual Exploitation of Children	No		Article 50(3) of the Protection of Children Act; Article 3(2) of the Combating of Trafficking in Persons Act (24; 25)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	No		Article 50(1) of the Protection of Children Act (25)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 18 of the Defense Act (26; 27)
Non-state	No		
Compulsory Education Age	Yes	15	Articles 13 and 22 of the Education Act (20)
Free Public Education	Yes		Article 27 of the Constitution (23)

\* No conscription (5; 28)

Although the Employment of Young Persons and Children Act prohibits hazardous work for anyone under age 18, the law does not fully protect adolescents ages 16 and 17 from engaging in hazardous work. Part 1, Article 2 of the Employment of Young Persons and Children Act prohibits night work for minors employed in industry and provides an exception allowing adolescents ages 16 and older to perform certain work requiring continuity through day and night, including gold mining reduction work and the production of iron, steel, glass, paper, and raw sugar, without provisions to ensure that their health, safety, and morals are fully protected or that they receive specific instruction or training in these activities. (19)

Guyanese law does not sufficiently prohibit all commercial sexual exploitation of children as it does not prohibit the use, procuring, and offering of a child for pornographic performances. (29; 24; 30) Although Article 50(1) of the Protection of Children Act prohibits selling or giving drugs to children, the law does not specifically prohibit the use, procuring, or offering of a child for the production and trafficking of drugs. (25)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Social Protection that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Protection	Monitor and enforce child labor laws in collaboration with the Ministry of Education, Forestry Commission, Geology and Mines Commission, National Insurance Scheme, and Guyana Police Force. The Chief Labor Officer handles special investigations stemming from child labor complaints and oversees routine labor inspections. (4; 29) Includes a Trafficking in Persons Unit and the Childcare and Protection Agency, to which children identified during labor inspections are referred. (4; 15)
Guyana Police Force	Enforce criminal laws related to the worst forms of child labor, including human trafficking, commercial sexual exploitation, and the use of children in illicit activities. Works in consultation with the Director of Public Prosecutions, the Ministry of Public Security, the Ministry of Social Protection, the Ministry of Education, and the Ministry of Indigenous Peoples' Affairs, depending on the circumstances of each case. (4)
Ministry of Public Security	Lead enforcement of human trafficking laws. Chair the Inter-Ministerial Task Force on Combating Trafficking in Persons. (4)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Guyana took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Social Protection that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (3)	Unknown (15)
Number of Labor Inspectors	15 (3)	25 (7)
Inspectorate Authorized to Assess Penalties	No (3)	No (7)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (31)	Yes (7)
Training on New Laws Related to Child Labor	N/A	No (7)
Refresher Courses Provided	Yes (3)	No (7)
Number of Labor Inspections Conducted	1,000 (3)	1,400 (7)
Number Conducted at Worksites	1,000 (3)	1,400 (7)
Number of Child Labor Violations Found	2 (3)	7 (7)
Number of Child Labor Violations for Which Penalties were Imposed	0 (3)	0 (7)
Number of Child Labor Penalties Imposed That were Collected	0 (3)	N/A (7)
Routine Inspections Conducted	Yes (3)	Yes (7)
Routine Inspections Targeted	Yes (3)	No (7)
Unannounced Inspections Permitted	Yes (3)	Yes (7)
Unannounced Inspections Conducted	Yes (3)	Yes (7)
Complaint Mechanism Exists	Yes (3)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (7)

Although the government hired 10 new labor inspectors in 2017, the Ministry of Social Protection reported that it had insufficient inspectors to carry out labor inspections. Additional funding for the labor inspectorate is needed to adequately monitor Guyana's interior, where child labor is most prevalent. (7; 9) There are insufficient labor inspections conducted in gold mining areas, and there are sometimes delays in accessing the necessary resources for inspections in remote areas, including for transportation and accommodation. (4; 29; 7) The government has acknowledged challenges in monitoring and enforcing the provisions established in Articles 41 and 46 of the Occupational Safety and Health Act, which aim to protect children from work that may harm their physical health or emotional development. (32; 33)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Guyana took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including human resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (31)	Yes (7)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (7)
Refresher Courses Provided	Yes (3)	Yes (7)
Number of Investigations	2 (3)	7 (15)
Number of Violations Found	2 (3)	0 (7)
Number of Prosecutions Initiated	0 (3)	0 (7)
Number of Convictions	0 (3)	0 (7)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (7)

The government has acknowledged that there is an insufficient number of staff members in the Ministry of Social Protection's Trafficking in Persons Unit. (34; 15) In general, the government's capacity to carry out prosecutions is limited. With only 33 justices and magistrates, the courts have a backlog of cases and more than a 2-year waiting period on all legal matters. (4; 5; 6)

# Guyana

## MINIMAL ADVANCEMENT

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-Ministerial Taskforce on Combating Trafficking in Persons	Report on the nature and magnitude of human trafficking in Guyana, document the government's response, and carry out public education and prevention measures. (35) Combats, through the participation of member agencies, commercial sexual exploitation of children and the use of children in illicit activities. (4) Chaired by the Minister of Public Security, comprises the Ministries of Amerindian Affairs, Natural Resources and Environment, Education, Legal Affairs, and Foreign Affairs. (4; 29) The taskforce convened monthly during 2017. (7)
National Tripartite Committee	Address national labor legislation and policy. Includes representatives from government agencies, labor unions, and employers, including the Ministry of Social Protection, the Consultative Association of Guyanese Industries, the Guyana Trades Union Congress, and the Federation of Independent Trade Unions of Guyana. (4; 36; 37)
Commission on the Rights of the Child	Protect and promote children's rights in accordance with the UN CRC, which includes addressing the worst forms of child labor. (4)

Although the government has established the Inter-Ministerial Task Force on Combating Trafficking in Persons, research found no evidence of mechanisms to coordinate efforts to combat other worst forms of child labor. In addition, reports indicate that a lack of coordination efforts, regular meetings, and resources impede efforts to combat child labor. (38; 39)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including coverage of all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
Inter-Ministerial Task Force on Combating Trafficking in Persons Action Plan	Seeks to prevent and raise awareness about human trafficking, provide direct assistance to victims, improve law enforcement's capacity to identify and respond to human trafficking, and strengthen interagency coordination and referral mechanisms. (3; 40; 41) In 2017, provided training on human trafficking to business and civil society representatives. (15)

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (6; 42)

The government does not have a comprehensive written strategy for combating and responding to child labor and has not included child labor elimination and prevention strategies in other policies, such as the 5-Year Strategic Plan on the Rights of the Child (2012–2017) or the National Education Policy. (3; 7; 33; 42; 6)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Guyana Decent Work Country Program (2017 to 2021)* <sup>†</sup>	Aims to improve working conditions and increase respect for international labor standards, social protection, economic opportunities, and social dialogue. Includes plans to conduct research and raise awareness on child labor, develop a national child labor policy, and establish coordination mechanisms to prevent and respond to child labor and forced labor. (43)
Prevention and Elimination of Child Labor in the Americas Project	Government of Brazil-funded regional cooperation project to address child labor. In 2017, the Government of Guyana published the ILO's Rapid Assessment of Child Labor in Guyana and indicated the report will inform their development of a national child labor policy. (9)
Child Labor Hotline* <sup>†</sup>	Ministry of Social Protection hotline established during the reporting period for the public to report cases of child labor. (7; 15)
Human Trafficking Hotline <sup>†</sup>	Government hotline to assist human trafficking victims. (12)

**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
Shelter for Domestic Violence Victims†	Government-funded, NGO-run shelter that houses victims of domestic violence and human trafficking. Provides services, including psychological counseling and practical skills training. (5) Accommodates teenage girls under age 16 who are placed at the shelter at the request of the government's Childcare and Protection Agency. (29) Receives \$50,000 annually from the government. (44)
School Meals and Uniforms†	Provides hot meals to 16,000 students at schools in the interior and transportation for students in several remote areas. All students in government-run schools, from nursery to secondary school, receive vouchers to purchase school uniforms, shoes, and backpacks. (4; 6; 45)
6Bs Program†	Provides boots, boats, buses, bicycles, books, and breakfast to school children to improve access to education. (7; 18)
Child Advocacy Center	Ministry of Social Protection and NGO partnership to provide services for abused children. The Ministry of Social Protection's Childcare and Protection Agency oversees the center and makes referrals; funded by private sector donations. (40; 46)
Board of Industrial Training†	Attempts to deter early school dropouts by providing job skills to at-risk youth between ages 15 and 17 who may not be able to complete their formal education. (4)

\* Program was launched during the reporting period.

† Program is funded by the Government of Guyana.

The scope of government programs targeting the worst forms of child labor is insufficient to fully address the extent of the problem. (44; 7)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Guyana (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law fully protects all children under age 18 from engaging in hazardous work, including night work.	2010 – 2017
	Ensure that the law sufficiently prohibits all commercial sexual exploitation of children by prohibiting the use, procuring, and offering of a child for pornographic performances.	2010 – 2017
	Ensure that the law sufficiently prohibits the use of children for illicit activities by prohibiting the use, procuring, or offering of a child for the production or trafficking of drugs.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Increase the number of labor inspectors trained and responsible for providing enforcement of child labor laws to have sufficient inspectors to carry out labor inspections.	2015 – 2017
	Publish information on the Labor Inspectorate's funding.	2015 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2016 – 2017
	Ensure the Labor Inspectorate receives sufficient funding to monitor the interior, where child labor is most prevalent, and that resources are allocated in a timely manner to facilitate targeted labor inspections, particularly in remote areas and in gold mining areas.	2011 – 2017
	Ensure the appropriate application of Articles 41 and 46 of the Occupational Safety and Health Act to ensure that children are not engaged in work that may harm their physical health or emotional development.	2015 – 2017
	Dedicate more resources, including judicial personnel, to investigate and prosecute court cases related to the worst forms of child labor.	2010 – 2017
Coordination	Establish coordinating mechanisms to combat child labor, including all its worst forms, and ensure that these bodies engage in regular meetings and coordination efforts.	2014 – 2017
Government Policies	Establish a comprehensive strategy for combating child labor.	2014 – 2017
	Integrate child labor elimination and prevention strategies into the 5-Year Strategic Plan on the Rights of the Child (2012–2017) and the National Education Policy.	2010 – 2017



**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Ensure that children are not prevented from attending school because of transportation costs.	2014 – 2017
	Increase the number of trained and qualified teachers, particularly in rural and interior areas.	2015 – 2017
	Develop new initiatives and expand existing programs to reach all children involved in the worst forms of child labor, including Amerindian children and children living in the interior; in particular, increase funding to identify and assist victims of human trafficking.	2010 – 2017

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In 2017, Haiti made a moderate advancement in efforts to eliminate the worst forms of child labor. The government deployed 100 officers to the border city of Ouanaminthe to combat human trafficking and provided free tuition-fee waivers to nearly 437,905 children through the National Action Strategy for Education for All. In addition, the government continued to participate in a number of programs targeting the worst forms of child labor, including a new program to combat exploitative domestic work in Port au Prince, Grande Anse, and Sud. However, children in Haiti perform dangerous tasks in agriculture and domestic work. Haiti lacks a clear, easily applicable minimum age for domestic work, and limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. In addition, social programs to combat child labor are insufficient to adequately address the extent of the problem.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Haiti perform dangerous tasks in agriculture and domestic work. (1; 2; 3; 4; 5; 6; 7) Table 1 provides key indicators on children's work and education in Haiti. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	34.4 (815,993)
Attending School (%)	5 to 14	92.4
Combining Work and School (%)	7 to 14	34.9
Primary Completion Rate (%)		Unavailable

Primary Completion Rate was unavailable from UNESCO Institute for Statistics, 2018. (8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from *Enquête Mortalité, Morbidité et Utilisation des Services (EMMUS-V)*, 2012. (9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting sugarcane, collecting cut sugarcane, grinding sugarcane, and clearing land for sugarcane production (1)
	Raising livestock (7)
	Capturing and processing fish (1; 10; 6)
Industry	Construction, including transport of construction materials such as sand and rocks (1; 4; 10; 6)
	Producing metal crafts (11)
Services	Domestic work (2; 3; 12; 13; 14; 15)
	Transporting and selling alcohol <sup>†</sup> and tobacco (6)
	Street work, including vending, begging, shining shoes, washing cars, and carrying water, firewood, goods, and luggage in public markets and bus stations (4; 10; 5; 16; 6; 7)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced labor in domestic work, agriculture, street vending, and begging, each sometimes as a result of human trafficking (3; 4; 14; 17; 18; 5; 6)
	Use in illicit activities, including by criminal groups in drug trafficking (4; 18)
	Commercial sexual exploitation, sometimes as a result of human trafficking (4; 19; 10; 5; 20; 21)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Haiti

## MODERATE ADVANCEMENT

A 2015 study found that there were approximately 286,000 child domestic workers in Haiti, 207,000 of whom were lagging behind in school. (13; 14; 10; 5) Some parents who are unable to care for their children send them to residential care centers or to relatives or strangers who are expected to provide the children with food, shelter, and schooling in exchange for household work. In practice, some of these children receive care and access to education, while many others become victims of labor exploitation and abuse. (2; 3; 4; 12; 14; 22; 15)

Children are trafficked both internally and externally, primarily to the Dominican Republic, other Caribbean countries, South America, and the United States. NGOs have reported that children illegally crossing the Haiti-Dominican Republic border are often accompanied by adults who are paid to act as the children's parents or guardians until they reach the Dominican Republic. (18; 23; 24; 25; 10; 6; 5) Some of these children are reunited with relatives in the Dominican Republic, while others engage in commercial sexual exploitation, domestic work, agriculture, street vending, and begging. (25; 26; 10; 5; 6)




During 2017, the Government of the Dominican Republic continued with the involuntary repatriations of individuals with irregular migration status to Haiti, pursuant to Dominican law. (14; 27; 28) Many of these individuals, including children, are Dominican-born persons of Haitian descent. (29) At the end of 2017, reports indicate that 132,995 individuals migrated spontaneously to Haiti, including 4,167 unaccompanied minors. (28) Some of these children were residing in Haiti in camps near the border with the Dominican Republic, where schools and other basic services are not available. In addition, these children may not speak French or Haitian Creole, the languages of instruction in public Haitian schools. (4; 14; 17; 30; 31) These children, including those who have been deported to Haiti or who left spontaneously, are vulnerable to the worst forms child labor. (30; 5; 31)

The Constitution of Haiti provides free and compulsory primary education. (32; 33; 34) In addition, while many children in Haiti are not registered at birth, unregistered children can access social assistance services and educational programs provided by the government. (35) However, public schools often charge fees for books, uniforms, and school materials. Because private schools represent approximately 90 percent of available schools, most Haitian children are enrolled in private schools that charge tuition and other fees, which make education prohibitive to many families. (4; 14; 36; 37; 6; 7) Other children, especially in rural areas, do not attend school due to the lack of school infrastructure and limited availability of teachers. Out-of-school children are more vulnerable to the worst forms of child labor. (4; 17; 7)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Haiti has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Haiti's legal framework to adequately protect children from child labor, including with the minimum age for work and the compulsory education age.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 10 of the Law Organizing and Regulating Labor (38)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Hazardous Work	Yes	18	Article 334 of the Labor Code; Article 2 of the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhumane Treatment Against Children (Act of 2003) (39; 40)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 333–336 of the Labor Code (39)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Article 2 of the Act of 2003; Article 1.1.11 of the Anti-Trafficking in Persons Law (39; 40; 41)
Prohibition of Child Trafficking	Yes		Article 2 of the Act of 2003; Article 1.1.1 of the Anti-Trafficking in Persons Law (40; 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 2 of the Act of 2003; Articles 279–281 of the Penal Code; Article 1.1.17 of the Anti-Trafficking in Persons Law (40; 41; 42)
Prohibition of Using Children in Illicit Activities	Yes		Article 72 of the Law on the Control and Suppression of Illicit Drug Trafficking; Article 2 of the Act of 2003 (40; 43)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	N/A†		
Non-state	Yes	18	Articles 70 of the Penal Code; Article 2 of the Act of 2003 (40; 42)
Compulsory Education Age	No	15	Article 23 of the Decree on the Reorganization of the Haitian Education System (33)
Free Public Education	Yes		Articles 32.1 and 33 of the Constitution (32)

\* No conscription (44)

† No standing military (44)

In September 2017, the government passed an amendment to the Labor Code that raises the minimum age for work to 16 for contractual work and states that penalties are doubled if the work is done at night. (38; 6) However, the Labor Code applies only to workers who perform work under a formal employment agreement, which does not conform to international standards that require all children to be protected under the law establishing a minimum age for work. (39; 45; 7) In addition, by increasing the minimum age for work to 16 while having a compulsory education age of 15, children age 15 are vulnerable to child labor because they are not required to attend school but also are not legally permitted to work. (33; 38)

It is unclear whether there is a minimum age for domestic work because the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhumane Treatment Against Children of 2003 (Act of 2003) annulled Chapter 9 of the Labor Code, which set a minimum age for domestic work at 12. (39; 40; 45; 7) The government has drafted legislation that would set the minimum age for domestic work at 15, but that legislation has not been enacted. (46; 47)

The Labor Code prohibits children ages 16 to 18 from working at night in industrial jobs and in establishments that serve alcohol. (39) However, the types of hazardous work prohibited for children do not cover agriculture, an area of work in which children are exposed to hazardous substances and agents, and to temperatures that can damage their health. The Government of Haiti's draft hazardous work list for children under age 18 remained unapproved by Parliament during the reporting period; nevertheless, the current draft does not include all tasks in which children perform dangerous work, such as harvesting, collecting, and grinding sugarcane. (46; 47; 48; 49; 6)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Social Affairs and Labor (MAST) that may hinder adequate enforcement of their child labor laws.

# Haiti

## MODERATE ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Affairs and Labor (MAST)	Enforce laws related to child labor by receiving complaints, conducting investigations, and referring cases to juvenile courts. (39; 45; 50) MAST's Institute of Social Welfare and Research (IBESR) agents perform child protection inspections and are responsible for accrediting residential care centers. Develop and implement programs to raise awareness of child labor and provide social services to child victims of labor exploitation. (3; 45; 50; 51; 10)
Brigade for the Protection of Minors (BPM)	Investigate crimes of the worst forms of child labor, including child trafficking and commercial sexual exploitation. Submit investigations to judicial authorities for criminal prosecutions and refer child victims to IBESR. (3; 22; 51) Housed under the Haitian National Police. (10)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Haiti took actions to combat child labor (Table 6). However, gaps exist within the authority of MAST that may hinder adequate labor law enforcement, including with penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown (6)
Number of Labor Inspectors	148 (52)	148 (52)
Inspectorate Authorized to Assess Penalties	No (53)	No (6)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Unknown (6)
Training on New Laws Related to Child Labor	No (54)	Unknown (6)
Refresher Courses Provided	Yes (22)	Yes (6)
Number of Labor Inspections Conducted	Unknown	Unknown (6)
Number Conducted at Worksites	Unknown	Unknown (6)
Number of Child Labor Violations Found	Unknown	Unknown (6)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown (6)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown (6)
Routine Inspections Conducted	Yes (55)	Yes (55)
Routine Inspections Targeted	No (53)	No (6)
Unannounced Inspections Permitted	Yes (39)	Yes (39)
Unannounced Inspections Conducted	Unknown	Unknown (6)
Complaint Mechanism Exists	Yes (56)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (56)	Yes (6)

MAST's Institute of Social Welfare and Research (IBESR) continued to employ 150 agents throughout Haiti; these included 48 child protection agents and approximately 20 social workers to handle child protection cases, including those involving child labor. (22; 10) Each IBESR regional bureau includes a child protection section that employs five to seven agents. During the reporting period, IBESR conducted child protection inspections in commercial and industrial establishments. (6) Reports indicate that the lack of sufficient resources, such as means of transportation, fuel, and appropriately equipped workplaces, hampered MAST's enforcement efforts, including IBESR's capacity to enforce child labor laws. (22; 53; 57; 6) In addition, the penalties established for violating child labor laws of 5,000 HTG (equivalent to \$77) are insufficient and do not generally deter violations. (39)

IBESR also manages the "133" hotline that receives complaints about situations requiring child protection. (10; 5; 58) However, the hotline functions exclusively in Port-au-Prince, leaving rural areas without a mechanism to receive child labor complaints. (59) The number of calls related to child labor received during 2017 is unknown.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Haiti took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with financial and human resources.



**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (54)	No (10)
Training on New Laws Related to the Worst Forms of Child Labor	No (54)	Unknown (6)
Refresher Courses Provided	Unknown	Yes (10)
Number of Investigations	772 (60)	991 (6)
Number of Violations Found	182 (54)	178 (10)
Number of Prosecutions Initiated	3 (60)	Unknown (6)
Number of Convictions	3 (60)	Unknown (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (56)	Yes (6)

In 2017, the Brigade for the Protection of Minors (BPM) maintained a staff of 80 agents in 24 offices around the country, including in 4 offices along the Haiti-Dominican Republic border. (49; 10) Given the prevalence of the worst forms of child labor in the country, the number of criminal law enforcement agents is inadequate. (22) BPM investigated 991 cases of child trafficking, forced child labor, use of children in illicit activities, and commercial sexual exploitation of children. (6) Despite these efforts, reports indicate that the BPM's lack of trained staff, equipment, transportation, and funding hampered their ability to enforce laws related to the worst forms of child labor. (10; 5; 6)

During 2017, the Haitian National Police deployed 100 officers to the border city of Ouanaminthe, Haiti's busiest border crossing, to combat human trafficking and the illicit drug trade. (10) The government had one conviction for child trafficking under the 2014 Anti-Trafficking in Persons Law; however, the total number of convictions related to the worst forms of child labor is unknown. (10)

An informal referral mechanism between BPM, IBESR, and NGOs is in place to provide reintegration services to victims of the worst forms of child labor. (10; 5) Although a report indicates that resources and facilities for social services are inadequate, BPM assisted 3,018 children in 2017 through referrals to social services and medical assistance, reintegration into their families, and family mediation. (6) BPM also manages the "188" hotline that receives notifications of alleged violations related to the worst forms of child labor. (56) However, like the IBESR hotline, the "188" hotline functions exclusively in Port-au-Prince, which makes reporting cases involving the worst forms of child labor more difficult in rural areas. (61; 10) The number of calls related to child labor received in 2017 is unknown.

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Tripartite Commission for the Elimination of the Worst Forms of Child Labor	Develop policies, approve programs, and coordinate, monitor, and evaluate efforts to combat child labor in Haiti. Chaired by MAST, includes representatives from IBESR, BPM, and local and international organizations. (62; 63)
National Committee for the Fight Against Trafficking in Persons	Coordinate actions against human trafficking, and provide protection and rehabilitation services to victims. Chaired by IBESR, includes representatives from MAST, BPM, and other ministries. (41; 64; 5) In June 2017, organized a conference to raise awareness of human trafficking and identify strategies to address it. (10)
Child Protection Working Group	Implement, coordinate, and monitor efforts on child protection, including protection for child domestic workers. Chaired by IBESR, comprises non-governmental stakeholders and officials from various ministries. (65; 66)

There was no evidence that the National Tripartite Commission for the Elimination of the Worst Forms of Child Labor conducted meetings or took action to combat child labor during the reporting period. (6)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with adopting a new national child labor action plan.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Trafficking in Persons (2015–2017)	Aims to enhance the legal framework to prevent human trafficking, effectively implement laws related to human trafficking, provide protection and care for victims, and strengthen social and educational initiatives for vulnerable children. Led by the National Committee for the Fight Against Trafficking in Persons. (64; 67; 5) In 2017, partnered with the EU to conduct a survey on human trafficking in Haiti. (10)
National Child Protection Policy (2016–2020)	Aims to protect children from abuse, violence, and labor exploitation, and promotes improved access to education and livelihood services for vulnerable children, with a focus on domestic workers. Led by IBESR and supported by international donors. (68; 69)
National Strategic Development Plan (PSDH) (2014–2019)	Highlights the need to prohibit child labor to ensure sustained and equitable economic growth. Overseen by the Ministry of Planning and External Cooperation and the Ministry of Economy and Finance. (70; 71)
National Action Strategy for Education for All (2011–2018)	Aims to increase access to quality primary education, particularly for vulnerable populations, by subsidizing school fees for both public and private schools. The strategy is overseen by the Ministry of Education and supported by international donors. (72; 73) As of 2017, has provided free tuition-fee waivers to nearly 437,905 children. (74)

During the reporting period, the government did not approve the National Action Plan to Combat Child Labor, drafted in 2014. (17; 47; 62) Reports indicate that efforts to implement the National Action Plan to Combat Trafficking in Persons have been slowed by high-level staff turnover at MAST and insufficient allocation of resources. (10; 5) In addition, research was unable to determine whether activities were undertaken to implement the National Child Protection Policy and the National Strategic Development Plan during the reporting period.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Protecting the Working Conditions of People/Proteje Kondisyon Travay Moun (PWOKONTRAM) (2013–2019)	\$9.99 million USDOL-funded project implemented by Catholic Relief Services to provide services to households and children engaged in or –at risk of engaging in child labor or other exploitative working conditions in agriculture. (75; 76) In 2017, CRS facilitated a workshop between IBESR and its Dominican Republic counterpart, the National Council for Children and Adolescents (CONANI), to improve child protection services in the northeast border areas. (36; 75) The project reached roughly 4,800 children with educational services and 2,700 households to improve their livelihoods. In addition, the project supports the capacity of the Haitian Civil Registrar system to legally document more than 3,100 individuals. Additional information is available on the USDOL website.
Assisting Vulnerable Women and Children in Border Areas (2016–2017)	\$4.5 million Government of Canada-funded project implemented by IOM to combat child trafficking and protect Haitian migrants, especially children and women, along the border with the Dominican Republic. (26; 77) In 2017, established Border Resource Centers (CRFs) in four major border sites to identify and assist human trafficking victims. (10; 78)
Combat Child Labor in Domestic Work and the Worst Forms of Child Labor (2017–2020)*	Government of Canada-funded project, implemented by the ILO and UNICEF, to combat exploitation of child domestic workers in the regions of Port au Prince, Grande Anse, and Sud. (55) Builds the capacity of MAST to enforce child labor laws, establishing a network of 35 child protection units, and providing reintegration services to 1,700 child victims of exploitative domestic work. (79; 80)
Youth Reintegration Program (2015–2018)	\$1.4 million UNDP-funded program that provides reintegration services to vulnerable youth through professional trainings, job placement services, and entrepreneurship. In 2017, supported 427 youth to obtain agriculture technician certificates from the National Institute for Professional Training. (81)
National Free Education Program (PSUGO)†	Government program to increase poor children’s access to education. Includes school grants intended to eliminate school fees and accelerated learning programs for students who are lagging in school. (61; 82) In 2017, established a partnership with the World Bank to expand program activities, including collecting statistics on quality education. (83)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
UNICEF Country Program	\$24 million UNICEF-funded program supporting the government's efforts to improve education, health, social inclusion, and protection for children in Haiti. In 2017, implemented projects to protect child domestic workers from exploitation and provide reintegration and educational services to unaccompanied children returning from the Dominican Republic, as well as children affected by Hurricane Matthew. (84; 85; 86)
Government Child Shelter, Census, and National Child Protection Database†	Government program to support child protection. Through IBESR, implements the government's regulatory framework for residential care centers (e. g., orphanages and shelters), collects information on vulnerable children, and tracks them through the National Child Protection Database. (22) Has identified almost 30,000 children residing in 770 shelters nationwide. In 2017, closed four residential care centers for abusive practices and referred the affected children to accredited orphanages. (10)
Providing an Education of Quality in Haiti (2016–2017)	\$30 million World Bank-implemented program that aims to strengthen public management of the education sector, improve learning conditions, and increase enrollment of students in selected public and non-public primary schools. (87; 74)

\* Program was launched during the reporting period.

† Program is funded by the Government of Haiti.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor, including its worst forms. (88; 89; 81)

Despite IBESR's efforts to collect information for the National Child Protection Database, it does not fully capture all relevant information, including the number of displaced street children and children engaged in domestic work. (59) Although Haiti has programs that target the worst forms of child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in domestic work, agriculture, and child trafficking. (10; 90)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Haiti (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that minimum age protections apply to children in informal employment arrangements.	2014 – 2017
	Establish by law a compulsory education age equal to or higher than the minimum age for work.	2017
	Clarify the minimum age for work, including for domestic work.	2009 – 2017
	Ensure that the hazardous occupations and activities prohibited for children are comprehensive and include work in hazardous agricultural environments.	2009 – 2017
Enforcement	Publish information on Labor Inspectorate funding, whether labor inspectors received adequate training, the number and type of labor inspections, and violations, penalties, prosecutions, and convictions related to child labor.	2013 – 2017
	Create meaningful penalties for employing children in contravention of the Labor Code.	2009 – 2017
	Ensure that the number of criminal law enforcement agents, as well as training and resources for labor and criminal enforcement agencies are sufficient to adequately enforce laws related to child labor, including its worst forms.	2013 – 2017
	Authorize the inspectorate to assess penalties.	2013 – 2017
	Improve institutional mechanisms and practices to ensure that child laborers identified during labor inspections or through other enforcement efforts receive appropriate social services.	2013 – 2017
	Strengthen MAST's and IBESR's enforcement capacity by initiating targeted child protection inspections, rather than by performing inspections based solely on complaints received.	2013 – 2017
	Expand the hotlines operated by BPM and IBESR to facilitate reporting of child exploitation cases in areas beyond Port-au-Prince, including in rural areas; publish information related to the number of calls related to child labor.	2013 – 2017
	Ensure that the National Tripartite Commission for the Elimination of the Worst Forms of Child Labor meets regularly and takes action to fulfill its mission.	2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Approve the National Action Plan to Combat Child Labor.	2016 – 2017
	Ensure that appropriate funding exists to effectively implement the National Action Plan to Combat Trafficking in Persons.	2016 – 2017
	Ensure implementation of the National Child Protection Policy and the National Strategic Development Plan.	2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children by removing school-related fees in public schools; increasing the number of schools and teachers, especially in rural areas and camps near the border with the Dominican Republic; ensuring that public schools offer instruction in both French and Haitian Creole; and meeting the specific educational needs of vulnerable populations, including recent arrivals from the Dominican Republic.	2009 – 2017
	Expand the National Child Protection Database, including by identifying displaced street children and children in domestic work.	2010 – 2017
	Expand existing social programs to address the scope of the child labor problem, particularly in domestic work, agriculture, and child trafficking.	2010 – 2017

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In 2017, Honduras made a significant advancement in efforts to eliminate the worst forms of child labor. The government strengthened legal protections for children by publishing the updated list of hazardous occupations prohibited for children and increasing penalties for violations. The Secretariat of Labor and Social Security also launched a mobile application that enables the public to report child labor violations and the government reconstituted the National Commission for the Gradual and Progressive Eradication of Child Labor to include relevant civil society organizations. In addition, the government supported the expansion of the Bright Futures project to reduce child labor and a new project to address child labor and forced labor in the coffee supply chain. However, children in Honduras engage in the worst forms of child labor, including in agriculture and in commercial sexual exploitation as a result of human trafficking. Labor and criminal law enforcement agencies experience financial and human resource challenges that may hinder adequate law enforcement. Also, the government's social programs that address child labor in agriculture do not appear sufficient to address the scope of the problem nationwide, and the government lacks social programs to eliminate child labor in other dangerous activities, such as fishing, mining, and domestic work.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Honduras engage in the worst forms of child labor, including in agriculture and in commercial sexual exploitation as a result of human trafficking. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in Honduras.

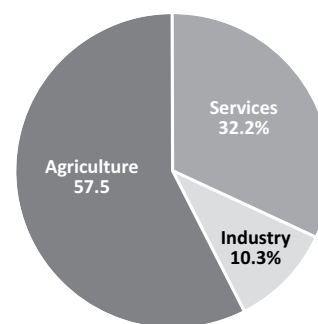
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	8.6 (158,891)
Attending School (%)	5 to 14	87.7
Combining Work and School (%)	7 to 14	6.1
Primary Completion Rate (%)		83.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Permanente de Hogares de Propósitos Múltiples (EPHPM) Survey, 2014. (8)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of melon, coffee, sugarcane, cereals, and okra (9; 10; 11; 12; 13; 14; 15)
	Harvesting mollusks† (16; 17)
	Fishing, including working as divers' assistants,† and diving for lobster† (18; 6)
Industry	Quarrying limestone† and production of lime† (19; 20)
	Artisanal mining† (3; 10; 21; 22)
	Production and sale of fireworks† (23; 24; 25; 26; 27; 28)
	Construction,† activities unknown (4; 29; 6; 14)
Services	Street begging and vending† (4; 26; 30; 31)
	Work in repair shops,† including in mechanical repair† (4; 32)

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Washing car windows† and performing at traffic lights† (1; 29)
	Scavenging in garbage dumps† (10; 33; 31; 34)
	Work in hotels and laundromats, activities unknown (4; 31)
	Domestic work† (1; 10; 35; 31; 14)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking (1; 2; 5; 36; 37)
	Forced begging (5; 26; 38)
	Use in illicit activities, including by gangs in committing homicides, extortion, and selling and trafficking drugs (5; 26; 29; 39; 40; 37)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Reports indicate that 20 percent of the Honduran population is of indigenous or African descent and that children from these groups are particularly vulnerable to child labor, including its worst forms. (41; 42) Children in Honduras engage in the worst forms of child labor, including commercial sexual exploitation and recruitment by gangs into illicit activities. (43; 44; 45; 46; 36; 37; 47) Reports indicate that gangs sometimes threaten families as a means to forcibly recruit children into their ranks, where boys are used to commit extortion, drug trafficking, and homicide, and where girls are engaged in commercial sexual exploitation. (39; 36) Children who lack economic and educational opportunities are the most vulnerable and are also among the most likely to migrate to other countries. Once en route, they are also vulnerable to human trafficking and commercial sexual exploitation. (43; 44; 45; 46; 36; 37; 47)

In Honduras, access to education is often limited. Reports indicate that approximately 220,000 children between the ages of 5 and 17 lack access to the educational system. (9) More than 75 percent of these children live in rural areas, where lack of funding for schools and, in many cases, lack of any secondary schools, remain a problem. (9; 40) In urban areas, widespread violence and the recruitment of children into gangs hinders access to education because the journey to and from school has become so dangerous. In addition, school completion rates are low and many children fail to complete primary education. According to 2015 data, only 58.3 percent of girls and 47.4 percent of boys completed secondary school. (2; 48; 46; 36; 49; 50)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Honduras has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government’s laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 120 of the Code on Childhood and Adolescence; Article 15 of the Executive Agreement STSS-211-01; Article 32 of the Labor Code (51; 52; 53)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Hazardous Work	Yes	18	Articles 1 and 122 of the Code on Childhood and Adolescence; Articles 2 and 10 of the Executive Agreement STSS211-01; Article 1 of the Executive Agreement STSS-441-2016 (51; 52; 54)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 1 of the Executive Agreement STSS-441-2016; Article 8 of the Executive Agreement STSS211-01 (51; 54)
Prohibition of Forced Labor	Yes		Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Articles 2 and 10 of the Executive Agreement STSS211-01; Articles 179E, 179F and 192 of the Penal Code (51; 55; 56)
Prohibition of Child Trafficking	Yes		Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Articles 2 and 10 of the Executive Agreement STSS211-01; Article 8 of the Legislative Decree 35-2013 (51; 55; 57)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 134 of the Code on Childhood and Adolescence; Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Articles 2 and 10 of the Executive Agreement STSS211-01; Articles 148 and 149A-E of the Penal Code (51; 52; 55; 56)
Prohibition of Using Children in Illicit Activities	Yes		Article 134 of the Code on Childhood and Adolescence; Article 10 of the Executive Agreement STSS211-01; Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Article 8 of the Legislative Decree 35-2013 (51; 52; 55; 57)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Articles 2 and 12 of the Executive Agreement STSS211-01 (51)
Non-state	Yes	18	Articles 2 and 10 of the Executive Agreement STSS211-01 (51)
Compulsory Education Age	Yes	17	Articles 8, 13, and 21–23 of the Fundamental Law of Education; Articles 36 and 39 of the Code on Childhood and Adolescence (52; 58)
Free Public Education	Yes		Articles 7, 13, and 21–23 of the Fundamental Law of Education; Article 36 of the Code on Childhood and Adolescence; Article 171 of the Constitution (59; 52; 58)

\* No conscription (51; 60)

In 2017, the Government of Honduras passed a new labor inspection law with higher penalties for violations and published the updated list of hazardous occupations prohibited for children, which was finalized in December 2016. (61; 54)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist with the operations of the Secretariat of Labor and Social Security (STSS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Secretariat of Labor and Social Security (STSS)	Conduct labor inspections and enforce child labor laws through the General Labor Inspection Directorate. (62)
Public Ministry's Office of the Special Prosecutor for Children (OSPC)	Prosecute crimes against children, including trafficking of children, hazardous labor, forced labor, and commercial sexual exploitation. Coordinate with Honduran National Police to investigate crimes and protect victims. (2; 29)
Public Ministry's Technical Agency for Criminal Investigations (ATIC)	Investigate and technically support criminal prosecutions conducted by the Public Ministry, including by the OSPC, such as human trafficking, commercial sexual exploitation, and child pornography. (3; 26; 29)
Prosecutorial Task Force to Combat Criminal Smuggling of Unaccompanied Children and Trafficking in Persons	Investigate and prosecute criminal organizations that engage in the illegal smuggling of unaccompanied children and human trafficking. Overseen by the Special Prosecutor Against Organized Crime and the Special Prosecutor for Children. (38; 63)

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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Directorate of Childhood, Adolescence, and Family (DINAF)	Formulate, coordinate, and implement national plans concerning children and their families; monitor children's rights, including by investigating complaints of child labor and ensuring that victims receive government services; and coordinate state efforts with civil society institutions to protect children. Overseen by the Secretariat of Development and Social Inclusion. (26; 64; 65; 66)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Honduras took actions to combat child labor (Table 6). However, gaps exist within the operations of the STSS that may hinder adequate labor law enforcement, including with regard to human resources.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	151 (67)	140 (47)
Inspectorate Authorized to Assess Penalties	Yes (67)	Yes (61)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (67)	Unknown
Training on New Laws Related to Child Labor	N/A	Yes (68)
Refresher Courses Provided	No (40)	Yes (68)
Number of Labor Inspections Conducted	23,087 (40)	32,268 (69)
Number Conducted at Worksites	Unknown	32,268 (69)
Number of Child Labor Violations Found	13 (67)	12 (69)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	12 (69)
Number of Child Labor Penalties Imposed that were Collected	Unknown	0 (69)
Routine Inspections Conducted	Yes (67)	Yes (67)
Routine Inspections Targeted	Yes (67)	Yes (67)
Unannounced Inspections Permitted	Yes (67)	Yes (67)
Unannounced Inspections Conducted	Yes (67)	Yes (67)
Complaint Mechanism Exists	Yes (67)	Yes (67)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (40)	No (40)

Labor union confederations, employer organizations, and human rights organizations have indicated that the level of funding and resources for the General Labor Inspection Directorate is inadequate to enforce child labor laws nationwide. (40) The number of labor inspectors is likely insufficient for the size of Honduras's workforce, which includes over 3.7 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Honduras would employ roughly 249 labor inspectors. (70; 71; 72)

The total number of labor inspections suggests that each labor inspector conducted roughly 230 labor inspections during the year. It is unknown whether this high inspection ratio for each inspector affects the quality of labor inspections. (73) The STSS and civil society partners have also reported that the number of labor inspections conducted is insufficient to address the scope of labor violations in the country, including child labor violations. (40; 67) In particular, reports indicate that the STSS conducts most inspections in the urban areas of Tegucigalpa and San Pedro Sula while rural areas and indigenous communities, where hazardous activities in agriculture and fishing or diving are concentrated, have had insufficient inspections to address the scope of the problem. (1; 41; 74) Under the new labor inspection process, regional STSS offices, rather than the Inspector General, now issue fines. Although the STSS did not introduce implementing regulations for the new labor inspection law during the year, labor inspectors received training on the new law as well as on agricultural labor inspections and occupational safety and health. (68; 61)

In August 2017, the STSS launched new mobile applications for the public to report child labor violations and to check minimum wage rates and school bonus amounts paid by employers to employees with school-age children. (75; 76) However, NGOs report that STSS procedures for responding to child labor complaints are often inadequately followed, largely due to institutional weak-



nesses and a lack of resources. (26) Furthermore, there does not appear to be an adequate mechanism for the STSS and the Directorate of Childhood, Adolescence, and Family (DINAF) to reciprocally refer cases of child labor to each other, and reports also indicate that DINAF lacks sufficient resources to adequately carry out its mandates. (26; 29; 40)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Honduras took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with regard to financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	Yes (66)	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (66)	Yes (66)

In 2017, the Public Ministry investigated cases involving the worst forms of child labor, including commercial sexual exploitation of children as a result of human trafficking, the production of child pornography, the use of children in illicit activities by gangs, and domestic servitude. By the end of the year, the Public Ministry had over 12 detainees on trial and achieved successful conviction for the production of child pornography and commercial sexual exploitation of children as a result of human trafficking. (69) Reports indicate that the level of funding and resources available to the Public Ministry's Office of the Special Prosecutor for Children and other criminal law enforcement agencies are insufficient to address the worst forms of child labor nationwide. (66) Reports also indicate that the number of investigations, prosecutions, and convictions of the worst forms of child labor is not sufficient to address the problem. (39) Research could not determine whether any children were rescued by the Public Ministry and if so whether they received services through DINAF, or how many cases of suspected criminal conduct related to the worst forms of child labor were referred by DINAF to the Public Ministry.

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Gradual and Progressive Eradication of Child Labor	Coordinate government policies and efforts on child labor issues. Chaired by the STSS and includes officials from eight government ministries, DINAF, the Supreme Court, and other government entities. (77; 78; 62) Oversee regional sub-commissions, led by STSS and DINAF officials that implement national efforts at the local level. (77; 78; 62)
Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT)	Coordinate government and civil society efforts to combat commercial sexual exploitation and human trafficking, including of children. (79) Comprises representatives from 52 organizations, including several government ministries and NGOs. (79; 55; 80) Oversee 19 local CICESCT committees and implement the Strategic Plan to Combat Commercial Sexual Exploitation and Human Trafficking. (39) In 2017, the government doubled the budget and dedicated 40 percent of the increase to victim services. (81; 47)
Unaccompanied Children Task Force (UAC Task Force)	Provide for the safe repatriation of unaccompanied migrant children and coordinate their reintegration into their communities of origin. Led by the First Lady and comprising officials from seven government ministries, DINAF, and the National Institute for Migration. (38; 82; 77)
Ministry of Social Development	Coordinate social protection policies and the provision of services to vulnerable populations, including child and adolescent victims of violence, human trafficking, and sexual and economic exploitation. (2)

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In 2017, the government reconstituted the National Commission for the Gradual and Progressive Eradication of Child Labor to include relevant civil society organizations. (62)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Roadmap for the Eradication of Child Labor in Honduras	Aims to improve the government’s response to child labor issues. Works at the national, regional, and sub-regional levels and addresses poverty, health education, and social development. (2; 83) Implemented by the STSS. (2; 26)
Strategic Plan to Prevent and Eliminate Child Labor (2016–2020)	Identifies lines of action for preventing and eliminating child labor, including by increasing child labor law enforcement, strengthening engagement with the private sector, developing procedures for inter-agency coordination, and developing social programs to support children removed from child labor. (78) Implemented by the STSS and other executive and judicial branch agencies, as well as employers’, workers’, and other civil society organizations. (78)
Strategic Plan to Combat Commercial Sexual Exploitation and Human Trafficking in Honduras (2016–2022)	Establishes national priorities to combat commercial sexual exploitation and human trafficking in four principal areas: prevention and awareness; investigation, prosecution, and punishment of violations; detection, assistance, and protection of victims; and coordination and cooperation. (84)
First Public Policy and National Action Plan on Human Rights	Aims to implement the government’s national and international human rights commitments, including those addressing child and forced labor. (29)
Alliance for Prosperity in the Northern Triangle	Aims to create economic growth, increase educational and vocational training opportunities for youth, and reduce violence in Honduras, Guatemala, and El Salvador, in part to decrease the number of unaccompanied minors who leave Honduras and other Central American countries for the United States and who are vulnerable to human trafficking. Signed by the presidents of each country in 2014. (85; 86; 87)
U.S.–Honduras Labor Rights Monitoring and Action Plan (2015–2018)	Aims to improve the enforcement of labor laws, including laws related to child labor, by implementing legal and policy reforms, strengthening the STSS, enhancing enforcement activities, and increasing outreach efforts. (88)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (89; 90; 91; 92; 93)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Better Life Voucher ( <i>Bono Vida Mejor</i> )†	Government conditional cash transfer program that aims to reduce poverty by providing financial assistance to households when children meet educational and health requirements. Assists over one million children, with 74 percent of participants in rural areas. (80; 94; 47) Objectives include the elimination of child labor. (1)
Program to Combat Child Forced Begging†	DINAF program that identifies and rescues children who are subjected to forced begging and raises awareness of child forced begging through media. (29; 74)
Program for the Reintegration of Returned Unaccompanied Migrant Children	Government program that assists unaccompanied migrant children who have been returned to Honduras. Implemented by the National Institute for Migration, the Ministry of Foreign Affairs, DINAF, SEDIS, and the National Center for Social Sector Information. (95)
Program to Prevent Sex Tourism Involving Children and Adolescents†	Government program that aims to raise awareness and provide training on sex tourism for the tourism industry. Implemented by the Honduran Tourist Board, the Ministry of Tourism, and the Tourism Institute. (2 96)
School Meals Program†	Ministry of Education program, implemented with support from the WFP and by the Office of the First Lady, that provides school lunches to students to improve nutrition and bolster attendance. (29; 82; 77)
USDOL-Funded Projects	\$2 million <i>Addressing Child Labor and Forced Labor in the Coffee Supply Chain in Honduras</i> (2017–2020); \$16.5 million <i>Youth Pathways Central America</i> (2015–2020); \$8.7 million <i>Bright Futures</i> (2014–2019); and <i>Global Action Program on Child Labor Issues</i> . During 2017, the Bright Futures project expanded to Atlantida and La Paz to reach indigenous children and children of African descent. For additional information please see our website.

**Table 10. Key Social Programs to Address Child Labor<sup>†</sup> (cont)**

Program	Description
USAID-Funded Projects	USAID-funded projects, including Honduran Youth Alliance, which focuses on gang prevention, including for vulnerable youth; Strengthening Capacity to Build a Culture of Peace (FORPAZ), which aims to improve citizen security, including for at-risk youth; and Improving Education for Work, Learning, and Success (METAS), which aims to increase educational opportunities for youth. (74; 97)

<sup>†</sup> Program is funded by the Government of Honduras.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor, including its worst forms. (1; 29; 98)

Although the Government of Honduras funds or participates in social programs that aim to eliminate child labor in forced begging, commercial sexual exploitation, and the illegal recruitment of children into gang-related activities, research did not identify programs that specifically target children working in other dangerous activities, such as fishing, mining, and domestic work. In addition, social programs that address child labor in agriculture do not appear sufficient to address the scope of the problem nationwide.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Honduras (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish information on the level of funding provided to the Labor Inspectorate.	2015 – 2017
	Ensure adequate funding for the STSS, including to follow established procedures for responding to child labor complaints, for sufficient numbers of labor inspectors according to the ILO's technical advice, and for labor inspections in areas where child labor is prevalent, such as rural areas and indigenous communities where children engage in agriculture and fishing or diving.	2010 – 2017
	Ensure that all labor inspectors receive training on child labor, and make information about the initial training for new criminal investigators publicly available.	2014 – 2017
	Determine whether the inspection ratio for each labor inspector is appropriate to ensure the quality and scope of inspections.	2017
	Ensure that there is an adequate, reciprocal referral mechanism between the STSS and DINAF for the enforcement of labor laws and the provision of social services for child labor victims, and publish information on the number of rescued children who receive social services, as well as the number of children referred by social services to criminal law enforcement agencies.	2014 – 2017
	Ensure that DINAF has sufficient resources to adequately carry out its mandates regarding child protection issues.	2015 – 2017
	Publish information on the level of funding for all criminal law enforcement agencies that respond to crimes concerning the worst forms of child labor.	2015 – 2017
	Ensure adequate resources are provided to the OSPC to adequately investigate and prosecute crimes concerning the worst forms of child labor.	2014 – 2017
	Publish information on the number of criminal investigations, violations, prosecutions, and convictions regarding the worst forms of child labor.	2015 – 2017
	Social Programs	Increase access to education by increasing funding to schools, building more schools, particularly in rural areas, and enhancing efforts to protect students from gang recruitment and violence.
Expand social programs that address child labor in agriculture and create programs that aim to prevent children from migrating and to eliminate child labor in other dangerous activities, such as fishing, mining, and domestic service.		2009 – 2017
Ensure social programs reach children who are the most vulnerable to child labor, including children of African descent and indigenous children.		2017

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# Honduras

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In 2017, India made a significant advancement in efforts to eliminate the worst forms of child labor. The government ratified both ILO Convention 182 and Convention 138 and amended the Child Labor Act to prohibit children under age 18 from working in hazardous occupations and processes. The government also launched the Platform for Effective Enforcement for No Child Labor to more effectively enforce child labor laws and implement the National Child Labor Program. In addition, the government released a new National Plan of Action for Children that implements the National Policy for Children, which includes a focus on child laborers, trafficked children, and other vulnerable children. However, children in India engage in the worst forms of child labor, including in forced labor producing garments and quarrying stones. Children also perform dangerous tasks producing bricks. The Child Labor Act's hazardous work prohibitions do not include all occupations in which children work in unsafe and unhealthy environments for long periods of time. Penalties for employing children are insufficient to deter violations, and the recruitment of children by non-state armed groups is not criminally prohibited.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in India engage in the worst forms of child labor, including in forced labor producing garments and quarrying stones. Children also perform dangerous tasks in producing bricks. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in India.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	1.4 (3,253,202)
Attending School (%)	5 to 14	90.7
Combining Work and School (%)	7 to 14	0.3
Primary Completion Rate (%)		96.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (5)

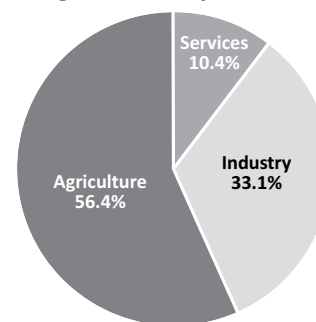
Source for all other data: Understanding Children's Work Project's analysis of statistics from National Sample Survey Round 68 (NSS-R68), 2011–2012. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including producing hybrid cottonseed and hybrid vegetable seeds, cultivating cotton, cultivating chili pepper and rice, and harvesting sugarcane, tobacco, and tea (7; 8; 9; 10; 11; 12; 13; 14; 15) (16; 17; 18)
	Processing cashew nuts† and seafood (19; 20; 21; 22)
Industry	Manufacturing garments, weaving silk fabric and carpets, producing raw silk thread (sericulture),‡ spinning cotton thread and yarn, and embellishing textiles with silver and gold ( <i>zari</i> )† (23; 24; 25; 26; 27; 28; 29; 30; 31; 32)
	Manufacturing glass bangles,† locks†, and brassware,† and polishing gems† (33; 34; 35; 36; 37; 38; 39; 40)
	Rolling cigarettes ( <i>bidis</i> )† and manufacturing incense sticks ( <i>agarbatti</i> ),† fireworks,† and matches† (41; 42; 43; 44)
	Manufacturing footwear and bags, producing leather goods or accessories,† and stitching soccer balls (45; 46; 47; 48; 49; 50)

**Figure 1. Working Children by Sector, Ages 5-14**



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Producing bricks,† quarrying and breaking sandstone† and granite,† and mining and collecting mica† and coal† (3; 4; 2; 16; 51; 52; 53) (54; 55; 56; 57; 58; 59; 60; 61)
Services	Domestic work (62; 63)
	Working in hotels,† food service, and tourism services (64; 65; 66; 67; 68)
	Street work, including selling food and other goods, and scavenging and sorting garbage (69; 70; 71)
	Construction† (72)
Categorical Worst Forms of Child Labor‡	Forced labor in agriculture, including producing hybrid cottonseed and harvesting sugarcane, both sometimes as a result of human trafficking (73; 74; 75)
	Forced labor in rice mills, quarrying stones, and producing bricks (2; 3; 76; 77; 78; 79; 80; 81)
	Forced labor in producing garments, spinning cotton thread and yarn, and embroidering silver and gold into textiles ( <i>zari</i> ), (1; 30; 25; 82; 83; 26)
	Forced labor in producing carpets, bangles, leather goods, plastic goods, footwear, and bags (84; 85; 86; 87; 38; 88; 89; 49; 90; 91) (92)
	Forced labor in domestic work and begging, both sometimes as a result of human trafficking (62; 93; 94; 63; 75; 95)
	Commercial sexual exploitation, sometimes as a result of human trafficking (96; 97; 75)
	Forced recruitment of children by non-state armed groups for use in armed conflict (98; 75; 99)
	Use in illicit activities, including the use of children to traffic children (100)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Within India, children are trafficked for commercial sexual exploitation and for forced labor in domestic service. (97; 95; 75) Children are also forced to work as bonded laborers in brick kilns and stone quarries to pay off family debts owed to moneylenders and employers. (2; 101) Children from India’s rural areas migrate or are trafficked for employment in industries, such as spinning mills and cottonseed production, in which they are forced to work in hazardous environments for little or no pay. (73; 25) In addition, armed Maoist groups reportedly recruited children to serve as soldiers in the states of Bihar, Chhattisgarh, Jharkhand, Maharashtra, Odisha, and West Bengal. (99; 75)

Child victims of commercial sexual exploitation, forced labor, and human trafficking are more likely to be children from marginalized groups, such as low-caste Hindus, members of tribal communities, and religious minorities. (75) Children from marginalized groups also face barriers to accessing education. These children are sometimes subjected to discrimination and harassment from their teachers. (102; 103; 104)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

India has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In March 2017, the government ratified both ILO Convention 182 and Convention 138. (105)

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in India's legal framework to adequately protect children from child labor, including the prohibition of recruitment of children by state and non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Section 3(1) of the Child Labour (Prohibition and Regulation) Act (106)
Minimum Age for Hazardous Work	Yes	18	Section 3A of the Child Labour (Prohibition and Regulation) Act (106)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Schedule to the Child and Adolescent Labour (Prohibition and Regulation) Act (107)
Prohibition of Forced Labor	Yes		Section 4 of the Bonded Labour System (Abolition) Act; Sections 370 and 374 of the Penal Code; Section 79 of the Juvenile Justice (Care and Protection of Children) Act (108; 109; 110)
Prohibition of Child Trafficking	Yes		Sections 366A, 366B, 370, 372 and 373 of the Indian Penal Code; Section 5 of the Immoral Traffic (Prevention) Act (109; 111)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 366A, 366B, 370A, 372 and 373 of the Indian Penal Code; Sections 4–7 of the Immoral Traffic (Prevention) Act; Sections 13–15 of the Protection of Children from Sexual Offense Act; Section 67B of the Information Technology Act (109; 111; 112; 113)
Prohibition of Using Children in Illicit Activities	Yes		Sections 76 and 78 of the Juvenile Justice (Care and Protection of Children) Act; Section 32B(c) of the Narcotic Drugs and Psychotropic Substance Act (110; 114)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	16	
Non-State	No		
Compulsory Education Age	Yes	15	Section 3 of the Right of Children to Free and Compulsory Education Act (115)
Free Public Education	Yes		Section 3 of the Right of Children to Free and Compulsory Education Act (115)

\* No conscription (116)

In 2017, the government amended the Child and Adolescent Labour Act's hazardous work list to include a schedule of occupations and processes in which children under age 18 are prohibited to work along with a further list of occupations and processes in which children under age 14 are prohibited from working in family enterprises. (107; 106) The government also developed Standard Operating Procedures for Enforcement of the Act. (117)

However, despite evidence that children work in unsafe and unhealthy environments for long periods of time in spinning mills, garment production, carpet making, and domestic work, not all children under age 18 are prohibited from working in occupations related to these sectors. (107; 28; 23; 32; 62)

The recruitment of children under age 18 by non-state armed groups is not criminally prohibited. (118) In addition, though sources report that the minimum age for voluntary recruitment into India's Armed Forces is 16 and that individuals must be 18 to be deployed, research did not uncover a copy of the pertinent legislation. (119)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5). However, gaps exist within the operations of the State Government Labor Inspectorates that may hinder adequate enforcement of their child labor laws.

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**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
State Government Labor Inspectorates	Enforce state and national labor laws. Refer cases in violation of the law to state police. (69) Refer children to Child Welfare Committees for protection and rehabilitation services. (110)
State and Local Police	Enforce laws pertaining to child labor and human trafficking. (120) Submit information to District Magistrates to determine if a case should be prosecuted in District Court. (121) Refer children to Child Welfare Committees for protection and rehabilitation services. (110)
Anti-Human Trafficking Units	Investigate cases of human trafficking. Established in 264 local police jurisdictions throughout India. (122; 120)
Vigilance Committees	Rescue, release, and rehabilitate bonded laborers and family members. Assembled at the district and subdivision levels by the District Magistrate. (108)
State Revenue Department	Issue release certificates to free bonded laborers and family members from debt. (123)
Child Welfare Committees	Refer children in need of care and protection to welfare services providers under the Integrated Child Protection Scheme, including children involved in hazardous work, begging, and human trafficking, as well as those living on the streets. (110) Established 710 committees across the 660 districts in India. (124)
Central Bureau of Investigation's Anti-Human Trafficking Unit	Investigate and prosecute cases involving the kidnapping and trafficking of women and children by professional gangs operating across multiple states. Take on cases by request of, or in agreement with, state governments. (125)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in India took actions to combat child labor (Table 6). However, gaps exist within the operations of the State Government Labor Inspectorates that may hinder adequate labor law enforcement, including that the central government does not collect data on state government and territory funding and employment of labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (118)	Unknown* (126)
Number of Labor Inspectors	Unknown* (118)	Unknown* (126)
Inspectorate Authorized to Assess Penalties	Yes (118)	Yes (126)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (118)	Yes (126)
Training on New Laws Related to Child Labor	Unknown (118)	Yes (127)
Refresher Courses Provided	Yes (118)	Yes (126)
Number of Labor Inspections Conducted	173,471 (126)	Unknown (126)
Number Conducted at Worksites	Unknown (118)	Unknown (126)
Number of Child Labor Violations Found	1,594 (126)	Unknown (126)
Number of Child Labor Violations for which Penalties were Imposed	Unknown* (118)	Unknown* (126)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (118)	Unknown* (126)
Routine Inspections Conducted	Yes (118)	Yes (126)
Routine Inspections Targeted	Yes (118)	Yes (126)
Unannounced Inspections Permitted	Yes (118)	Yes (126)
Unannounced Inspections Conducted	Yes (118)	Yes (126)
Complaint Mechanism Exists	Yes (118)	Yes (126)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (118)	Yes (126)

\* The government does not publish this information. (126)

The Constitution of India gives state governments primary responsibility for the enforcement of labor laws. (128; 129) While the central government seeks to collect data on child labor violations and prosecutions, this information for 2017 was not yet released during the reporting period. The central government also does not collect data on state government and territory funding and employment of labor inspectors. (130; 126; 127)

The penalties for violating the Child Labour (Prohibition and Regulation) Act are likely insufficient to deter employers from hiring children. (118) Penalties include imprisonment for 6 months to 2 years and/or fines ranging from \$300 to \$700. (106)



***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in India took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including that not all states report the number of investigations, violations found, prosecutions initiated, and convictions.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (127)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (127)
Refresher Courses Provided	Unknown	Yes (127)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (110)	Yes (126)

The Constitution of India gives state governments primary responsibility for criminal law enforcement, including laws on child labor. (128; 126) In 2017, the Anti-Human Trafficking Cell of the Rajasthan Police launched Operation *Milap*, during which it rescued over 500 child laborers. (132; 133) State police in Andhra Pradesh, Odisha, and Telangana conducted Operation *Muskan* campaigns to rescue and rehabilitate missing children through referral to other government agencies, including many involved in the worst forms of child labor. (134; 135; 136)

The National Crime Records Bureau (NCRB) collects law enforcement data from state governments regarding cases involving the Child Labor Act, Indian Penal Code articles related to human trafficking and the commercial sexual exploitation of children, and the Immoral Trafficking Act. (131) However, NCRB data does not provide comprehensive national totals for bonded labor or child labor offenses because not all states report these data. (131) In 2016, the most recent year for which NCRB published statistical data, state governments investigated 402 cases (including pending cases from the previous year) under the Child Labor Act, filed charges in and sent 139 cases to trial, and achieved convictions in 8 cases. (131) For crimes involving human trafficking offenses under the Indian Penal Code, state governments investigated 429 cases, filed charges in and sent 202 cases to trial, and achieved convictions in 4 cases. In addition, there were 5,248 cases investigated, 2,003 cases charged and sent for prosecution, and 37 cases convicted for crimes involving the commercial sexual exploitation of children under the India Penal Codes and the Immoral Trafficking Act. (131) However, NCRB data does not indicate whether offenders were investigated, charged, prosecuted, and convicted for multiple criminal offenses, preventing aggregate numbers from being provided in Table 7. (131) While the NCRB did not publish data on the punishments prescribed or enforced in 2016 for child labor-related convictions, NGO and news sources indicate that punishments were carried out in 2016 and 2017. (137; 65)

In addition, in 2016, there were 187 cases investigated, 103 cases charged and sent to trial, and 3 cases convicted involving the Bonded Labor System (Abolition) Act in 2016; however, these data were not disaggregated between adults and children and the punishments for offenders are unknown. (131) The Government of India also identified and removed 2,950 children from forced labor, 236 from commercial sexual exploitation, and 115 from domestic servitude in 2016. (138)

**IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Central Monitoring Committee	Supervise, monitor, and evaluate actions of the National Child Labor Projects (NCLPs) across India. Led by the Ministry of Labor and Employment (MOLE); some state governments maintain state-level Monitoring Committees to monitor the NCLPs in their states. (139)

# India

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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Core Group on Child Labor	Coordinate the integration of social protection programs to reduce child labor. Comprises members from the Ministries of Human Resource Development; Women and Child Development; Housing and Urban Poverty Alleviation; Rural Development; Social Justice and Empowerment; Home Affairs; and community governments ( <i>Panchayati Raj</i> ). Chaired by MOLE. (140)
Ministry of Home Affairs' Anti-Human Trafficking Cell	Implement the government's nationwide plan to combat human trafficking by coordinating with states to establish Anti-Human Trafficking Units and train thousands of officials to combat human trafficking. Requires states to submit quarterly reports to this coordinating body. (69; 120)
National Human Rights Commission	Monitor implementation of the Bonded Labor System (Abolition) Act. Monitor state governments' actions to identify, release, and rehabilitate bonded laborers through quarterly submissions and exploratory and investigative missions. (141; 142)
National Commission for the Protection of Child Rights	Ensure that all laws, policies, programs, and administrative mechanisms are in accordance with the constitutional protections for children and the UN CRC. Inquire about child rights violations and failures to properly implement laws relating to child protection. (69; 143) Established in all 30 states and in 3 territories, including Delhi. (144)

Research was unable to determine whether the coordinating bodies were active during the reporting period.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including lack of State Action Plans for the elimination of child labor for all state governments.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Policy on Child Labor	Describes actions for combating hazardous labor for children, including implementing legislation and providing direct assistance to children. (145) During the reporting period, the policy was implemented through programs operated by MOLE and the Ministry of Women and Child Development (MWCD) with the rescue of 30,979 children from labor through the National Child Labor Project Scheme. (146; 147; 127)
State Action Plans on Child Labor	Details state governments' activities and programs to eliminate child labor from hazardous industries. Child labor action plans in place in 10 state governments: Andhra Pradesh, Bihar, Gujarat, Jharkhand, Karnataka, Maharashtra, Meghalaya, Orissa, and Tamil Nadu. (148; 149; 150; 151; 152; 153) In 2017, Telangana state approved a State Action Plan for Elimination of Child and Adolescent Labor. (154)
National Policy for Children	Seeks to guide laws, policies, plans, and programs affecting children. Sets out the policy that state governments should take all necessary measures to track, rescue, and rehabilitate child laborers, trafficked children, and other vulnerable children, and to ensure that out-of-school children can access education. (155) During the reporting period, the policy released a National Plan of Action for Children (NPAC) that focuses on four key areas: survival, health, and nutrition; education and development; protection; and participation. (146; 147; 127; 156)

‡ The Government had other policies which may have addressed child labor issues or had an impact on child labor. (157; 158)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including barriers to education encountered by marginalized communities.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
National Child Labor Project (NCLP) Scheme†	MOLE scheme that operates at the district level to identify working children, withdraw them from hazardous work, and provide them with education and vocational training. Sets up and administers NCLP schools, mainstreams children into formal education, and provides them with stipends, meals, and health checkups. (146) Comprises approximately 3,000 NCLP special training centers that accommodate approximately 120,000 children. Through the Grants-in-Aid Scheme, MOLE funds NGOs to set up rehabilitation projects in districts that do not have an NCLP Scheme. (146) In 2017, the government launched PENCIL (Platform for Effective Enforcement of No Child Labor), an online portal that allows government officials, NGOs, and law enforcement to share information and coordinate on child labor cases at the national, state, and local levels in an attempt to improve enforcement of child labor laws and the implementation of the NCLP scheme. (159; 160)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Integrated Child Protection Scheme (ICPS)†	MWCD scheme that provides children in need of protection—including children withdrawn from hazardous work, forced labor, and human trafficking—with food and accommodation in government-run shelters, as well as non-institutional care in foster homes and adoptive families. Provides rehabilitation and reintegration services to rescued children. (147) Through the Welfare of Working Children in Need of Care and Protection program, provides non-formal education and vocational training to street children and working children living in urban areas not covered by NCLP schemes. (147) In 2017, revised to increase allocations. (161)
Childline†	MWCD-funded 24-hour toll-free emergency telephone service for children in distress. Includes Childline India Foundation-operated telephone service in cities across India, which connects children in need of assistance with hospitals, child welfare committees, shelter homes, and police. (147) In 2016–2017, \$6.4 million was granted to fund Childline services in 413 locations. (162)
TrackChild†	MWCD-implemented online portal tracks missing children and facilitates information sharing about missing and vulnerable children among stakeholders, including child protection units, police stations, and Child Welfare Committees. (147; 163) In 2017, established the <i>Khoya-Paya</i> (Lost and Found) website to allow parents and the general public to report and search for missing children. (164; 147)
Central Sector Scheme for Rehabilitation of Bonded Labourers, 2017†	MOLE program, rescues and rehabilitates adult and child bonded laborers. Provides rescued bonded laborers with financial assistance and social protection services. (146) Supports funding of surveys at the district level on the prevalence of bonded labor and the rehabilitation of bonded laborers identified through the surveys. (165; 166) As of September 30, 2017, more than \$14 million provided to state governments for the rehabilitation of 289,222 bonded laborers. (166)
Anti-Human Trafficking Activities†	MWCD-operated anti-human trafficking activities, in collaboration with NGOs and state governments. (147) Supports projects to help reintegrate, rehabilitate, and repatriate human trafficking victims, including children, through the Ujjawala scheme. Also provides short-term housing and rehabilitation services, including vocational training for women and adolescent girls, through the <i>Swadhar Greh</i> scheme. (147)

† Program is funded by the Government of India.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (167; 168; 169; 170)

State governments conduct district-level surveys on bonded labor under the Rehabilitation of Bonded Labor Scheme. However, in surveyed districts, data were not available on the number of victims of bonded labor, including children. (171; 172)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in India (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the types of hazardous work prohibited for children under age 18 are comprehensive, especially in the sectors in which children work in unsafe and unhealthy conditions for long periods of time such as in spinning mills, garment production, carpet making and domestic work.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Collect and publish national-level data on labor law enforcement, including funding, the number of labor inspectors, the number of labor inspections and those conducted at workplaces, the number of violations found and the penalties imposed and collected for child labor law violations.	2014 – 2017
	Create meaningful penalties for employment of children in prohibited child labor to ensure that they effectively deter violations.	2014 – 2017
	Collect and publish national-level data from all state governments on the number of criminal investigations, violations, prosecutions, convictions, and punishments for all crimes involving the worst forms of child labor. Clarify in existing data whether cases reported involve multiple offenders.	2009 – 2017
Coordination	Publish information on activities undertaken by coordinating bodies.	2017
Government Policies	Work with state governments that do not currently have State Action Plans for the elimination of child labor to establish such plans.	2011 – 2017
Social Programs	Penalize education officials who engage in discrimination and harassment of children and reduce barriers to education, in particular those from marginalized communities.	2014 – 2017
	Make data and findings from district-level bonded labor surveys publicly available.	2009 – 2017

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# Indonesia

## MODERATE ADVANCEMENT

In 2017, Indonesia made a moderate advancement in efforts to eliminate the worst forms of child labor. The government ratified the Association of Southeast Asian Nations Convention Against Trafficking in Persons, Especially Women and Children, which enhances human trafficking protections for children. In addition, the Ministry of Manpower removed 18,401 children from street work and garbage scavenging in 7 provinces and 46 regencies.

The Indonesian National Police arrested five administrators of an online child pornography group and cooperated with Interpol and the U.S. Federal Bureau of Investigation to apprehend more of the group's members. However, children in Indonesia engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as the result of human trafficking. Children also perform dangerous tasks in the production of palm oil and tobacco. The Ministry of Manpower lacks the financial resources and personnel necessary to adequately enforce child labor laws throughout the country. The government also failed to enact the Domestic Workers Protection Bill, on which it has been deliberating since 2010; this bill would impose criminal penalties on employers who do not meet minimum labor standards and outline the circumstances under which children ages 15 through 17 could perform non-hazardous domestic work.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Indonesia engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as the result of human trafficking. (1; 2; 3; 4; 5) Children also perform dangerous tasks in the production of palm oil and tobacco. (6; 7; 8; 9; 10; 3; 11) Table 1 provides key indicators on children's work and education in Indonesia. While the government collects national data on working children ages 5 through 14, it does not publish the data.

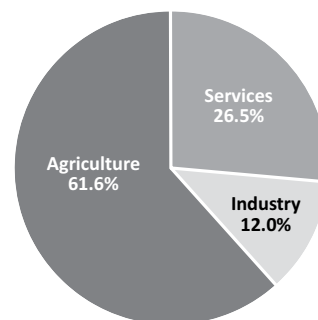
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	3.7 (816,363)
Attending School (%)	10 to 14	92.4
Combining Work and School (%)	10 to 14	2.1
Primary Completion Rate (%)		98.8

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (12)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Labor Force Survey (Sakernas), 2010. (13)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production and harvest used in plantation industries, including palm oil, which includes growing, fertilizing, cutting, spraying, collecting, and loading palm oil fruits (7; 10; 8; 1; 14)
	Planting, watering, harvesting, and applying fertilizer to tobacco (6; 9; 15; 3)
	Production of rubber†, including tapping trees and using acid† to thicken latex (8; 3; 16; 17)
	Fishing, including on fishing vessels, in processing facilities, and on offshore platforms† (18; 19; 3; 20; 21)
Industry	Mining,† including gold and tin (22; 23; 24; 25; 26; 3; 16; 21)
	Construction,† activities unknown (3; 21)
	Production of footwear, including sandals (16; 3)
	Production of bricks, tile, furniture, and textiles (27)
	Manufacturing pyrotechnics† (28; 3; 29; 30)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Street work, activities unknown (8; 31)
	Driving buses (32)
	Garbage scavenging† (33; 34; 35)
	Horse jockeying (36; 37; 38)
	Domestic work (8; 39; 40; 3)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including forced begging and the sale, production, and trafficking of drugs, each sometimes as a result of human trafficking (41; 42; 43; 44; 3)
	Domestic work and fishing, sometimes as a result of human trafficking (2; 3; 16; 20)
	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking (8; 41; 3; 45; 2)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children, mostly girls, are subjected to forced domestic work and commercial sexual exploitation abroad, primarily in Malaysia, Taiwan, and the Middle East; within the country, children are also subjected to forced domestic work and commercial sexual exploitation, particularly in Batam, Jakarta, Bali, Bandung, Bogor, Surabaya, and Medan. Research suggests between 70,000 to 80,000 children in Indonesia work in the commercial sex trade. (8; 46; 3; 2; 47)







Children work in tobacco farming, especially in the provinces of East Java, Central Java, and West Nusa Tenggara, which exposes them to pesticides, long hours of work, and extreme heat. (6; 3; 48; 11; 49) Children also work on palm oil plantations tending the nursery, collecting fallen palm fruitlets, and spraying toxic herbicides to help adult laborers meet their quotas and earn premium pay. (50; 51; 52; 3; 7)

Although the National Education Law mandates free education, Embassy research indicates that schools impose additional fees on students to cover school activities. The added expense may hinder student’s ability to attend school. (3)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Indonesia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Indonesia’s legal framework to adequately protect child domestic workers.

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**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 69 of the Manpower Act; Law on the Ratification of ILO C. 138 (53; 54)
Minimum Age for Hazardous Work	Yes	18	Article 74 of the Manpower Act; Article 2 of Ministerial Decree No. 235 (55; 54)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Annex F of Ministerial Decree No. 235: Jobs that Jeopardize the Health, Safety, or Morals of Children (55)
Prohibition of Forced Labor	Yes		Article 74 of the Manpower Act; Articles 1–6 and 17 of the Law on the Eradication of the Criminal Act of Trafficking in Persons; Article 83 of the Law on Child Protection (54; 56; 57)
Prohibition of Child Trafficking	Yes		Article 83 of the Law on Child Protection; Articles 1–6 and 17 of the Law on the Eradication of the Criminal Act of Trafficking in Persons (56; 57)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 74 of the Manpower Act; Articles 81–82 of the Law on Child Protection; Article 297 of the Penal Code; Section 3 of the Law on the Ratification of the Rights of the Child Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography; Articles 4–12 and 37 of Law on Anti-Pornography (27; 54; 57; 58; 59; 60; 61)
Prohibition of Using Children in Illicit Activities	Yes		Article 74 of the Manpower Act; Articles 67, 78, and 89 of the Law on Child Protection (54; 57)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 28 of Law No. 34/2004 on the Indonesian National Armed Forces (62)
State Voluntary	Yes	18	Article 28 of Law No. 34/2004 on the Indonesian National Armed Forces (62)
Non-state	Yes	18	Article 3(d) of Law No. 9/2012 on Ratifying the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict (63)
Compulsory Education Age	Yes	15	Article 48 of the Law on Child Protection; Articles 6 and 34 of the Act on the National Education System (57; 64)
Free Public Education	Yes		Article 34 of the Act on the National Education System (64)

In October 2017, the government ratified the Association of Southeast Asian Nations (ASEAN) Convention Against Trafficking in Persons, Especially Women and Children. This complements national legislation and enhances human trafficking protections by criminalizing human trafficking related offenses, and empowering law enforcement agencies in Indonesia to seize and foreclose assets of human trafficking suspects and to collaborate with law enforcement agencies in other ASEAN countries. (47)

The government has yet to pass the draft Domestic Workers Protection Bill, which outlines the circumstances under which children ages 15 through 17 can perform non-hazardous domestic work, including requiring the parent's permission to execute the employment contract and prohibiting work at night; (65; 66; 67; 68; 69; 70) While the government issued Ministerial Regulation No. 2/2015, which raised the minimum age of domestic workers to 18, criminal penalties are not imposed because the regulation is not law. The regulation allows designated neighborhood chiefs to supervise the working conditions of domestic workers in private residences. (71; 69; 72)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Manpower (MOM) that may hinder adequate enforcement of their child labor laws.



**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Manpower (MOM) Directorate General of Labor Development and Supervision and Directorate of Norms Supervision of Women and Child Workers	Provide information to employers on child labor laws and regulations, and work with law enforcement officials to prosecute child labor violators. (59; 73) Refer children found during inspections to the local Women's Empowerment and Family Planning Body or to the Integrated Service Center for Empowering Women and Children for appropriate social services. (3) In the case of the Directorate of Norms Supervision of Women and Child Workers, receive complaints of child labor by telephone, fax, or email. (3)
National Police, Including Women and Children's Service Unit	Conduct inspections and raids and make arrests in response to crimes, including those related to the worst forms of child labor. (74; 41)
Ministry of Women Empowerment and Child Protection	Coordinate the provision of social services to children, including those involved in child labor. In cooperation with Ministry of Communications, operate a children's helpline in 20 provinces to receive complaints on child protection. (3)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Indonesia took actions to combat child labor (Table 6). However, gaps exist within the operation of the MOM that may hinder adequate labor law enforcement, including an insufficient number of labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1,700,000 (75)	\$2,100,000 (3)
Number of Labor Inspectors	1,893 (75)	1,987 (3)
Inspectorate Authorized to Assess Penalties	Yes (75)	Yes (3)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (75)	Yes (3)
Training on New Laws Related to Child Labor	Yes (75)	N/A (3)
Refresher Courses Provided	No (75)	Yes (3)
Number of Labor Inspections Conducted	20,000 (75)	22,000 (3)
Number Conducted at Worksites	20,000 (75)	22,000 (3)
Number of Child Labor Violations Found	N/A (75)	0 (3)
Number of Child Labor Violations for Which Penalties were Imposed	0 (75)	0 (3)
Number of Child Labor Penalties Imposed that were Collected	0 (75)	0 (3)
Routine Inspections Conducted	Yes (75)	Yes (3)
Routine Inspections Targeted	Yes (75)	Yes (3)
Unannounced Inspections Permitted	Yes (75)	Yes (3)
Unannounced Inspections Conducted	Yes (75)	Yes (3)
Complaint Mechanism Exists	Yes (75)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (75)	Yes (3)

In 2017, MOM inspectors rescued 18,401 children from street work or garbage scavenging in 7 provinces and 46 regencies, and worked with the Ministry of Education and Culture, Ministry of Religious Affairs, and the Ministry of Social Affairs to encourage the parents of these children to enroll them in school. (3; 71) Inspectors have the authority to conduct unannounced inspections in the formal sector; however, they are prohibited from inspecting private farms and homes where the vast majority of child labor occurs. (6; 76; 3) Despite this prohibition, the Ministry of Women's Empowerment and Child Protection will respond to reports of child labor in the informal sector. (77)

The number of labor inspectors is likely insufficient for the size of Indonesia's workforce, which includes approximately 126 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in less developed economies, Indonesia would employ about 8,407 labor inspectors. (78; 79; 80; 3; 81) Research suggests that the

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number of inspections conducted by each inspector was insufficient during the reporting period because of an insufficient number of inspectors, coordination challenges, transfer of the labor inspection system from the national government to the provincial government, and lack of sufficient resources—such as office facilities and fuel for transportation—to carry out inspections. (3)

The MOM employed an additional 94 inspectors during the reporting period; however only 30 new inspectors received training on laws related to the worst forms of child labor. The MOM provided refresher training for 900 existing labor inspectors. (14) Due to an insufficient number of inspectors, the MOM continued to employ community-based monitors and neighborhood chiefs to report incidences of domestic child labor. (3)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Indonesia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (3)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (75)	N/A (3)
Refresher Courses Provided	Unknown	Yes (3)
Number of Investigations	120 (75)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (75)	Yes (3)

In 2017, the Indonesian Commission on Child Protection recorded 514 cases involving children in pornography and cybercrime. The Indonesian National Police arrested five administrators of an online child pornography group and cooperated with Interpol and the U.S. Federal Bureau of Investigation to apprehend more of the group's members. (3; 82; 45; 77) In addition, the National Anti-Trafficking Taskforce investigated 91 cases of child trafficking, and the Indonesian National Police conducted training on human trafficking of both adults and children for 200 law enforcement personnel, including police investigators, prosecutors, and judges. (3; 77) While criminal law enforcement personnel received training on human trafficking laws that covered children, research suggests that training on current child labor-specific regulations was inadequate. (3)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including funding for child labor committees.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Provincial-Level and District-Level Regional Action Committees	Coordinate and monitor policy and program efforts and develop action plans to eliminate the worst forms of child labor at the local level. (83) Indonesia has provincial-level task forces in all 34 provinces and 192 district-level committees. (84)
National Task Force to Combat Trafficking in Persons	Coordinate anti-trafficking efforts across 21 ministries and government agencies, including efforts to combat child trafficking. (85) Chaired by the Coordinating Ministry of Human Development and Culture, with task force meetings organized by the Ministry of Women Empowerment and Child Protection. (84) Provide vocational training and scholarships to school-aged children to reduce susceptibility to trafficking. (86)
Provincial and District Task Forces for the Prevention and Handling of Human Trafficking	Coordinate prevention and anti-trafficking efforts at the local level. (86) Commonly chaired by the local Integrated Service Center for Women and Children or the local Office of Social Affairs. Operates in all 34 provinces and 191 out of 438 districts. (47)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Sub-Task Force on the Prevention of Child Participation in Trafficking in Persons	Organize regular coordination meetings, provide technical trainings on human trafficking for government officials, and produce publications on the prevention of trafficking in persons. (69) Chaired by the Ministry of Education and Culture Director for Early Childhood, Nonformal, and Informal Education. (85)
Indonesian Child Protection Commission	Monitor the implementation of the Child Protection Law and child protection policies and provides recommendations on the framework of child protection to the President of Indonesia. (87; 57)

The National Task Force to Combat Trafficking in Persons notes that some Provincial and District Task Forces lack sufficient funding and fail to incorporate its recommendations into their plans of action to adequately guide efforts to eliminate the trafficking of women and children. (86; 27) These recommendations include empowering community activists to organize public awareness campaigns and conduct technical trainings to educate communities in provinces that are vulnerable to human trafficking; integrating and aligning human trafficking programs with other government programs to improve government efforts to combat human trafficking and avoid duplication; supporting cross-sectoral offices to establish the Internet for Children Program; and supporting the Ministry of Social Affairs and Ministry of Health's agreement on rehabilitation programs for human trafficking victims. (69)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan (NAP) for the Elimination of the Worst Forms of Child Labor (2002–2022)	Provides a policy framework for the elimination of child labor. (74; 88; 89; 90) Specific activities include improving data collection on the worst forms of child labor, increasing awareness-raising and advocacy efforts, and formulating regulations and policies to prohibit the worst forms of child labor. (91) In 2017, the MOM and other government agencies worked with provincial and district governments to provide assistance to local governments in implementing regulations and legislation that align with the Roadmap Toward a Child Labor-Free Indonesia. (3)
National Action Plan on Preventing Trafficking in Persons (2015–2019)	Guides the work of the National Task Force to Combat Trafficking in Persons. Aims to improve health and social rehabilitation services and repatriation and social reintegration services for human trafficking victims, update anti-human trafficking regulations, and strengthen the investigation of human trafficking cases and the prosecution of perpetrators. Enhances coordination among task force members and between national and international stakeholders. (92)
Roadmap Toward a Child Labor-Free Indonesia in 2022 (2014–2022)	Supports implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labor. Aims to mainstream the elimination of the worst forms of child labor into relevant national policies; strengthen coordination between stakeholders at the national, provincial, and district levels; and enhance the capacity of stakeholders to eradicate child labor. (85; 93) Key feature is the establishment of Child-Labor-Free Industrial Zones, which has removed 98,564 child laborers from work between 2008 and 2017. (3) In 2017, removed 18,401 children engaged in child labor. (69)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including education-related fees for children in school.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
USDOL-Funded Projects	USDOL projects aim to build the capacity of the government, 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, strengthen legal protections and social services delivery for child domestic workers, and build capacity of domestic worker organizations to address child domestic work. PROMOTE: Decent Work for Domestic Workers to End Child Domestic Labor (2012–2017), \$5 million project implemented by ILO-IPEC; Global Action Program on Child Labor Issues, implemented by the ILO in approximately 40 countries; and Building a Generation of Safe and Healthy Workers: Safe and Healthy Youth, implemented by the ILO with Indonesia as one of the countries. (94; 95; 96) Additional information is available on the USDOL website.

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**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Child Trafficking Services†	MOSA and other government agency program that provides social rehabilitation and shelter services for child victims of trafficking. (97; 98)
West Java and Bandung Municipality Street Children Program†	West Java provincial government and municipality of Bandung programs to assist street children. (88)
Cash Transfer Programs†	Government programs that aim to provide conditional cash transfers to help with education and health expenses to vulnerable groups, including street children, abandoned children and infants, children facing criminal charges, children with disabilities, the poorest families, and child laborers who dropped out of school. Smart Indonesia Program; Unconditional Cash Transfer Program ( <i>Bantuan Langsung Semetara Masyarakat</i> ); Child Social Welfare Program ( <i>Program Kesejahteraan Sosial Anak</i> ); Family Welfare Card ( <i>Kartu Keluarga Sejahtera</i> ); Family Hope Program ( <i>Program Keluarga Harapan</i> ); and Social Protection Cards ( <i>Kartu Perlindungan</i> ). (75; 85; 99; 100; 3)
Block Grants for Schools ( <i>Bantuan Operasional Sekolah</i> )†	Government block grant program that compensates schools for the loss of income from waiving school fees for poor and vulnerable children in primary, junior secondary, and senior high schools. (101; 3)
Minimum Service Standards of Basic Education Program	Aims to improve access to quality public education by limiting the distance of primary and junior secondary schools from children's households, by specifying minimum teacher-student ratios, and identifying minimum teacher education qualifications. (102)
Community Learning Centers†	Government program that aims to provide education for the children of palm oil workers. (47) In 2017, established 5 additional centers along the Indonesian and Malaysian border in Sabah and Sarawak, for a total of 255 centers. (47; 69)

† Program is funded by the Government of Indonesia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (3; 99)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Indonesia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Pass the Domestic Workers Protection Bill that would protect child domestic workers ages 15 through 17.	2016 – 2017
Enforcement	Significantly increase the number of labor inspectors to meet the ILO's technical advice to provide adequate coverage of the workforce and provide sufficient funds for labor inspections.	2010 – 2017
	Institutionalize training for labor inspectors on laws and enforcement of laws related to child labor and/or hazardous child labor.	2017
	Publish criminal enforcement information, including the number of investigations conducted, the number of violations found, the number of prosecutions initiated, and the number of convictions for crimes relating to the worst forms of child labor.	2009 – 2017
	Ensure that all criminal law enforcement personnel receive training on child labor regulations.	2017
Coordination	Sufficiently fund provincial and district task forces and require them to incorporate the recommendations of the National Task Force to Combat Trafficking in Persons into their plans of action on the elimination of trafficking of women and children.	2016 – 2017
Social Programs	Publish data on child laborers ages 5 through 14.	2016 – 2017
	Enhance efforts to eliminate barriers to education, including by removing school-related fees.	2016 – 2017
	Conduct research to determine the types of activities carried out by children working in construction and street work to inform policies and programs.	2014 – 2017

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# Iraq

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

*In 2017, Iraq made a minimal advancement in efforts to eliminate the worst forms of child labor. Iraq is receiving this assessment because it continued practices that delayed advancement in eliminating the worst forms of child labor, specifically the recruitment of child soldiers.*

*In 2017, armed groups engaged in combat against ISIS, including units of the Popular Mobilization Forces (PMF), which were affiliated with the Iraqi security services, recruited and used children. The government supported the reopening of 100 schools in west Mosul, serving 75,000 students, and provided additional educational opportunities for Syrian refugee children, as a result of which the number of out-of-school Syrian children dropped by over 50,000.*

*Moreover, the government adopted a new policy to address child labor, including through educational and social services, and re-opened a shelter for victims of human trafficking. Despite these efforts, children in Iraq engage in other worst forms of child labor, including forced begging and commercial sexual exploitation, each sometimes as a result of human trafficking. Labor law enforcement suffers from an insufficient number of labor inspectors and a lack of funding for inspections, authority to assess penalties, and labor inspector training. The government also continues to lack programs that focus on assisting children involved in the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Iraq engage in the worst forms of child labor, including in armed conflict and commercial sexual exploitation, each sometimes as a result of human trafficking. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Iraq.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	5.3 (454,330)
Attending School (%)	5 to 14	75.0
Combining Work and School (%)	7 to 14	4.2
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming (8; 9; 1)
	Herding livestock (8; 9)
	Fishing, activities unknown (8; 1)
Industry	Construction (9; 1)
	Making bricks (10; 11; 12; 13; 1)
	Working in factories, including glass, household cleaners, paint, steel, and plastic recycling factories (14; 10; 11; 15)
	Working in carpentry workshops (9; 16)
Services	Street work, including selling goods, pushing carts, cleaning cars, and begging (8; 11; 13; 15; 17; 18; 19)
	Working at gas stations† and auto repair shops (8; 12; 20; 21; 22)
	Working in landfills, scavenging and collecting garbage† (8; 11; 12; 13; 15; 17)
	Domestic work (8; 9)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Working in hotels, restaurants, and cafes (9; 22)
	Working at cemeteries, including digging graves and selling items (13; 23)
	Voluntarily recruited children used in hostilities by state armed groups (1)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Recruitment of children by non-state armed groups for use in armed conflict (2; 1)
	Use in illicit activities, including drug trafficking, as a result of human trafficking (24; 3)
	Domestic work as a result of human trafficking (25; 3; 26; 27)
	Forced begging, sometimes as a result of human trafficking (3; 1)
	Commercial sexual exploitation, sometimes as a result of human trafficking (11; 13; 25; 28; 29; 4; 5)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The UN reported that Popular Mobilization Forces (PMF) units recruited and used children in militia activities and manning checkpoints or providing support at checkpoints. (1; 2) A 2016 law had formalized the status of the Popular Mobilization Committee (PMC), an umbrella organization for the PMF, within the Iraqi state structure. In early 2018, the Prime Minister issued an order further incorporating the PMC into the Iraqi defense forces. (30) Despite the formal incorporation of the PMF into the security services, the government struggled to assert control over all PMF units. (31) Research did not find evidence that the Iraqi Army and the Iraqi Police used children in armed conflict. (32)

ISIS recruited children, including girls, and used them in combat operations, for example as suicide bombers and human shields. (1; 2) ISIS also continued to use children in its propaganda materials online. (2) Armed groups, including Sunni tribal forces, Yezidi Resistance Forces, Yezidi Women’s Protection Units (YPJ), and the Kurdistan Workers’ Party (PKK), which were outside the Iraqi Government’s control and were engaged in combat against ISIS, also recruited and used children. (1; 2) In Kirkuk, a militia group also provided a voluntary, 3-month training for 100 Shia Turkmen boys ages 15 and older on how to participate in combat. (31)

ISIS fighters subjected girls, primarily from the Yezidi community but also from other ethnic and religious groups, to sexual slavery, forced marriages, or forced domestic work in Iraq, Syria, and Turkey. (33; 34; 35; 3; 4; 5; 31) Throughout the country, some girls were subjected to commercial sexual exploitation through temporary marriages. (3) This practice involves a dowry paid to the girl’s family and an agreement to dissolve the marriage after a predetermined length of time. (36) ISIS sold boys who they considered too young or too weak to engage in armed conflict into forced domestic work. (26; 27) Limited evidence points to trafficking of girls from Iran into the Iraqi Kurdistan Region for commercial sexual exploitation. Some officials of the Kurdistan Regional Government (KRG) were involved in the trafficking of Syrian refugee girls for commercial sexual exploitation. (37; 3) Child laborers were also exposed to sexual violence and abuse. (13)




Children faced numerous barriers to accessing education, including attacks on schools and specific targeting of teachers and school personnel. Other barriers included the lack of schools nearby, the use of schools as shelters by internally displaced persons (IDPs) and as detention centers by ISIS, costs of transportation and school supplies, lack of sufficient educational facilities, and IDPs’ and refugees’ lack of identification documents. (13; 25; 38; 39; 1) Many children, especially girls, dropped out of school in Mosul, Iraq’s second-largest city, when ISIS occupied it in 2014. ISIS closed schools and used the school curriculum to indoctrinate and recruit child soldiers, by normalizing violence. (18; 40; 41; 42) Despite the reopening of many schools, approximately 1.2 million children throughout Iraq remained out of school as of October 2017. (43) While estimates vary, at least 10,000 Syrian refugee children were out of formal and informal education in 2017. (44; 45) For these refugees, the majority of whom live in the Kurdistan Region, access to education was limited because of security concerns, school-related costs such as transportation and uniforms, and language issues, because most classes in the Kurdistan Region are taught in Kurdish rather than Arabic. (46)

As of December 2017, more than 2.2 million people were internally displaced, including 1.3 million children, and approximately 3.2 million people had recently returned to newly accessible areas, many of whom found their homes and schools damaged or destroyed. (47)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Iraq has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Iraq's legal framework to adequately protect children from child labor, including the prohibition of child trafficking.

**Table 4. Laws and Regulations on Child Labor**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Iraq	Yes	15	Article 7 of the 2015 Labor Law (48)
	Kurdistan Region	Yes	15	Article 90.1 of the 1987 Labor Law (49)
Minimum Age for Hazardous Work	Iraq	Yes	18	Article 95 of the 2015 Labor Law (48)
	Kurdistan Region	Yes	18	Articles 90.2 and 91.1 of the 1987 Labor Law (49)
Identification of Hazardous Occupations or Activities Prohibited for Children	Iraq	Yes		Articles 95 and 98 of the 2015 Labor Law; Ministry of Labor's Instruction 19 of 1987 (48; 50)
	Kurdistan Region	Yes		Article 91.2 of the 1987 Labor Law; Ministry of Labor's Instruction 19 of 1987 (49; 50)
Prohibition of Forced Labor	Iraq	Yes		Article 9 of the 2015 Labor Law; Articles 1 and 6 of the Law to Combat Human Trafficking (48; 51)
	Kurdistan Region	Yes		Articles 91.3(a), 91.4, and 97 of the 1987 Labor Law (49)
Prohibition of Child Trafficking	Iraq	No		Articles 1 and 6 of the Law to Combat Human Trafficking (51)
	Kurdistan Region	No		Articles 91.3(a), 91.4, and 97 of the 1987 Labor Law (49)
Prohibition of Commercial Sexual Exploitation of Children	Iraq	Yes		Articles 399 and 403 of the Penal Code (52)
	Kurdistan Region	Yes		Articles 91.3(b), 91.4, and 97 of the 1987 Labor Law (49)
Prohibition of Using Children in Illicit Activities	Iraq	No		
	Kurdistan Region	Yes		Articles 91.3(c), 91.4, and 97 of the 1987 Labor Law (49)
Prohibition of Military Recruitment				
State Compulsory	Iraq and Kurdistan Region	N/A*		
State Voluntary	Iraq and Kurdistan Region	Yes	18	Section 6(2) of the CPA Order 22 (53)
Non-state	Iraq and Kurdistan Region	No		
Compulsory Education Age	Iraq	No	12‡	Articles 8.1.1 and 11.1 of the Education Law; Article 1.3 of the Law on Compulsory Education (54; 55)
	Kurdistan Region	Yes	15	Articles 6 and 10 of the Kurdistan Regional Government Ministry of Education Law (56)



**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Free Public Education	Iraq	Yes		Article 34.2 of the Constitution; Article 9 of the Education Law (54; 57)
	Kurdistan Region	Yes		Article 10 of the Kurdistan Regional Government Ministry of Education Law (56)

\* No conscription (53)

‡ Age calculated based on available information

In Iraq, Article 1 of the Law to Combat Human Trafficking requires force or coercion to be present as an element of the crime of child trafficking, which is inconsistent with international standards, including Article 3 of the Palermo Protocol. (51) The Iraqi Kurdistan Parliament must endorse laws passed by the Government of Iraq after 1991 for such laws to enter into force in the Iraqi Kurdistan Region, which comprises the provinces of Dohuk, Erbil, and Sulaimaniya. (58; 31) The Iraqi Kurdistan Parliament has not endorsed the Iraqi Law to Combat Human Trafficking, and the only law in effect in the Kurdistan region prohibiting trafficking, the 1987 Labor Law, mentions child trafficking but does not prohibit the necessary elements of a child trafficking crime. (31; 49)

Moreover, in Iraq, the provisions of the 2015 Labor Law protecting children from hazardous work do not apply to children ages 15 to 17 working in family businesses under the authority of family members. (48)

Under the Iraqi Education Law and under the Law on Compulsory Education, children are required to attend primary school for 6 years, which is typically up to age 12. (54; 55; 59) This standard makes children ages 12 to 15 particularly vulnerable to child labor, because they are not required to be in school, yet they are not legally permitted to work.

In 2016, the Council of Ministers directed the Ministry of Justice to draft an amendment to the Education Law that would extend compulsory education through secondary school. (60) In the same year, the Ministry of Labor and Social Affairs (MOLSA) and the KRG Ministry of Labor and Social Affairs discussed a draft child protection law that includes provisions on child labor. (14) Neither of the two drafts was adopted into law in 2017. (1)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of MOLSA that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Affairs (MOLSA)	Enforce child labor laws and regulations through its Child Labor Unit. Conduct research on child labor through its Childhood Welfare Authority. (20) Receive complaints of child labor cases. (14)
Kurdistan Regional Government (KRG) Ministry of Labor and Social Affairs	Enforce child labor laws and regulations in the Iraqi Kurdistan Region. KRG Ministry of Interior's police units play a supporting role in the daily activities of the Ministry. (20)
Ministry of Interior	Enforce criminal laws on the worst forms of child labor. Collaborate with MOLSA, the Iraqi Industries Federation, and the Confederation of Trade Unions to conduct inspection campaigns. (20) Maintain a hotline for victims of human trafficking that is routed directly to the Ministry's Anti-Trafficking Department. (20)
KRG Ministry of Interior	Investigate cases of commercial sexual exploitation and human trafficking. (14)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Iraq took actions to combat child labor (Table 6). However, gaps exist within the authority and operations of MOLSA that may hinder adequate labor law enforcement, including an insufficient number of labor inspectors, and lack of funding for inspections, authority to assess penalties, and labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (14)	Unknown* (1)
Number of Labor Inspectors	120 (14)	98 (1)
Inspectorate Authorized to Assess Penalties	No (48)	No (48)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (60)	No (1)
Training on New Laws Related to Child Labor	Unknown (14)	N/A
Refresher Courses Provided	No (60)	No (1)
Number of Labor Inspections Conducted	Unknown (61)	9,129 (1)
Number Conducted at Worksites	1,076 (60)	Unknown (1)
Number of Child Labor Violations Found	325 (60)	0 (1)
Number of Child Labor Violations for Which Penalties were Imposed	229 (60)	N/A
Number of Child Labor Penalties Imposed that were Collected	Unknown	N/A
Routine Inspections Conducted	Yes (14)	Yes (1)
Routine Inspections Targeted	Yes (14)	Yes (1)
Unannounced Inspections Permitted	Yes (48)	Yes (1)
Unannounced Inspections Conducted	Unknown* (14)	Unknown* (1)
Complaint Mechanism Exists	Yes (14)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (14)	Yes (1)

\* The government does not publish this information.

In 2017, research did not find information about the funding of MOLSA. However, in 2016, officials had stated that their funding was limited. (20) In 2015, insufficient transportation and fuel hampered MOLSA's capacity to enforce child labor laws. (20) The number of labor inspectors is likely insufficient for the size of Iraq's workforce, which includes over 8.9 million workers. (62) According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Iraq would employ about 593 labor inspectors. (63; 64) MOLSA carried out joint inspections with the Ministry of Education and reported a total number of 9,129 inspections. (1)

In 2017, the KRG Ministry of Labor and Social Affairs did not have budgetary allocations for inspections, did not provide child labor training to inspectors, and its 60 labor inspectors did not carry out inspections. (1)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Iraq took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators and prosecution planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (14)	No (1)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (14)	No (1)
Refresher Courses Provided	Unknown (14)	No (1)
Number of Investigations	Unknown (14)	Unknown (1)
Number of Violations Found	Unknown (14)	0 (1)
Number of Prosecutions Initiated	Unknown (14)	0 (1)
Number of Convictions	Unknown (14)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (14)	Yes (1)

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

In 2017, neither the Government of Iraq nor the KRG provided training for criminal investigators. (1) KRG officials stated that courts could refer cases of the worst forms of child labor to the KRG Ministry of Labor and Social Affairs. (14) Research did not uncover other information on criminal law enforcement, including in the Iraqi Kurdistan Region.

Some child victims of human trafficking and forced labor were prosecuted for acts committed while being trafficked and underwent deportation proceedings. (3; 34) In August 2017, the Government of Iraq and KRG officials held about 1,000 children in custody due to suspected family affiliation with ISIS members. (65; 2) Lack of sufficient coordination among judicial authorities and security forces across governorates led to re-arrests of some children previously cleared of charges. (32)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies to effectively process cases of children suspected of having ties with ISIS.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-ministerial Committee on Child Labor	Coordinate overall government efforts to combat child labor, research policies regarding child labor, and design and manage projects. Members included representatives from MOLSA and four other ministries. (20) Research was unable to determine whether the Inter-ministerial Committee on Child Labor was active during the reporting period.
Joint Committee on Street Children	Coordinate the implementation of measures for removing and rehabilitating street children. Members include MOLSA and the Ministry of Interior. (66) Research was unable to determine whether the Joint Committee on Street Children was active during the reporting period.
Central Committee to Combat Trafficking in Persons	Oversee implementation of the Law to Combat Human Trafficking and serve as the national coordinating body on trafficking in persons. Led by the Ministry of Interior, also includes representatives from five ministries, the KRG Ministry of Interior, and two other state entities. (14; 20) In 2017, the Committee met five times and its members traveled to recently liberated areas to interview internally displaced persons regarding human trafficking. (32) However, due to lack of sufficient coordination between judicial authorities and security forces, some children who were suspected of affiliation with ISIS, cleared of allegations, and released from custody were sometimes re-arrested for the same allegations. (32)
KRG High Commission on Child Labor	Coordinate interagency policies on child labor. Chaired by the KRG Ministry of Labor and Social Affairs. Members include representatives from five other KRG ministries. (14) Research was unable to determine whether the KRG High Commission on Child Labor was active during the reporting period.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including coverage of all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Child Protection Policy (2017–2022) <sup>†</sup>	Provides a holistic approach to addressing children’s needs, including ameliorating the child labor situation in the country, through prevention, protection, and rehabilitation programs such as a poverty alleviation initiative, and educational and mental health services. (1; 67) Includes a component to provide rehabilitation and reintegration activities for children previously engaged in armed conflict, as well as children who experienced trauma during the period of ISIS occupation. (31)

<sup>†</sup> Policy was approved during the reporting period.

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating child labor (Table 10). However, gaps exist in these social programs, including services to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Informal Education†	Government-supported informal education systems, including evening school programs and the fast education mode that encourages children ages 12 to 18 who have dropped out of school to continue their education. (66) Research was unable to determine what steps were taken in 2017 to implement this program.
Conditional Subsidies Program†	Provides assistance to low-income families for children to stay in school and out of the workforce. (14) This program was not active in 2017 but resumed activities in 2018. (31)
Shelters for Human Trafficking Victims†	MOLSA-operated shelter in Baghdad for human trafficking victims, including children involved in the worst forms of child labor; other facilities are in Basrah, Kirkuk, and Ninewa provinces. (68) The government addressed security concerns, and the Baghdad shelter reopened in August 2017. (1) During the reporting period, the Ministry of Interior referred five children to the shelter, but it is unclear whether the children used it. (32)

† Program is funded by the Government of Iraq.

In 2017, the government, in cooperation with UNICEF, reopened 100 schools in west Mosul, serving 75,000 students. (43) Likewise, in east Mosul, 437 schools were reopened, resulting in 45,000 children returning to school. (40) The KRG, in cooperation with UNHCR and partners, announced that children successfully enrolled in non-formal education programs would be eligible to be reintegrated into the formal education system. Also, Syrian refugee children enrolling in first grade became eligible to enroll in local schools that used Kurdish as the language of instruction. (69) As a result of these efforts, the number of Syrian refugee children who did not attend formal and non-formal education programs decreased, from 61,000 in 2016 to 10,000 in 2017. (70; 45)

In 2016, the government drafted a plan to rehabilitate and integrate children liberated from ISIS, including child soldiers, back into their communities. In May 2017, the Council of Ministers approved the plan and allocated a budget of approximately \$8.4 million for its implementation. (60) Nevertheless, the funds were not disbursed and the program was not launched. (71)

Research found no evidence of specific active programs to demobilize and reintegrate child soldiers or programs to support children engaged in commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Iraq (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the laws comprehensively prohibit child trafficking in all parts of Iraq, including the Kurdistan Region, and do not require force or coercion for its application, in accordance with international standards.	2015 – 2017
	Ensure that hazardous work protections apply to all children, including children working in family businesses under the authority of family members.	2016 – 2017
	Ensure that the law in Iraq criminally prohibits the use of children in illicit activities, including in the production and trafficking of drugs.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2013 – 2017
	Increase the age of compulsory schooling in Iraq to at least age 15, the minimum age for work.	2009 – 2017
Enforcement	Publish information on the funding of the Labor Inspectorate and whether unannounced inspections were conducted.	2011 – 2017
	Authorize the Inspectorate to assess penalties.	2017
	Ensure that labor inspectors and criminal investigators receive training courses on child labor.	2016 – 2017
	Increase the number of labor inspectors to meet the ILO technical advice and ensure adequate funding to effectively enforce legal protections against child labor, including its worst forms.	2011 – 2017
	Ensure that labor inspectors in the Kurdistan Region receive funding and training on child labor to conduct labor inspections.	2016 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that children under age 18 cannot join armed groups affiliated with the Popular Mobilization Forces to engage in combat.	2016 – 2017
	Ensure that criminal investigators carry out investigations to find violations, and that the government prosecutes violators.	2013 – 2017
	Publish information on criminal law enforcement on the worst forms of child labor in the Kurdistan Region.	2013 – 2017
	Ensure that child victims of human trafficking are not prosecuted.	2015 – 2017
Coordination	Ensure all coordinating bodies are able to carry out their intended mandates.	2017
	Through enhanced coordination among government agencies, ensure that children previously cleared of charges related to armed conflict are not at risk of re-arrest and re-prosecution.	2017
Social Programs	Ensure that children are discouraged from enlisting in armed groups and receiving military training.	2015 – 2017
	Ensure that universal access to education is consistent with international standards, including for refugee and internally displaced children.	2013 – 2017
	Implement programs to address child labor in relevant sectors in Iraq, such as commercial sexual exploitation, and demobilize and reintegrate children engaged in armed groups.	2009 – 2017

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In 2017, Jamaica made moderate advancement in efforts to eliminate the worst forms of child labor. The government passed the National Identification System law that requires all citizens to receive a national identification card, allowing children without birth certificates to have identification documents. The Anti-Trafficking in Persons Unit collaborated with the Jamaica Fire Brigade to close establishments suspected of facilitating commercial sexual exploitation of children by finding and enforcing fire code violations. Additionally, the government expanded the Program for Advancement through Health and Education to serve 297,135 participants, increased free weekly school meals from 3 to 5, and offered transportation assistance to students. However, children engage in the worst forms of child labor, including commercial sexual exploitation, and illicit activities. Although the government has laws prohibiting the use of children in some illicit activities, it does not provide higher penalties for using, procuring, or offering children for the production and distribution of drugs compared to those for using adults. In addition, programs to combat child labor are insufficient to address the country's child labor problem.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Jamaica engage in the worst forms of child labor, including commercial sexual exploitation and illicit activities. (1; 2) Table 1 provides key indicators on children's work and education in Jamaica.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	6.2 (30,111)
Attending School (%)	5 to 14	98.9
Combining Work and School (%)	7 to 14	7.2
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. Understanding Children's Work Project's analysis of statistics from Jamaica Youth Activity Survey, 2016. (3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

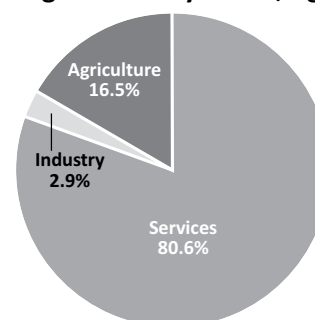
**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (4; 1)
	Fishing, activities unknown (5; 1)
Services	Garbage scavenging, collecting scrap metal (6; 1)
	Working in gardens, shops, and markets (5; 7; 1; 8)
	Domestic work (6; 9; 1; 2; 10; 11; 8)
	Street work, including peddling goods and services, begging, <sup>†</sup> and vending (1; 11; 12)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (5; 4; 1; 2; 11; 13)
	Forced labor in domestic work (2)
	Use in Illicit activities, including executing financial scams and serving as drugs and guns couriers (6; 14; 1; 15; 11; 8; 13; 16)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

**Figure 1. Working Children by Sector, Ages 5-14**



Jamaica is a destination and source country for commercial sexual exploitation of children. Jamaican children are trafficked for commercial sexual exploitation and forced labor to countries including the United States, the United Kingdom, and Canada. (2)

# Jamaica

## MODERATE ADVANCEMENT







Sources indicate that children, sometimes at the behest of parents or criminal leaders referred to as “dons,” are forced into commercial sexual exploitation. (1) Children also continue to be recruited by criminal organizations to engage in illicit activities, such as gang violence, guns and drug smuggling, and financial fraud, including lottery scamming. (1; 13; 16) Child domestic workers may be subjected to domestic servitude, and some children are subjected to forced begging. Many children are reported missing in Jamaica; some of these children may be subjected to forced labor. (17)

Although the law mandates free public education and school attendance rates are high, the cost for transportation, food, books, and clothing creates barriers to education for some children. (1)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Jamaica has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Jamaica’s legal framework to adequately protect children from the worst forms of child labor, including the prohibition of using children for the production and distribution of drugs.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 34(1) of the Child Care and Protection Act (18)
Minimum Age for Hazardous Work	Yes	18	Article 34(3) of the Child Care and Protection Act (18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 34(3)(b) and 41 of the Child Care and Protection Act of 2004; Section 55 of the Factories Act: Docks (Safety, Health and Welfare) Regulations; Section 18 of the Mining Act; Section 49 of the Factories Act: Building Operations and Works of Engineering Construction Regulations (18; 19; 20; 21)
Prohibition of Forced Labor	Yes		Section 4 of the Trafficking in Persons (Prevention, Suppression and Punishment) Act; Section 10 of the Child Care and Protection Act (18; 22)
Prohibition of Child Trafficking	Yes		Section 4 of the Trafficking in Persons (Prevention, Suppression and Punishment) Act; Section 10 of the Child Care and Protection Act (18; 22)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 4 of the Trafficking in Persons (Prevention, Suppression and Punishment) Act; Section 3 of the Child Pornography (Prevention) Act; Section 40 of the Sexual Offences Act (22; 23; 24)
Prohibition of Using Children in Illicit Activities	No		Section 4 of the Criminal Justice (Suppression of Criminal Organizations) Act (25)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Section 18(2) of the Defense Act (26)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Non-state	No		
Compulsory Education Age	Yes	16	Section 28 of the Child Care and Protection Act (18)
Free Public Education	Yes		Section 13(k) of the Jamaican Charter of Fundamental Rights and Freedoms (27)

\* No conscription (21)

In 2017, the government passed the National Identification System legislation that requires all citizens and others ordinarily resident in Jamaica to receive a national identification card. The government stated that the law would mitigate the lack of birth certificates among some children and assist in expediting access social services. (1) In 2017, the government introduced the Occupational Safety and Health bill for debate, but it has yet to be passed. Regulations associated with the bill, after it is passed, will specify light work activities permitted for children ages 13 and 14. (1; 28) The (Suppression of Criminal Organizations) Act 2014, also known as the Anti-Gang Act, prohibited the recruitment of children into criminal organizations, including armed groups, but the law does not specifically prohibit the recruitment of children by groups engaged in armed conflict. (12; 25) Yet still, Jamaican laws do not specifically include higher penalties for perpetrators who use, procure, or offer a child for the production and distribution of drugs. (18; 29)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Security (MLSS) that may hinder adequate enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)	Enforce and administer child labor laws in the formal sectors of the economy. The Child Labor Unit coordinates and shares information with other agencies to address child labor issues. (30)
Child Protection and Family Services Agency (CPFSA)	Monitor and investigate suspected child labor violations and oversee efforts to address child labor. Housed under the Ministry of Education, Youth, and Information, resulted from the merger of the Child Development Agency and the Office of the Children's Registry. (30; 1; 28) Receive complaints on a hotline for child abuse, including child labor, child trafficking, and commercial sexual exploitation of children. Refer suspected cases of child abuse to law enforcement. (30; 1)
Office of the Children's Advocate	Independently investigate reports of child abuse; partner with other agencies, including the CPFSA and police, to promote protection of children and address child labor. (30)
Jamaica Constabulary Force (JCF)	Enforce criminal laws, including those related to the worst forms of child labor. Investigate, through the Anti-Trafficking in Persons Unit, cases of child trafficking and commercial sexual exploitation. (30) Investigate, through the Center for the Investigation of Sexual Offenses and Child Abuse, cases of child and sexual offenses and educate the public about sexual offenses against children. (31; 1)
Office of the Director of Public Prosecutions	Prosecute cases involving the worst forms of child labor. Protect and promote human rights for all citizens. (32)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Jamaica took actions to combat child labor (Table 6). However, gaps exist within the authority of the MLSS that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$373,500 (6)	\$389,804 (1; 28)
Number of Labor Inspectors	15 (6)	13 (1)
Inspectorate Authorized to Assess Penalties	No (6)	No (1)
Training for Labor Inspectors		

# Jamaica

## MODERATE ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Initial Training for New Employees	Yes (6)	N/A (1)
Training on New Laws Related to Child Labor	N/A (6)	N/A (1)
Refresher Courses Provided	Yes (6)	Yes (1; 28)
Number of Labor Inspections Conducted	2,504 (6)	2,068 (28)
Number Conducted at Worksites	2,504 (6)	2,068 (28)
Number of Child Labor Violations Found	0 (6)	0 (1)
Number of Child Labor Violations for Which Penalties were Imposed	0 (6)	N/A (1)
Number of Child Labor Penalties Imposed that were Collected	0 (6)	N/A (1)
Routine Inspections Conducted	Yes (6)	Yes (1)
Routine Inspections Targeted	Unknown (6)	Yes (1; 28)
Unannounced Inspections Permitted	Yes (6)	Yes (1; 28)
Unannounced Inspections Conducted	Yes (6)	Yes (1; 28)
Complaint Mechanism Exists	Yes (6)	Yes (1; 28)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (6)	Yes (1; 28)

In 2017, the MLSS and the Child Protection and Family Services Agency (CPFSA) signed a memorandum of understanding under which the MLSS would refer child labor victims to the CPFSA for social services, including Program for Advancement Through Health and Education (PATH) benefits. (28) During the year, the MLSS also reported a lack of resources, primarily office space, transportation, and fuel for vehicles. (1) The number of labor inspectors is likely insufficient for the size of Jamaica's workforce, which includes over 1.3 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Jamaica would employ about 88 labor inspectors. (33) Child labor is mostly pervasive in the informal sector, but labor inspectors must conform to their legal mandate, resulting in inspections mostly occurring in the formal sector, such as factories, building sites, docks, and ships. (6; 1) The CPFSA, through the National Children's Registry, receives reports through a toll-free line, 1-888-PROTECT (776-8328), of offenses against children, including child labor, child abuse, and human trafficking. (6; 1) The latest data available from the National Children's Registry indicated six reports of child sex trafficking from January to November 2017. (17)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Jamaica took actions to combat child labor (Table 7). However, gaps exist within the operations of the Jamaica Constabulary Force that may hinder adequate criminal law enforcement, including allocating human resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (6)	Yes (1)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (6)	N/A (1)
Refresher Courses Provided	Yes (6)	Yes (1)
Number of Investigations	36 (6)	25 (1)
Number of Violations Found	1 (6)	3 (1)
Number of Prosecutions Initiated	0 (6)	3 (1)
Number of Convictions	3 (6)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (6)	Yes (1)

During the year, the Anti-Trafficking in Persons Unit rescued three child victims of commercial sexual exploitation and five child victims of forced begging. (1; 34; 28) In addition, the Anti-Trafficking in Persons Unit collaborated with the Jamaica Fire Brigade to close establishments suspected of facilitating commercial sexual exploitation of children by finding and enforcing fire code violations. (1; 35) The National Task Force against Trafficking in Persons created a docudrama to distribute in schools to educate



students about child trafficking in Jamaica. (17) The government also provided training to JCF officers on child labor laws, tools to combat child labor, and methods to carry out investigations and prosecutions. The JCF also provided human trafficking training to police officers from neighboring Caribbean countries at the Caribbean Regional Drug Law Enforcement Training Center in Spanish Town, Jamaica. (1; 35) A source indicates that some prosecutors need additional training to properly prosecute violations of the worst forms of child labor and argue against bail to ensure perpetrators return for trial. (34; 17)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
MLSS Program for the Elimination of Child Labor	Coordinate the government’s child labor policies and programs and identify gaps in legislation across ministries. Collaborate with other ministries, such as the Ministry of Education, Youth, and Information (CPFSA), the Ministry of Justice (National Task Force Against Trafficking in Persons (NATFATIP)), and the Ministry of National Security to address gaps in legislation. (36)
NATFATIP	Facilitate information exchanges between government agencies and external stakeholders and create momentum for counter-trafficking efforts. Led by the Ministry of Justice, includes ministries and agencies across the government and oversees implementation of the country’s National Action Plan to Combat Human Trafficking. (6) Meets regularly with the JCF, Director of Public Prosecutions, and relevant ministries. (6; 30) In 2017, met weekly on strategies to combat human trafficking; invited the U.S. Government’s participation in two high-level meetings with the Permanent Secretaries for Justice; Foreign Affairs; Labor and Social Security; Health; and Education. (16)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Human Trafficking (2015–2018)	Identify objectives, actions, and responsible agencies to combat trafficking in persons, including commercial sexual exploitation of children and forced child labor, through prevention, protection, and prosecution. In 2017, coordinated interagency efforts on trafficking in persons. (16)

In 2017, the government reported developing a draft education policy to increase access to education for children and youth with special needs. (28) Although the government has yet to update and approve the expired National Plan of Action on Child Labor, sources indicate that it is still in use in relevant ministries. However, child labor prevention and elimination strategies are still not integrated into the Compulsory Education Policy. (6; 37)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Program for Advancement through Health and Education (PATH)†	\$35 million, Government of Jamaica and World Bank-funded, conditional cash transfer program that helps reduce child labor by requiring participants to attend school at least 85 percent of the academic days in a month. (38; 39; 40) In 2017, project participants increased from 250,000 to 297,135. Achieved primary-level education compliance for 77.8 percent for boys and 81.8 percent for girls; achieved secondary-level compliance for 5 percent for boys and 82.3 percent for girls. (6) The Government continued its transportation allowance to subsidize transportation for 1,824 PATH children. (1)
Child Labor Measurement and Policy Development	USDOL-funded research project implemented by the ILO to increase the knowledge base on child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area. Additional information is available on the USDOL website.

† Program is funded by the Government of Jamaica.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (41; 42; 43)

# Jamaica

## MODERATE ADVANCEMENT

In 2017, the government reported launching a pilot school bus system to provide transportation for school children. (28) Current social programs do not fully address the extent of the child labor problem. Sources also indicate a need for data collection to inform policies and social programs on child labor, especially in the agriculture sector. (44; 11)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Jamaica (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that legislation includes higher penalties for the use of children for the production and distribution of drugs.	2009 – 2017
	Determine the specific light work activities and hours permissible for children ages 13 and 14 to facilitate enforcement.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties.	2014 – 2017
	Ensure the Labor Inspectorate has adequate resources, such as office space and vehicles, to conduct inspections.	2017
	Employ enough labor inspectors to provide sufficient coverage of the workforce.	2014 – 2017
	Ensure that labor inspections are conducted not only in the formal sector, such as factories, building sites, docks, and ships, but also in the informal sector in urban and rural communities.	2014 – 2017
	Provide sufficient training and resources for front-line police officers and prosecutors to address the worst forms of child labor, such as child trafficking.	2017
Government Policies	Reinstate and approve the National Action Plan on Child Labor.	2016 – 2017
	Integrate child labor elimination and prevention strategies into the Compulsory Education Policy.	2014 – 2017
Social Programs	Ensure that school costs, such as uniforms, books, and transportation, do not diminish access to free public education.	2017
	Expand programs to assist child laborers who are involved in street work, commercial sexual exploitation, and the worst forms of child labor.	2013 – 2017

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# Jordan

## MODERATE ADVANCEMENT

In 2017, Jordan made a moderate advancement in efforts to eliminate the worst forms of child labor. The government increased the budget of the Ministry of Labor's Directorate of Labor Affairs and Inspection, which allowed for over 4,000 more labor inspections. In addition, the government continued to provide shelter, educational, and financial services to children engaged in child labor, including in the city of Madaba and in Marka, the Palestinian refugee camp. However, children in Jordan engage in the worst forms of child labor, including in street work and other hazardous activities in the service sector. Children also perform dangerous tasks in agriculture. Insufficient resources hampered the Ministry of Labor's capacity to ensure compliance with child labor laws in the agricultural sector. In addition, Syrian children still face barriers to accessing education due to costs associated with transportation, school fees, and supplies, among other issues.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Jordan engage in the worst forms of child labor, including in street work and other hazardous activities in the service sector. (1; 2; 3; 4) Children also perform dangerous tasks in agriculture. (5; 6; 7) Based on the 2016 National Child Labor Survey, approximately 70,000 children ages 5 to 17 are engaged in child labor, most commonly in agriculture and retail trade. Approximately 80 percent of child laborers are Jordanian and about 15 percent are Syrian. (6) Boys constitute nearly 90 percent of those involved in child labor. (6) Table 1 provides key indicators on children's work and education in Jordan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	1.0 (33,182)
Attending School (%)	5 to 14	94.8
Combining Work and School (%)	7 to 14	1.0
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (8)

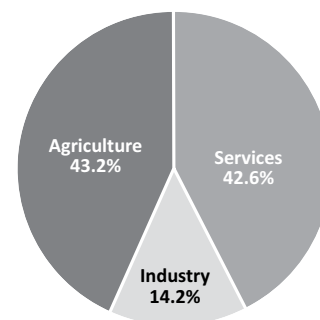
Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2016. (9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including weeding, planting, and harvesting tomatoes and olives (5; 6; 1; 10; 11; 12; 13; 7; 14)
Industry	Mining† and quarrying† (6; 1)
	Construction,† including building and painting homes (6; 1; 2; 10; 7; 15; 16)
	Manufacturing (6; 10; 4)
	Carpentry† (1; 2; 15; 16)
	Blacksmithing† (2; 15)
Services	Repairing automobiles† (6; 2; 11; 16)
	Attending donkeys, camels, and horses to transport tourists (17; 18)
	Street work,† including selling items, washing cars, and begging (1; 2; 3; 10; 11; 15; 16; 17)
	Scavenging scrap metal (19; 4)
	Domestic work† (10; 11; 20)
	Food services, including working in restaurants and bakeries (6; 1; 11; 15)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Hotel services† (6; 4)
	Hairdressing (1; 10; 17)
	Working in retail, including cleaning shops (6; 1; 10; 21; 14)
Categorical Worst Forms of Child Labor‡	Forced begging, sometimes as a result of human trafficking (22; 23)
	Commercial sexual exploitation, sometimes as a result of human trafficking (10; 24; 25; 23; 26)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




While Syrian children are granted access to Jordanian public schools, an estimated 67,000 Syrian refugee children were not enrolled in formal or informal education in academic year 2016–2017. (4) These children face barriers to education, including the costs of transportation, uniforms, and school materials, and they are unprepared for their appropriate grade level due to interruptions in their early years of schooling. (7; 27; 28)

To expand education access for Syrian children, in 2017 Jordan waived a requirement for documentation for school enrollment. The government also continued to address the overcrowding of classrooms by providing double-shifted schools. (29; 30) In 2016, out of approximately 3,700 schools in the country, Jordan had nearly 500 double-shifted schools; 198 of the latter are for refugee children, mainly Syrian. (31; 4) At these double-shifted schools, Jordanian children attend in the morning and Syrian children attend in the afternoon. (22; 32) However, Jordanian and Syrian children attending double-shifted schools are vulnerable to child labor because the school hours are considerably shorter, and fewer school hours leave more time for work. (31; 33)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Jordan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Jordan’s legal framework to adequately protect children from the worst forms of child labor, including non-state armed groups’ recruitment of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 73 of the Labor Code (34)
Minimum Age for Hazardous Work	Yes	18	Article 74 of the Labor Code; Article 2 of Ministerial Order of 2011 (34; 35)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 2 of the Ministerial Order of 2011 (35)
Prohibition of Forced Labor	Yes		Article 3(a)–(b) of the Law on the Prevention of Human Trafficking; Articles 17 and 77 of the Labor Code (34; 36)



**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	Yes		Article 3(a) of the Law on the Prevention of Human Trafficking (36)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 298–299, 306, 310–311, 315, and 319 of the Penal Code; Article 3(b) of the Law on the Prevention of Human Trafficking (36; 37)
Prohibition of Using Children in Illicit Activities	Yes		Article 8 of the Narcotic Drugs and Psychotropic Substances Act (38)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 3(a) of the National Service Act (39)
State Voluntary	N/A*		
Non-state	No		
Compulsory Education Age	Yes	16	Articles 7(a.2) and 10(b) of the Education Act (40)
Free Public Education	Yes		Article 20 of the Constitution (41)

\* No volunteers are accepted to join the armed forces (42)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Directorate of Labor Affairs and Inspection	Enforce labor laws, including those on child labor. Maintain a hotline to receive labor-related complaints, including complaints of child labor. (4) Identify cases of child labor through worksite inspections and refer cases to the relevant services. Register instances of child labor in a National Child Labor Database, which allows ministries to monitor and track children as they are identified and referred to services. (43)
Ministry of Labor, Child Labor Unit	Coordinate government efforts to campaign against child labor, conduct training, and raise awareness about child labor issues. (22) In 2017, the Child Labor Unit broadcast five radio and television interviews to raise awareness on child labor. (4)
Public Security Directorate, Criminal Investigation Unit	Investigate and prosecute violations of the Penal Code, including allegations of the worst forms of child labor. Operate a section to combat human trafficking. (4)
Joint Anti-Trafficking Unit of the Ministry of Labor and Public Security Directorate	Investigate cases of human trafficking and forced labor, refer cases for prosecution, and coordinate with foreign embassies to identify victims of human trafficking and repatriate workers. (44)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Jordan took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including inspection planning.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$352,187 (45)	\$422,715 (4)
Number of Labor Inspectors	237 (45)	200 (4)
Inspectorate Authorized to Assess Penalties	Yes (46)	Yes (46)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (31)	N/A
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (45)	Yes (4)
Number of Labor Inspections Conducted	1,857 (45)	6,337 (4)
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	1,442 (45)	553 (4)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Child Labor Violations for Which Penalties were Imposed	1,210 (31)	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (45)	Yes (4)
Routine Inspections Targeted	Yes (45)	Yes (4)
Unannounced Inspections Permitted	Yes (46)	Yes (4)
Unannounced Inspections Conducted	Yes (45)	Yes (4)
Complaint Mechanism Exists	Yes (45)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (5)

In 2017, the Ministry of Labor increased its budget and conducted over 4,000 more inspections than the previous year. (45) When a labor inspector identifies a child laborer, the inspector issues a warning and a fine and asks the employer to send the child home while the inspector is still present. (31) A warning requires the employer to sign a pledge declaring that he or she will cease employing children. Without the pledge, the Ministry of Labor can close the business. (22) The information about the child is then shared with the Ministry of Social Development, which contacts the family to identify the appropriate social services needed. If a child labor violation has been identified, the labor inspector conducts unannounced follow-up inspections at the worksite to ensure compliance. (31) During the reporting period, the Ministry issued 381 warnings, and 338 businesses signed pledges declaring that they will cease employing children. (45)

Insufficient regulations and resources and the migratory nature of the agricultural sector hampered the Ministry of Labor's capacity to ensure compliance with child labor laws in the agriculture sector. (4; 47) Based on the 2016 National Child Labor Survey, 43 percent of child laborers ages 5 to 14 work in agriculture. (6) The Ministry of Labor has not issued regulations on labor inspections in agriculture, which limits its oversight in this sector, in addition to ongoing national budget constraints. (31; 47)

Jordanian children identified during labor inspections are referred to the Child Labor Unit of the Ministry of Social Development. (31; 48) In contrast, Syrian refugee children who are identified during labor inspections are separated from their families and taken to the Azraq refugee camp. (31; 49; 50) Save the Children operates a 24-hour reception center in Azraq that receives Syrian refugee children picked up for both labor and other law infractions. If the child has extended family in the camp, Save the Children places the child in the family members' home. (51) Otherwise, the child stays in Save the Children's group housing at the reception center where they are provided with a full range of services while Save the Children negotiates with Jordanian officials to return the child to their family outside the camp, which may take days to months. (51) Consequently, families that live in the Zaatari refugee camp must travel a long distance to Azraq to reunite with their children. (31; 49; 50) Those that live in host communities (i.e., about 80 percent of all Syrian refugees) may fear that by presenting themselves at Azraq, they may also be forced to stay at the Azraq camp and lose some benefits. (49; 50)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Jordan took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including lack of information about investigations of forced child begging and commercial sexual exploitation of children.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	N/A (51)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
Refresher Courses Provided	Unknown	Yes (52)
Number of Investigations	1 (53)	Unknown
Number of Violations Found	2 (53)	0 (51)
Number of Prosecutions Initiated	Unknown	0 (47)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Convictions	Unknown	0 (47)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (22)	Yes (22)

In 2017, the Joint Anti-Trafficking Unit investigated 291 cases, 23 of which were found to be human trafficking cases. The Ministry of Justice prosecuted 94 cases, including cases initiated in prior years. (47) A number of defendants were convicted of human trafficking and 33 defendants were acquitted or convicted of other crimes. (47) However, none of these cases involved child trafficking. (51) Research was unable to determine whether investigations were conducted on cases of forced begging or commercial sexual exploitation of children.

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee on Child Labor	Formulate new policies, amend legislation as necessary, and oversee the implementation of child labor policies, including the National Framework to Combat Child Labor. Led by the Ministry of Labor, members include three other ministries, plus international and civil society organizations. (54) Research was unable to determine whether the National Committee on Child Labor was active during the reporting period.
National Committee for the Prevention of Human Trafficking	Coordinate government efforts to combat human trafficking; chaired by the Ministry of Justice. Other members include representatives from 10 state agencies, including the Counter Trafficking Unit in charge of human trafficking investigations. (53) Research was unable to determine whether the National Committee for the Prevention of Human Trafficking was active during the reporting period.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Framework to Combat Child Labor	Outlines the roles and responsibilities of key government agencies, including the ministries of Education, Labor, and Social Development; NGOs; and other stakeholders involved in identifying and responding to cases of child labor. Based on the Framework, Ministry of Labor inspectors monitor child labor and refer cases to the ministries of Social Development and Education for the provision of services. (55) In 2017, the Framework's child labor monitoring system was upgraded. It will be rolled out in 2018. (4)
Jordan Response Plan for the Syria Crisis (2016–2018)	Integrates a refugee-oriented humanitarian response with a strategic plan for increasing resilience of local communities. The plan has a particular focus on economic strengthening, education, and social protection. (28) In academic year 2016–2017, a total of 125,000 Syrian refugee children were enrolled in formal education and an additional 67,000 in non-formal education. (56)
Plan of Action to Eliminate Child Labor in Tourism in Petra	Employs counselors to respond to children at risk of truancy, raise children's awareness of the hazards of child labor and the significance of education, incorporate child labor prevention strategies into mainstream programs for legally employed children ages 16 and older, and inform students about high-quality employment in the tourism sector. (57) In 2017, meetings between the local authorities and the community took place on implementation strategies. (47)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that included the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of services to address child labor in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Ministry of Social Development, Child Labor Unit†	Support children engaged in child labor, return them to school, and provide services to their families; provide vocational training for youth; organize training on child labor for families; and maintain the website of the National Child Labor Database, which serves as the national child labor monitoring system. (58) In 2017, the Unit began three child labor surveys in East Amman, Petra, and Zaatar refugee camps. The Ministry of Social Development drafted a by-law detailing its Child Labor Unit's Standard Operating Procedures on treatment of child laborers and their families, which supplements current child labor enforcement by-laws. (47) The Ministry sent the draft by-law to the Ministry of Labor and the ILO for review. (47)
Child Begging Assistance in Madaba†	Ministry of Social Development's shelter in the city of Madaba provides social services to children engaged in begging. (45) The ministry conducts awareness raising for parents and links this to financial aid that the family receives. (31) In 2017, the Ministry placed children engaged in begging in the shelter and provided them with rehabilitation services and social support for their family members. (4)
Social Support Center in Marka†	ILO- and Ministry of Labor-funded center operated in cooperation with the ILO at Marka, the Palestinian refugee camp. Activities include identifying child laborers, providing services such as non-formal education, and assisting families in finding alternate forms of supplemental income. In 2017, the Center continued to provide services. (4)
National Aid Fund†	Under the Ministry of Social Development, the Fund pays families approximately \$63 a month through a conditional cash transfer program to withdraw their child from the labor market and re-enroll them in school. (4) Research was unable to determine whether activities were undertaken under the National Aid Fund during the reporting period.
Non-Formal Education Centers†	Operated by the Ministry of Education and local NGO Questscope, and funded by USAID and UNICEF, these centers throughout the country seek to bring school dropouts, including those engaged in or at risk of child labor, back into the educational system. Children attend classes 3 hours a day in a flexible learning environment, with class sizes of around 20 students and specially trained teachers. (31; 33) Targets children ages 13 and older. Upon completion of the curriculum, students receive a certificate indicating equivalency of a 10th-grade education. (33) A center in Petra provides services to children at risk of child labor in the tourism industry in Petra. (59) In academic year 2016–2017, 19,000 children received non-formal education. (4)

† Program is funded by the Government of Jordan.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (60)

Although Jordan has programs that target child labor, the scope of these programs does not fully address the extent of the problem, including in agriculture, construction, and street vending.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Jordan (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
Enforcement	Publish information about the number of inspections at worksites and the number of penalties imposed and collected for child labor violations.	2015 – 2017
	Ensure that Ministry of Labor inspectors have the resources needed to carry out inspections in the agricultural sector, and ensure that regulations are issued to mandate labor inspections in agriculture, including unannounced inspections, authority to assess appropriate penalties, and follow-up visits to dissuade future use of child labor.	2014 – 2017
	Ensure that refugee children identified during labor inspections are referred to social services and are not separated from their families by being taken to Azraq refugee camp.	2016 – 2017
	Ensure that investigations are conducted on forced begging and commercial sexual exploitation of children.	2015 – 2017
Coordination	Ensure all coordinating bodies are able to carry out their intended mandates.	2017
Social Programs	Continue to expand access to education for all children, including providing after-school programs or extending school hours.	2013 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Ensure that Ministry of Social Development's Child Labor Unit provides identified child laborers with appropriate social and educational services.	2017
	Institute programs to address the worst forms of child labor in agriculture, construction, and street vending, and ensure that the National Aid Fund is implemented.	2013 – 2017

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# Kazakhstan

## MODERATE ADVANCEMENT

In 2017, Kazakhstan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Education and Science, in cooperation with other government agencies, carried out targeted joint inspection operations in areas where child labor may occur, including 10,748 site visits. Additionally, the Prosecutor General's Office conducted an awareness-raising campaign, which identified approximately 300 victims of child pornography and took steps to shut down the criminal groups involved. Several government agencies provided training to police officers and judges on identification of child victims of commercial sexual exploitation and human trafficking. Lastly, the government carried out child labor awareness-raising campaigns through more than 26,000 events, reaching over 2.3 million children and adults. However, children in Kazakhstan engage in the worst forms of child labor, including in cotton harvesting and commercial sexual exploitation. The government lacks programs to address child labor in cotton harvesting, as well as current, comprehensive, and detailed research on child labor.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kazakhstan engage in the worst forms of child labor, including in cotton harvesting and commercial sexual exploitation. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Kazakhstan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	3.2 (79,690)
Attending School (%)	5 to 14	90.7
Combining Work and School (%)	7 to 14	3.6
Primary Completion Rate (%)		108.8

Source for primary completion rate: Data from 2017, published by UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including producing vegetables, weeding, collecting worms, and harvesting cotton† (1; 3; 8; 9; 10; 11; 12; 13; 14)
Industry	Construction,† activities unknown (13; 5)
Services	Working in markets and on the streets, including transporting and selling items (12; 13; 15; 16; 17; 5)
	Domestic work (18; 5)
	Working in gas stations (15; 18; 5)
	Car washing (13; 15; 16; 17; 18; 5)
	Working as bus conductors (19; 5)
	Working in restaurants† as waiters (15; 16; 18; 20)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking (2; 4)
	Forced begging as a result of human trafficking (4; 5)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

There is no current and comprehensive research on child labor in Kazakhstan that can provide details about the number of children working in different sectors, the nature of their work, and the hazards involved.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Kazakhstan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Kazakhstan's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 31 of the Labor Code (21)
Minimum Age for Hazardous Work	No	18	Article 26.1(2) of the Labor Code; Article 153 of the Criminal Code (21; 22)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 26.1(2) of the Labor Code; Decree of the Minister of Health and Social Development No. 944 of 2015 (21; 23)
Prohibition of Forced Labor	Yes		Article 7 of the Labor Code; Article 135 of the Criminal Code (21; 22)
Prohibition of Child Trafficking	Yes		Article 135 of the Criminal Code (22)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 134, 135, and 312 of the Criminal Code (22)
Prohibition of Using Children in Illicit Activities	Yes		Articles 132, 133, and 135.2(9) of the Criminal Code; Article 26.1(2) of the Labor Code (21; 22)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 31 of the Military Service Act (24)
State Voluntary	Yes	19	Article 38.1(2) of the Military Service Act (24)
Non-state	Yes	18	Article 41 of the Law on Children's Rights; Articles 132 and 267 of the Criminal Code (22; 25)
Compulsory Education Age	Yes	17‡	Article 30 of the Constitution (26)
Free Public Education	Yes		Article 8.2 of the Education Act (27)

‡ Age calculated based on available information

According to Articles 26.1(2) and 31 of the Labor Code, protections, such as the minimum age of employment and prohibitions on hazardous work, are not extended to children engaged in non-contractual employment. (21)

## III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Protection that may hinder adequate enforcement of their child labor laws.

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**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Protection	Enforce child labor laws and conduct labor inspections through the Ministry's Committee on Labor, Social Protection and Migration. (5)
Ministry of Education and Science	Receive child labor complaints. (28) An official from the province- or <i>oblast</i> -level Department of Education responds to reports of child labor and determines whether law enforcement should investigate the case. If the case is in agriculture, local officials meet with parents and school officials to reinforce that children should be in school during the academic year. (29) The Ministry's Center for the Adaptation of Minors provides assistance to victims of the worst forms of child labor and makes referrals to appropriate government services or NGOs for further assistance. (5)
Ministry of Internal Affairs	Identify and carry out initial investigation of criminal cases of the worst forms of child labor. (5) Through the Anti-Trafficking Unit of the Criminal Police Department, identify and investigate cases of child trafficking. (28) The Anti-Trafficking Unit employed 42 officers. (5)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Kazakhstan took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Protection that may hinder adequate labor law enforcement, including the appropriate number of inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (30)	Unknown* (5)
Number of Labor Inspectors	320 (29)	320 (5)
Inspectorate Authorized to Assess Penalties	Yes (31)	Yes (31)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (30)	Yes (5)
Training on New Laws Related to Child Labor	Yes (30)	Yes (5)
Refresher Courses Provided	Yes (29)	Yes (5)
Number of Labor Inspections Conducted	7,897† (30)	10,748 (5)
Number Conducted at Worksites	Unknown	10,748 (5)
Number of Child Labor Violations Found	60 (30)	7 (5)
Number of Child Labor Violations for Which Penalties were Imposed	17 (30)	Unknown (5)
Number of Child Labor Penalties Imposed that were Collected	17 (30)	Unknown (5)
Routine Inspections Conducted	No (29)	Yes (5)
Routine Inspections Targeted	N/A	Yes (5)
Unannounced Inspections Permitted	Yes (32)	Yes (32)
Unannounced Inspections Conducted	Yes (29)	Yes (5)
Complaint Mechanism Exists	Yes (29)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (29)	Yes (5)

\* The government does not publish this information.

† Data are from January 1, 2016 to September 30, 2016.

The number of labor inspectors is likely insufficient for the size of Kazakhstan's workforce, which includes over 8.9 million workers. (33) According to the ILO's technical advice of a ratio approaching 1 inspector for every 20,000 workers in transitional economies, Kazakhstan would employ about 449 inspectors. (34; 35)

The Ministry of Education and Science, in cooperation with other government agencies, carried out targeted joint inspection operations (raids) in areas in which children were likely to engage in child labor, such as local markets, gas stations, and construction sites. The operations were part of an annual Twelve Days Against Child Labor campaign to detect child labor. (5) The raids resulted in about 10,748 site visits, during which 7 child laborers were identified. (5) Research did not find information on whether penalties were imposed for violations of child labor laws. In addition to these raids, labor inspectors at the Ministry of Labor and Social Protection can respond to complaints of violations so long as they are not anonymous. (5)

### *Criminal Law Enforcement*

In 2017, the government's criminal law enforcement agencies appeared to function adequately in addressing child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (30)	Yes (5)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (5)
Refresher Courses Provided	Yes (29)	Yes (5)
Number of Investigations	13 (29)	10 (5)
Number of Violations Found	13 (30)	16 (5)
Number of Prosecutions Initiated	10 (30)	9 (5)
Number of Convictions	3 (30)	3 (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (29)	Yes (5)

In 2017, the Ministry of Internal Affairs' Legal Academy in the city of Karaganda held training sessions for 143 police officers on the worst forms of child labor, including commercial sexual exploitation of children. In addition, 174 police officers were trained on victim identification and assistance. (5) The Supreme Court's Judicial Training Institute trained 183 judges on the protection of human trafficking victims and prosecution of perpetrators. (5)

The Prosecutor General's Office carried out an awareness-raising campaign on the prevention of commercial sexual exploitation of children. The campaign identified approximately 300 victims of child pornography in West Kazakhstan *Oblast* and took steps to shut down the criminal groups involved. (5)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Committee for the Protection of Child Rights	Work to protect children from exploitation. Operate under the Ministry of Education and Science at the <i>oblast</i> -level departments of education. (28) In 2017, the Committee met twice. (5)
National Coordination Council on Child Labor	Implement the Plan of Action on the Elimination of the Worst Forms of Child Labor (2016–2017). (36) Chaired by the Minister of Health and Social Development, includes representatives from four government agencies and NGOs. (19) The Council did not meet in 2017. (5)
Interagency Trafficking in Persons Working Group	Coordinate efforts to combat human trafficking and recommend improvements to anti-human-trafficking legislation, prevention strategies, protection of victims, and prosecution of offenders. (37) Chaired by the Ministry of Internal Affairs and the Ministry of Labor and Social Protection on a 2-year rotational basis. Its members include 14 state bodies, two international organizations, and five NGOs. In 2017, the Working Group met once. (5)
Ombudsman for Children Rights	Monitor observance of the rights of children. Receive and respond to complaints about violations of children's rights. In 2017, the Ombudsman's office produced an internal report covering events of 2016. (5)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the non-implementation of the Plan of Action on the Elimination of the Worst Forms of Child Labor.



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**Table 9. Key Policies Related to Child Labor**

Policy	Description
Plan of Action on the Elimination of the Worst Forms of Child Labor (2016–2017)	Addresses four priority areas: (1) child labor policy and legislation improvement, implementation, and monitoring, including the rights of children of migrants and seasonal workers and their access to education, and developing the list of light work for children ages 14–16; (2) child labor coordination between government agencies, including monitoring access to education for children of migrant and seasonal workers, reporting on implementation of international conventions on the worst forms of child labor, and developing a regional social partnership on the elimination of child labor; (3) prevention of child labor and rehabilitation of child laborers, including identifying and referring children to Centers for Adaptation and monitoring the implementation of ministerial orders on employment opportunities for youth over age 16 from dysfunctional or low-income families; and (4) promotion of public awareness on child labor, including conducting informational campaigns and overseeing the involvement of journalists and media resources. (30) Based on available information, it appears that this policy was not implemented in 2017. (5)
Action Plan to Combat Human Trafficking (2015–2017)	Aims to strengthen coordination among government ministries and with foreign governments and international organizations. Emphasizes victim assistance and prevention, specifically to prevent child labor in the production of cotton and construction, to provide access to education for children of stateless and foreign individuals permanently living in Kazakhstan, to monitor and exchange data on the trafficking of children and child pornography, and to enforce criminal laws on the worst forms of child labor. (38) In 2017, the Ministry of Interior blocked or removed child pornography websites from the internet. Social program activities were also carried out during the implementation of this policy. (39)

In 2017, the Ombudsman for Children Rights, the Minister of Internal Affairs, the Minister of Healthcare, and the Minister of Labor and Social Protection signed a memorandum of understanding to ensure the safety of children, prevent children from being victims of crimes or from committing crimes, and protect children from child labor. UNICEF and Penal Reform International are expected to assist these agencies in monitoring the implementation of this memorandum. (5)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor†‡**

Program	Description
Assistance to Trafficking Victims†	Provides medical and legal assistance, pretrial safe houses, security services, housing, food, clothing, and transportation to human trafficking victims. Authorities can help victims or witnesses change residences, find employment, or change their physical appearance. (40) In 2017, seven new shelters were opened for victims of human trafficking, including children. (39)
Awareness-Raising Campaigns†	Raise public awareness on child labor issues. (5) In 2017, the Ministry of Education and Science, in cooperation with other government agencies, carried out child labor awareness-raising campaigns at more than 26,000 events, including seminars, conferences, and competitions. These events and their media coverage reached over 2.3 million children and adults. (5)

† Program is funded by the Government of Kazakhstan.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (41)

Although the Government of Kazakhstan implemented programs to combat human trafficking and provide assistance to trafficking victims in 2017, research found no evidence that it has carried out programs to assist children engaged in child labor, including in the production of cotton.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Kazakhstan (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law's minimum age provisions and hazardous work prohibitions apply to all children, including those working without an employment contract.	2016 – 2017
Enforcement	Publish information about the funding of the Labor Inspectorate and the number of penalties for child labor violations and whether penalties were collected.	2015 – 2017
	Increase the number of labor inspectors to meet the ILO technical advice.	2014 – 2017
	Ensure that penalties are imposed for child labor cases identified during raids, led by the Ministry of Education and Science.	2017
Government Policies	Implement the Plan of Action on the Elimination of the Worst Forms of Child Labor.	2017
Social Programs	Conduct research to gather comprehensive data on child labor, including the activities carried out by children working in the construction and services industries, to inform policies and programs.	2013 – 2017
	Institute programs to address child labor, particularly in the production of cotton.	2014 – 2017

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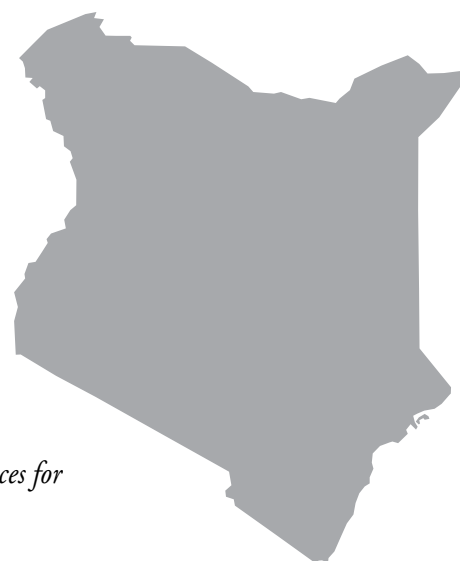
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In 2017, Kenya made a moderate advancement in efforts to eliminate the worst forms of child labor. During the year, the government mandated free secondary education for all Kenyans and established additional Child Protection Centers to provide housing, counseling, and reintegration services to rescued child laborers. The government also developed a National Employment Policy that mandates reporting on the number of children withdrawn from child labor and the progress of child labor-free zones. However, children in Kenya engage in the worst forms of child labor, including in agriculture and commercial sexual exploitation. Kenya has yet to ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography. In addition, the minimum age law does not protect children working outside the scope of a formal employment contract or in circumstances in which children derive no benefit from their labor. The government has also not committed sufficient resources for child labor enforcement efforts.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kenya engage in the worst forms of child labor, including in agriculture and commercial sexual exploitation. (1; 2) Table 1 provides key indicators on children's work and education in Kenya.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	35.6 (3,736,030)
Attending School (%)	5 to 14	85.8
Combining Work and School (%)	7 to 14	23.0
Primary Completion Rate (%)		102.0

Source for primary completion rate: Data from 2015, published by the UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Population and Housing Census, 2009. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming,† including the production of tea, coffee, <i>miraa</i> ,† rice, sisal, sugarcane, tobacco, corn, flowers, and cotton (1; 5; 6; 7; 8; 9; 10; 11)
	Herding livestock† (1; 5; 9; 11)
	Fishing,† including for tilapia, sardines, and other fish (8; 12; 13; 14; 15; 16; 11)
	Burning wood to produce charcoal (1; 5)
Industry	Construction,† including carrying heavy loads (1; 5; 9; 11)
	Quarrying,† including for stones and coral (1; 5; 11)
	Harvesting sand† (1; 5; 9; 17; 18; 11)
	Making bricks† (1; 9; 11)
	Mining† for gold, tsavorite, tanzanite, ruby, sapphire, and salt (1; 5; 9; 11)
Services	Working in slaughterhouses,† including disposal of after-products and cleaning (1; 19)
	Domestic work† (1; 5; 12; 13; 19; 14; 11)
Services	Street work, including vending (1; 2; 9; 19; 11)
	Transporting goods† and people† by bicycle, motorcycle, and handcart† (1; 5; 11)
	Scavenging† for scrap materials (1; 5; 15; 19; 11)
	Begging† (1; 5; 16; 20; 11)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 5; 21; 22; 23; 24; 20; 25)
	Use in illicit activities, including drug trafficking (1; 9)
	Begging, street vending, domestic service, herding livestock, fishing, and work on tobacco farms, sometimes as a result of human trafficking (1; 5; 21; 24; 26; 27; 25)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Kenyan children are victims of human trafficking within and outside the country and exploited to engage in domestic work, agricultural work, fishing, begging, and street vending. Children also are victims of commercial sexual exploitation in tourism sectors, such as Nairobi and Kismu, and on the coast in informal settings. (28; 25) In rural areas, poverty drives some families to engage in trafficking children for domestic work in urban centers. (29) Children are also victims of commercial exploitation in drug production sites (khat), near gold mines, along major highways, and sexually exploited by fishermen on Lake Victoria. (25) During the year, an NGO released data showing 33,929 reported cases of child abuse in the past 10 years, of which 3,123 were child labor cases. (30) Children in Kenya scavenge dumpsites and streets for scrap material, including metal and glass. (5) These children earn about \$1 to \$2 per day, while often risking injury and exposing themselves to infectious diseases, such as tetanus, by sorting through waste. Evidence suggests that such children are also exposed to mercury due to e-waste recycling and gold mining. (5) Reports also indicate that children ages 10 to 17 mine or harvest sand and work in Busia, Homa Bay, Kilifi, Kitui, Machakos, and Nakuru counties, increasing their likelihood of developing aggravated asthma, lung or heart disease, and cancer. (17; 31; 13) Most children who are engaged in child labor, including commercial sexual exploitation, are girls, but boys are also involved. (5; 32; 33)




Kenyan law mandates free education and prohibits schools from charging tuition fees. However, the cost of unofficial school fees, books, and uniforms prevent some children from attending school. (34; 17; 35; 36; 37; 38) The Births and Deaths Registration Act mandates birth registration, but many children living in the country are not registered at birth. As a result, nonregistered children have difficulty accessing services such as education because they must provide a birth certificate before enrolling in school or sitting for exams. (39; 40; 41) Teacher and school shortages further hinder children’s access to education. (1) A source also indicated that sexual abuse by teachers also negatively affects children’s school attendance. (42) In addition, in isolated cases, some school administrators deny pregnant girls admittance to schools. (43; 44; 45)

In 2017, the government, in coordination with UNICEF, published data on child poverty and its potential to increase vulnerability to engage in child labor. (46; 11) The last national child labor survey was conducted in 2000. (4) As a result, data may no longer accurately reflect the current child labor situation in Kenya.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Kenya has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

In 2000, Kenya signed but did not ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography. Commercial sexual exploitation of children continues to be a serious problem in Kenya.



The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Kenya's legal framework to adequately protect children from child labor, including the gap between the compulsory education age and minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Section 56 of the Employment Act; Section 12 of the Employment (General) Rules; Section 10.4 of the Children Act (47; 48; 37)
Minimum Age for Hazardous Work	Yes	18	Sections 2 and 53.1 of the Employment Act; Sections 2 and 10.1 of the Children Act (37; 47)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Section 12 and the Fourth Schedule of the Employment (General) Rules; Section 10.1 of the Children Act (37; 48)
Prohibition of Forced Labor	Yes		Article 30 of the Constitution; Sections 4.1 and 53.1 of the Employment Act; Sections 174 and 254–266 of the Penal Code; Article 3 of the Counter-Trafficking in Persons Act; Article 13 of the Sexual Offences Act; Section 13.1 of the Children Act (37; 47; 49; 50; 51; 52)
Prohibition of Child Trafficking	Yes		Article 3 of the Counter-Trafficking in Persons Act; Article 13 of the Sexual Offences Act; Section 13.1 of the Children Act; Section 53.1 of the Employment Act; Sections 174 and 254–263 of the Penal Code (37; 47; 50; 51; 52)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 8–9, 11–12, and 14–16 of the Sexual Offences Act; Sections 2 and 53.1 of the Employment Act; Section 15 of the Children Act (37; 47; 52)
Prohibition of Using Children in Illicit Activities	Yes		Sections 2 and 53.1 of the Employment Act; Section 16 of the Children Act (37; 47)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 243 (1) of the Kenya Defence Forces Act (53)
State Voluntary	Yes	18	Section 10.2 of the Children Act; Article 243 (1) of the Kenya Defence Forces Act (37; 53)
Non-State	Yes	18	Article 3 of the Counter-Trafficking in Persons Act (51)
Compulsory Education Age	No	14‡	Sections 28 and 30 of the Basic Education Act (36)
Free Public Education	Yes		Section 7.2 of the Children Act; Sections 28–29 and 32 of the Basic Education Act; Article 53(b) of the Constitution (36; 37; 49)

\* No conscription (53)

‡ Age calculated based on available information (54)

In 2017, Kenya mandated free secondary education for all Kenyans beginning in 2018. (11) During the year, the Parliament enacted the Children Bill, 2017, that will come into effect when published in the *Gazette*. The proposed law prohibits child labor, hazardous work for children, the use of children in armed conflict, and the use, procurement, and offering of children for forced labor, slavery, and debt bondage. (55) However, the proposed bill has the same gap as the current law regarding coverage of children working without a formal contract. (55) The current Children Act does not prohibit child labor for children employed outside of the scope of a contractual agreement or in circumstances in which children derive no benefit from their work directly or indirectly. (37; 47) In addition, the Employment Act applies only to workers who perform work under a formal employment agreement, which does not conform to international standards that require all children to be protected under the law, establishing a minimum age for work. (47)

The government has reported that children are required to attend school only until age 14, making children ages 14 and 15 vulnerable to child labor because they are not required to attend school, yet cannot legally work. (54)

# Kenya

## MODERATE ADVANCEMENT

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Social Security and Services (MLSSS); National Police Service; and Office of the Director of Public Prosecutions that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Social Security and Services (MLSSS)	Enforce labor laws, including those related to child labor, through county labor officers in Kenya's 47 counties. (5; 56; 57) Through its Child Labor Division, coordinate activities to eliminate child labor. (5) Coordinate services provided to children, ensure that child protection activities are being implemented countrywide, and maintain records on children and the services provided to them. (5)
National Police Service	Enforce laws related to the worst forms of child labor. (5) Includes an Anti-Trafficking Police Unit focused on prevention of commercial sexual exploitation of children, child trafficking, and the use of children in illicit activities. Tourism Police Unit addresses commercial sexual exploitation of children in the tourism industry. (11)
Office of the Director of Public Prosecutions	Enforce laws through the prosecution of criminal offenses, including labor-related offenses. (1)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Kenya took actions to combat child labor (Table 6). However, gaps exist within the operations of the MLSSS that may hinder adequate labor enforcement, including authority to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown (11)
Number of Labor Inspectors	87 (2)	84 (11)
Inspectorate Authorized to Assess Penalties	No (2)	No (2)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (2)	N/A (11)
Training on New Laws Related to Child Labor	N/A (2)	Yes (11)
Refresher Courses Provided	No (2)	Unknown (11)
Number of Labor Inspections Conducted	Unknown (2)	9,214‡ (11)
Number Conducted at Worksites	Unknown (2)	9,214‡ (11; 58)
Number of Child Labor Violations Found	Unknown (2)	1,215‡ (11; 58)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (2)	N/A (11)
Number of Child Labor Penalties Imposed that were Collected	Unknown (2)	N/A (11)
Routine Inspections Conducted	Unknown (2)	Yes (11)
Routine Inspections Targeted	Unknown (2)	Yes (11)
Unannounced Inspections Permitted	Yes (2)	Yes (11)
Unannounced Inspections Conducted	Unknown (2)	Yes (11)
Complaint Mechanism Exists	Yes (2)	Yes (11)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (11)

‡ Data are from July 1, 2016 to June 30, 2017.

The number of labor inspectors is likely insufficient for the size of Kenya's workforce, which includes over 19 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Kenya would employ roughly 1,321 labor inspectors. (59; 60; 61) Reports suggest that the MLSSS budget is inadequate and hampers the labor inspectorate's capacity to enforce child labor laws. (2; 5; 62) Labor inspectors cannot issue fines or penalties, but can send a compliance letter to employers stipulating how long the employer has to correct the violation. (2) The government operates an emergency, toll-free, nationwide child hotline to report child abuse, including child labor, and refers callers to organizations for social protection services. (5; 63; 64) During the reporting period, 792,815 suspected child abuse cases were reported through the hotline, of which 32,671 were child labor related. (11)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Kenya took actions to combat child labor (Table 7). However, gaps exist within the operations of the National Police Service and the Office of the Director of Public Prosecutions that may hinder adequate criminal law enforcement, including investigation planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (2)	Yes (11)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (2)	Yes (11)
Refresher Courses Provided	Unknown* (2)	Unknown* (11)
Number of Investigations	Unknown* (2)	Unknown* (11)
Number of Violations Found	Unknown* (2)	Unknown* (11)
Number of Prosecutions Initiated	Unknown* (2)	Unknown* (11)
Number of Convictions	Unknown* (2)	Unknown* (11)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (2)	Yes (11)

\* The government does not publish this information.

Reports indicate that women and girls were subjected to gender-based violence, including sexual exploitation, during the 2017 elections and that the government did not properly investigate nor prosecute suspected perpetrators. (65; 66; 67) In 2017, the Government allocated \$600,000 to anti-human trafficking efforts, but no allocation was made to address child labor. (11)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor	Oversee efforts to eliminate child labor. (5) Comprises government agencies, private employers, workers' organizations, and civil society organizations. Chaired by the Permanent Secretary, with coordination duties performed by the MLSSS Child Labor Division. (19) Research could not determine whether the committee met during the year.
National Council for Children's Services	Quarterly coordinate government efforts on child-related issues, including child labor. (5) Operate the National Children Database, which collects comprehensive data on children, including child labor. (5) Led by a presidential appointee, comprises 18 NGOs, private sector representatives, faith-based organizations, and representatives from various ministries. Research could not determine whether the committee met during the year.
National Labor Board	Advise the Cabinet Secretary of Labor, Social Security and Services on all issues related to labor and employment, including legal and policy issues. (19) Research could not determine whether the committee met during the year.
Counter-Trafficking in Persons Advisory Committee	Coordinate the implementation of policies related to human trafficking and provide prevention and protection services to victims. Mandated by the Counter-Trafficking in Persons Act. (51) Comprises multiple government agencies, private employers, workers' organizations, and civil society organizations. (28) Research could not determine whether the committee met during the year.
Local, Advisory, and District Child Labor Committees	Coordinate activities to eliminate child labor at the local level. (5) Research could not determine whether the committee met during the year.

In 2017, the National Gender and Equality Commission spearheaded a campaign to end gender-based violence that includes sexual exploitation of girls. (11) Although the government has coordination mechanisms, research could not find information about many of their accomplishments during the year.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding and mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Policy on the Elimination of Child Labor (2016)	Proposes strategies to prevent, identify, withdraw, rehabilitate, and reintegrate children involved in child labor, including its worst forms. (68) In fiscal years 2016 and 2017, the government established 12 child labor-free zones against a target of 13. (29)
National Plan of Action Against Sexual Exploitation of Children in Kenya (2013–2017)	Aims to prevent, protect, and reintegrate child victims of commercial sexual exploitation. Emphasizes identifying children engaged in commercial sexual exploitation; raising the awareness of community leaders, parents, and tourism employees on commercial sexual exploitation; and implementing programs to assist victims. (64) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
Framework for the National Child Protection System for Kenya (2011)	Describes the laws and policies that protect children from violence and exploitation, and the roles and responsibilities of the government to protect children from exploitative work. (69) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
County Integrated Development Plan	Serves as a guide for a county's development planning processes. Required of all counties in Kenya. (70) For example, the plan addresses child labor on coffee and tea estates in Kiambu County and the issue of street children in Turkana County. (71; 72) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (73)

In the government's Annual Social Protection, Culture and Recreation Sector report, the Department of Labor reported that 1,215 children were withdrawn from child labor and 12 child labor-free zones were established. (29; 58) The National Plan of Action Against Sexual Exploitation of Children in Kenya did not include a corresponding budget. (64) Child labor elimination and prevention strategies do not appear to be integrated into the UN Development Assistance Framework, Policy for Alternative Provision of Basic Education and Training, Kenya National Social Protection Policy, and the National Education Sector Support Program. (2; 74; 75)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the Government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Projects to Combat Child Labor and Increase Education Access†	Government programs that aim to combat child labor, including its worst forms, such as commercial sexual exploitation of children and child trafficking. Child Protection and Rescue Centers temporarily house child victims and provide counseling and reintegration services for children; Kitui County Child Rescue Center withdraws and rehabilitates child laborers and provides counseling and life skills training. (2) The School Meals Program serves hot lunch to 2 million vulnerable children, resulting in improved school attendance. (1; 5; 76; 77) In 2017, the government allocated \$24.3 million to the school feeding program and established additional child protection centers. (11) The Government of Kenya provided safe custody of children in need of special protection. Services provided for children who were abandoned, sexually abused, and rescued from trafficking and requiring rehabilitation. In fiscal years 2016 and 2017, 2,416 children were prevented from entering the labor market or withdrawn from child labor, 400 children were rescued from child labor and provided with referral or reintegration services, and 9,529 children were reintegrated into their families or communities. (11) In 2017, two additional rescue centers were established in Siaya and Kakamega counties, increasing the number of centers to eight. (11)
National Safety Net Program for Results†	Includes \$411 million, government-funded, 5-year cash transfer and social safety net program, with support from the World Bank. Benefitted 353,000 households by assisting families of working children, orphans, and vulnerable children to meet their basic needs and pay for school-related costs. Budget allocation of \$87 million for 2015–2016. (1; 77) For fiscal 2017 and 2018, the government allocated \$93 million for orphans and vulnerable children. (11)
USDOL-Funded Projects to Combat Child Labor and Support Youth Apprenticeships	USDOL-funded projects to combat child labor and support youth apprenticeships. Includes \$3 million Better Utilization of Skills for Youth (BUSY) Through Quality Apprenticeships (2016–2020), and \$1.4 million Promoting Apprenticeship as a Path for Youth Employment in Kenya Through Global Apprenticeship Network (GAN) National Networks (2016–2018). Additional information is available on the USDOL website.
UN Agency-Implemented Projects	Humanitarian Assistance Program, a UNICEF-implemented program, has provided educational services to 179,895 children and nutritional services to 173,536 children. (78) In 2017, the Ministry of Public Service, Youth, and Gender Affairs collaborated with the UN Population Fund to establish gender-based violence recover centers for victims, including children. (11)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Child Labor Free Supply Chain Certifications	Government program supported by the EU and Cesvi, an NGO. Develops child labor-free supply chain certifications. (5; 79; 11)

† Program is funded by the Government of Kenya.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (1; 80; 81; 82; 83)

Although Kenya has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially the commercial sexual exploitation of children.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Kenya (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2017
	Ensure that minimum age laws apply to children working in non-contractual employment.	2011 – 2017
	Raise the compulsory education age to 16 to be equivalent to the minimum age for work.	2013 – 2017
Enforcement	Authorize labor inspectors to assess penalties for child labor violations.	2010 – 2017
	Publish information about the Labor Inspectorate funding and refresher courses provided to labor inspectors on the worst forms of child labor.	2009 – 2017
	Ensure the MLSSS has sufficient financial and human resources to address labor violations.	2017
	Publish information about criminal law enforcement's efforts to investigate, prosecute, and convict perpetrators of the worst forms of child labor.	2009 – 2017
Coordination	Increase the number of labor inspectors to provide sufficient coverage for the workforce.	2015 – 2017
	Publish information about child labor coordination activities, including meetings during the year, and efforts to address child labor issues.	2016 – 2017
Government Policies	Ensure child labor policies are implemented, and publish information about activities under these policies, such as the National Plan of Action Against Sexual Exploitation of Children in Kenya.	2017
	Integrate child labor elimination and prevention strategies into the UNDAF, National Education Sector Support Program, Kenya National Social Protection Policy, and Policy for Alternative Provision of Basic Education and Training.	2013 – 2017
	Include a budget in the National Plan of Action Against Sexual Exploitation of Children in Kenya.	2013 – 2017
Social Programs	Update data on child labor by conducting a national child labor survey.	2014 – 2017
	Ensure that children can attend primary school, either by ensuring that school is free of fees or by subsidizing or defraying the cost of school fees, books, and uniforms.	2010 – 2017
	Improve access to education by training new teachers, ensure that pregnant girls can remain in school, address sexual abuse in schools by teachers, and increase birth registrations for children.	2010 – 2017
	Expand existing programs to address the scope of the child labor problem, including children engaged in commercial sexual exploitation.	2009 – 2017

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# Kiribati

## MINIMAL ADVANCEMENT

*In 2017, Kiribati made a minimal advancement in efforts to eliminate the worst forms of child labor. The government established a mechanism for receiving labor complaints, including child labor complaints. However, although research is limited, there is evidence that children in Kiribati perform dangerous tasks in construction and street vending. Existing laws do not identify hazardous occupations and activities prohibited for children, and the government has not adopted a national policy to combat the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Kiribati perform dangerous tasks in construction and street vending. (1) Table 1 provides key indicators on children's work and education in Kiribati. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		99.5

*Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (2) Data were unavailable from Understanding Children's Work Project's analysis, 2018. (3)*

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**



Sector/Industry	Activity
Agriculture	Cutting toddy palm trees for toddy (1)
	Fishing and harvesting clams (1)
Industry	Construction, portering, and seafaring (1; 4)
Services	Street vending and working in kava bars (1; 4)
	Domestic work (4)

In Kiribati, education is free and compulsory for all children until age 16. However, children face barriers to accessing education due to associated costs and the lack of schools in remote areas. (1; 4; 5)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Kiribati has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Kiribati's legal framework to adequately protect children from the worst forms of child labor, including identification of hazardous occupations or activities prohibited for children and the prohibition of child trafficking.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Section 115 of the Employment and Industrial Relations Code (6)
Minimum Age for Hazardous Work	Yes	18	Section 117 of the Employment and Industrial Relations Code (6)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Sections 244 and 249 of the Penal Code; Sections 118(1)(a, c, d) and 122 of the Employment and Industrial Relations Code; Section 6(1-3) of the Constitution of Kiribati (6; 7; 8)
Prohibition of Child Trafficking	No		Section 43 of the Measures to Combat Terrorism and Transnational Organized Crime Act; Section 118(1)(b) of the Employment and Industrial Relations Code (6; 9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 136 and 141–142 of the Penal Code; Sections 118(1)(f) and 118(1)(g) of the Employment and Industrial Relations Code (6; 7)
Prohibition of Using Children in Illicit Activities	Yes		Section 142 of the Penal Code; Sections 118(1)(h) and 118(1)(i) of the Employment and Industrial Relations Code (6; 7)
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	Yes	18	Sections 118(1)(e) of the Employment and Industrial Relations Code (6)
Compulsory Education Age	Yes	16	Section 7 of the Education Act (10)
Free Public Education	Yes		Section 11 of the Education Act (10)

† No standing military (11)

Kiribati has not identified by national law or regulations the types of hazardous work prohibited for children. Under article 116 of the Employment and Industrial Relations Code, the laws do not specify the activities and hours of work per week that are acceptable for children engaged in light work, or the conditions under which light work can be undertaken. (6) Kiribati's laws prohibiting child trafficking are insufficient because they do not specifically prohibit trafficking children domestically. (6; 9)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Human Resources Development (MLHRD) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Human Resources Development	Enforce labor laws, including those related to child labor. (12)
Kiribati Police Force	Enforce criminal laws related to the worst forms of child labor. Investigate cases of human trafficking and sexual exploitation of children through a special Domestic Violence and Sexual Offenses Unit. (13)

# Kiribati

## MINIMAL ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Child Protection Officer, Ministry of Women, Youth and Social Affairs (MWYSA)	Remove children from harmful situations, including as a result of sexual exploitation and harsh or exploitative labor. (12; 14)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Kiribati took actions to combat child labor (Table 6). However, gaps exist within the operations of the MLHRD that may hinder adequate labor law enforcement, including labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (15)	\$5,360 (16)
Number of Labor Inspectors	7 (12)	8 (16)
Inspectorate Authorized to Assess Penalties	Unknown (15)	Yes (16)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (15)	No (16)
Training on New Laws Related to Child Labor	Yes (17)	N/A (16)
Refresher Courses Provided	Yes (15)	No (16)
Number of Labor Inspections Conducted	Unknown (15)	144 (16)
Number Conducted at Worksites	Unknown (15)	144 (16)
Number of Child Labor Violations Found	Unknown (15)	0 (16)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (15)	0 (16)
Number of Child Labor Penalties Imposed that were Collected	Unknown (15)	0 (16)
Routine Inspections Conducted	Unknown (15)	Yes (16)
Routine Inspections Targeted	Unknown (15)	No (16)
Unannounced Inspections Permitted	Unknown (15)	Yes (16)
Unannounced Inspections Conducted	Unknown (15)	Yes (16)
Complaint Mechanism Exists	No (12)	Yes (16)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (15)	Yes (16)

In 2017, the MLHRD established a mechanism for labor complaints, including child labor complaints. The MLHRD increased the funding of the Labor Inspectorate to cover transportation costs, awareness promotion, uniforms, and safety equipment. (16) The MLHRD has eight labor inspectors, seven of whom are based in the capital city, Tarawa, and one based on Kiritimati Island.

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Kiribati took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (15)	Unknown (16)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (15)	Unknown (16)
Refresher Courses Provided	Unknown (15)	Unknown (16)
Number of Investigations	Unknown (15)	Unknown (16)
Number of Violations Found	Unknown (15)	Unknown (16)
Number of Prosecutions Initiated	Unknown (15)	Unknown (16)
Number of Convictions	Unknown (15)	Unknown (16)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (15)	Yes (16)



#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 8). However, policy gaps exist that hinder efforts to address child labor.

**Table 8. Key Policies Related to Child Labor**<sup>‡</sup>

Policy	Description
Children, Young People, and Families Welfare System Policy	Focuses on strengthening the welfare system, in part, by implementing services to prevent the abuse, violence, neglect, and exploitation of children and young people, including in hazardous labor. During the reporting period, conducted training sessions for welfare officers and outreach programs on counseling and parenting, provided to improve parent, caregiver, and community skills to create an environment that protects children from violence, abuse, and exploitation. (18)

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (19; 20)

The government has adopted the Children, Young People, and Families Welfare System Policy; however, research found no evidence of a policy that focuses on combating the worst forms of child labor.

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that included the goal of eliminating or preventing child labor (Table 9). However, gaps exist in these social programs, including programs addressing the problem in all sectors.

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
Safenet <sup>†</sup>	MWYSA-coordinated program that allows government, churches, and NGOs to provide assistance to victims found in exploitative and violent situations. (12; 16)
Hotlines <sup>†</sup>	MWYSA and police-supported 24-hour hotline for children to report violations, request information, or obtain access to services. (13; 16) Domestic Violence and Sexual Offenses unit operates two 24-hour phone-line services for reporting exploitation and abuse. (21)

<sup>†</sup> Program is funded by the Government of Kiribati.

The ILO-supported Pacific Sub-Regional Child Labor and Trafficking Program ended in March 2017. (16; 22) Although the government has implemented Safenet and Hotlines programs to assist children in exploitative and abusive situations, research found no evidence that the government has carried out programs specifically designed to assist children who are working in construction and street vending.

#### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Kiribati (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2011 – 2017
	Ensure that the law specifies the activities and number of hours of work per week that are acceptable for children engaged in light work, as well as the conditions under which children can engage in light work.	2015 – 2017
	Ensure that the law specifically prohibits the trafficking of children domestically.	2015 – 2017
Enforcement	Collect and publish data on the enforcement of criminal laws prohibiting the worst forms of child labor, including the number of investigations performed, investigations performed, prosecutions initiated, and convictions completed.	2012 – 2017
	Institutionalize training for labor inspectors, including training new labor inspectors and providing refresher courses.	2017

**Table 10. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2017
Coordination	Establish a mechanism to coordinate the government's efforts to combat child labor, including its worst forms.	2013 – 2017
Government Policies	Adopt a policy that addresses all relevant forms of child labor, such as dangerous work in construction and street vending.	2014 – 2017
Social Programs	Enhance efforts to eliminate barriers to education and make education accessible for all children by alleviating school fees and increasing access to schools in remote locations.	2014 – 2017
	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Implement social programs to address all relevant forms of child labor, including in construction and street vending.	2017

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In 2017, Kosovo made a moderate advancement to eliminate the worst forms of child labor. The government passed the Administrative Instruction on the List of Indicators for Formal Identification of Victims of Trafficking, including early indicators for child victims. In addition, the government published a report on the results of the National Strategy and Action Plan for the Prevention and Elimination of Child Labor, including on the improvement of the child labor knowledge base, and the strengthening of institutions to address child labor. The government also passed the Kosovo Education Strategic Plan, which emphasizes the inclusion of preschool children from the Roma, Ashkali, and Egyptian communities. However, children in Kosovo engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and street work. The Labor Inspectorate continues to face financial and human resource constraints that impede its ability to conduct inspections in all relevant sectors. In addition, human trafficking shelters lack sufficient funding to properly accommodate and treat child victims of human trafficking.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kosovo engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and street work. (1; 2; 3; 4; 5; 6; 7) A Multiple Indicator Cluster Survey (MICS) conducted from 2013 to 2014 determined that 5,398 children in Kosovo were engaged in child labor. (8) A parallel MICS targeting the Roma, Ashkali, and Egyptian communities in Kosovo found that 2,168 children from these communities were engaged in child labor. (9) Table 1 provides key indicators on children's work and education in Kosovo.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	11.7 (324,764)
Attending School (%)	5 to 14	95.4
Combining Work and School (%)	7 to 14	13.1
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 5, 2014. (11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (3; 12; 13)
	Fishing, activities unknown (13)
	Forestry, activities unknown (14; 13)
Industry	Mining, including for coal† (3; 4; 15; 16)
	Construction and manufacturing (13)
Services	Street work,† including vending small items,† transporting goods,† and begging† (1; 3; 4; 12; 15; 16; 17)
	Scavenging at dumpsites† (3; 4; 12)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced begging, sometimes as a result of human trafficking (1; 4; 6; 18; 19; 20; 7)
	Commercial sexual exploitation, sometimes as a result of human trafficking (3; 4; 5; 6; 18; 13)
	Use in illicit activities (3)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.







<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Kosovo is a source and destination country for child trafficking, especially of girls, who are sometimes coerced into forced labor by organized criminal groups. (5; 6; 21) Children from Kosovo and neighboring countries are also subjected to forced begging in Kosovo, with most coming from the Roma, Ashkali, and Egyptian minority ethnic groups. (1; 4; 6; 21) Ashkali, Egyptian, and Roma children, especially girls, continue to experience difficulty accessing education. (22; 23; 13; 24) Birth certification is required for attending school in Kosovo. Some Ashkali, Egyptian, and Roma children have challenges obtaining a birth certificate, which makes school enrollment difficult. (25; 26; 27; 13; 24) Children who do not attend school are vulnerable to the worst forms of child labor.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Kosovo has ratified no key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	N/A
 ILO C. 182, Worst Forms of Child Labor	N/A
 UN CRC	N/A
 UN CRC Optional Protocol on Armed Conflict	N/A
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A
 Palermo Protocol on Trafficking in Persons	N/A

Kosovo is not a UN member country; therefore, the government is not eligible to ratify international conventions concerning child labor. Article 22 of Kosovo’s Constitution, however, incorporates the UN CRC into the national legal framework. (28)

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Kosovo’s legal framework to adequately protect children from child labor, including the prohibition of using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 7 of the Labor Law (29)
Minimum Age for Hazardous Work	Yes	18	Articles 20, 23, 26–27, and 45 of the Labor Law (29)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Administrative Instruction No. 05/2013; Article 45 of the Labor Law; Administrative Instruction No. 2008 (16; 29; 30)
Prohibition of Forced Labor	Yes		Article 6 of the Labor Law; Articles 169, 171, and 231 of the Criminal Code; Law on the Prevention and Elimination of Human Trafficking and Protection of the Victims of Trafficking (29; 31; 32)
Prohibition of Child Trafficking	Yes		Articles 171 and 231 of the Criminal Code; Law on the Prevention and Elimination of Human Trafficking and Protection of the Victims of Trafficking; Articles 21–22 of Administrative Instruction No. 10/2017 (31; 32; 33)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 231, 237–238, and 241–242 of the Criminal Code (31)
Prohibition of Using Children in Illicit Activities	No		Articles 273–282 of the Criminal Code (31)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 13 of the Law on the Kosovo Security Force (34)
Non-state	No		Article 153 of the Criminal Code (31)
Compulsory Education Age	Yes	15‡	Article 9 of the Law on Pre-University Education (35)
Free Public Education	Yes		Article 9 of the Law on Pre-University Education (35)

\* No conscription (34)

‡ Age calculated based on available information (35)

In 2016, the government approved the draft Law on Child Protection, which was submitted to a standing committee for further action. (36; 4) The law would criminalize violence, abuse, exploitation, and neglect of children, including child beggars, and would prohibit the use of children in illicit activities. (5; 36) However, the government has not taken any further actions on this law due to elections during the reporting period. (13)

The government passed the Administrative Instruction on the List of Indicators for Formal Identification of Victims of Trafficking in Human Beings. (7; 33) It lists early indicators of human trafficking in children for social service providers, judicial authorities, and police officers. (33) In January 2018, the draft Juvenile Justice Code, which aims to ensure the best interest of a child facing criminal proceedings, passed a first reading at the Assembly. (37; 38)

The Criminal Code does not specifically prohibit recruitment of children ages 16 and 17 by non-state armed groups. (31)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Welfare (MLSW) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Welfare (MLSW) Labor Inspectorate (LI)	Conduct inspections to enforce child labor laws and refer all cases of children involved in hazardous work to the MLSW Regional Centers for Social Work, or Social Work Centers (SWCs). Through regional SWCs address child labor, provide social services, and compile cases into a nationwide database. (3) Through the Department of Social Welfare, remove children engaged in hazardous child labor. (15)
Kosovo Police (KP)	Enforce criminal laws on forced child labor and commercial sexual exploitation of children. Through the Directorate of Trafficking in Human Beings, enforce laws on child trafficking. (3; 39) Operates under the Ministry of Internal Affairs (MOIA). (4)
Ministry of Justice	Enforce criminal laws on forced child labor, child trafficking, and commercial sexual exploitation of children. (39) Appointed a special coordinator for human trafficking and established a new mechanism to monitor human trafficking cases. (7)
Ministry of Education, Science, and Technology	Conduct education inspections on students' balance of school and work hours. (40)

In 2017, the Labor Inspectorate (LI) and Kosovo Police (KP) Anti-Trafficking Unit continued to forward cases to Social Work Centers (SWCs) or trafficking shelters, as needed. (13) However, because both the National Anti-Trafficking Director and the police operate within the Ministry of Internal Affairs (MOIA), efforts are focused solely within the MOIA, with limited inter-ministerial communication. (13)



# Kosovo

## MODERATE ADVANCEMENT

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Kosovo took actions to combat child labor (Table 6). However, gaps exist within the operations of the MLSW that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$633,002 (4)	\$722,855 (13)
Number of Labor Inspectors	51 (4)	49 (13)
Inspectorate Authorized to Assess Penalties	Yes (4)	Yes (13)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (4)	Yes (13)
Training on New Laws Related to Child Labor	N/A (4)	No (13)
Refresher Courses Provided	No (4)	Yes (13)
Number of Labor Inspections Conducted	6,716 (4)	6,656 (13)
Number Conducted at Worksites	6,716 (4)	6,656 (13)
Number of Child Labor Violations Found	0 (4)	1 (13)
Number of Child Labor Violations for Which Penalties were Imposed	0 (4)	0 (13)
Number of Child Labor Penalties Imposed that were Collected	0 (4)	0 (13; 41)
Routine Inspections Conducted	Yes (4)	Yes (13)
Routine Inspections Targeted	Yes (27)	Yes (13)
Unannounced Inspections Permitted	Yes (4)	Yes (13)
Unannounced Inspections Conducted	Yes (4)	Yes (13)
Complaint Mechanism Exists	Yes (4)	Yes (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (4)	Yes (13)

Labor inspectors have the authority to conduct announced and unannounced inspections in all formal sectors, but they do not have the jurisdiction allowing them to investigate informal sectors. (13) Labor inspectors have the authority to inspect private farms and homes; however, due to a lack of human resource capacity, the SWCs typically conduct these inspections. (13; 41) The LI had an overall strategy for conducting child labor inspections and incorporated identification of child victims of human trafficking in its strategy for 2017–2021. (13; 42; 7; 43)

Labor inspectors receive initial training when hired; however, these trainings do not cover child labor. (13) In 2017, the LI reported that all inspectors received sufficient refresher training on child labor, including on hazardous child labor laws. (13; 41) Inspections were done in the public and private sectors, with a special focus on the construction sector, an industry in which child labor is known to occur. (13)

The LI's mandate allows it to investigate limited contractual employment for children between 15 and 18 years of age. According to sources, due to the LI's staffing shortage, budgetary constraints of the SWC, and poor data-sharing between central and municipal institutions, the number of child labor violations reported in 2017 does not fully represent the amount of actual child labor cases. (13; 41) Although funding was sufficient, according to the LI, the LI reported that the number of existing inspectors did not allow inspections of all sectors, including the informal sector. (13)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Kosovo took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators and prosecutors.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (27)	Yes (13)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (13)
Refresher Courses Provided	Yes (4)	Yes (13)
Number of Investigations	18 (4)	19 (7)
Number of Violations Found	13 (4)	19 (7)
Number of Prosecutions Initiated	Unknown (4)	Unknown (13)
Number of Convictions	Unknown (4)	Unknown (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (4)	Yes (13)

The KP includes 55 human trafficking investigators, 4 of which are dedicated to child trafficking. The KP reported that resources and trainings related to child labor were sufficient in 2017. (13) In addition, the Center for Protection of Victims and Prevention of Human Trafficking held a training for 200 teachers on identifying child victims of human trafficking. (41) However, legal training on human trafficking for prosecutors and judges was insufficient, causing inadequate prosecutions and incorrect legal application. (4; 5; 6; 13) In addition, better supervision of human trafficking cases and specialization of prosecutors and judges is needed to reduce case backlog. (13; 7)

The KP does not systematically track whether children involved in child labor are referred to providers of social services as a result of investigations. (27; 39; 13)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Committee for Prevention and Elimination of Child Labor (KKPEPF)	Coordinate government policies to combat child labor, oversee and provide policy guidance for activities to prevent and eliminate child labor. Comprises representatives of government agencies, the KP, trade unions, and an NGO. (15) Chaired by the MLSW. (13)
Child Labor Monitoring System (CLMS)	Address child labor at the municipal level, identify and provide child services, document child labor trends, and evaluate local responses to child labor. (3)
National Agency Against Trafficking in Persons (NAATIP)	Coordinate policy implementation, and monitor and report on actions to combat child trafficking through a National Anti-Trafficking Coordinator (NATC). (2; 44; 6) The NATC is the deputy minister of the Interior Ministry. (41) Includes representatives from the government, judiciary, municipal offices, NGOs, and the international community. (4; 41) The NATC met several times with mayors from Northern Kosovo in 2017 to discuss coordination and establish a human trafficking shelter. (7)
Municipal Local Action Committees	Prevent and eliminate child labor and report to the CLMS. Members include representatives from schools, municipal education departments, and the KP. (15; 26)

In late 2013, MLSW began using new software to collect and process data on labor violations, and to make these data available to all ministries and law enforcement bodies. (3) During the reporting period, however, the Child Labor Monitoring System continued to lack quality data analysis and there was unsatisfactory data sharing between municipal authorities and the MLSW. (4; 44; 13)

Although the Committee for Prevention and Elimination of Child Labor was active during the reporting period, it experienced limited coordination on enforcement actions. (13)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Strategy and Action Plan for the Prevention and Elimination of Child Labor (2011–2017) <sup>†</sup>	Aimed to eliminate the worst forms of child labor in Kosovo, with a focus on prevention and withdrawal of children from the worst forms of child labor, protection of young workers, and gender concerns. (42) Extended for 2017. (13) During the reporting period, the government published a report with the results of the Action Plan, including improvement of the child labor knowledge base and strengthening of institutions to address child labor. (45)
National Strategy and Action Plan Against Trafficking in Persons (2015–2019)	Aims to prevent and combat human trafficking by raising awareness, identifying victims, and strengthening criminal law enforcement. (46; 47) Policy was active in 2017, including facilitating interagency coordination on human trafficking. (41; 7; 38)
Strategy for the Inclusion of Roma, Ashkali, and Egyptian Communities (2016–2020)	Focuses on employment, social issues, healthcare, and housing for the Ashkali and Roma communities. Aims to strengthen rights and full integration into society. (48) A special educational component promotes inclusive education for the children of these communities. (49) Active in 2017. (41)
Kosovo Education Strategic Plan (2017–2021) <sup>†</sup>	Emphasizes the inclusion of vulnerable minorities in the education system, especially for preschool children of the Roma, Ashkali, and Egyptian communities. Establishes regulations at the municipality level to facilitate preschool enrollment and raises awareness on school attendance and enrollment. (50)

<sup>†</sup> Policy was approved during the reporting period.

Although the government is currently drafting a Strategic Plan on Children’s Rights for 2019–2022, the government has not included child labor elimination and prevention strategies into the Strategy for the Inclusion of Roma, Ashkali, and Egyptian Communities. (41) In addition, the government did not provide sufficient funds for social services for victims of child labor in the National Strategy and Action Plan for the Prevention and Elimination of Child Labor in 2017. (41) Also, very little progress was made in the Strategy for the Inclusion of Roma, Ashkali, and Egyptian Communities due to budget limitations. (41; 38)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including implementation of all programs.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
Hope and Homes for Children <sup>†</sup>	Government-funded NGO shelter. Accommodates child victims of abuse or human trafficking. Operated in 2017 and sheltered 29 children. (13; 38)
UN Common Development Plan (2016–2020)	Funded and programmed by the UN Kosovo Team. Focuses on international standards and human rights safeguards of migrants and the social protection and educational inclusion of the Roma, Ashkali, and Egyptian communities. (51) Active in 2017. (41)

<sup>†</sup> Program is funded by the Government of Kosovo.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (52; 13; 41)

The Kosovo Shelter Coalition did not operate in 2017. (13; 21) In addition, the Pristina SWC reported needing a shelter for interviewing and providing accommodation to child victims, and the Hope for Homes Children Shelter reported insufficient funding. (13; 7)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Kosovo (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the draft Law on Child Protection is passed to prohibit the use of children in all illicit activities, including using, procuring, and offering children for the production and trafficking of drugs.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase inter-ministerial communication within the MOIA to adequately combat commercial sexual exploitation.	2017
	Ensure that labor inspectors conduct child labor inspections on private farms, in homes, and in the informal sectors.	2017
	Incorporate topics on child labor in trainings for new employees and refresher courses, as well as ensure trainings on new child labor laws for all labor inspectors.	2017
	Increase the number of labor inspectors and access to informal sectors to investigate all cases of child labor.	2017
	Ensure that the penalties in the legal framework regulating the crime of human trafficking are correctly applied, including by providing training and supervision to prosecutors and judges on the legal framework for human trafficking cases.	2012 – 2017
	Improve the collection, publication, and interagency sharing of data to appropriate services on the results of investigations related to criminal violations of child labor laws, including the number of related prosecutions initiated, the number of convictions, and the referral of children found in child labor.	2009 – 2017
Coordination	Improve the capacity of the CLMS to better analyze data on child labor and improve data sharing between municipal authorities and the MLSW.	2013 – 2017
	Increase the coordination role of the Committee for Prevention and Elimination of Child Labor.	2017
Government Policies	Integrate child labor elimination and prevention strategies into the Strategy for the Inclusion of Roma, Ashkali, and Egyptian Communities.	2016 – 2017
	Provide sufficient funding for the National Strategy and Action Plan for the Prevention and Elimination of Child Labor and the Strategy for the Inclusion of Roma, Ashkali, and Egyptian Communities so that victims of child labor receive sufficient social services.	2016 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Make additional efforts to register Ashkali, Egyptian, and Roma children at birth.	2011 – 2017
	Fully fund and operate shelters that house child victims of trafficking, including creating a shelter for the Pristina SWC for interviewing and accommodating child victims.	2016 – 2017

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In 2017, the Kyrgyz Republic made a minimal advancement in efforts to eliminate the worst forms of child labor. The government adopted a National Action Plan to Combat Trafficking in Persons and launched a program that includes limited activities to address child labor. However, children in the Kyrgyz Republic engage in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in agriculture. The government's child trafficking laws are not in line with international standards, and research indicates that the State Inspectorate on Ecological and Technical Safety employed an insufficient number of labor inspectors. The compulsory education age also remained lower than the minimum age for work.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Kyrgyz Republic engage in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5) Children also engage in child labor in agriculture. (6; 7; 8; 9; 10) Table 1 provides key indicators on children's work and education in the Kyrgyz Republic.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	33.9 (397,407)
Attending School (%)	5 to 14	86.5
Combining Work and School (%)	7 to 14	41.0
Primary Completion Rate (%)		105.5

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labour Survey, 2014. (12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

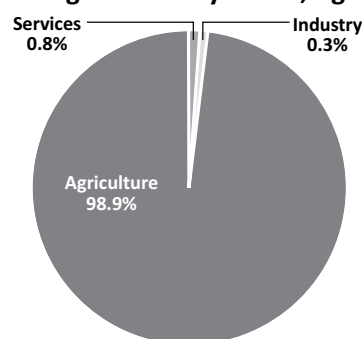
**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating cotton, tobacco,† rice, potatoes, sugar beets, and wheat (4; 6; 7; 8; 9; 13; 14; 10; 15)
	Raising cattle and sheep (4; 9; 13; 14; 15)
Industry	Coal mining† (4; 13; 14; 10; 16)
	Brick making (4; 13; 14)
	Construction, including lifting and portering construction materials, and cutting metal sheets for roofs (4; 14; 16; 17)
Services	Working in bazaars, including loading and unloading goods, portering, collecting plastic bottles and garbage, and selling items, including food and newspapers (1; 3; 6; 8; 10; 18; 19; 20)
	Washing cars (1; 8; 21)
	Working in restaurants and cafes, including serving food and washing dishes (6; 13; 22)
	Street work, including begging and shoe shining (1; 2; 13)
	Domestic work, including child care (2; 3; 7; 10)
Categorical Worst Forms of Child Labor‡	Forced labor in raising cattle and sheep, sometimes as a result of human trafficking (4; 10)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 4; 5)
	Use in illicit activities, including trafficking drugs, as a result of human trafficking (23; 5)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

**Figure 1. Working Children by Sector, Ages 10-14**



# Kyrgyz Republic




## MINIMAL ADVANCEMENT

Hazardous child labor is most prevalent in the *oblasts* (provinces) of Naryn and Osh. (16) There is limited evidence that some children migrate with their families to work in the cotton fields in Kazakhstan. (24) Some children left behind, after their parents migrate to work in Kazakhstan, Russia, or other areas of the country, do not have access to their birth certificates and guardianship documents that are required for school enrolment. As a result, these children cannot enroll in school and are vulnerable to the worst forms of child labor. (6; 13; 25) Some schools require residence registration, known as *propiska*, for enrollment, thereby hindering access to education; however, according to the Ministry of Education and Science, residence registration is not mandatory. (3; 4; 7; 21) Moreover, many children from the ethnic Lyuli, a group of approximately 3,500 Central Asian Roma people living in the Kyrgyz Republic, do not attend school and are vulnerable to child labor. (23; 26) Children with disabilities and those living and working on the street also have difficulty accessing education. (4; 19)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

The Kyrgyz Republic has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in the Kyrgyz Republic's legal framework to adequately protect children from the worst forms of child labor, including coverage of the law and comprehensive prohibition of child trafficking.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 18 of the Labor Code (27)
Minimum Age for Hazardous Work	Yes	18	Article 294 of the Labor Code; Article 15 of the Code on Children (27; 28)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 294 of the Labor Code; Decree 314; Annex I of Decree 548 (27; 29; 30)
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code; Article 15.2 of the Code on Children; Article 1 of the Law on Preventing and Combating Human Trafficking; Article 124 of the Criminal Code (27; 28; 31; 32)
Prohibition of Child Trafficking	No		Article 1 of the Law on Preventing and Combating Human Trafficking; Article 124 of the Criminal Code (31; 32)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 157 of the Criminal Code; Articles 5 and 15 of the Code on Children (28; 31)
Prohibition of Using Children in Illicit Activities	Yes		Articles 157, 247, 249, and 375 of the Criminal Code; Articles 5 and 15 of the Code on Children (28; 31)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Articles 17.1 and 22.1 of the Law on Military Service (33)
State Voluntary	Yes	18	Article 24.1 of the Law on Military Service (33)
Non-state	Yes	18	Articles 124, 226–2, 229, and 375 of the Criminal Code (31)
Compulsory Education Age	No	15‡	Article 16 of the Law on Education (34)
Free Public Education	Yes		Article 16 of the Law on Education (34)

‡ Age calculated based on available information

According to Article 6 of the Labor Code, protections, such as the minimum age of employment and prohibitions on hazardous work, are not extended to children engaged in non-contractual employment. (27) However, most incidences of child labor occur in employment relationships in which the child has not signed an employment contract with the employer. (6; 9)

The prohibitions against child trafficking are insufficient because they require threats, the use of force, or coercion to be established for the crime of child trafficking. (31; 32) The government drafted a revised list of hazardous work for children in 2011, which remained under review. (15; 35)

Children in the Kyrgyz Republic are required to attend school only until grade nine, which is typically when they reach age 14 or 15. (6; 7; 36) This standard makes children ages 14 and 15 vulnerable to child labor because they are not required to be in school, but they also are not yet legally permitted to work.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the State Inspectorate on Ecological and Technical Safety that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
State Inspectorate on Ecological and Technical Safety	Monitor work sites and refer child laborers to social services. Coordinate with the Inspectorate for Minors' Affairs in the Ministry of Internal Affairs, the Prosecutor General's Office, and regional State District Administration authorities to enforce child labor laws. (37)
Ministry of Internal Affairs, Inspectorate for Minors' Affairs	Enforce criminal laws related to child labor, including its worst forms; conduct independent inspections and joint raids with the State Inspectorate on Ecological and Technical Safety to find neglected or abused children; and refer children to social institutions for care. (37)
Prosecutor General's Office	Enforce and apply labor-related laws, including labor inspections and investigations of child labor violations, in coordination with the State Inspectorate on Ecological and Technical Safety. (37; 38)
Oblast Administration	Enforce child labor laws at the oblast (province) level. (37)
Ministry of Labor and Social Development	Serve as the key government agency for children's issues. Protect children and families in difficult living situations, including child laborers. (23) Coordinate with oblast-level authorities to investigate violations of child labor laws. (39)

#### *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in the Kyrgyz Republic took actions to combat child labor. However, gaps exist within the authority of the State Inspectorate on Ecological and Technical Safety that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown (21)
Number of Labor Inspectors	23 (15)	Unknown (21)
Inspectorate Authorized to Assess Penalties	Yes (19)	Yes (19)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	No (21)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	No (15)	No (21)
Number of Labor Inspections Conducted	Unknown (15)	Unknown (21)
Number Conducted at Worksites	Unknown (15)	Unknown (21)
Number of Child Labor Violations Found	31 (40)	Unknown (21)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (15)	Unknown (21)
Number of Child Labor Penalties Imposed that were Collected	Unknown (15)	Unknown (21)
Routine Inspections Conducted	Unknown (15)	Unknown (21)

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Routine Inspections Targeted	Unknown (15)	Unknown (21)
Unannounced Inspections Permitted	Yes (41; 42)	Yes (42; 43)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (19)	Yes (19)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (44)	Yes (44)

In 2017, the number of labor inspectors was not known. (21) In 2016, however, the State Inspectorate on Ecological and Technical Safety employed 23 labor inspectors. (15) The number of labor inspectors is likely insufficient for the size of the Kyrgyz Republic's workforce, which includes over 2.8 million workers. (45) According to the ILO's technical advice of a ratio approaching 1 inspector for every 20,000 workers in transitioning economies, the Kyrgyz Republic should employ about 142 labor inspectors. (19; 46; 47) The State Inspectorate on Ecological and Technical Safety acknowledged that the number of labor inspectors was inadequate to ensure appropriate enforcement of child labor laws. (19)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in the Kyrgyz Republic took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (15)	No (21)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	No (15)	Yes (48)
Number of Investigations	2 (40)	4‡ (48)
Number of Violations Found	2 (40)	Unknown (21)
Number of Prosecutions Initiated	2 (40)	0 (21)
Number of Convictions	0 (15)	0 (21)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (15)	Yes (21)

‡ Data are from January to September 2017.

In 2017, 97 judges, 77 prosecutors, and 33 police officers attended training sessions on countering human trafficking. (48) The government investigated four cases of human trafficking during the first 9 months of 2017; research was unable to determine whether these cases involved children. (48)

The UN special rapporteur on the sale of children, child sex trafficking, and child pornography documented allegations of law enforcement officials' complicity in human trafficking in a 2013 report; police officers allegedly threatened, extorted, and raped child sex trafficking victims. However, the government has neither investigated these allegations nor reported whether any government employees have been investigated, prosecuted, or convicted for human trafficking. (5)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Coordination Council for Social Protection and Children's Rights	Develop policies to eliminate child labor. (35) Chaired by the Deputy Prime Minister, members include representatives from the Ministry of Labor and Social Development and three other ministries. (49; 50) Met quarterly in 2017. (21)
Coordination Council on Migration	Monitor and combat human trafficking as a key priority. Chaired by the Deputy Prime Minister for Social Issues, members include representatives from the Office of the President, government ministries, international organizations, and NGOs. (51) Met twice in 2017. (48)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**<sup>‡</sup>

Policy	Description
Interagency Action Plan on Measures to Prevent the Involvement of Children in the Worst Forms of Child Labor (2016–2018)	Aims to address the worst forms of child labor by identifying children at risk of child labor, including those in difficult living situations; providing social services; conducting awareness-raising campaigns, including seminars for social pedagogues and forums for children and their parents on hazardous work; sharing experiences and best practices with international organizations and NGOs; and creating a manual on child protection for labor inspectors. (15; 52) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
Regulations on the Procedure for the Identification of Children and Families in Difficult Situations	Establishes the process for identifying children in difficult living situations, including those engaged in the worst forms of child labor. Receives complaints, conducts outreach activities, devises an individual action plan, removes the child from the worst forms of child labor, and provides financial and educational services. (44) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.
National Action Plan to Combat Trafficking in Persons (2017–2020) <sup>†</sup>	Improves legal framework on human trafficking; improves dissemination of information on human trafficking risks for migrants and vulnerable populations; raises awareness about protections for victims and criminal penalties for perpetrators; and improves coordination among government agencies, NGOs, and international partners. (53)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (37)

The government has not included child labor elimination and prevention strategies in the National Education Strategy and Roadmap on Out-of-School Children. (36; 54)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including implementation and adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**<sup>‡</sup>

Program	Description
Combating Child Labor in Central Asia –Commitment Becomes Action (PROACT CAR Phase III) (2010–2018)	\$4.57 million Government of Germany-funded project implemented by the ILO to mainstream child labor issues into national policies and legislation, build the capacity of stakeholders, and provide direct services to children withdrawn from the worst forms of child labor. (54; 55) In 2017, supported launching the Support of Family and Protection of Children for 2018–2028 program, finalizing the National Action Plan to Combat Trafficking in Persons, and signing the UN Development Assistance Framework. (56)
Evening Classes for Child Laborers <sup>†</sup>	Provides evening classes to secondary school students in districts with high numbers of child laborers. (57) In 2017, the Bishkek Mayor’s Office provided funding for the schools in Bishkek. (21)
Social Support for Children and Families in Difficult Living Situations <sup>†</sup>	Government-funded program to monitor places where children may be working, with a primary focus on bazaars, and to return these children to school. (39) Research did not find information about the number of children assisted in 2017.
Cash Transfer Program <sup>†</sup>	Cash transfer program for families living in difficult situations, including families with children engaged in child labor. (35) Research did not find information about the number of children assisted in 2017.
Ministry of Education and Science National School Attendance Database <sup>†</sup>	Ministry of Education and Science project to pilot a national electronic database to track children who do not attend school. Following development and use throughout the country, database information will be shared with the Ministry of Labor and Social Development to assist children engaged in child labor. (7) Will provide information to the Ministry of Internal Affairs on cases of criminal violations of child labor laws. In addition, social pedagogues will work with families to ensure that children attend school. (7) Research did not find information about the number of children assisted in 2017.

<sup>†</sup> Program is funded by the Government of the Kyrgyz Republic.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (26; 58)

In August 2017, the government adopted a program entitled “Support of Family and Protection of Children for 2018–2028,” which includes limited activities to address child labor, including revising Decree 314, the hazardous work list for children;



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organizing competitive bids for projects, resulting in four new social services centers by 2020 for families and children in difficult living situations; and providing local administrations with income-generating ideas for families in difficult living situations. (59) Funding for this program will be provided through the existing budget for government agencies, plus international donors' funds when available. (59; 60)

Although the Kyrgyz Republic has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in commercial sexual exploitation as a result of human trafficking and in agriculture, including cultivating cotton.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in the Kyrgyz Republic (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law's minimum age provisions and hazardous work prohibitions apply to all children, including those working without an employment contract.	2014 – 2017
	Ensure that child trafficking laws do not require an element of force or deception and are in accordance with international standards.	2015 – 2017
	Increase the age for compulsory schooling to 16, the minimum age to work.	2014 – 2017
Enforcement	Publish information about the funding of the State Inspectorate; the number of inspectors; the number of labor inspections, including those conducted at worksites; the number of violations and penalties imposed and collected; information about whether inspections are routine or targeted; and the number of criminal violations found.	2011 – 2017
	Strengthen the labor inspection system by permitting and conducting unannounced inspections and by providing child labor training for labor inspectors and criminal investigators.	2014 – 2017
	Significantly increase the number of labor inspectors to meet the ILO's technical advice and provide inspectors with adequate training and resources to conduct inspections.	2012 – 2017
	Ensure that criminal law enforcement agencies investigate and prosecute violations related to the worst forms of child labor.	2015 – 2017
Government Policies	Implement the Interagency Action Plan on Measures to Prevent the Involvement of Children in the Worst Forms of Child Labor and the Regulations on the Procedure for the Identification of Children and Families in Difficult Living Situations.	2016 – 2017
	Integrate child labor elimination and prevention strategies into the National Education Strategy and the Roadmap on Out-of-School Children.	2015 – 2017
Social Programs	Ensure that all children have access to free education, including Lyuli children, children with disabilities, those living and working on the street, and those without birth certificates.	2009 – 2017
	Implement all social programs, including the Social Support for Children and Families in Difficult Living Situations, the Cash Transfer Program, and the Ministry of Education and Science National School Attendance Database.	2016 – 2017
Social Programs	Expand existing programs to address the scope of the child labor problem, particularly in commercial sexual exploitation as a result of human trafficking and in agriculture, including cultivating cotton.	2014 – 2017

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# Lebanon

## MODERATE ADVANCEMENT

In 2017, Lebanon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor released a Practitioners' Guide on child labor in agriculture to raise awareness among stakeholders and signed an agreement with the Farmers' Union to prevent foreign children, mainly Syrian refugees, under age 16 from working in agriculture. Concurrently, the government helped enroll more than 110,000 children in schools and prevented a possible dropout of more than 18,000 other children, including non-Lebanese children, in the 2016–2017 academic year. However, children in Lebanon engage in the worst forms of child labor, including in forced labor in agriculture and commercial sexual exploitation. The Ministry of Labor's operations budget was unable to cover equipment, personnel, and transport costs to conduct inspections. The Ministry of Labor does not have the authority to assess penalties. In addition, programs targeting child labor remained insufficient to fully address the extent of the problem.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Lebanon engage in the worst forms of child labor, including in forced labor in agriculture and commercial sexual exploitation. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Lebanon. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		71.9

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (6)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including picking potatoes, cucumbers, almonds, plums, olives, citrus fruit, beans, figs, and grapes (1; 8; 9; 10; 11; 12)
	Production of tobacco† (13; 14; 15; 16)
	Fishing, activities unknown (3; 16)
Industry	Construction,† including carpentry, tiling, and welding† (11; 14; 17; 18; 16)
	Working in cement factories† (17; 19)
	Making handicrafts (3; 16)
	Working in aluminum factories (11; 20)
Services	Working in textile factories (21; 22)
	Street work,† including begging, street vending, portering, washing cars, scavenging garbage,† and shining shoes (1; 8; 11; 23; 24; 25)
	Maintenance and repair of motor vehicles,† and painting† (11; 22; 26; 25)
	Domestic work† (11; 27; 28)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Cleaning sewage† (1; 16)
	Food service† (11; 15; 23)
	Working in cemeteries, including covering bodies in shrouds, cleaning graves, and assisting with rituals (29; 30)
	Cleaning marketplaces (1; 14)
	Working in slaughterhouses† and butcheries (13; 16)
	Working in small shops (23; 16; 25)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including drug trafficking or production, sometimes as a result of human trafficking, and arms dealing (3; 18; 24; 30; 31; 32; 25)
	Forced begging, sometimes as a result of human trafficking (32; 5; 25)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 22; 31; 33; 5; 34; 35)
	Forced labor in agriculture, sometimes as a result of human trafficking (3; 4; 5)
	Forced recruitment of children by non-state armed groups for use in armed conflict (16; 36; 37)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Child labor has increased, and its conditions have worsened since the influx of Syrian refugees into Lebanon, affecting Lebanese and Syrian children. (38; 39; 16) As of January 2018, just under one million Syrian refugees in Lebanon were registered with UNHCR, and more than half of them were children. (40) Child labor is also prevalent in other refugee communities in Lebanon, including the Palestinian and Iraqi communities. (41; 16)

There are instances of children being subjected to forced begging and commercial sexual exploitation, sometimes as a result of human trafficking. (5) In particular, Syrian girls are trafficked into Lebanon for commercial sexual exploitation under the guise of marriage. (18; 5) Some boys are also subjected to commercial sexual exploitation, particularly Kurdish boys from Syria and boys who work. (18; 42) Working on the streets is especially common among refugee children from Syria, including Palestinians from Syria. (24)

Syrian children are also subjected to forced labor in agriculture. (4; 41; 16) Some Syrian refugee children, with their families, are kept in bonded labor in agriculture in the Bekaa Valley to pay for makeshift dwellings provided by landowners. (3; 4; 38; 5) In 2017, the Lebanese army evicted approximately 10,000 Syrian refugees from their informal dwellings in Bekaa, interrupting children’s schooling and making them more vulnerable to child labor. (43; 44; 45)

UNICEF reported that ISIS and Al Nusra recruited and used boys and girls in Lebanon, including in Palestinian refugee camps. (16) Media reported that Hizballah also recruited children to engage in combat in Syria. (36) Children participated in combat, armed patrols, military parades, and logistical support of armed leaders within Lebanon or were trafficked to Syria for the same purposes. (16)

The government waived fees for public primary schools and opened second shifts in about 240 schools. (14) But the public school system in Lebanon lacks the capacity to accommodate the large number of school-age Syrian refugee children. (46) Some schools refuse to enroll students who lack documentation, contradicting the official policy. (16; 47) Whereas UNHCR states that 70 percent of Syrian refugee children were enrolled at school in 2017, other observers estimated that more than 50 percent of Syrian refugee children as well as 35 percent of Palestinian refugee children were out of school. (25; 16; 48) Children in Lebanon, particularly Syrian refugee children, face barriers to accessing education, including the cost of transportation and supplies, use of schools by armed groups or as shelters, fear of passing checkpoints or of violence, lack of private sanitation facilities for girls, discrimination, bullying, corporal punishment, and different curriculum in Lebanon than in their country of origin. (14; 15; 49; 50; 51; 52; 53; 48; 16; 54) Children with disabilities, particularly Syrians, either are denied access to schools or do not receive additional tailored services. (53) In addition, some refugee children from Iraq and Syria do not attend school because many classes are taught in French or English in Lebanese schools, but refugee children do not speak these languages. (50; 54) Children who work in agriculture, including Lebanese children, often do not attend school during harvesting and planting seasons. (55; 56) One local organization observed a direct correlation between school dropout rates and increase in child labor. (25)




# Lebanon

## MODERATE ADVANCEMENT

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Lebanon has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Lebanon's legal framework to adequately protect children from the worst forms of child labor, including prohibition of debt bondage.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 22 of the Labor Code (57)
Minimum Age for Hazardous Work	Yes	18	Article 1 of Decree No. 8987 (58)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Annex 1 of Decree No. 8987 (58)
Prohibition of Forced Labor	No		Article 8 of Decree No. 3855; Article 569 of the Penal Code (59; 60)
Prohibition of Child Trafficking	Yes		Articles 586.1 and 586.5 of the Penal Code (59)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 507–510, 523–527, 586.1, and 586.5 of the Penal Code (59)
Prohibition of Using Children in Illicit Activities	Yes		Articles 586.1, 586.5, and 618 of the Penal Code (59)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 30 of the National Defense Law (61)
Non-state	Yes	18	Article 586.1 of the Penal Code; Annex 1 of Decree No. 8987 (58; 59)
Compulsory Education Age	Yes	15‡	Article 49 of the Education Law (62)
Free Public Education	Yes		Article 49 of the Education Law (62)

\* No conscription (63)

‡ Age calculated based on available information (41)

Laws related to forced labor are insufficient because there is no legislative provision that provides criminal penalties for the exaction of forced labor, and debt bondage is not criminally prohibited. (59; 64)

Government officials clarified that although Article 610 of the Penal Code criminalizes begging, Article 26 of the Delinquent Juveniles Law, which takes precedence over the Penal Code, stipulates that in cases of begging, the child is considered in danger and entitled to receive protective measures. (59; 65; 66) However, children engaged in begging have been arrested in a limited number of cases. (24)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.



**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce child labor laws through desk review and workplace inspections. Act as government focal point for child labor issues and host the National Steering Committee on Child Labor. (16) The Ministry's Child Labor Unit raises public awareness about child labor and the right to education, and receives complaints on child labor violations on its hotline. (67; 41)
Internal Security Forces	Enforce laws regarding the worst forms of child labor through the Anti-Human Trafficking and Morals Protection Bureau. (16)
Ministry of Justice	Prosecute violations of the Penal Code in coordination with the Internal Security Forces. Maintain general data and statistics on criminal violations involving the worst forms of child labor. (16) Refer at-risk children to shelters and protection services. The Ministry has signed agreements with civil society organizations to provide social workers to the Ministry to oversee court proceedings involving juveniles and deliver services to them, including children engaged in begging. (16)
Ministry of Social Affairs	Refer children identified by the Internal Security Forces and the Ministry of Justice to protective institutions, such as health centers. Refer children to shelters through its Higher Council for Childhood. (16)

According to local observers, the Ministry of Labor's hotline is not fully functional and works for a limited number of hours on official workdays. It does not have a system to register incoming calls. (25)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Lebanon took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	45 (38)	45 (25)
Inspectorate Authorized to Assess Penalties	No (68)	No (68)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	Unknown	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (69)	Yes (69)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (3)	Yes (16)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (16)

In 2017, the Ministry of Labor did not cover the costs of equipment and transportation for labor inspectors to carry out their duties. (16) Inspections of child labor are generally a result of a complaint, particularly in the formal sector. However, based on available information, child labor is nearly non-existent in the formal sector. (16; 70) The number of labor inspectors is insufficient for the size of Lebanon's workforce, which includes over 2.1 million workers. (71) According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Lebanon would employ about 144 inspectors. (72; 73)

The Ministry of Labor signed an agreement with the Farmers' Union so that farmers do not hire Syrian children under age 16 to work in agriculture. In 2017, the Ministry's Child Labor Unit provided training to farmers and General Security officers in the Bekaa Valley. (16)

# Lebanon

## MODERATE ADVANCEMENT

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Lebanon took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigation planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (3)	Yes (74; 16)
Number of Investigations	Unknown	Unknown
Number of Violations Found	10 (3)	5 (74; 75)
Number of Prosecutions Initiated	5 (3)	Unknown
Number of Convictions	3 (76)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (16)

In 2017, judges and officials of the Internal Security Forces participated in trainings on human trafficking. The government provided an airline company with training to help cabin crew members recognize indicators of human trafficking among passengers. (74) In addition, staff of the Lebanese Armed Forces participated in training sessions on human trafficking. (77)

The Ministry of Justice stated that a lack of sufficient human resources hindered the government's ability to address child labor. (16) The Ministry of Justice does not have a centralized record system, but it reported prosecuting some cases of forced child begging. (77)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor	Raise awareness; coordinate efforts among government agencies; establish standard practices; develop, enforce, and recommend changes; and ensure that government agencies comply with the law. Led by the Minister of Labor, includes representatives from six other ministries and other institutions and international organizations. (16) In 2017, the Committee did not meet officially, although its technical subcommittee met twice during the year. (16)
National Steering Committee on Trafficking	Coordinate efforts against human trafficking, including child trafficking. Based at the Ministry of Labor and meets on a monthly basis. (16) In 2017, the Committee met monthly. (77)
UNICEF and UNHCR	Coordinate efforts to address the needs of children affected by the Syrian refugee crisis in Lebanon and maintain interagency standards for child protection. The UN representatives identify crucial concerns, including factors that make children vulnerable to child labor, and make recommendations to the government on the use of resources, including referral services. (16) In 2017, UNICEF held awareness-raising campaigns, carried out Focused Psychosocial Support activities and case management for children engaged in hazardous child labor, provided vocational training for children ages 15 to 17, and worked with agricultural stakeholders to limit working hours for children and improve working conditions. During the reporting period, UNHCR provided cash assistance to families of approximately 320 Syrian children and helped provide educational services to more than 770 children. (16)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Action Plan on the Elimination of the Worst Forms of Child Labor (2013–2019)	Establishes strategies for addressing the worst forms of child labor, including improving enforcement of child labor laws and expanding access to education. (78; 3) In 2017, the Ministry of Labor, in cooperation with the ILO, released the Guide for Child Labor in Agriculture Practitioners to raise awareness among stakeholders on child labor in agriculture. The ILO held a training on the Guide in September. (79)
Work Plan to Prevent and Respond to the Association of Children with Armed Violence in Lebanon	Provides the framework for the prevention of children involved in armed conflict. (52) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (80)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Tackling Child Labor among Syrian Refugees and Their Host Communities in Jordan and Lebanon (2015–2017)	Government of Denmark–funded, 2-year project, implemented by the ILO to conduct research on the hazards of child labor in certain sectors; build the technical capacity of governments, employers, and workers’ organizations to improve referrals and responses to cases of child labor; and provide training on preventing and removing children from child labor and provide services. (81) In 2017, the ILO supported government agencies to draft a code of conduct and coordination mechanism to help children living and working on the street. The ILO also held a training on that topic for stakeholders, including government officials. (82)
Child Protection Program	Joint program by UNICEF and the Ministry of Social Affairs. Addresses the worst forms of child labor through interventions, including psychological counseling, raising awareness among employers, and working with employers to decrease working hours for children and to improve working conditions. (27) Research was unable to determine what steps were taken in 2017 in the implementation of this program.
USDOL-Funded Projects for Capacity Building and Research	USDOL projects that aim to build capacity of government law enforcement officials, improve policy implementation, and improve the evidence base on child labor. These projects include the Global Action Program on Child Labor Issues (GAP 11), implemented by the ILO, and the Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) capacity-building project, implemented by the ILO in at least 11 countries. (83; 84) Additional information is available on the USDOL website.
Reaching All Children through Education (RACE II) (2017–2021)	Donor-funded 5-year project, implemented by the Ministry of Education and Higher Education and partners to ensure quality education opportunities for children ages 3 to 18 regardless of nationality through holistic interventions, including non-formal education. (85) The program supported enrollment of more than 110,000 students in the 2016–2017 academic year as well as retention activities to prevent a possible dropout of more than 18,000 vulnerable children. (16)
National Poverty Alleviation Program†	Funded by the government and foreign donors, this Ministry of Social Affairs program pays school tuition and book costs for 74,000 families living in extreme poverty. (41) Research was unable to determine what steps were taken in 2017 in the implementation of this program.

† Program is funded by the Government of Lebanon.

The scarcity of shelters for child trafficking victims results in some children being placed in juvenile detention centers. (56) The lack of shelters and resources to effectively handle child labor and trafficking cases puts children at a heightened risk of further exploitation. (32) Although Lebanon has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including in forced child labor in agriculture and commercial sexual exploitation of children.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Lebanon (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Accede to the CRC Optional Protocol on Armed Conflict, which the government signed in 2002.	2013 – 2017
	Ensure that forced labor and debt bondage are criminally prohibited.	2015 – 2017

# Lebanon

## MODERATE ADVANCEMENT

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that there is an adequate mechanism to receive and log child labor complaints and refer them for investigation.	2017
	Track and publish information on labor law enforcement, including the number of labor inspections.	2009 – 2017
	Authorize the labor inspectorate to assess penalties.	2015 – 2017
	Ensure proper funding for Ministry of Labor inspectors and necessary transportation.	2011 – 2017
	Increase the number of labor inspectors to meet the ILO technical advice.	2016 – 2017
	Publish information on criminal enforcement of child labor laws.	2009 – 2017
	Ensure that cases of child trafficking are investigated and prosecuted in accordance with the law.	2017
Government Policies	Ensure that the Work Plan to Prevent and Respond to the Association of Children with Armed Violence in Lebanon is implemented.	2017
Social Programs	Build on current efforts to improve access to public education for all children.	2010 – 2017
	Ensure that the Child Protection Program and the National Poverty Alleviation Program are implemented.	2017
	Increase the number of shelters for child victims of human trafficking and other worst forms of child labor.	2013 – 2017
	Expand programs to fully address the extent of child labor.	2013 – 2017

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# Lebanon

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In 2017, Lesotho made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor and Employment provided training to labor inspectors on new child labor laws and included a child labor module in its Labor Force Survey. In addition, the government pledged to use research to address child labor in the informal sector during the 2017 IV Global Conference on the Sustained Eradication of Child Labor. However, children in Lesotho continue to engage in the worst forms of child labor, including in animal herding and commercial sexual exploitation, sometimes as a result of human trafficking. Lesotho's compulsory education age is below the minimum age for work, leaving children in between these ages vulnerable to child labor. The government also lacks sufficient programs to combat child labor.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Lesotho engage in the worst forms of child labor, including in animal herding and commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2) Table 1 provides key indicators on children's work and education in Lesotho.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	28.1 (124,632)
Attending School (%)	5 to 14	80.7
Combining Work and School (%)	7 to 14	25.3
Primary Completion Rate (%)		78.9

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2000. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding animals, including cattle <sup>†</sup> (5; 6)
	Farming, including planting, applying pesticides, and harvesting (7; 8; 5; 9)
Services	Domestic work (10; 11; 5; 6)
	Street work, including vending, and trading (5; 9)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, domestic work, and animal herding, each sometimes as a result of human trafficking (5; 6)
	Use in illicit activities, including burglary and theft (5; 6)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Lesotho is a source, transit, and destination country for human trafficking. Children in Lesotho are subjected to commercial sexual exploitation and forced to work as domestic workers and animal herders, sometimes as a result of human trafficking. (6) Children sometimes voluntarily travel to neighboring countries such as South Africa for domestic work, and upon arrival are subsequently detained in prison-like conditions and sexually exploited. (6)

Currently, the government has published no data on the prevalence of child labor, including its worst forms. (5) In 2017, however, the Bureau of Statistics amended the Multiple Indicator Cluster Survey and Labor Force Survey to include a child labor module. The statistics with the child labor module are scheduled for release in 2018. (5)

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Of note, in 2017, the Lesotho Population-based HIV Impact Assessment reported that the HIV rate in adults (ages 15–59) is 25.6 percent, the second-highest HIV rate in adults worldwide. (5; 12) Many children in Lesotho become orphans due to the high rate of HIV among adults. (10; 7; 13; 14; 15) Children, mostly HIV orphans driven by poverty, migrate from rural to urban areas to engage in commercial sexual exploitation. (7; 16) Also, children with disabilities are vulnerable to the worst forms of child labor as they encounter difficulties accessing education due to ill-equipped educational facilities and untrained teachers. (17) UNICEF reported a 45 percent rate in birth registrations. NGOs confirmed that the low number of birth registrations results in children becoming stateless. (18; 19) These factors increase the vulnerability of children to the worst forms of child labor, such as human trafficking.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Lesotho has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Lesotho's legal framework to adequately protect children from child labor, including the compulsory education age.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 124(1) of the Labour Code; Article 228(1) of the Children's Protection and Welfare Act (20; 21)
Minimum Age for Hazardous Work	Yes	18	Article 125(1) of the Labour Code; Article 230(1) of the Children's Protection and Welfare Act (20; 21)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 230(3) and 231 of the Children's Protection and Welfare Act (20)
Prohibition of Forced Labor	Yes		Article 9(2) of the Constitution; Article 7(1) of the Labour Code; Article 5 of the Anti-Trafficking in Persons Act (22; 21; 23)
Prohibition of Child Trafficking	Yes		Article 5 of the Anti-Trafficking in Persons Act (23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 77 of the Children's Protection and Welfare Act; Articles 10–14 of the Sexual Offenses Act (24; 20)
Prohibition of Using Children in Illicit Activities	Yes		Article 45(b) of the Children's Protection and Welfare Act (20)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 22(o) of the Children's Protection and Welfare Act (20)
State Voluntary	Yes	18	Section 26 of the Lesotho Defence Force Act (25)
Non-state	Yes	18	Article 22(o) of the Children's Protection and Welfare Act (20)
Compulsory Education Age	No	13‡	Article 3 of the Education Act (26)
Free Public Education	Yes		Article 3 of the Education Act; Article 22(k) of the Children's Protection and Welfare Act (20; 26)

\* No conscription (20)

‡ Age calculated based on available information (26)

Education is compulsory in Lesotho through age 13, which makes children age 14 particularly vulnerable to child labor because they are not required to be in school and have not reached the minimum age for work. (10; 21)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Children's Court that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Employment (MOLE)	Enforce minimum age requirements under child labor laws, including for hazardous occupations. Assess compliance with child labor laws as part of general labor inspections. (27; 28)
National Police, Child and Gender Protection Unit (CGPU)	Investigate criminal child labor violations and work in conjunction with MOLE to enforce child labor laws, including those related to hazardous and forced child labor, commercial sexual exploitation, and child trafficking. (27; 29)
Public Prosecutor's Office	Prosecute child labor law offenders. (27)
Children's Court	Enforce criminal laws related to the worst forms of child labor. (27)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Lesotho took actions to combat child labor (Table 6). However, gaps exist within the operations of MOLE that may hinder adequate labor law enforcement, including insufficient resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (30)	Unknown (5)
Number of Labor Inspectors	32 (30)	34 (5)
Inspectorate Authorized to Assess Penalties	Yes (30)	Yes (5)
Training for Labor Inspectors		
Initial Training for New Employees	No (30)	Yes (5)
Training on New Laws Related to Child Labor	No (30)	Yes (5)
Refresher Courses Provided	No (30)	Yes (5)
Number of Labor Inspections Conducted	1,324 <sup>†</sup> (31)	1,060 <sup>‡</sup> (5)
Number Conducted at Worksites	1,324 <sup>†</sup> (31)	1,060 <sup>‡</sup> (5)
Number of Child Labor Violations Found	1 (30)	3 (5)
Number of Child Labor Violations for Which Penalties were Imposed	0 (30)	0 (5)
Number of Child Labor Penalties Imposed that were Collected	N/A (30)	N/A (5)
Routine Inspections Conducted	Yes (30)	Yes (5)
Routine Inspections Targeted	No (30)	No (5)
Unannounced Inspections Permitted	Yes (30)	Yes (5)
Unannounced Inspections Conducted	Yes (30)	Yes (5)
Complaint Mechanism Exists	Yes (30)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (30)	Yes (5)

<sup>†</sup> Data are from April 1, 2016 to March 31, 2017.

<sup>‡</sup> Data are from April 1, 2017 to November 1, 2017.

In 2017, the Ministry of Labor and Employment (MOLE) provided legislative recommendations to Parliamentary Counsel on how to amend the Labor Code and the Children's Welfare and Protection Act. The recommendations supported the authorization of the labor inspectorate to conduct inspections in the informal sector. (5) In 2017, MOLE, in collaboration with the Ministry of Social Development and NGOs, educated the public about child labor through 16 awareness-raising campaigns, media sessions, and school visits. (5; 9)

Reports indicate that funding is inadequate for the labor inspectorate to carry out investigations. (10; 30) Moreover, the current mandate for MOLE does not authorize labor inspections in the informal economy. (5)

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### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Lesotho took actions to combat child labor (Table 7). However, gaps exist within the operations of the National Police that may hinder adequate criminal law enforcement, including financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (30)	Yes (5)
Training on New Laws Related to the Worst Forms of Child Labor	No (30)	No (5)
Refresher Courses Provided	No (30)	No (5)
Number of Investigations	0 (30)	0 (5)
Number of Violations Found	0 (30)	0 (5)
Number of Prosecutions Initiated	1 (30)	0 (5)
Number of Convictions	0 (30)	0 (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (30)	Yes (5)

Reports indicate that the National Police Child and Gender Protection Unit receives inadequate or no funding to carry out child labor investigations. (27; 10; 9)

In 2016 the government had established a special permit system with South Africa to allow Basothos to legally work in South Africa as a mechanism to curb human trafficking. In 2017, 94,951 Basothos applied for the permit and 86,501 were approved. (5) The government continued to incorporate human trafficking lessons in the primary school curriculum (Standard 7) and held cross-border awareness campaigns with South African officials on identifying and documenting potential trafficking victims. (32; 9)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the capacity to coordinate efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Program Advisory Committee on Child Labor (PACC)/National Task Team	Implement the National Action Plan for the Elimination of Child Labor. Led by MOLE's Child Labor Unit, the team includes representatives from government ministries, trade unions, NGOs, and international organizations. (27; 16) In 2017, PACC did not meet. (5)
Multi-Sectoral Committee on Combating Trafficking in Persons	Spearhead anti-trafficking in persons initiatives and approve legislation and policies to prevent human trafficking. Chaired by the Commissioner of Refugees, includes government ministries, local government members, and representatives from NGOs, international organizations, and faith-based organizations. (33) In 2017, met two times and finalized drafting victim identification and referral guidelines, which currently await the signature of MOLE's Principal Secretary. (5)
District Child Protection Teams	Coordinate child protection matters, including child labor, at the district level. Led by the Ministry of Social Development, include representatives from the government, private sector, NGOs, and community support groups. (27) In 2017, Thava Tseka District Protection Team hosted three public meetings to educate the public about child labor. (5; 9)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation and mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan for the Elimination of Child Labor (APEC) (2013–2017)	Focuses on the development of programs to withdraw, rehabilitate, and protect children from the worst forms of child labor. (34; 35) Research was unable to find information about the implementation of this policy during 2017.



**Table 9. Key Policies Related to Child Labor (cont)**

Policy	Description
National Anti-Trafficking in Persons Strategic Framework and Action Plan (2013–2017)	Supports the national and international obligations and commitments regarding human trafficking, in support of the vision to eliminate all forms of trafficking in persons in Lesotho. Provides for victim protection, successful arrests and prosecutions of offenders, and concrete preventive measures. (34) Research was unable to find information about the implementation of this policy during 2017.
National Strategic Plan on Vulnerable Children (2012–2017)	Safeguards the rights of orphans and vulnerable children to an education, promotes access to apprenticeships and vocational and life skills programs for orphans and vulnerable children, and implements child labor prevention programs. (36; 37) Research was unable to find information about the implementation of this policy during 2017.
Lesotho United Nations Development Assistance Framework (2013–2017)	Includes actions to build the capacity of the government, social partners, and civil society to eliminate child labor. Promotes education for children, supports youth employment, and builds the government's capacity to provide social welfare services to vulnerable children. (38) Research was unable to find information about the implementation of this policy during 2017.
Kingdom of Lesotho: Poverty Reduction Strategy Paper—National Strategic Development Plan (2012/2013–2016/2017)	Identifies child protection services (CGPU, social welfare, health, and the justice system) and their capacity to respond adequately to cases of violence, abuse, and exploitation of children, including child labor. Outlines prevention measures. (39) Research was unable to find information about the implementation of this policy during 2017.

Although the government released a draft labor policy that proposed harmonizing existing legislation with international labor standards regarding child labor, the Cabinet has yet to approve the policy. (5) government agencies disseminated information about child labor and human trafficking; however, research found no information that meaningful steps were taken by the government to implement the National Action Plan for the Elimination of Child Labor. (40) The government has not included child labor elimination and prevention strategies into existing policies such as the Education Sector Strategic Plan. (41)

The government at the 2017 IV Global Conference on the Sustained Eradication of Child Labor pledged to use evidence-based research to inform policy to address decent work in the informal sector. (42)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to fully address the scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
ILO Decent Work Country Program (2012–2017)	ILO-funded program supported by MOLE that includes objectives on creating youth employment as a poverty-reduction strategy, establishing social protection coverage for citizens, and facilitating social dialog among employers and workers. (7) In 2017, in collaboration with MOLE, conducted a study on the rural economy and held a workshop for government officials about the importance of transitioning from an informal to formal economy. (5)
Orphans and Vulnerable Children (OVC) Scholarships Program†	Government program that pays for tuition, uniforms, supplies, and boarding fees for 21,304 OVCs. (5)

† Program is funded by the Government of Lesotho.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (34)

Lesotho participated in the Regional Inter-Agency Standing Committee (RIASCO) Action Plan for Southern Africa (December 2016 through April 2017), which resulted in 15 schools (3,750 students) receiving access to clean water and toilets through the installation of new systems or the rehabilitation of existing systems. (43)

While Lesotho has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially concerning child labor in cattle herding and commercial sexual exploitation of children.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Lesotho (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish 15 as the age up to which education is compulsory to match the minimum age for full-time work.	2010 – 2017
Enforcement	Publish enforcement data such as the labor inspectorate's funding.	2017
	Provide adequate funding and training for labor inspectors and criminal investigators to address the worst forms of child labor.	2009 – 2017
	Ensure labor inspections are targeted and conducted in all relevant sectors, including the informal sector.	2014 – 2017
Coordination	Ensure that the Program Advisory Committee on Child Labor meets regularly to work on child labor issues per its mandate.	2017
Government Policies	Implement the National Action Plan for the Elimination of Child Labor and other policies related to child labor.	2016 – 2017
	Integrate child labor elimination and prevention strategies into existing youth policies, such as the Education Sector Strategic Plan.	2012 – 2017
	Publish information about the implementation of child labor-related policies.	2017
Social Programs	Institute programs that address push factors that promote child labor, including the high HIV rate in adults.	2017
	Increase birth registrations of children to reduce their vulnerability to the worst forms of child labor.	2017
	Expand existing programs to address the scope of the child labor problem.	2015 – 2017

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# Liberia

## MODERATE ADVANCEMENT

In 2017, Liberia made a moderate advancement in efforts to eliminate the worst forms of child labor. During the year, the government finalized the draft National Action Plan on Child Labor and launched the National Child Welfare and Protection Policy that focuses on the implementation and enforcement of child labor laws. The government also operated a shelter and case management system for vulnerable street children. However, children in Liberia engage in the worst forms of child labor, including in forced domestic work. Children also perform dangerous tasks in the production of rubber, and mining gold and diamonds. The Liberia National Police's Women and Children Protection Section and the National Commission on Child Labor continue to lack sufficient resources to conduct investigations and enforce child labor laws. A key gap in the legal framework is that the compulsory education age is lower than the minimum age for work.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Liberia engage in the worst forms of child labor, including in forced domestic work. (1) Children also perform dangerous tasks in the production of rubber, and mining of gold and diamonds. (2) Table 1 provides key indicators on children's work and education in Liberia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	16.6 (136,340)
Attending School (%)	5 to 14	75.9
Combining Work and School (%)	7 to 14	14.0
Primary Completion Rate (%)		59.0

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2010. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

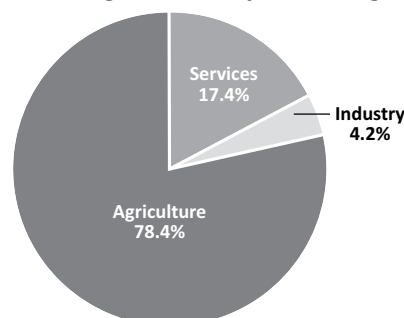
**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of rubber, including cutting trees with machetes and using acid (2; 5; 6; 7; 8)
	Production of charcoal (2; 5)
	Farming activities, including production of cocoa, coffee, cassava, and sugarcane (5; 9; 10)
Industry	Mining† diamonds and gold activities, including washing gravel and using mercury and cyanide (6; 9; 11; 12; 8)
	Cutting and crushing stone (2; 6; 9; 11; 13; 7)
	Construction, including carrying heavy loads† (2; 6; 11; 7)
Services	Domestic work (11; 7)
	Street work, including vending, begging, hawking goods, and carrying heavy loads (5; 6; 14; 7; 15; 16)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including selling drugs (11; 17)
	Forced labor in domestic work, street vending, mining, begging, and work on rubber plantations, each sometimes as a result of human trafficking (1; 11; 18)
	Commercial sexual exploitation, sometimes as a result of human trafficking (19; 20; 8)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

**Figure 1. Working Children by Sector, Ages 5-14**



Liberian children are sometimes victims of human trafficking for commercial sexual exploitation, domestic work, forced begging, and forced labor in street vending, alluvial diamond mining, artisanal gold mining, and in the production of rubber. Children are also trafficked from Liberia to Côte d'Ivoire, Guinea, Nigeria, and Sierra Leone. (6; 8) Research found that there is a difference in child labor activities in rural communities, compared to urban communities. (13) Children in rural communities, like Margibi County, engage in rubber tapping and coal burning activities to a greater degree, whereas children in cities and surrounding urban communities, particularly Monrovia and the communities in Montserrado County, crush rocks, work in homes, and sell goods. (13) The government has yet to collect comprehensive data on child labor activities to inform policies and social programs. (7)




Section 9 of the Children's Law mandates free primary education from grades 1–9, but the cost of uniforms, transportation, books, and school supplies limits access to education for some children. For secondary school (grades 10–12) students, reports indicate there is a shortage of teachers and learning materials, and a lack of educational facilities and transportation that limit access to education (7) Moreover, some teachers sexually exploit students in schools by coercing them with the promise of good grades, resulting in children avoiding or dropping out of school. (10; 7; 19). Reports also indicate the ongoing practice of sending boys and girls to initiation “bush schools” for rituals that traditionally were intended to transition a child into adulthood. Boys transition into what is referred to as the *Poro society* by undergoing rituals such as tattooing and circumcision, among others. (7) The initiation of girls into the *Sande society* may include female genital mutilation and other rituals. This practice often interferes with official schooling and can lead to girls dropping out of school, early marriage, and teenage pregnancy. (7) Children removed to participate in these initiation ceremonies are vulnerable to child labor because they may not return to formal schools. (7)

Liberian parents are required by law to register their infants within 14 days of birth. (21) Birth registration is technically required for parents to enroll their children in school. However, fewer than 5 percent of births are registered. (22; 23) Children who are not enrolled in school are more vulnerable to the worst forms of child labor.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Liberia has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Liberia's legal framework to adequately protect children from the worst forms of child labor, including the gap between the compulsory education age and minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Section 74 of the Labor Law (24)
Minimum Age for Hazardous Work	Yes	18	Article 7, Section 9.1 of the Children's Law (25)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 21.4 of the Decent Work Act (6; 26)



# Liberia

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Article 12 of the Constitution; Article 2.2 of the Decent Work Act; Article 7, Section 8 of the Children's Law; Article 1, Section 5 of the Act to Ban Trafficking in Persons Within the Republic of Liberia (25; 26; 27; 28)
Prohibition of Child Trafficking	Yes		Article 7, Section 8 of the Children's Law; Article 1, Section 5 of the Act to Ban Trafficking in Persons Within the Republic of Liberia (25; 28)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3, Section 21 of the Children's Law; Article 2.3 of the Decent Work Act; Article 1, Section 5 of the Act to Ban Trafficking in Persons Within the Republic of Liberia (25; 26; 28)
Prohibition of Using Children in Illicit Activities	Yes		Article 2.3 of the Decent Work Act; Chapter 16 of the Penal Law (26; 29)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 3, Section 22 of the Children's Law (25)
State Voluntary	Yes	18	Article 3, Section 22 of the Children's Law (25)
Non-state	Yes		Article 3, Section 22 of the Children's Law (25)
Compulsory Education Age	No	15	Article 3, Section 9 of the Children's Law; Chapter 4 of the Education Reform Act (25; 30)
Free Public Education	Yes		Article 3, Section 9 of the Children's Law (25)

\* No conscription (31)

‡ Age calculated based on available information (30; 25)

Children in Liberia are required to attend school only up to, but not including, age 15. This standard makes 15-year-old children vulnerable to the worst forms of child labor because they are not required to attend school, but they are not legally permitted to work until age 16. (30; 25) Although Section 74 of the Labor Law prohibits employment of children under age 16, the penalty of a fine of \$1.18 (100 Liberian dollars) for those who violate the law is not sufficient to deter offenders. (24; 32)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the exceptionally low number of worksite inspections conducted at the national level in Liberia impeded the enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Conduct worksite inspections and address child labor violations. (6; 9)
Ministry of Gender, Children and Social Protection (MoGCSP)	Assist the MOL with the investigation of child labor cases and act as the lead advisory agency on policy formulation, coordination, and monitoring of child protection policies through its Children Protection and Development Division. Monitor the government's efforts on compliance with the Universal Declaration of Human Rights, the UN Convention on the Elimination of All Forms of Discrimination against Women, UN CRC, and the African Union protocols on women and children. (32; 7)
Liberia National Police (LNP) Women and Children Protection Section (WACPS)	Investigate human trafficking cases involving women and children under the guidance of the LNP. (33)
LNP Anti-Trafficking Unit	Ensure that human trafficking training is integrated into police orientation. Collaborate with the WACPS to investigate human trafficking cases. (23)
Bureau of Immigration and Naturalization	Enforce the Alien and Nationality Law of Liberia and protect the border from illegal entry of migrants. Aid in combating human trafficking by detecting fraudulent immigration documents. (9)
Liberian Transnational Crime Unit	Coordinate responses to international organized criminal activities, including monitoring and prosecuting criminal violations involving arms, human trafficking, and drug trafficking. (7)
Ministry of Justice (MOJ)	Promote and execute the rule of law for public safety, including the prosecution of child labor perpetrators. (34)

**Labor Law Enforcement**

In 2017, the exceptionally low number of worksite inspections conducted at the national level in Liberia impeded the enforcement of child labor laws (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (2)	Unknown* (7)
Number of Labor Inspectors	31 (2)	31 (7)
Inspectorate Authorized to Assess Penalties	No (7)	No (7)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (2)	N/A (7)
Training on New Laws Related to Child Labor	Yes (2)	Yes (7)
Refresher Courses Provided	Yes (2)	Yes (35)
Number of Labor Inspections Conducted	486 (2)	2 (7)
Number Conducted at Worksites	486 (2)	2 (7)
Number of Child Labor Violations Found	0 (2)	Unknown (7)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (2)	N/A (7)
Number of Child Labor Penalties Imposed that were Collected	N/A (2)	N/A (7)
Routine Inspections Conducted	Yes (2)	Yes (7)
Routine Inspections Targeted	Yes (2)	Yes (7)
Unannounced Inspections Permitted	Yes (2)	Yes (7)
Unannounced Inspections Conducted	Yes (2)	Yes (7)
Complaint Mechanism Exists	Yes (2)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (7)

\*The government does not publish this information.

The Ministry of Labor's budget for fiscal years 2017 and 2018 is \$1.7 million, but the amount of funding dedicated to the labor inspectorate remains unknown. (36) Research was unable to determine the cause for the significant decline in the reported number of inspections during the year. Generally, labor inspections are conducted in the formal sector instead of the informal sector where children are found engaging in child labor. (2) In addition, the lack of funding and logistical support results in the underutilization of the labor inspectorate's complaint mechanism. (7; 33)

Although inspectors cannot assess penalties, they can impose corrective measures such as issuing fines, notices of compliance, and filing a complaint with the hearing board. (7; 33) The lack of penalty assessment authorization and limited funding hamper the inspectorate's enforcement of child labor laws. (2; 7; 37) Moreover, the number of labor inspectors is slightly insufficient for the size of Liberia's workforce, which includes approximately 1.6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Liberia would employ roughly 42 labor inspectors - which would require the hiring of 11 additional inspectors to meet this threshold. (38; 39)

**Criminal Law Enforcement**

In 2017, criminal law enforcement agencies in Liberia took actions to combat child labor (Table 7). However, gaps exist within the operations of the Liberia National Police (LNP) that may hinder adequate criminal law enforcement, including financial resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (2)	N/A (7)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (2)	N/A (7)
Refresher Courses Provided	Yes (2)	Yes (7)

# Liberia

## MODERATE ADVANCEMENT

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Investigations	162 (2)	Unknown* (7)
Number of Violations Found	128 (2)	Unknown* (7)
Number of Prosecutions Initiated	0 (2)	4 (8)
Number of Convictions	0 (2)	4 (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (6)	Yes (7)

\*The government does not publish this information.

In 2017, law enforcement agencies conducted investigations to combat child trafficking, but research was unable to determine the overall number of investigations or violations found. (40) During the year, four human traffickers, two Sierra Leoneans and two Liberians, were prosecuted and convicted for trafficking two Sierra Leonean girls. The main perpetrator received a 10-year jail sentence and the others received lesser sentences. (7; 8)

The LNP reported limited funding to carry out its enforcement duties. (6) During the year, LNP officers, Liberia Immigration Service officers, and a Ministry of Justice prosecutor attended the UNODC training in Ghana that focused on ways to strengthen enforcement capacity to address migrant smuggling in Liberia. (7) The LNP's Women and Children Protection Section also reported having limited resources to conduct investigations, including a lack of vehicles, fuel, sufficient training, finances, communications equipment, and investigative equipment. (6; 41) In addition, the data on the Ministry of Justice's prosecuted child endangerment cases are not disaggregated for child labor violations. (2; 6)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including financial support of the National Commission on Child Labor (NACOMAL).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission on Child Labor (NACOMAL)	Coordinate government and civil society activities concerning child labor. Led by the MOL and comprising representatives from 16 organizations, including international and civil society organizations. (42) May assist in coordinating child labor investigations. (43) Seek to reform national child labor laws and create a national child labor database, which would assist surveys on the extent of child labor issues in Liberia. (42)
National Steering Committee on Child Labor	Implement child labor policies. Chaired by the MOL and comprising government officials and workers' organizations. (6) Includes four subcommittees on resource mobilization, advocacy, training and legal development, and monitoring and evaluation. Met quarterly during the reporting period. (44; 45; 33)
Child Protection Network	Coordinate child protection efforts through monthly meetings to discuss child protection issues, including child labor and human trafficking. Chaired by the MoGCSP, comprises the MOL, the Ministry of Health and Social Welfare, the WACPS, civil society organizations, and several NGOs. (11) Also coordinates referrals of child victims of abuse to social services providers, with support from international and national organizations. (9) Met during the reporting period. (46; 33)
Anti-Human Trafficking Task Force	Coordinate anti-human trafficking activities. Chaired by the MOL, comprises the Commissioner of the Bureau of Immigration and Naturalization; the LNP; and representatives from the MOJ, Ministry of Foreign Affairs, and Ministry of Internal Affairs. (7)

During 2017, the NACOMAL reported it had a budget for salaries but no budget allocated for program activities; however, staff received child labor training and attended workshops through the CLEAR II project. (7)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan for Trafficking in Persons	Outlines the government's anti-human trafficking efforts, including those for child victims. (9) Research found no information about accomplishments during the year.
Direct Assistance and Support to Trafficked Victims Standard Operation Procedures	Establishes roles and responsibilities for coordinating government assistance to human trafficking victims. (23) Provides shelter and care to children who may have been human trafficking victims. (47) Research found no information about accomplishments during the year.
National Social Welfare Policy	Prioritizes the development of action plans and policies that target children engaged in the worst forms of child labor, including child trafficking. (48) Research found no information about accomplishments during the year.

In 2017, the government finalized the draft National Action Plan on Child Labor that is awaiting endorsement by the Cabinet. Moreover, the Ministry of Gender, Children and Social Protection launched the National Child Welfare and Protection Policy, focused on the child labor laws implementation and enforcement. (7) However, the government did not renew key policies that may have a direct or indirect impact on child labor victims such as the National Strategy for Child Survival or the National Health Policy; policies that should address the issue of rehabilitation and care to child laborers. Child labor elimination and prevention strategies are not included in these policies: Revised National Youth Policy, Education Sector Plan, Rubber Industry Master Plan, and the National Employment Policy. (49; 50; 51; 52; 53; 54; 55; 56)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Anti-Trafficking Awareness Campaign†	Government of Liberia program led by the MOL, uses radio and billboard messages to raise public awareness on human trafficking. (10; 23) Inactive during the year due to lack of funding. (33)
Shelter†	MoGCSP operated shelter for vulnerable street children that includes case management system. (7) Served 97 children in 2017. (33)
USDOL-Funded Projects to Combat Child Labor	Actions to Reduce Child Labor in Areas of Rubber Production (2012–2017): \$6.2 million project implemented by Winrock International to combat child labor in the rubber sector. Provided 3,700 households with livelihood services and 10,126 children with education services. Global Action Program on Child Labor Issues (2011–2017): \$15.9 million project implemented by the ILO that aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor in Liberia. County Level Engagement and Assistance to Reduce Child Labor (CLEAR) II (2016–2018): implemented by Winrock International and partners Verité and Lawyers Without Borders to build the capacity of the government to address child labor. (2; 57; 58) Additional information is available on the USDOL website. In March 2017, the ARCH project, in collaboration with the MOL, hosted the National Sustainability Conference to discuss measures to sustain efforts to combat child labor, including integrating child labor prevention strategies into development frameworks, policies, and programs. (59; 60)
U.S. Government-Funded Projects on Education for Adolescent Girls	U.S. Government-funded projects that aim to improve access to education and improve child protection. Includes New Accelerated Quality Education Activity (2016–2019), a \$33.9 million USAID-funded project implemented by the Education Development Center; Providing Support for the Education of Girls with Disabilities, implemented by USAID with partnership and support from Liberia's Ministry of Education; Increasing Support for Out-of-School Girls and Youth, implemented by USAID; Advancing Youth Program, implemented by the Education Development Center; McGovern-Dole International Food For Education and Child Nutrition Program; and Girls Leading Our World Camps (2014–2017), implemented by the Peace Corps. (61; 62; 63) Through programs of the USDOS Bureau of Educational and Cultural Affairs, female high school students participate in short and long-term exchanges to promote education, empowerment, and leadership skills. (47)
Liberia Social Safety Nets Project (2017–2021)*	World Bank-funded \$10 million project that aims to establish key national safety net delivery systems and provide support for low-income households. MoGCSP is the Government of Liberia's implementing agency. (64)

\* Program was launched during the year.

† Program is funded by the Government of Liberia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (65; 66; 67; 68; 69; 70; 71; 72)

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During the year, the Liberia Institute of Statistics and Geo-Information Services and the Ministry of Labor, with support from USAID and UNDP, conducted a 2017 Labor Force Survey; the survey reportedly includes a child labor component. The results will be analyzed and released in 2018. (7) Although the government funds social programs, they are not sufficient to address child labor, including in domestic work, the production of rubber, and mining gold and diamonds.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Liberia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2017
	Ensure that penalties for employing children under the minimum age for work are stringent enough to deter violations.	2014 – 2017
	Raise the compulsory education age to be consistent with the minimum age for employment.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties for child labor violations.	2017
	Increase the number of labor inspectors to meet the ILO technical advice.	2017
	Conduct an adequate number of worksite inspections to combat child labor, including its worst forms.	2017
	Publish information about the Labor Inspectorate’s funding, and the number of child labor violations found.	2016 – 2017
	Ensure that labor inspections are conducted in the informal sector where children are found working.	2016 – 2017
	Ensure that the labor inspectorate’s complaint mechanism is adequately supported and operational.	2017
	Ensure adequate funding for child labor enforcement agencies, such as the MOL, the LNP, and the WACPS, and provide necessary training for such officials to enforce child labor laws.	2010 – 2017
	Disaggregate the child endangerment cases prosecuted through the Ministry of Justice to determine the number of child labor violations.	2016 – 2017
	Publish information about the criminal law enforcement’s investigations and violations found related to the worst forms of child labor.	2017
Coordination	Ensure adequate funding for NACOMAL program activities to address child labor.	2017
Government Policies	Integrate child labor elimination and prevention strategies into relevant policies.	2010 – 2017
	Renew or develop policies that improve youth literacy rates and improve the health care delivery system, such as the National Strategy for Child Survival and the National Health Policy.	2015 – 2017
	Publish information about the activities taken to implement policies that address child labor.	2017
Social Programs	Collect comprehensive data through research to determine the activities carried out by children working in construction to inform policies and programs.	2013 – 2017
	Improve access to education by subsidizing the cost of school fees and reduce barriers to education by building additional schools, addressing sexual abuse in schools, and ensuring that children are registered at birth.	2012 – 2017
	Ensure children are not prematurely removed from school to attend “bush schools.”	2017
	Ensure the implementation of Anti-Trafficking Awareness campaigns.	2017
	Expand existing social programs to address the scope of the child labor problem, especially in domestic work, the production of rubber, and mining gold and diamonds.	2009 – 2017



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In 2017, Macedonia made a moderate advancement in efforts to eliminate the worst forms of child labor. The government adopted the National Strategy and Action Plan to Combat Trafficking and Illegal Migration, which aims to increase efforts to combat forced labor, including forced child begging. The government also helped three new local anti-trafficking commissions in Prilep, Gevgelija, and Veles to design their first ever local action plans on human trafficking. In addition, the government opened a new hotline to register complaints of child labor, street children, and child abuse. However, children in Macedonia engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation. The law's minimum age protections do not apply to children who are self-employed or working outside formal employment relationships. In addition, the National Commission for the Protection of the Rights of Children and the National Coordination Body for the Protection of Children from Abuse and Neglect did not carry out activities during the reporting period.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Macedonia engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation. (1; 2; 3; 4; 5; 6; 7; 8) Table 1 provides key indicators on children's work and education in Macedonia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	18.3 (44,161)
Attending School (%)	5 to 14	86.8
Combining Work and School (%)	7 to 14	19.5
Primary Completion Rate (%)		91.3

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (7)
Services	Street work, including vending small items, cleaning vehicle windshields, scavenging, and begging (2; 3; 4; 5)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 5; 6; 11; 12; 13; 7; 8)
	Forced begging, sometimes as a result of human trafficking (1; 3; 5; 6; 7; 8)
	Domestic work as a result of human trafficking (1; 11; 14; 15)
	Forced labor as wait staff and dancers in restaurants, bars, and nightclubs (6; 15)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Most children involved in child labor in Macedonia engage in street work, including vending small items, cleaning vehicle windshields, and begging. (3; 4; 6; 7) Some children engage in begging to help support their families, while others are forced to beg. The majority of children involved in street work are of the Roma, Egyptian, and Ashkali ethnicities. (1; 3; 4; 7) Macedonia lacks recent, comprehensive data on the nature and extent of child labor in the country. (7)

The majority of victims of child trafficking in Macedonia are girls, between the ages of 14 to 17, who have been trafficked domestically for commercial sexual exploitation and forced labor in restaurants, bars, and nightclubs. (1; 11; 14) Girls in eastern

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and central Macedonia have been identified as being particularly vulnerable to human trafficking. (16) Roma girls, especially, are also trafficked for forced marriages in which they are subject to sexual and labor exploitation. (1; 11; 14; 17; 8; 18)




Afghani, Iraqi, Iranian, Syrian, and other unaccompanied children transiting through the country, either legally or illegally, are vulnerable to trafficking for labor and commercial sexual exploitation. (13; 8) During the reporting period, 41 migrant children were identified as potential victims of commercial sexual exploitation and forced labor. (8)

The government was unable to fully meet Roma children’s need for teaching in Romani due to a shortage of qualified teachers. (19; 18) Birth certification is sometimes required for attending school in Macedonia, and some Roma children had difficulty accessing education due to a lack of birth registration and identity cards. (12; 20; 7; 18) Classes for children with intellectual disabilities have disproportionately high enrollment rates of Roma children due to discrimination based, in part, on faulty screening procedures for assessing intellectual disabilities. (21; 22) Increased government funding for programs to eliminate barriers to education has increased school attendance rates among Roma children. (21; 23) Barriers remain, however, and increase Roma children’s vulnerability to child labor.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Macedonia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Macedonia’s legal framework to adequately protect children from child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 42 of the Constitution; Section 7 of the Labor Relations Act (24; 25)
Minimum Age for Hazardous Work	Yes	18	Sections 7, 63, and 66–67 of the Labor Relations Act (25)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Rulebook on the Minimum Occupational Safety and Health Requirements for Young Workers (26)
Prohibition of Forced Labor	Yes		Article 11 of the Constitution; Articles 418, 418-c, and 418-d of the Criminal Code (24; 27)
Prohibition of Child Trafficking	Yes		Articles 418-c and 418-d of the Criminal Code (27)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 190–193b of the Criminal Code (27)
Prohibition of Using Children in Illicit Activities	Yes		Article 12 of the Law on Child Protection (28)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 62 of the Law on Defense (29)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
State Voluntary	Yes	18	Article 62 of the Law on Defense (29)
Non-state	Yes		Articles 122, 322-a, and 404 of the Criminal Code (27)
Compulsory Education Age	Yes	16	Articles 4, 5, 47, and 172 of the Law on Primary Education; Article 3 of the Law on Secondary Education (30; 31)
Free Public Education	Yes		Article 44 of the Constitution (24)

\* No conscription (29)

The law's minimum age protections do not apply to children who are self-employed or working outside formal employment relationships. (3; 25)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Policy (MLSP) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Policy (MLSP)	Work with the police to seek out street children in need of assistance and track cases of forced child labor through the Department of Social Inclusion. (16; 32) Register complaints about hazardous child labor and investigate children's participation in street work through 30 Centers for Social Work (CSWs) and the Ombudsman's Office, which includes a special unit for the investigation of violations of child rights and refers complaints to the State Labor Inspectorate. (3; 5; 33; 7) When child labor is detected, the child is removed, put under the care of the CSW, and interviewed by a social worker. The child is then either returned to their family or taken to a safe house. (5) CSWs serve to counsel, educate, and assist victims of trafficking in persons. (7)
State Labor Inspectorate (SLI)	Enforce child labor laws and transmit cases of suspected criminal law violations to the Public Prosecutor. Inspectors conduct a minimum of 60 target and compliant-based cases per month. (32; 33)
Ministry of Interior (MOI)	Enforce laws related to hazardous child labor. Investigate cases of child trafficking, commercial sexual exploitation, and the use of children in illicit activities through its special police unit for organized crime, corruption, and human trafficking. (33) With MLSP, formed mobile teams in previous years to identify street children and remove them from hazardous situations. Mobile teams increased their activities in mid-2017. (1; 3; 13; 19)
Public Prosecutor's Office	Prosecute criminal law violations, including those involving the worst forms of child labor. (34) Has an Organized Crime and Corruption Unit with four prosecutors dedicated to cases of child abuse and the worst forms of child labor. The Skopje Basic Prosecutor's Office has eight prosecutors for child abuse cases. (15; 35)
Office of the National Referral Mechanism	Refer potential cases of child victims of human trafficking to law enforcement authorities for investigation, and refer potential victims to social services. (16; 35)

When children are found in child labor, they are removed from the worksite and referred to the Centers for Social Work (CSWs). A functional referral mechanism exists, which enables authorities and social services to reciprocally refer children found in child labor. (7) During the reporting period and in early 2018, the MLSP and the Ministry of Interior (MOI) reestablished mobile teams for early detection and identification of vulnerable groups, including victims of trafficking, in Skopje, Bitola, Kumanovo, and Gevgelija. (8)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Macedonia took actions to combat child labor (Table 6). However, gaps exist within the operations of the MLSP that may hinder adequate labor law enforcement, including referral mechanisms.



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**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (36)	Unknown* (7)
Number of Labor Inspectors	74 (36)	74 (7)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (7)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (5)	Yes (7)
Training on New Laws Related to Child Labor	No (5)	Yes (7)
Refresher Courses Provided	Yes (5)	Yes (7)
Number of Labor Inspections Conducted	16,671 (36)	16,459 (19)
Number Conducted at Worksites	16,671 (37)	16,459 (19)
Number of Child Labor Violations Found	0 (36)	0 (7)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A
Number of Child Labor Penalties Imposed that were Collected	N/A	Unknown* (7)
Routine Inspections Conducted	Yes (5)	Yes (7)
Routine Inspections Targeted	Yes (5)	Yes (7)
Unannounced Inspections Permitted	Yes (5)	Yes (7)
Unannounced Inspections Conducted	Yes (5)	Yes (7)
Complaint Mechanism Exists	Yes (5)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (7)

\* The government does not publish this information.

Macedonia's State Labor Inspectorate (SLI) is responsible for enforcing all labor laws, including laws on child labor, in all sectors of the formal economy and can assess fines at any point of the inspection. (7) However, the inspectors are distributed disproportionately across the country, which causes uneven business inspections, with some being inspected more than others. While the SLI does not have a specific strategy for conducting inspections, unannounced inspections in all sectors are permitted, including legally-registered private farms. (7) Inspectors can also inspect private homes and farms with a valid warrant. (7)

During the reporting period, all labor inspectors received trainings on labor laws, including on child labor. The MLSP also trained 25 social workers and labor inspectors in trafficking among migrants and 50 labor inspectors were trained on trafficking for labor exploitation. (8) The MLSP reported that resources were adequate in 2017. (7) However, the capacity of all the institutions that enforce child labor remained weak. (7)

As in previous years, inspection results conducted by the MLSP were not shared among offices due to lack of a central database. (33) As a result, inspectors write reports without knowledge of findings in previous inspections. Labor inspection reports were not always shared within the SLI and between the SLI and the MLSP. (33; 7)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Macedonia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigation planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (37)	Yes (7)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (37)	N/A (23)
Refresher Courses Provided	Yes (13)	Yes (7)
Number of Investigations	13 (36)	Unknown (23)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	6 (36)	2 (7)
Number of Prosecutions Initiated	13 (36)	3 (8)
Number of Convictions	0 (36)	0 (7)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (7)

In Macedonia, legal requirements mandate that public prosecutors receive a 30-month training on criminal deeds, including child labor. (9) Police investigators receive trainings yearly and when new legislation is passed. In 2017, investigators received training on child trafficking, commercial sexual exploitation, recruitment and use of children as child soldiers, and use of children in illicit activities. (7) In addition, 718 police officers received training on human trafficking within migrant situations, and 265 police officers received training on unaccompanied minors and potential foreign victims of human trafficking. (8)

In 2017, criminal investigators reported sufficient resources to adequately perform their investigations. (7) However, the Prosecutor's Office remains underfunded. Sources reported that for the first half of 2017, border agents were unable to properly identify victims of human trafficking and proper coordination was lacking. (19; 8) Nevertheless, coordination improved as of June, when the government appointed a new National Anti-Trafficking in Persons Coordinator. (19)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among government ministries and committees.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Protection of the Rights of Children	Coordinate efforts to protect children's rights, including by preventing and eliminating child labor and by providing social services. (33; 7) Led by the MLSP. (5) Continued to work on the establishment of a task force that will include border police. (19)
National Coordination Body for Protection of Children from Abuse and Neglect	Oversee implementation of the National Action Plan for Prevention and Countering Abuse and Neglect of Children. Comprises representatives from civil society, WHO, and UNICEF country offices. (38; 7) Re-elected new members in 2017. (7)
National Commission for Trafficking in Persons and Illegal Migration (National Trafficking in Persons Commission)	Coordinate the work of all institutions involved in combating human trafficking. Led by the National Anti-Trafficking in Persons Coordinator with 14 representatives from 9 governmental institutions. (33; 7) Includes the Sub-Committee for the Fight Against Trafficking in Children, which serves as an advisory body to the National Trafficking in Persons Commission on all forms of child trafficking. (1; 33; 39) Led by the MLSP. (5) Held four meetings in 2017. (8)

In 2017, intergovernmental coordination efforts related to child protection were put on hold due to political conflicts and government crisis. (7) Disagreements between the MLSP and the Deputy Minister, who was from a different political party, made it difficult for all of the coordinating bodies overseen by the MLSP to meet during the first half of 2017. (7) The National Trafficking in Persons Commission was reportedly underfunded and played a limited role in coordinating efforts among NGOs and local committees. (19) However, immediately after the government's adoption of the 2017–2020 National Strategy and National Action Plan to Combat Trafficking in Persons and Illegal Migration in March 2017, the National Trafficking in Persons Commission helped local committees draft their first action plans, with a special focus on trafficking in persons for labor exploitation. (19)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementing a new national child labor action plan.

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**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan against Trafficking in Persons and Illegal Migration (2017–2020)†	Focuses on preventing human trafficking by reducing the vulnerability of at-risk populations, improves victim identification, and increases efforts to combat human trafficking for forced labor, including forced child begging. (7; 40; 8)
National Strategy for the Fight Against Poverty and Social Exclusion (2010–2020)	Addresses social protection, social inclusion, health, education, and employment of children. (33) Aims to increase birth registration for Roma and other minorities, expand patrol services to identify and support street children, and improve the provision of social services for children involved in street work and begging. Implemented by the MLSP. (33; 41) The strategy was active in 2017 and the government adopted annual operational plans. (7)
National Action Plan for Education (2016–2020)	Aims to expand inclusive education and improve education for the Roma community. Seeks to increase the number of Roma students in preschools and elementary schools and decrease the number of Roma students in primary schools for children with special needs. (42) Active in 2017 and undertook activities, such as awarding scholarships to Roma students and hired 100 tutors to help Roma students in primary school. (19; 23)

† Policy was approved during the reporting period.

During the reporting period, the government adopted the National Strategy and National Action Plan to Combat Trafficking in Persons and Illegal Migration (2017–2020), but did not provide sufficient funding for its implementation. (8)

In addition, the Action Plan for Children on the Streets (2013–2015), the National Action Plan for Prevention and Countering Abuse and Neglect of Children (2013–2015), and the National Action Plan on the Rights of the Child (2012–2015) aimed to eliminate child labor and protect children. However, they all expired in 2015 and no new plans have been adopted to directly address child labor during the reporting period. (7)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding and adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
MLSP Day Centers, Shelter, and Social Worker Trainings†	Operates two day centers that can accommodate 60 children and partially funds two other centers, operated by NGOs, that can accommodate 80 children. (5; 43; 7) Supports a street children transit center. (43) In 2017, provided services to 17 children at the day centers. (7) Runs an ongoing program to instruct foster families on how to accommodate child trafficking victims. (5) Provides counseling, education, and assistance with registration documents to street children and child human trafficking victims at 30 CSW facilities. (14; 33)
Hotlines*	NGO Open Gate/La Strada operates a human trafficking hotline with seven operators. (36) NGO Megjashi runs an SOS hotline to report cases of child labor and abuse. (36) In 2017, two complaint lines† were opened, one by NGO Megjashi and another by the MLSP, which receives child labor, street children, human trafficking, and child abuse complaints. (7)
Center for Victims of Human Trafficking and Transit Center for Foreign Victims of Trafficking†	The MLSP operates the Center for Victims of Human Trafficking shelter, that provides housing, basic services, and reintegration services to victims. (1; 44; 7) The MOI supports the Transit Center for Foreign Victims of Trafficking, operated by NGOs. (44; 7) In 2017, one minor girl was referred to the Center. (19)
UNICEF Projects	UNICEF projects partner with the government and NGOs to provide child protection, detection and referral of child victims of violence, and educational integration of vulnerable children, including Roma and migrant children. (5; 45; 46) These projects include the Program for the Protection of Children Against Violence (2016–2020) and the UNICEF Country Program (2016–2020). (5; 45; 46)
Inclusion of Roma Children in Preschool Education†	MLSP project implemented in cooperation with the Roma Education Fund and 19 government units. Part of the 2014–2020 Roma Strategy. (19; 47) Aims to support the integration of Roma children by increasing the number of Roma children in preschool. (5; 7) MLSP, MOI, and Ministry of Justice are all part of the project work plan. (36)
Educational Seminars for Roma Students and Teachers	Ministry of Education, social workers, and NGOs provided educational seminars in 2017 to several local Roma NGOs, students, and teachers. Children in the seminars were instructed on the risks associated with forced marriages of minors. (7)

\* Program was launched during the reporting period.

† Program is funded by the Government of Macedonia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (7; 8)

The quality of services offered by the programs likely would improve if donors provided additional funding. (7) In addition, programs funded by donors typically were not continued by the government after funding expired. (1; 5; 13) A source reported that funding decreased for victim assistance in shelters, and the only shelter for human trafficking victims was not fully functional during the reporting period. (8) Also, day centers have not reduced the number of children on the streets, especially among Roma ethnicity, or child begging, suggesting that existing programs were insufficient in combating child labor. (5; 13; 36; 7; 23)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Macedonia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that labor law protections apply to all children, including self-employed children and children working outside formal employment relationships.	2015 – 2017
Enforcement	Publish information on labor law enforcement, including SLI's funding amount.	2015 – 2017
	Ensure that labor inspections are conducted throughout the country to promote compliance with child labor laws in all geographical regions.	2017
	Strengthen the capacity of institutions so that labor inspectors can conduct thorough child labor inspections.	2017
	Provide labor inspectors with an electronic system to record and share data on inspections, including the number of inspections, the number of violations found, and the number of citations issued by the SLI and the MLSP, and the entity receiving the citation, and publish the information.	2009 – 2017
	Provide sufficient funding to the Prosecutor's Office.	2013 – 2017
	Ensure law enforcement agencies proactively identify child trafficking victims and border agents coordinate to properly identify victims of human trafficking.	2015 – 2017
Coordination	Increase funding for the National Commission for Trafficking in Persons and Illegal Migration and ensure that it coordinates with NGOs.	2017
Government Policies	Provide sufficient funding to implement the National Action Plan against Trafficking in Persons and Illegal Migration.	2014 – 2017
	Create and implement a National Action Plan on Child Labor.	2017
Social Programs	Conduct research to determine the activities carried out by children engaged in child labor, including those in street work and those subjected to commercial sexual exploitation.	2013 – 2017
	Reduce barriers to education by increasing the number of teachers who can provide education in the Romani language and eliminate placing children in schools for children with intellectual disabilities on the basis of ethnicity. Make additional efforts to register Roma children at birth.	2014 – 2017
	Increase funding dedicated to combating child trafficking, and ensure that child trafficking victims receive assistance that addresses their specific needs, including shelters.	2015 – 2017

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In 2017, Madagascar made a moderate advancement in efforts to eliminate the worst forms of child labor. The government created the National Gendarmerie Child Protective Services to investigate criminal cases related to the worst forms of child labor in rural areas and adopted a decree providing the National Bureau to Combat Human Trafficking with more autonomy to facilitate allocation of resources. In addition, the National Committee on the Fight Against Child Labor implemented awareness-raising campaigns on child labor in the regions of Atsinanana and Atsimo. The government also continued to participate in a number of programs targeting the worst forms of child labor, including a new cash transfer program that will benefit 3,500 households in the south of Madagascar. However, children in Madagascar engage in the worst forms of child labor, including in commercial sexual exploitation and mining. Children also perform dangerous tasks in agriculture, including in the production of vanilla. Although the government made meaningful efforts in all relevant areas during the reporting period, research could not determine if penalties were applied for violations related to the worst forms of child labor. In addition, limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor and social programs to combat child labor are insufficient to adequately address the extent of the problem.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Madagascar engage in the worst forms of child labor, including in commercial sexual exploitation and mining. (1; 2; 3; 4; 5) Children also perform dangerous tasks in agriculture, including in the production of vanilla. (6; 7; 8; 9; 10) Table 1 provides key indicators on children's work and education in Madagascar.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	22.1 (1,206,992)
Attending School (%)	5 to 14	69.1
Combining Work and School (%)	7 to 14	15.4
Primary Completion Rate (%)		67.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (11)

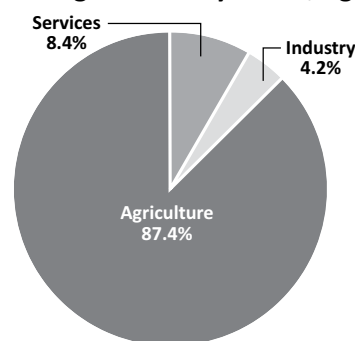
Source for all other data: Understanding Children's Work Project's analysis of statistics from the National Survey of Child Labor (Enquête Nationale sur le Travail des Enfants), 2007. (12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of vanilla, cloves, coconut, rice, and peanuts. (8; 13; 14; 15; 16; 7; 10; 17)
	Fishing and deep-sea diving, including for lobster, and shrimp (8; 18; 19)
	Herding cattle (17; 20)
Industry	Mining† gold, sapphires, crystal, quartz, and tourmaline, and transporting† blocks and stones at mining sites (21; 22; 23; 24; 25; 5)
	Quarrying† and crushing stone† and making gravel (7; 21; 26; 17; 22)
Services	Street work, including begging, washing cars, market vending, transporting goods by rickshaw, and scavenging garbage (8; 21; 17; 20; 19; 27)
	Working in bars,† including as waitresses, maids, and masseuses (1; 2; 20; 28; 19; 3)
	Domestic work† (8; 2; 21; 17; 19; 15)

**Figure 1. Working Children by Sector, Ages 5-14**



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst	Commercial sexual exploitation, sometimes as a result of human trafficking (8; 1; 2; 29; 21; 30; 3)
Forms of Child Labor <sup>‡</sup>	Use in illicit activities such as selling drugs and vandalism (31; 27)
	Forced labor in mining, quarrying, begging, and domestic work (8; 2; 21; 22; 19; 3)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Children in Madagascar, predominantly girls, are lured by peers, family members, and pimps to engage in commercial sexual exploitation, particularly in tourist locations and mining areas. (19; 2; 3; 25) Children as young as age 10 are also involved in mining gold, stones, and sapphires in the regions of Analamanga, Anosy, Ilakaka, and Vakinankaratra. Children in the mining sector suffer from respiratory problems and diseases such as diarrhea and malaria, and are also at risk of injury from collapsing mines. (8; 21; 17; 22; 23; 19; 25; 5) In addition, children working in the production of vanilla in Madagascar are exposed to toxic substances and extreme temperatures, and transport heavy loads and work for long hours. (6; 7; 9; 16; 32; 15)

Although the Constitution guarantees free compulsory education, access to education is impeded due to a lack of school infrastructure and qualified teachers, limited transportation services in rural areas with long distances to schools, the cost of school fees and supplies, and reported school violence, which leaves children vulnerable to the worst forms of child labor. (17; 33; 34; 19; 18; 35; 15) In addition, Madagascar was hit by Cyclone *Enawo* in March 2017 and experienced a pneumonic and bubonic plague outbreak in October 2017. Both humanitarian emergencies led to the closure of at least 3,600 schools, affecting attendance for an estimated 495,000 children, which, coupled with the suspension of other social services, increased children’s vulnerability to human trafficking and labor exploitation. (36; 37)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Madagascar has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government’s laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 100 of the Labor Code (38)
Minimum Age for Hazardous Work	Yes	18	Article 101 of the Labor Code; Article 10 of Decree 2007-563 (38; 39)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 101 of the Labor Code; Articles 10, 12, and 16–22 of Decree 2007-563 (38; 39)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Articles 1, 8, and 18 of Law 2014-040; Article 15 of Decree 2007-563; Articles 333 and 335 of Law 2007-038 (38; 39; 40; 41)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	Yes		Article 15 of Decree 2007-563; Articles 333 and 335 of Law 2007-038; Articles 1, 6, 8, 13, and 22 of Law 2014-040 (39; 40; 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 13 of Decree 2007-563; Article 335 of Law 2007-038; Article 1 of Law 2014-040 (39; 40; 41)
Prohibition of Using Children in Illicit Activities	Yes		Articles 11 and 14 of Decree 2007-563 (39)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 11 of Ordinance No. 78-002 (42)
Non-state	Yes	18	Article 15 of Decree 2007-563 (39)
Compulsory Education Age	Yes	16‡	Article 24 of the Constitution; Article 39 of Law 2008-011 (34; 43)
Free Public Education	Yes		Article 24 of the Constitution (34)

\* No conscription (44)

‡ Age calculated based on available information (43)

Malagasy law prohibits hazardous occupations and activities for children; however, these prohibitions do not cover deep-sea diving and fishing, areas in which there is evidence that Malagasy children work in dangerous conditions. However, the government adopted a decree after the reporting period that expands the list of occupations or activities prohibited for children under age 18 to include underwater work. (45; 46)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Civil Services and Labor Division for the Prevention, Abolition, and Monitoring of Child Labor (PACTE) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Civil Services and Labor Division for the Prevention, Abolition, and Monitoring of Child Labor (PACTE)	Enforce child labor laws and coordinate, train, and evaluate all activities toward the elimination of child labor. (33; 47; 18)
Ministry of Justice	Enforce laws pertaining to violence against children, including human trafficking and commercial sexual exploitation. (47; 3) Work with Department-level courts to prosecute child labor cases. (19; 48)
National Civil Police Force Morals and Minors Brigade	Investigate criminal cases involving minors, including issues pertaining to human trafficking and commercial sexual exploitation, mainly in urban areas. Housed under the Ministry of Public Security. (8; 19; 47; 3)
National Gendarmerie Child Protective Services*	Investigate criminal cases involving children, including those related to the worst forms of child labor, mainly in rural areas. Housed under the Ministry of National Defense. (19; 47; 49; 31)
Ministry of Population, Social Protection and the Promotion of Women	Develop and implement programs to protect vulnerable children, including victims of the worst forms of child labor. (19) In collaboration with UNICEF, manage 780 child protection networks to protect children from abuse and exploitation in all 22 regions of Madagascar. (50; 51; 3; 19)

\* Agency responsible for child labor enforcement was created during the reporting period.

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Madagascar took actions to combat child labor (Table 6). However, gaps exist within the authority of PACTE that may hinder adequate labor law enforcement, including with penalty assessment authorization.

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$49,000 (13; 52)	\$41,000 (19; 47)
Number of Labor Inspectors	132 (26)	130 (19)
Inspectorate Authorized to Assess Penalties	No (19)	No (19)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (26)	Yes (19; 47)
Training on New Laws Related to Child Labor	N/A (26)	N/A (19)
Refresher Courses Provided	No (26)	No (19; 47)
Number of Labor Inspections Conducted	Unknown (26)	Unknown (19; 47)
Number Conducted at Worksites	Unknown (26)	Unknown (19; 47)
Number of Child Labor Violations Found	Unknown (26)	Unknown (19; 47)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (26)	Unknown (19; 47)
Number of Child Labor Penalties Imposed that were Collected	Unknown (26)	Unknown (19; 47)
Routine Inspections Conducted	Yes (53)	Yes (19; 47)
Routine Inspections Targeted	Yes (53)	Yes (19; 47)
Unannounced Inspections Permitted	Yes (26; 53)	Yes (19; 47)
Unannounced Inspections Conducted	Yes (26; 53)	Yes (19; 47)
Complaint Mechanism Exists	Yes (26; 53)	Yes (19; 47)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (26; 53)	Yes (19; 47)

In 2017, the government employed 130 labor inspectors, including 11 child-labor dedicated inspectors, which are disseminated in 18 regional offices to enforce labor laws, including those related to child labor. (19; 47) The number of labor inspectors is likely insufficient for the size of Madagascar's workforce, which includes more than 13.4 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Madagascar should employ about 335 labor inspectors. (54; 55; 56) In addition, half of the employed labor inspectors work in the capital, hampering the government's capacity to enforce child labor laws in rural areas, especially in the agricultural sector. (8; 18; 19; 47; 4) During the reporting period, the Labor Inspectorate, with assistance from the ILO, disseminated a manual to improve enforcement of labor laws, including those related to child labor, in the informal sector, which employs more than 40 percent of the workforce. (19; 45; 57)

In 2017, PACTE received a budget of \$66,000 to cover its operating expenses, including those associated with coordinating the National Committee on the Fight Against Child Labor (CNLTE). (45) Government officials have indicated that this amount was insufficient to carry out its mandate during the reporting period. In addition, reports indicate that PACTE lacked trained staff, equipment, and funding to manage existing child labor databases and conduct adequate child labor inspections. (8; 19; 47) During the reporting period, PACTE continued to train civil society organizations in the regions of Amoron'i Mania, Matsiatra Ambony, and Vakinankaratra to identify and report cases of child labor. (19)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Madagascar took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial and human resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (58)	Unknown (19)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (26)	N/A (19)
Refresher Courses Provided	Yes (26)	Yes (19)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Investigations	Unknown (58)	778 (59)
Number of Violations Found	41 (60)	78 (59)
Number of Prosecutions Initiated	Unknown (26)	Unknown (19)
Number of Convictions	Unknown (26)	Unknown (19)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (26; 53)	Yes (26; 53)

In 2017, the National Civil Police Force Morals and Minors Brigade (PMPM) had its headquarters in Antananarivo and 15 regional units across Madagascar, employing 136 agents. (45) During the reporting period, the PMPM investigated an estimated 773 complaints of crimes against children, such as rape and violence. Of these cases, 52 were for exploitative domestic work and 19 for child trafficking. (19; 59) Some of these cases were reported through the national child protection hotline. (50; 19; 31) It is unclear, however, how many prosecutions were initiated from these complaints and whether these cases led to convictions. (19)

In 2017, the newly created National Gendarmerie Child Protective Services (SPEM) investigated two child trafficking cases, two cases related to commercial sexual exploitation, and one for forced begging. The SPEM referred all cases for prosecution. (31; 59) On March 2017, the Ministry of Justice, the PMPM, and the SPEM launched a case management system, with support from UNICEF, to improve coordination and tracking of criminal cases committed against children, including related to the worst forms of child labor. (48) In addition, the Ministry of Justice, with support from international donors, provided training on anti-trafficking legislation to law enforcement actors, including the PMPM and the SPEM, as well as civil society organizations based in Nosy Be, Ambositra, Mahajanga, Fianarantsoa, Antsiranana, Sambava, and Antananarivo. (48; 59) Despite these efforts, reports indicate a lack of trained staff, equipment, and transportation to adequately conduct criminal law enforcement efforts related to the worst forms of child labor. (8; 61; 62; 19)

In 2017 the overall budget allocation for the Ministry of Population, Social Protection and the Promotion of Women increased to 0.6 percent of the national budget from the previous year. (31) During the reporting period, the Ministry worked with child protection networks in five targeted regions (Diana, Atsimo Andrefana, Boeny, Atsinanana, and Analamanga) to provide legal, social, and medical care to 7,418 child victims of violence and exploitation. (63; 59) In addition, each of these five child protection networks implemented their 3-year action plans to improve reintegration and enforcement efforts related to the worst forms of child labor. (19)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with funding.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee on the Fight Against Child Labor (CNLTE)	Coordinate programs, advise on child labor legislation and regulations, and implement the National Action Plan to Eliminate the Worst Forms of Child Labor. Led by the Ministry of Civil Services and Labor. (64; 65; 19; 4) In 2017, implemented awareness-raising campaigns on child labor in the regions of Atsinanana and Atsimo. (19)
Regional Child Labor Committees (CRLTE)	Coordinate, monitor, and evaluate all regional activities relating to the elimination of child labor. Comprises 10 regional committees that identify activities to promote the elimination of child labor and compile, analyze, and report child labor data to PACTE. (64; 66; 47) In 2017, the committees in the regions of Vakinankaratra and Amoron'i Mania organized workshops to raise awareness of child labor. (59)
National Bureau to Combat Human Trafficking	Coordinate anti-human trafficking efforts in Madagascar and take responsibility for implementing the National Action Plan to Combat Trafficking in Persons. Chaired by the Office of the Prime Minister, includes representatives from the ministries of Civil Services and Labor, Justice, and Population and Social Affairs. (40; 67; 4; 3) In 2017, the Bureau met to implement the National Action Plan to Combat Trafficking in Persons. In addition, the government adopted a decree that provides more autonomy to the Bureau to facilitate allocation of resources. (19; 45)
National Child Protection Committee	Guide and coordinate national child protection policy and programs. Chaired by the Minister of Population and Social Affairs, comprises a steering committee and a technical commission of specialists. (1; 68; 47) In 2017, conducted a study to assess violence and exploitation of children in Madagascar, released in June 2018. (19; 69)



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In 2017, the CNLTE, the Regional Child Labor Committees, and the National Bureau to Combat Human Trafficking lacked sufficient funding to effectively operate and coordinate efforts to address child labor. (33; 48; 35; 15; 31)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with funding and implementation.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor (2004–2019)	Aims to eliminate the worst forms of child labor by strengthening child labor laws, conducting awareness-raising campaigns, mobilizing funds for social programs, and updating databases on child labor. Led by the CNLTE. (8; 22; 53; 64) In 2017, conducted workshops with civil society to improve child protection systems in the regions of Atsinanana and Atsimo-Andrefana, and implemented a nationwide media campaign to raise awareness of child labor. (45)
National Action Plan to Combat Trafficking in Persons (2015–2019)	Seeks to enhance the legal framework to prevent human trafficking, effectively implement human trafficking laws, and provide protection and care for victims. Overseen by the National Bureau to Combat Human Trafficking. (2; 67; 70; 19) In 2017, provided training on anti-trafficking legislation, enforcement techniques, and victim identification to law enforcement agencies and civil society groups. (19; 48) However, reports indicated that the government did not provide sufficient funding to implement the plan in 2017. (19)
Code of Conduct for the Protection of Children in the Tourism Industry	Aims to prevent commercial sexual exploitation of children in the tourism industry. Implemented by the Ministry of Tourism and supported by the ILO and UNICEF. (71; 72; 73; 74) As of 2017, more than 1,000 tourism companies in 12 regions have signed the code of conduct, and eight regional action plans have been developed to implement the code. (19; 75; 59)
National Social Protection Policy	Aims to protect children from abuse, violence, and exploitation and promotes improved access to education and livelihood services for vulnerable children. Led by the Ministry of Population, Social Protection and the Promotion of Women and supported by international donors. (76; 77; 78; 4) In 2017, the government adopted a law that establishes a common fund to leverage public and private funding for social protection programs, including cash transfer programs to increase education for children from vulnerable households. (79; 80)
National Development Plan (2015–2019)	Aims to promote sustainable development and social equality. Overseen by the Ministry of Economy and Planning and supported by the ILO's Decent Work Country Program. (81; 82; 4) Includes a budget of \$83,000 to specifically combat commercial sexual exploitation of children and child labor in domestic work, mining, quarrying, and other hazardous sectors. (2; 33; 81; 82; 83)
Education Sector Plan (2018–2022)†	Aims to expand access to education and improve the quality of education. Overseen by the Ministry of Education. (47; 19; 10; 84)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (82; 85)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with the adequacy to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Project Supporting Sustainable and Child Labor Free Vanilla-Growing Communities in Sava (2016–2020)	USDOL-funded \$4 million project implemented by the ILO that aims to reduce child labor in the vanilla-producing areas of the Sava Region. (86; 4; 87) In 2017, convened key stakeholders from national- and local-level government and the vanilla industry to identify areas in which to improve implementation of the Code of Conduct of Vanilla Producers. (86; 19; 10) Additional information is available on the USDOL website.
UNICEF Country Program (2015–2019)	\$197,815 UNICEF-funded program that supports the government's efforts to improve education, health, nutrition, and protection for children in Madagascar. (88) In 2017, worked with the Ministry of Population, Social Protection and the Promotion of Women to provide services to 1,500 vulnerable households with children who have been victims of exploitation, including 1,476 child labor victims, and with the Ministry of Education to expand access to education in areas affected by Cyclone <i>Enawo</i> and the pneumonic and bubonic plague outbreaks. (89; 19; 59) Also, implements a program to combat commercial sexual exploitation of children in the regions of Diana, Nosy Be, Atsimo-Andrefana, Toliara, and Mangily. (90)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Social Support and Reintegration Centers†	Government program that provides social and reintegration services for victims of child labor. Includes the <i>Manjary Soa</i> Center and the <i>Vonjy</i> Centers in Antananarivo, Toamasina, and two newly opened centers in Nosy Be and Mahajanga.* (91; 19; 3) In 2017, the <i>Manjary Soa</i> Center hosted 37 children withdrawn from exploitative child labor. (19; 59)
Public Investment Program for Social Action†	\$34,700 Ministry of Civil Services and Labor program that supports school attendance and training for street children. In 2017, provided 35 children with educational and vocational services. (21; 53; 47)
Cash Transfer Program (2017–2019)*†	\$35 million Ministry of Population, Social Protection and the Promotion of Women program, supported by the World Bank and UNICEF, that aims to provide cash assistance for families with school-age children, conditioned on children’s school attendance. Aims to benefit 3,500 households in the south of Madagascar. (19; 92; 93)
Education for All Programs (2015–2019)	Government of Norway- and World Bank-funded projects that aim to improve the quality of and access to primary education, and provide school feeding programs in the southern regions of Androy, Anosy, and Atsimo-Andrefana. Led by the Ministry of Education. (53; 94; 95) In 2017, built 230 schools and supported the development of the new Education Sector Plan. (96)

\* Program was launched during the reporting period.

† Program is funded by the Government of Madagascar.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (97; 98; 99; 90)

Research found that basic health and social services available to victims of the worst forms of child labor are not adequate to meet current needs. (8; 19; 47; 15; 3) Although Madagascar has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem, particularly in agriculture, commercial sexual exploitation, domestic work, and mining. (8; 21; 53; 35)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Madagascar (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that the number of labor inspectors conforms to the ILO’s technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, which is approximately 335 labor inspectors for Madagascar.	2015 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2017
	Ensure that labor and criminal law enforcement officials receive adequate funding and training to enforce child labor laws adequately, including in rural areas.	2009 – 2017
	Publish enforcement information related to child labor, including on the number of labor inspections conducted, violations found, penalties imposed, as well as the criminal law enforcement prosecutions initiated and convictions.	2013 – 2017
	Ensure that existing databases function to gather enforcement data on child labor, including by providing adequate funding.	2009 – 2017
Coordination	Ensure that the CNLTE, the CRLTE, and the National Bureau to Combat Human Trafficking receive adequate funding to effectively operate and coordinate to fulfill their missions.	2014 – 2017
Government Policies	Ensure that appropriate funding exists to effectively implement the National Action Plan to Combat Trafficking in Persons.	2016 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including those in rural communities, by removing fees for supplies and school-related costs, increasing school infrastructure and transportation services, hiring sufficiently qualified teachers, and ensuring children’s safety in schools.	2011 – 2017
	Ensure that social protection systems have adequate funding and staff to provide appropriate services to victims of the worst forms of child labor.	2014 – 2017
	Expand the scope of programs to address child labor in agriculture and the worst forms of child labor in agriculture, commercial sexual exploitation, domestic work, and mining.	2014 – 2017

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In 2017, Malawi made a moderate advancement in efforts to eliminate the worst forms of child labor. The government published the results of the National Child Labor Survey and continued to implement the Trafficking in Persons Act of 2015 by training officials on the law and launching the National Plan of Action against Trafficking in Persons. However, children in Malawi continue to engage in the worst forms of child labor, including in the harvesting of tobacco and in commercial sexual exploitation, sometimes as the result of human trafficking. The government has not finalized or fully implemented key legislation or policies to protect children from child labor, including the Child Labor Policy and the Child Protection Policy. In addition, gaps continue to exist in labor law enforcement related to child labor, including financial resource allocation.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Malawi engage in the worst forms of child labor, including in the harvesting of tobacco and in commercial sexual exploitation, sometimes as the result of human trafficking. (1) Table 1 provides key indicators on children’s work and education in Malawi.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	43.2 (1,965,690)
Attending School (%)	5 to 14	89.9
Combining Work and School (%)	7 to 14	45.4
Primary Completion Rate (%)		76.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018. (2)

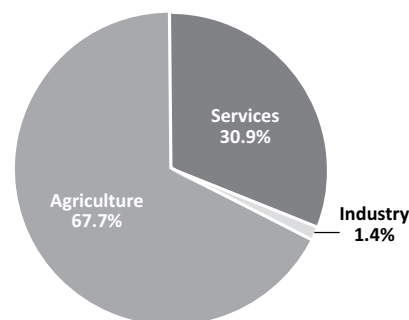
Source for all other data: Understanding Children’s Work Project’s analysis of statistics from National Child Labour Survey, 2015. (3)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of tea and sugar (4)
	Planting and harvesting tobacco, clearing land, building tobacco-drying sheds, cutting and bundling, weeding, and plucking raw tobacco† (5; 6; 7; 8; 9; 10; 1)
	Herding livestock (11)
Industry	Quarrying,† mining,† collecting sand, and brickmaking† (11; 12; 13)
	Construction,† activities unknown (12)
	Domestic work in third-party homes (12)
Services	Ganyu (a form of casual labor) (14; 15)
	Begging† (16)
	Vending and wholesaling (12; 17)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (5; 12; 16; 18; 1)
	Herding goats and cattle; farming (predominantly tobacco); fishing; brickmaking; domestic work; and work in small businesses such as rest houses and bars, each sometimes as a result of human trafficking (19; 13; 20; 21; 22; 23)

**Figure 1. Working Children by Sector, Ages 5-14**



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>†</sup>	Forced begging (13; 20)
	Use in crimes (13; 14; 20)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in Malawi are engaged in hazardous work in the production of tobacco. (8; 12; 20; 24) Children who handle tobacco risk illness from nicotine absorption, including green tobacco sickness. (8) They are also exposed to pesticides and chemicals. (6) Some children work alongside family members who are tenants on tobacco farms. (1) In the tenancy system, tenants’ pay is based on the quantity and quality of tobacco sold to farm owners after the harvest season. Tenants must also pay off loans incurred during the growing season and, because they are unable to repay these debts, entire families are placed in debt bondage. (25; 26; 27; 1)

Most human trafficking of children for labor in Malawi is internal. (13; 20) Boys in particular are trafficked from southern Malawi to work on tobacco farms in Malawi’s northern and central regions; they are also forced to work as cattle herders and in the brickmaking industry. (13; 20; 28) Children also are trafficked from Malawi to other countries, including Mozambique, South Africa, Tanzania, and Zambia. (23; 28; 29) Children who are trafficked may be charged for their clothing, food, housing, and transport. They may also be forced to work in debt bondage because of these charges and be unable to return home or support themselves. (20; 30)

Girls from rural areas are sometimes provided clothing and lodging from brothel owners. After they have left home, they are coerced to engage in commercial sexual exploitation to pay off their debts. (13; 20; 28) Girls who work in rest houses or bars are often coerced to engage in commercial sexual exploitation in exchange for room and board. (31; 1)




Although primary education is free, considerable barriers to education exist, including families’ inability to pay required school-related fees and expenses, such as books and uniforms. (23; 32; 1) Reports also indicate that children are often victims of sexual assault, with evidence of incidents occurring at schools, which impedes their access to education. (33; 34; 6)

Children with family members with HIV/AIDS may assume responsibility as heads of their households and need to work to support their families. These children, especially those who are orphaned, are at increased risk of entering into the worst forms of child labor. (35; 36)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Malawi has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Malawi’s legal framework to adequately protect children from child labor, including the minimum age to work and the prohibition of military recruitment by non-state actors.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Section 21 of the Employment Act (37)
Minimum Age for Hazardous Work	Yes	18	Section 22 of the Employment Act; Section 23 of the Constitution (37; 38)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Sections 1–9, and Paragraph 6, Sections 1–6 of the Employment (Prohibition of Hazardous Work for Children) Order (39)
Prohibition of Forced Labor	Yes		Section 4 of the Employment Act; Section 27 of the Constitution; Sections 140–147 and 257–269 of the Penal Code; Sections 79 and 82 of the Child Care, Protection and Justice Act; Section 15 of the Trafficking in Persons Act (37; 38; 40; 41; 42)
Prohibition of Child Trafficking	Yes		Sections 140–147 and 257–269 of the Penal Code; Section 79 of the Child Care, Protection and Justice Act; Section 15 of the Trafficking in Persons Act (40; 41; 42)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 137–138, 140, 142, 147, and 155 of the Penal Code; Sections 23 and 84 of the Child Care, Protection and Justice Act; Sections 15 and 20 of the Trafficking in Persons Act (40; 41; 42)
Prohibition of Using Children in Illicit Activities	Yes		Section 23 of the Child Care, Protection and Justice Act (40)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Section 19 of the Defense Force Act (43)
Non-state	No		
Compulsory Education Age	Yes	18	Article 13 of the Education Act (32)
Free Public Education	Yes		Article 13 of the Education Act (32)

\* No conscription (43)

Section 21 of the Employment Act sets the minimum age for employment at age 14 in agricultural, industrial, or non-industrial work. (37) The minimum age is not extended to workers in third-party homes, such as in domestic work, or non-commercial agriculture in which children are known to work. (37) In addition, Malawi lacks a legal framework for the tenancy system used in tobacco production, leaving children vulnerable to the worst form of child labor, including debt bondage, since families encounter debt bondage because of the tenancy system. (25; 26; 27; 44; 1) Although non-state armed groups are not known to recruit children for military activities in the country, Malawi law does not meet international standards because it does not explicitly prohibit this practice.

The government amended the Constitution, which raised the age of adulthood from 16 to 18, bringing the definition of a child in line with the UN CRC. (1; 45)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor (MOL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Perform inspections and investigate all labor complaints, including those related to child labor. (12) The Child Labor Unit monitors and implements child labor law compliance through child labor monitoring visits. (46)
District Labor Offices	Enforce child labor laws at the district level. (12)
Malawi Police Service	Investigate suspected cases involving the worst forms of child labor. (47) Analyze and operationalize systems to track trafficking trends. (48)

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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Gender, Children, Disability and Social Welfare (MOG) Department of Child Development	Provide child protection and development services. (33)
Ministry of Home Affairs	Enforce human trafficking laws and prosecute human trafficking offenses. (29; 49)
Ministry of Justice and Constitutional Affairs	Prosecute criminal offenders. (50)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Malawi took actions to combat child labor (Table 6). However, gaps exist within the operations of MOL that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	141 (5)	122 (1)
Inspectorate Authorized to Assess Penalties	Yes (51)	Yes (1)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (5)	Yes (52)
Training on New Laws Related to Child Labor	Yes (1)	No (1)
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	Unknown	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
Routine Inspections Targeted	No (1)	Unknown
Unannounced Inspections Permitted	Yes (5)	Yes (1)
Unannounced Inspections Conducted	Yes (1)	Unknown
Complaint Mechanism Exists	Yes (5)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (1)

While the government provided training to 24 new labor inspectors, the number of labor inspectors is likely insufficient for the size of Malawi's workforce, which includes over 7 million workers. (52) According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in least developed country economies, Malawi would employ roughly 175 labor inspectors. Enforcement of child labor laws remains challenging due to the lack of resources for inspections. (1)

The government supports a child protection helpline operated by an NGO that identifies cases of child sexual and labor exploitation. (20) Research did not find information on the number of calls related specifically to child labor.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Malawi took actions to combat child labor (Table 7). However, gaps exist within the operations of criminal enforcement agencies that may hinder adequate criminal law enforcement, including lack of information.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (48)	Yes (52)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown (1)
Refresher Courses Provided	Unknown	Unknown (1)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (1)

While comprehensive data on training criminal investigators is not available, in 2017, 50 police officers, prosecutors, and magistrates were trained on the Trafficking in Persons Act of 2015. (1) The Act also called for the creation of an anti-trafficking fund, which the government established in December 2017 with funding of \$68,000. The fund is designed to finance training of enforcement and protection officers and provide support and care to victims. (1; 42; 53)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor	Provide policy guidance to support the elimination of child labor and implementation of the National Action Plan on Child Labor. Chaired by the Ministry of Agriculture, includes representatives from government ministries, trade unions, employers, development partners, and civil society organizations. (16; 54; 36) Research was unable to determine whether the National Steering Committee on Child Labor was active during the reporting period.
National Technical Working Group on Child Labor and Protection	Oversee child protection issues. Chaired by the MOG, includes representatives from the government, international organizations, development partners, and NGOs. (12; 16; 20) Research was unable to determine whether the National Technical Working Group was active during the reporting period.
District Child Protection Committees	Coordinate all child protection activities at the district level and improve local coordination on child protection issues. (16; 20) Research was unable to determine whether the District Child Protection Committees were active during the reporting period.
National Coordination Committee against Trafficking in Persons	Mandated by the Trafficking in Persons Act of 2015. (5) Coordinates and oversees investigations and prosecutions, training, victim care, and trafficking data collection. The Committee met once in 2017. (53)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Child Protection Strategic Plan	Outlines the responsibilities of the MOL, Malawi Police Service, and the MOG in coordinating efforts to combat child labor. (16; 55)
National Action Plan for Vulnerable Children (2015–2019)	Provides a framework for the development of district implementation plans for assisting vulnerable children, including those vulnerable to child labor; coordinated by the MOG. (56; 57)
National Plan of Action Against Trafficking in Persons (2017–2022)	Outlines the objectives to counter trafficking in persons: strengthen prevention; provide support and protection for victims; strengthen detection, investigation, and prosecution of offenses; encourage partnership and coordination; and conduct research, monitoring, and evaluation. (58; 59)
UN Development Assistance Framework (2012–2018)	Recognizes child labor as a common constraint to the creation of decent and productive employment. Proposes strategies to address child labor, including enforcement of existing labor laws and enactment of pending legislation and policies. (60; 61; 1)



# Malawi

## MODERATE ADVANCEMENT

In 2017, the government published the results of the National Child Labour Survey. (62) For the reporting period, research was unable to determine whether activities were undertaken to implement the key policies above. The National Action Plan for Child Labor for Malawi expired in 2016 and has not been renewed. The draft National Child Labor Policy, which would provide the government, civil society, and other partners with a framework to implement child labor prevention programs and activities, is still undergoing national review that includes circulation among ministries. (5; 12; 16; 56; 1) The government has not finalized or started implementing the Child Protection Policy, which outlines the government's child protection strategy. (16; 56) The government has not integrated child labor elimination and prevention strategies into either the National Youth Policy or the National Education Sector Plan. (63; 64)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including implementation.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity of governments to conduct research in this area. (65) In 2017, the MAP project held a dissemination seminar for the National Child Labor Survey and began consultations on a policy appraisal to understand and monitor child labor and decent youth employment. (65) Additional information is available on the USDOL website.
Achieving Reduction of Child Labor in Support of Education II (ARISE) (2015–2018)	\$2 million Japan Tobacco International (JTI)-funded, 3-year project that provides strategies to promote economic empowerment, raise awareness of child labor, and provide education support. (66; 67) During 2017, the Lilongwe University of Agriculture and Natural Resources (LUANAR) developed the curriculum and training modules, which will be rolled out in 2018 (68). Also in 2017, 200 adolescents ages 14–17 who were removed from child labor graduated from the ARISE model farm school. (69)
Child Labor Monitoring System†	MOL system in pilot districts that identifies working children. Collects data on school attendance and other data points. (16)
National Social Cash Transfer Program†	MOG program that supports low-income families in high-risk districts to enable children to stay in school. As of September 2017, 430,000 children participated in the program. (52) Research has shown a decrease in child labor rates because of participation in this program. (70; 71; 72)
Complimentary Basic Education Program†	\$1.1 million government-funded project that promotes school enrollment for children who are removed from child labor. To date, an estimated 11,000 children have graduated from this program. (56)
Malawi Social Action Fund IV (2014–2019)	\$70 million, World Bank-funded, 5-year project that provides loans for community development and social support programs, including work opportunities, skill-building, and cash transfers. (16; 56) Key activities established two integrated and functional safety net delivery systems; reached 985,635 regular participants and 225,000 emergency response participants under the public works program; trained 24,208 people in livelihood and skills development activities; and formed and strengthened 5,241 Community Savings and Investment Promotion and other livelihood groups. (52)
Orphans and Vulnerable Children Intervention†	\$4.9 million, USAID funded, President's Emergency Plan for AIDS Relief-funded program that, in partnership with MOG, provides education, child protection services, birth registration, and shelter and care through the establishment of Community Based Care Centers to vulnerable children from birth to age 17. (73)
Girls Empowerment Programs	USAID-funded and Save the Children-implemented projects that focus on reducing structural and cultural barriers to girls' access to education. These projects include Let Girls Learn (2016–2021) and Girls' Empowerment through Education and Health Activity (2014–2018) in Balaka and Machinga districts. (5; 73)
Birth Registration Program†	EU- and UNICEF-funded program that ensures nearly all health facilities in Lilongwe register children at birth and supports government electronic storage of birth data collected at the district level. The government's National Registration Bureau initiated hospital birth registrations in Zomba and Mulanje districts. (20) The U.S. Centers for Disease Control and Prevention supported birth registration in Blantyre, Chitipa, and Ntcheu districts. (16) UNICEF supported birth registration in Lilongwe. (56)
National Registration and ID Program†	\$50 million government and UNDP co-funded program that aims to register all Malawians. (51) Nine million people over the age of 16 and 4.5 million under the age of 15 were registered. (53)

† Program is funded by the Government of Malawi.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (12; 29; 74)

For the reporting period, research was unable to determine whether activities were undertaken to implement a number of the key programs above. Although Malawi has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem in all relevant sectors, including agriculture and commercial sexual exploitation.

## VI. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Malawi (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all forms of children's work, including work conducted by children in private homes (domestic service) and on non-commercial farms, receive legal protection, including a minimum age for work that complies with international standards.	2009 – 2017
	Ensure legal protection for children working in the tenancy system.	2009 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Publish information about the Labor Inspectorate's funding and information about training for labor inspectors and ensure that labor inspectors receive training on new laws related to child labor.	2015 – 2017
	Publish information on the number of labor inspections conducted, including at worksites, the number of child labor violations that were found, and the number of penalties that were imposed and collected.	2016 – 2017
	Publish information about whether routine inspections are conducted, if routine inspections are targeted, and whether unannounced inspections are conducted.	2015 – 2017
	Increase the number of labor inspectors to meet the ILO's technical advice.	2017
	Increase resources to the Labor Inspectorate to conduct regular child labor inspections.	2009 – 2017
	Disaggregate data on child labor from child protection hotline calls and publish the information.	2014 – 2017
	Publish information on training for criminal law investigators and the number of investigations, violations, prosecutions, and convictions.	2013 – 2017
Government Policies	Ensure that activities are undertaken to implement key policies related to child labor.	2016 – 2017
	Renew the National Action Plan on Child Labour for Malawi.	2017
	Finalize and implement the National Child Labor and Child Protection policies.	2009 – 2017
	Integrate child labor elimination and prevention strategies into the National Education Sector Plan and National Youth Policy.	2011 – 2017
Social Programs	Ensure that additional educational costs, exposure to sexual violence, and the impact of HIV/AIDS do not serve as barriers to education.	2012 – 2017
	Ensure that activities are undertaken to implement key programs related to child labor.	2017
	Increase the scope of existing social programs to reach more children at risk of the worst forms of child labor, and develop specific programs to target children in agriculture and commercial sexual exploitation.	2011 – 2017

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# Maldives

## MINIMAL ADVANCEMENT

In 2017, Maldives made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Labor Relations Authority of the Ministry of Economic Development hired additional labor inspectors and the Maldives Police Service launched a case management system for victims of human trafficking, including children. Although research is limited, there is evidence that children in Maldives engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of trafficking. The government has not determined specific hazardous occupations or activities that are prohibited for children, and the law does not sufficiently prohibit commercial sexual exploitation of children. Moreover, the government does not have a coordinating mechanism or policy that addresses all relevant worst forms of child labor in the country.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Maldives engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of trafficking. (1; 2; 3) Table 1 provides key indicators on children's work and education in Maldives.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	3.9 (2,364)
Attending School (%)	5 to 14	79.5
Combining Work and School (%)	7 to 14	4.0
Primary Completion Rate (%)		95.6

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2009. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Domestic work (1; 3)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 3)
	Use in the trafficking of drugs (6)
	Forced labor in domestic work, sometimes as a result of human trafficking (1; 3)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

No current data are available on child labor in Maldives, and a national survey on child labor has not been conducted. Some girls from Bangladesh and Maldives are trafficked for commercial sexual exploitation to Malé, the capital of Maldives, but evidence of the problem is limited. (3)

### II. LEGAL FRAMEWORK FOR CHILD LABOR



Maldives has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓



**Table 3. Ratification of International Conventions on Child Labor (cont)**

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Maldives' legal framework to adequately protect children from the worst forms of child labor, including determining the types of hazardous work prohibited for children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Section 6 of the Employment Act (7)
Minimum Age for Hazardous Work	Yes	18	Section 7 of the Employment Act (7)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Section 3 of the Employment Act; Sections 12–16 of the Prevention of Human Trafficking Act (7; 8)
Prohibition of Child Trafficking	Yes		Sections 12–15 of the Prevention of Human Trafficking Act (8)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 17–19 of the Special Provisions Act to Deal with Child Sex Abuse Offenders (9)
Prohibition of Using Children in Illicit Activities	Yes		Section 133(c)(1) of the Drugs Act (10)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Law on the Protection of the Rights of Children (2)
Non-state	No		
Compulsory Education Age	Yes	16	Article 36(b) of the Constitution of the Republic of Maldives; Article 5(b) of the Law on the Protection of the Rights of Children (2; 11)
Free Public Education	Yes		Article 36(b) of the Constitution of the Republic of Maldives; Article 5(b) of the Law on the Protection of the Rights of Children (2; 11)

\* No conscription (12)

The law does not sufficiently prohibit commercial sexual exploitation, as procuring children for prostitution is not criminally prohibited. The law also does not criminally prohibit using, procuring, and offering children for pornographic performances. (9) In addition, the recruitment of children by non-state armed groups is not prohibited.

Research did not uncover a public version of the 2014 amendment to the Law on the Protection of the Rights of Children for review.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Labor Relations Authority (LRA) of the Ministry of Economic Development (MED) that may hinder adequate enforcement of their child labor laws.

# Maldives

## MINIMAL ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Relations Authority (LRA), Ministry of Economic Development (MED)	Enforce the child labor provisions of the Employment Act. Make recommendations to MED on penalties, such as fines. (2)
Family and Child Protection Department, Maldives Police Service (MPS)	Investigate complaints of child labor and commercial sexual exploitation. Refer cases to the Prosecutor General's Office for prosecution and the Ministry of Gender and Family to provide victim services. (2) Employs eight officers in Malé to investigate child labor cases, including child commercial sexual exploitation and child pornography cases. (2)
Family Child Protection Services, Ministry of Gender and Family	Receive referrals of children who have been exploited, including in child commercial sexual exploitation, and provide care for such victims. (2)
Anti-Human Trafficking Units, MPS	Investigate human trafficking-related offenses and enforce laws prohibiting trafficking in persons. Employs five officers to investigate human trafficking cases. (2)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Maldives took actions to combat child labor (Table 6). However, gaps exist within the operations of the LRA of the MED that may hinder adequate labor law enforcement, including the lack of referral mechanisms.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (2)	Unknown (6)
Number of Labor Inspectors	9 (2)	13 (6)
Inspectorate Authorized to Assess Penalties	No (2)	Yes (6)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	No (6)
Training on New Laws Related to Child Labor	N/A	N/A (6)
Refresher Courses Provided	Yes (2)	No (6)
Number of Labor Inspections Conducted	264 (2)	288 (6)
Number Conducted at Worksites	264 (2)	288 (6)
Number of Child Labor Violations Found	0 (2)	0 (6)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A (6)
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A (6)
Routine Inspections Conducted	Yes (2)	Yes (6)
Routine Inspections Targeted	Unknown (2)	Unknown (6)
Unannounced Inspections Permitted	Yes (2)	Yes (6)
Unannounced Inspections Conducted	Yes (2)	No (6)
Complaint Mechanism Exists	Yes (2)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (2)	No (6)

The LRA lacks the resources necessary to enforce child labor laws. Inspectors have not received training on the identification and remediation of child labor. (2; 13) In addition, although the Inspectorate is authorized to assess penalties, no fines were issued in practice. (6; 7)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Maldives took actions to combat child labor (Table 7). However, gaps exist within the operations of the Family and Child Protection Department of the Maldives Police Service (MPS) that may hinder adequate criminal law enforcement, including lack of training for new criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (2)	No (6)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (6)
Refresher Courses Provided	Yes (2)	Yes (6)
Number of Investigations	10 (2)	21 (6)
Number of Violations Found	Unknown (2)	Unknown (6)
Number of Prosecutions Initiated	1 (2)	Unknown (6)
Number of Convictions	Unknown (2)	0 (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (6)

Investigators have insufficient funding and resources, such as office facilities and transportation. (6; 14) During the reporting period, the MPS, in partnership with IOM Maldives and the USDOS, launched the first case management system dedicated to victims of human trafficking, including children. The system also includes a website through which the public can report suspected trafficking cases to the MPS. (6) However, police and other officials have inadequate training on procedures for identifying human trafficking victims and providing referrals to protective services, including for children. (3) In addition, the MPS lacked the capacity to pursue child trafficking investigations. (15)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Anti-Human Trafficking National Steering Committee	Coordinate anti-human trafficking activities and implement the country's National Anti-Human Trafficking National Action Plan under MED leadership and 11 participating government agencies. (8; 14) Research was unable to determine whether this coordinating body was active during the reporting period.

Although the government has established a coordination mechanism on human trafficking, research found no evidence of mechanisms to coordinate its efforts to address all child labor, including its worst forms.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including covering all forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Anti-Human Trafficking Action Plan (2015–2019)	Sets out the government's goals to combat human trafficking, including establishing institutions, coordinating activities, raising awareness, and building capacity. (16) The government continued its efforts under the Action Plan during the reporting period. (6)

During the reporting period, the government continued to enforce the Anti-Human Trafficking National Action Plan. The Ministry of Gender and Family drafted a 2-year National Action Plan on Violence Against Children aimed at protecting children from all forms of abuse. This Action Plan has yet to be finalized and adopted by the Government of Maldives. (6) Research found no evidence of a policy to address child labor specifically.

# Maldives

## MINIMAL ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including addressing the categorical worst forms of child labor.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Family and Child Service Centers†	Nineteen Ministry of Gender and Family-operated centers, which provide psychosocial support for child victims of abuse and exploitation. Four of the 19 centers provide temporary shelter for victims. (6)
National Victim Support Hotline (Number 1696)†	MED-operated hotline dedicated to receiving reports of human trafficking and child labor. Supported by the MPS and Maldives Immigration. (17) Research was unable to determine whether activities were undertaken to implement this program during the reporting period.
Child Helpline (Number 1412)†	Ministry of Gender and Family-operated helpline established with the support of the MPS and UNICEF to receive reports of child abuse cases. (6)

† Program is funded by the Government of Maldives.

Existing social programs do not specifically address the commercial sexual exploitation of children, use of children for drug trafficking, or forced labor in domestic work. Family and Child Services centers and shelters lack adequate financial and human resources, and staff are inadequately trained to deal with cases involving abused and exploited children. (2; 6)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Maldives (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2017
	Criminally prohibit all forms of commercial sexual exploitation of children, including procuring children for prostitution and procuring, offering, and using children for pornographic performances.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Make publicly available the 2014 amendment to the Law on the Protection of the Rights of Children.	2016 – 2017
Enforcement	Collect and publish information on labor law enforcement, including the Labor Inspectorate funding and number of targeted inspections, as well as the number of violations found and prosecutions initiated involving criminal law enforcement of the worst forms of child labor.	2013 – 2017
	Ensure that the Labor Inspectorate receives training that specifically focuses on child labor issues, including training for new employees.	2009 – 2017
	Strengthen the inspection system by conducting unannounced inspections.	2017
	Ensure that the Labor Inspectorate receives adequate resources to enforce child labor laws.	2017
	Establish a referral mechanism between labor authorities and social services.	2016 – 2017
	Provide sufficient funding and training to the police and prosecutors, and ensure that investigators have the resources necessary to enforce laws on the worst forms of child labor.	2013 – 2017
Coordination	Establish a coordination mechanism to combat child labor.	2009 – 2017
	Publish information about the activities undertaken by the Anti-Human Trafficking National Steering Committee.	2017
Government Policies	Adopt a policy to address the worst forms of child labor.	2014 – 2017
Social Programs	Conduct a national child labor survey and publish the results.	2014 – 2017
	Conduct and publish research on the worst forms of child labor, including commercial sexual exploitation and trafficking of children.	2009 – 2017
	Publish information about the implementation of the National Victim Support Hotline.	2017
	Implement and provide sufficient resources for programs that address the worst forms of child labor, including the commercial sexual exploitation of children, the use of children for drug trafficking, and forced labor in domestic work.	2009 – 2017

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# Mali

## MODERATE ADVANCEMENT

In 2017, Mali made a moderate advancement in efforts to eliminate the worst forms of child labor. The government increased the minimum age for work to 15 in compliance with international standards and expanded the list of hazardous occupations or activities prohibited for children. The Police's Brigade for the Protection of Morals and Children, in collaboration with Interpol, conducted an operation that rescued 40 child victims of forced begging and prosecuted 9 individuals associated with this crime. In addition, under the National Policy for Promotion and Protection of Children, the government conducted activities to increase birth registration and provided social services for children withdrawn from armed conflict. It also participated in a number of programs targeting the worst forms of child labor, including a program that built eight sites in northern Mali to provide reintegration services to former combatants, including children. However, children in Mali engage in the worst forms of child labor, including in hereditary slavery and in armed conflict. Children also perform dangerous tasks in agriculture, particularly in the production of cotton and rice. Although the government made meaningful efforts in all relevant areas during the reporting period, the law does not explicitly prohibit using, procuring, or offering children for illicit activities and research could not determine if penalties were applied for violations related to the worst forms of child labor. In addition, resource constraints severely limited the government's ability to fully implement the National Plan to Combat Child Labor and existing social programs are insufficient to adequately address the extent of the problem, particularly in artisanal gold mining, hereditary slavery, and debt bondage.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mali engage in the worst forms of child labor, including in hereditary slavery and in armed conflict. (1; 2; 3; 4; 5; 6) Children also perform dangerous tasks in agriculture, particularly in the production of cotton and rice. (7; 8; 1) Table 1 provides key indicators on children's work and education in Mali.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	25.1 (1,216,300)
Attending School (%)	5 to 14	46.0
Combining Work and School (%)	7 to 14	13.4
Primary Completion Rate (%)		51.0

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2012–2013. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating,† harvesting,† ginning,† transporting,† and applying chemical fertilizers,† particularly in the production of rice and cotton (7; 8; 11; 12; 1)
	Raising livestock,† including oxen and small ruminants (8; 13; 12; 14)
	Fishing† (8; 13)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Artisanal gold mining, † including digging shafts, † extracting ore from underground tunnels, † crushing ore, † and amalgamating ore with mercury † (15; 16; 17; 18; 1; 19; 20; 21)
	Assembling fishing canoes † (8)
Services	Domestic work † (22; 23; 1)
	Street work, including as market vendors, † beggars, † and in the transportation sector (8; 24; 23; 1)
Categorical Worst Forms of Child Labor ‡	Forced labor in artisanal mining, domestic work, street work, production of salt, and farming, including in the production of rice, each sometimes as a result of human trafficking (25; 2)
	Commercial sexual exploitation, sometimes as a result of human trafficking (26; 1; 27; 28; 2)
	Forced recruitment by armed rebel and extremist Islamic militia groups for use in armed conflict (3; 1; 20; 29; 2; 4)
	Hereditary slavery (23; 25; 30; 5; 2)
	Forced begging by Koranic teachers, sometimes as a result of human trafficking (17; 1; 2)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children, especially of the Bellah community (also known as black Tuaregs), are subject to hereditary slavery in northern Mali. (23; 25; 30; 5; 2) Some children are born into slavery, while others are born free, but remain in a dependent status through which they are forced to work with their parents for their former masters in exchange for food, money, and lodging. Child slaves perform agricultural or domestic labor and are often sexually abused. (31; 2) In addition, children, particularly those of Songhai ethnicity, work in debt bondage in the northern salt mines of Taoudenni. (32; 2)

Children involved in artisanal gold mining in western and southern Mali are exposed to toxic substances and extreme temperatures, transport heavy loads, and work for long hours. (15; 16; 17; 18; 1; 19; 20; 21) Some boys placed in the care of Koranic teachers for education are forced by their teachers to beg on the street or to work in fields, after which they must then surrender the money they have earned to their teachers. (32; 17; 1; 2)




Intermittent fighting and violence in central and northern Mali continued throughout 2017, resulting in the killing and displacement of children. (3; 33; 20; 29; 2; 4) Although the incidence of child soldiers decreased during the reporting period, children continued to be forcibly recruited and trained by non-state armed groups, including the Coordination of Azawad Movements (CMA), the National Movement for the Liberation of Azawad (MNLA), the High Council for the Unity of Azawad (HCUA), the Arab Movement of Azawad (MAA), and Tuareg Imghad and Allies Self-Defense Group (GATIA), all signatories of the 2015 Peace Accord. (33; 3; 34; 4) Research found limited evidence of ties between the government and GATIA, a non-state armed group led by a Malian general, including the provision of in-kind support to GATIA. (35; 36; 2; 20; 33) The UN verified that GATIA recruited at least nine children during the reporting period. (3; 37)

Although the Constitution guarantees free and compulsory education, many children, especially girls, do not attend school because parents are expected to pay fees for registration, uniforms, books, and materials costs, which are prohibitive for many impoverished families. (32; 23; 38; 39; 1) Many children in Mali are not registered at birth. Unable to present their birth certificate, unregistered children may have difficulty accessing services, including education. (32; 35; 40; 1) In addition, evidence suggests that incidences of physical, psychological, and sexual abuse, including corporal punishment, prevent some children from remaining in school. (32; 23; 41) During the reporting period, numerous attacks on schools in northern Mali resulted in lootings, destruction of learning materials and infrastructure, and military occupancy. (1; 3; 20; 42; 43; 4) Many teachers and students remained displaced and some teachers in insecure areas felt that it was unsafe to return to school. (1; 34; 20) The lack of access to education may increase the risk of children’s involvement in the worst forms of child labor. (43)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mali has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Mali's legal framework to adequately protect children from child labor, including recruitment by non-state armed groups and the prohibition of using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article L.187 of the Law 2017-021 modifying the Labor Code (44)
Minimum Age for Hazardous Work	Yes	18	Hazardous Occupations List; Article 1 of the 2017-4388 Amendment to Hazardous Occupations List; Article D.189.14 of the Labor Code (45; 46; 47)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Occupations List; Article 1 of the 2017-4388 Amendment to Hazardous Occupations List; Article 189 of the Labor Code (45; 46; 47)
Prohibition of Forced Labor	Yes		Article L.6 of the Law 2017-021 modifying the Labor Code; Article 1 of the Trafficking in Persons Law (48; 44)
Prohibition of Child Trafficking	Yes		Article 244 of the Penal Code; Article 7 of the Trafficking in Persons Law; Article 63 of the Child Protection Code (48; 49; 50)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 228 of the Penal Code; Article 1 and 7 of the Trafficking in Persons Law; Article 57 of the Child Protection Code (48; 49; 50)
Prohibition of Using Children in Illicit Activities	No		Article 193 of the Penal Code (49)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 17 of the Child Protection Code; Articles 31.23 and 31.31 of the Penal Code; Article 5 of the Military General Statute (49; 50; 51)
State Voluntary	Yes	18	Article 17 of the Child Protection Code; Articles 31.23 and 31.31 of the Penal Code; Article 5 of the Military General Statute (49; 50; 52; 51)
Non-state	No	15	Articles 31.23, 31.31, and 32 of the Penal Code (49)
Compulsory Education Age	Yes	15‡	Articles 26 and 34 of the Law of Education (53)
Free Public Education	Yes		Article 18 of the Constitution (54)

‡ Age calculated based on available information (49)

In June 2017, the government amended the Labor Code to increase the minimum age for work from 14 to 15 in compliance with international standards. (1; 44) In addition, the government amended the hazardous occupation list to expand the number of hazardous occupations or activities prohibited for children, including raising and herding livestock, fishing, domestic work, and market vending. (1; 47)

The Labor Code allows children between the ages of 12 and 14 to perform domestic or light seasonal work, as long as it does not impede school attendance and it does not exceed 4.5 hours of work per day. (45) However, the law does not specify the

conditions under which light work may be undertaken. (55; 44) In addition, Malian law does not criminalize hereditary slavery and neither prohibits using, procuring, or offering a child for the production and trafficking of drugs as established by international standards. (26; 50; 5)

The Child Protection Code provides protection for children under age 18, while the Penal Code establishes criminal penalties for several of the worst forms of child labor. (49; 50) For example, Articles 50 and 58 of the Child Protection Code identify begging as a form of economic exploitation of children, while Article 183 of the Penal Code specifies punishments for engaging a child in begging. (17) However, the Penal Code does not provide penalties for some of the prohibitions enumerated in the Child Protection Code. (49; 50) Specifically, Article 17 of the Child Protection Code prohibits children under age 18 from participating in armed conflicts or joining the armed forces, yet Articles 31.23 and 31.31 of the Penal Code provide criminal penalties only for those recruiting and enlisting children under age 15. (49; 50; 52)

The Inter-Ministerial Circular references Article 28 of the Penal Code, which states that crimes committed out of self-defense or under a force that could not be resisted should not be penalized as prescribed by the Penal Code. Although the Inter-Ministerial Circular states that Article 28 of the Penal Code is applicable to children involved in armed conflict, it does not define the age range of the children it covers. (49; 56) Considering the non-existence of criminal penalties in the Child Protection Code and the lack of criminal penalties in the Penal Code for those who recruit and enlist children ages 15 and older, the absence of a defined age range in this Inter-Ministerial Circular may leave children ages 15 to 17 unprotected. (56; 49; 49)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's National Directorate of Labor	Enforce labor laws and investigate Labor Code infractions, including those regarding child labor. (57; 32; 58)
Ministry of Justice	Initiate and coordinate with courts the implementation of laws related to the worst forms of child labor. (57; 2)
Ministry of Internal Security's Police Brigade for the Protection of Morals and Children	Investigate crimes against children, including human trafficking and commercial sexual exploitation. (2; 1)
Ministry for the Promotion of Women, Children, and the Family (MPFEF)	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor. (57; 38; 58)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Mali took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including with financial and human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$48,000 (57)	\$71,942 (1)
Number of Labor Inspectors	100 (57)	109 (1)
Inspectorate Authorized to Assess Penalties	Yes (57)	Yes (1)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (35)	No (1)
Training on New Laws Related to Child Labor	N/A	No (1)
Refresher Courses Provided	Yes (57)	Yes (1)

# Mali

## MODERATE ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Labor Inspections Conducted	Unknown (57)	334‡ (1)
Number Conducted at Worksites	Unknown (57)	Unknown (1)
Number of Child Labor Violations Found	Unknown (57)	Unknown (1)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (57)	Unknown (1)
Number of Child Labor Penalties Imposed that were Collected	Unknown (57)	Unknown (1)
Routine Inspections Conducted	Yes (57)	Yes (1)
Routine Inspections Targeted	Yes (57)	Yes (1)
Unannounced Inspections Permitted	Yes (57)	Yes (1)
Unannounced Inspections Conducted	Yes (57)	Yes (1)
Complaint Mechanism Exists	Yes (57)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (57)	Yes (1)

‡ Data are from January 1, 2017 to June 30, 2017.

In 2017, the National Directorate of Labor employed 70 full-time labor inspectors and 39 full-time labor controllers, of which 3 inspectors and 10 controllers are dedicated to child labor. (1) Despite increasing the number of inspectors by 9 in 2017, the number of labor inspectors remains likely insufficient for the size of Mali's workforce, which includes more than 6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed countries, Mali should employ about 157 inspectors. (11; 59; 60; 61). One labor inspector in each region is designated as the point of contact for the National Unit to Fight Against Child Labor (CNLTE) to facilitate regional coordination. (1) During the reporting period, the government conducted targeted inspections in high-risk child labor sectors, including in artisanal mining and agriculture. (1) However, despite these efforts and the government's move toward decentralization, funds are rarely allocated to inspectorate regional offices. (1) In addition, reports indicate that a lack of trained staff, equipment, transportation, and funding hampered the Labor Inspectorate's ability to conduct adequate child labor inspections and legal proceedings, especially in remote areas of northern Mali. (32; 55; 1; 62)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Mali took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with financial and human resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (57)	Unknown (1)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (57)	Unknown (1)
Refresher Courses Provided	Yes (57)	Yes (1)
Number of Investigations	Unknown (57)	Unknown (1)
Number of Violations Found	Unknown (57)	Unknown (1)
Number of Prosecutions Initiated	Unknown (57)	Unknown (1)
Number of Convictions	Unknown (57)	Unknown (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (57)	Yes (1)

In 2017, the Ministry of Security's Morals Brigade employed 25 staff, including 8 investigators and 17 officers. The Government of Mali reported that the number of criminal law enforcement agents is inadequate given the prevalence of the worst forms of child labor in the country. (57; 1) Although the total number of investigations conducted throughout the country during the reporting period is unknown, the Morals Brigade investigated 1 case of child trafficking and 10 cases of commercial sexual exploitation. (1) In November 2017, the Morals Brigade, in collaboration with Interpol, conducted an operation in the greater Bamako area that



rescued 40 child victims of forced begging and prosecuted 9 individuals associated with this crime. (63; 1; 33) In addition, the Ministry of Justice distributed 200 copies of the Trafficking in Persons Law to judges and police officers, and translated the law into 13 local languages to facilitate a number of trainings for criminal law enforcement agents. (2; 33)

Despite these efforts, there is a lack of trained staff, equipment, transportation, and funding to adequately conduct criminal law enforcement efforts related to the worst forms of child labor, particularly in remote areas. (1; 2) Reports indicate that because of political instability, which hinders labor and criminal law enforcement efforts in northern Mali, the prevalence of hereditary slavery, forced labor, and trafficking in persons has worsened since the conflict began in 2012. (32; 1; 33; 2)

An informal referral mechanism exists among NGOs, UN bodies, the police, and the government to allow withdrawal from armed conflict and provide social services to victims of the worst forms of child labor. (57; 2) During the reporting period, the government collaborated with local organizations to withdraw and provide reintegration services to 53 child victims of human trafficking, including children from Algeria, Côte d'Ivoire, Gabon, Libya, and Mali. (33) In addition, the Malian military transferred 26 children associated with armed groups to the Ministry for the Promotion of Women, Children, and the Family (MPFEF), which provided medical and psychosocial support, and reunified 21 children with their families. (1; 3) Despite these efforts, reports indicate that resources and facilities available to social services agencies are inadequate. (57; 32)

During the reporting period, the government held three children, ages 16 and 17, in adult detention centers due to their suspected involvement with armed groups. These children were not transferred to social services as required by the Inter-Ministerial Circular and the UN-signed Protocol. (56; 3; 2) In addition, research found no indication that the government either investigated or prosecuted individuals alleged to have illegally recruited and used child soldiers.

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with coordination between key bodies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Unit to Fight Against Child Labor (CNLTE)	Coordinate Mali's efforts to eliminate child labor, especially its worst forms. Chaired by the Ministry of Labor and includes representatives from other government ministries, civil society, and worker and employer organizations. (26; 64; 65; 1) In 2017, received a budget of \$53,957 to conduct activities, including providing assistance to Malian lawmakers to adopt the legal amendment that increased the minimum age for work to 15 and revised the Hazardous Occupations List. (1)
National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices	Coordinate government efforts to combat human trafficking. Chaired by the Ministry of Justice and includes various government agencies and civil society groups. (66; 67; 1; 2) In 2017, received its first ever budget of \$381,000 to conduct training on human trafficking, fund victim services, and purchase transportation equipment. (33)
Inter-Ministerial Committee to Prevent Grave Violations Against Children	Conduct awareness-raising campaigns to prevent the recruitment and use of children in armed conflict and implement reintegration programs for former child soldiers. (68; 1) Conduct joint missions with international partners to determine the presence of children in armed conflict. (57; 68) Led by the MPFEF. In 2017, met to implement activities under the Inter-Ministerial Circular and the Protocol on the Release and Transfer of Children, including training child protection actors in northern Mali on best practices for referrals of former child soldiers. (1)
Artisanal Gold Mining Summit Committee	Comprises gold mining associations and local government officials that monitor the recommendations from a 2014 summit on artisanal mining, including the ban on child labor in artisanal gold mines. (69; 70) In 2017, facilitated efforts that contributed to the ratification of the UN Minamata Convention on Mercury, which mandates signatory parties to reduce the use of mercury for gold processing in artisanal mines and take specific measures to protect children from mercury exposure. (1; 71)

Reports indicate that there is confusion with regard to roles and a lack of coordination between the CNLTE and the National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices. (66; 33; 2) In addition, despite the increased allocation of resources in 2017, the CNLTE indicated that budget constraints continue to hamper its effectiveness as a whole. (1)

# Mali

## MODERATE ADVANCEMENT

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with funding and implementation.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Plan to Combat Child Labor (PANETEM) (2011–2020)	Aims to eliminate the worst forms of child labor by strengthening child labor laws, training relevant government officials, and mobilizing funds for social programs to withdraw children from child labor. Overseen by the CNLTE. (8; 55; 70) In 2017, worked with Malian lawmakers to adopt the legal amendment that increased the minimum age for work to 15 and revise the Hazardous Occupations List. (57; 55; 72)
Roadmap to Combat Child Labor in Agriculture (2015–2020)	Seeks to enhance the legal framework and build the capacity of the government to prevent child labor in agriculture. Led by the Ministry of Agriculture and supported by the Food and Agriculture Organization of the UN. (73; 74; 75; 76) In 2017, worked to update the existing hazardous list and developed a training module for agricultural extension services to identify and combat child labor. (75; 77)
National Action Plan to Combat Trafficking in Persons and Associated Practices (2015–2017)	Aims to enhance the legal framework to prevent human trafficking, adequately implement the laws, and provide effective protection and care for victims. Led by the National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices. (78; 2) In 2017, organized training sessions for law enforcement agencies on human trafficking. (33)
National Policy for Promotion and Protection of Children (2015–2019)	Aims to protect children from abuse, violence, and exploitation and promotes improved access to education and livelihood services for vulnerable children, especially those affected by armed conflict. (79; 1) Overseen by the MPFEF. In 2017, conducted activities to increase birth registration and provided social services for children withdrawn from armed conflict. (1)
Inter-Ministerial Circular and the Protocol on the Release and Transfer of Children Associated with Armed Groups and Armed Forces	Provides a framework that highlights the responsibility of the government to prevent children’s involvement in armed conflict, and protect and reintegrate those children who become involved. (56; 68; 80; 1) In 2017, trained child protection actors in northern Mali on best practices for referrals of former child soldiers. (1)
National Strategic Education Sector Plan (PRODEC II) (2017–2026)	Sets out a comprehensive map to improve the quality of and access to basic and secondary education, especially in conflict-affected areas of northern Mali. Led by the Ministry of Education and supported by international donors. (57; 55; 81) In 2017, secured additional funding and technical assistance from international donors to ensure effective implementation of the plan. (82)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (83; 1; 3)

The First Lady of Mali, along with other leading figures, made a declaration in Abidjan, Côte d’Ivoire, on child protection, including child trafficking, exploitation, child labor, and all other forms of violence against children. (84; 85) The government indicated that efforts to implement the National Plan to Combat Child Labor have been slow due to insufficient allocation of resources. (1)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government participated in programs that include the goal of eliminating or preventing child labor (Table 10). However gaps exist in these social programs, including with the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. (86) During 2017, conducted a study on the effectiveness of the School Speed Program on reducing child labor and supported activities under the Roadmap to Combat Child Labor in Agriculture. (75) Additional information is available on the USDOL website.
South-South Cooperation for the promotion of decent work in cotton-producing countries (2015–2019)	\$6.8 million Government of Brazil-funded project that aims to improve working conditions in the cotton sector, including by combating child labor. (87; 77) In 2017, facilitated exchange programs with Brazilian grower associations to combat child labor in the cotton sector. (77)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Decent Work Country Program (2016–2018)	Identifies two objectives of decent work: (1) to create jobs and guarantee rights at work for vulnerable populations, and (2) extend social protection and promote social dialogue. (70) Includes activities that support the implementation of PANETEM. Overseen by the Ministry of Labor and supported by the ILO. (70) In June 2017, organized a workshop on leveraging global supply chains for sustainable development and decent work for government officials, employers' organizations, and workers' organizations.
USAID Country Program (2016–2020)	\$600 million USAID-funded program that supports the government's efforts to improve education, food security, and health; and to provide humanitarian assistance in crisis areas. In 2017, provided quality basic and secondary education to vulnerable communities in northern Mali, including by re-opening schools, training teachers, and providing school kits for students. (88; 1)
UNICEF Country Program (2014–2017)	UNICEF-funded program that supports the government's efforts to improve education, birth registration rates, social inclusion, and strengthen child protection programs, including for children in conflict-affected areas of northern Mali. (89) In 2017, provided reintegration services to 2,436 children at risk of exploitation, including those formerly associated with armed groups, and education services to 157,873 children in crisis-affected areas. (89; 90; 43; 1)
National Disarmament, Demobilization, and Reintegration Program	\$25 million UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)-implemented program that aims to provide reintegration services to former combatants in Mali, including children. (91; 1; 34) In 2017, built eight sites in Tombouctou, Gao, Kidal, and Menaka that will provide reintegration services to former combatants, including children, in Mali. (1)
Combating Descent-Based Slavery Program	USDOS-funded program implemented by the American Bar Association to combat hereditary slavery and forced child labor in Mali. In 2017, trained paralegals on laws related to slavery and child labor and best practices on victim referrals to social and economic services. (6; 92)
Global Action Against Trafficking in Persons and the Smuggling of Migrants (GLO ACT)*	\$13 million EU-funded global project implemented by the UNODC, UNICEF, and the IOM to combat human trafficking and migrant smuggling. In 2017, conducted training for justice enforcement officials on best practices to identify human trafficking victims and prosecute crimes related to human trafficking. (93; 94)

\* Program was launched during the reporting period.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (1; 95; 96; 97; 98)

Although Mali participates in some programs to reduce the worst forms of child labor, these programs are insufficient to fully address the scope of the problem, especially in artisanal gold mining, slavery, or debt bondage. (1) In addition, Mali does not fund or participate in programs to address child labor in domestic work, fishing, forced begging, and commercial sexual exploitation. During the IV Global Conference on the Sustained Eradication of Child Labor that took place in Argentina in November 2017, the Government of Mali pledged to establish and expand social programs to combat child labor in artisanal gold mining, hazardous agriculture, and the use of children in armed conflict. (99)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mali (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Criminally prohibit the use, procurement, or offering of children for the production and trafficking of drugs.	2009 – 2017
	Ensure that the Labor Code specifies the conditions under which light work may be undertaken to prevent children from involvement in child labor.	2015 – 2017
	Criminally prohibit hereditary slavery.	2017
	Criminally prohibit the recruitment of children under 18 into non-state armed groups and in any armed conflict, and ensure that the specific ages of children protected by the Inter-Ministerial Circular on the Prevention, Protection, and Reintegration of Children in Armed Conflict comply with international standards.	2013 – 2017
	Enact laws to provide penalties for violations of the worst forms of child labor, including the use of children under age 18 in armed conflict.	2009 – 2017
Enforcement	Publish complete information on the type of labor inspections, violations, and penalties related to child labor, and the number of criminal law investigations, violations, prosecutions, and convictions related to the worst forms of child labor.	2010 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the resources, training, and number of labor inspectors in accordance with ILO's technical advice, and the number of criminal investigators and regional offices responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2012 – 2017
	Take measures to adequately enforce laws related to child labor, particularly in northern Mali, and increase efforts to ensure that perpetrators of the worst forms of child labor, including the use of child soldiers, and hereditary slavery are prosecuted in accordance with the law.	2013 – 2017
	Ensure that government social services have sufficient resources and facilities to provide the necessary care for victims of the worst forms of child labor.	2016 – 2017
	Implement the provisions of the Inter-Ministerial Circular and the UN-signed Protocol, which require that children in detention for their association with armed groups be transferred to social services or to UN child protection actors for appropriate reintegration and social protection services.	2013 – 2017
Coordination	Streamline coordination across government agencies, including by ensuring effective coordination among the CNLTE, the National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices, and other relevant agencies.	2010 – 2017
	Ensure that the CNLTE has sufficient resources to coordinate efforts to address child labor.	2012 – 2017
Government Policies	Ensure that the National Plan to Combat Child Labor is implemented, including by allocating sufficient financial and human resources.	2012 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including girls and those living in conflict-affected areas, by removing supply and school-related fees, increasing school infrastructure, teacher availability, the provision of school supplies, and taking measures to ensure the safety of children and teachers in schools.	2010 – 2017
	Increase birth registration rates to ensure that children have access to social services, including education.	2010 – 2017
	Expand existing programs to fully address child labor, especially in artisanal gold mining, slavery, and debt bondage.	2014 – 2017
	Institute new programs to address child labor in domestic work, fishing, forced begging, commercial sexual exploitation, slavery, and debt bondage.	2009 – 2017

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*In 2017, Mauritania made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, the Government of Mauritania drafted a new General Child Protection Code that will expand the number of hazardous occupations or activities prohibited for children and increase the penalties to deter violators of child labor laws. The government also continued to fund and participate in multiple programs that include the goal of eliminating or preventing child labor, including by expanding a cash transfer program to assist 38,000 vulnerable households and participating in a new program that aims to improve enforcement of child labor laws. Despite these initiatives, Mauritania is receiving this assessment because it implemented a new practice and continued to implement a policy that delayed advancement in eliminating the worst forms of child labor. During the reporting period, criminal law enforcement authorities did not make adequate efforts to combat slavery and its vestiges. Specifically, the government did not adequately prosecute or secure convictions in slavery cases, and reports continue to indicate that some government actors, including police and judicial authorities, are unwilling to pursue such cases. In addition, since 2011, the Government of Mauritania has required proof of marriage and biological parents' citizenship for children to obtain a birth certificate. As a result, children born out of wedlock and many Haratine and sub-Saharan ethnic minority children, including those of slave descent, have been prevented from being registered at birth. Because birth certificates are required for enrollment in secondary school in Mauritania, children as young as age 12 cannot access education, making them more vulnerable to the worst forms of child labor. Children in Mauritania engage in the worst forms of child labor, including in indentured and hereditary slavery, and in agriculture. The government did not make adequate efforts to enforce some laws related to the worst forms of child labor, including on hereditary slavery and forced begging, and to raise awareness of laws that prohibit slavery. Financial resource constraints severely limited the relevant government agencies' ability to fully implement its policies and social programs to combat the worst forms of child labor are insufficient to adequately address the extent of the problem.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mauritania engage in the worst forms of child labor, including in indentured and hereditary slavery. (1; 2; 3; 4; 5; 6) Children also perform dangerous tasks in agriculture, particularly in herding cattle and goats. (7; 1; 8; 9) Table 1 provides key indicators on children's work and education in Mauritania.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	12.5 (131,552)
Attending School (%)	5 to 14	53.5
Combining Work and School (%)	7 to 14	8.2
Primary Completion Rate (%)		59.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4 (MICS 4), 2011. (11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

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**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding and caring for cattle, camels, goats, and sheep (7; 1; 8; 9; 12; 13; 6)
	Fishing, catching shrimp and fish (1; 8; 9; 12; 13)
Industry	Crushing gravel (14; 13)
Services	Domestic work† (7; 1; 8; 9; 15; 16)
	Working as car mechanics, painters, and carpenters (1; 8; 9; 12)
	Garbage scavenging (1; 9; 12)
	Street work, including vending, shoe shinning, begging,† and in the transportation sector (1; 8; 9; 12; 13)
Categorical Worst Forms of Child Labor‡	Forced begging as a result of criminal gang recruitment and coercion by Koranic teachers (1; 8; 16; 17; 2)
	Commercial sexual exploitation, sometimes as a result of human trafficking (9; 15; 2)
	Use in illicit activities, including selling drugs (9; 12; 2)
	Indentured and hereditary slavery (1; 15; 18; 19; 3; 4; 20; 5; 6)
	Forced labor in domestic work and as camel jockeys, each sometimes as a result of human trafficking (8; 21; 12; 5; 2)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in Mauritania, especially from the Haratine ethnic minority, continue to be exploited as slaves and endure slave-like practices, particularly in rural and remote areas of the country. Some children are born into slavery, while others born free but remain in a dependent status and are forced to work with their parents for their former masters in exchange for food, money, and lodging. (9; 18; 22; 23; 18; 20; 5; 2; 8) Child slaves herd animals, such as cattle and goats; perform domestic labor; and are often sexually exploited. (14; 15; 2; 5; 24)

In Mauritania, it is a traditional practice to send children to Koranic teachers to receive an education. However, some Koranic teachers (*marabouts*) force their students (*talibés*) to beg on the streets for long hours and to surrender the money they have earned. (7; 8; 9; 17; 2)

Since 2011, the Government of Mauritania has required proof of marriage and biological parents’ citizenship to obtain a birth certificate. (25; 26) As a result, children born out of wedlock and many Haratine and sub-Saharan ethnic minority children, including from families of slave descent, have been prevented from being registered at birth. Because birth certificates are required to enroll in secondary school in Mauritania, many children as young as age 12 could not access education, making them more vulnerable to the worst forms of child labor. (9; 17; 22; 23; 27; 12; 28; 6; 26) In addition, the lack of school infrastructure and limited availability of teachers, especially in rural areas, impede access to education, which may increase children’s vulnerability to the worst forms of child labor. (18; 29; 30; 31) Children from families of slave descent, especially from the Haratine ethnic minority, also face barriers to accessing education due to ethnic discrimination. (7; 32; 22; 20; 6)

In 2017, Mauritania hosted approximately 50,000 Malian refugees. (33) Refugee children may have difficulty accessing education, which makes them particularly vulnerable to engaging in the worst forms of child labor, including being recruited by non-state armed groups. (34; 12; 2; 28; 33)



## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mauritania has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Mauritania's legal framework to adequately protect children from child labor, including the identification of hazardous occupations or activities prohibited for children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 153 of the Labor Code (35)
Minimum Age for Hazardous Work	Yes	18	Article 247 of the Labor Code (35)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Law 052/15; Articles 1 and 3–4 of Law 025/2003; Article 1 of Law 2013-011 (36; 37; 38)
Prohibition of Child Trafficking	Yes		Articles 1 and 3 of Law 025/2003; Article 54 of the Penal Protection Code for Children (39; 36)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 1 of Law 025/2003; Articles 24–26 of the Penal Protection Code for Children (39; 36)
Prohibition of Using Children in Illicit Activities	Yes		Articles 3–5 and 14 of Law 93-37 on the Prohibition of Production, Trafficking, and Use of Drugs and Illicit Substances; Article 42 of the Penal Protection Code for Children (40; 39)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 7 of Law 62132/1962 (41; 42)
Non-state	Yes	18	Article 43 of the Penal Protection Code for Children (39)
Compulsory Education Age	Yes	14	Article 1 of Law 2001-054 (43; 44)
Free Public Education	Yes		Article 1 of Law 2001-054 (43)

\* No conscription (42)

In December 2017, the government drafted a new General Child Protection Code, a step to bringing Mauritanian law into compliance with the UN CRC and international labor standards. (45; 12) The draft Code aims to set the minimum age for work at 16 and prohibit employment of children under age 18 in hazardous activities, including work that exposes children to physical, psychological, or sexual abuse; work with dangerous machinery, equipment, and tools; and work in unhealthy environments, which may expose children to hazardous substances or temperatures. The draft Code will increase the penalties associated with violations of child labor laws up to \$4,200, and criminalize commercial sexual exploitation of children. (46; 12; 45) However, the Code was not adopted during the reporting period. (47; 48)

The Labor Code allows children between ages 12 and 14 to perform light work, as long as it does not impede their school attendance, exceed 2 hours of work per day, and is authorized by the Ministry of Labor. (35) However, the Labor Code does not specify the activities in which light work may be permitted. (49) In addition, the country has not determined by national law or regulation the types of hazardous work prohibited for children. (14; 32; 49)

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## III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's Directorate of Labor and Inspection	Enforce labor laws and investigate Labor Code infractions, including violations related to minimum wage and hazardous work. (32; 16; 50)
Ministry of the Interior's Special Brigade for Minors	Investigate crimes against children, including human trafficking, and monitor religious schools ( <i>mahadras</i> ) to ensure that children are not forced to beg on behalf of their teachers. Mainly operates in Nouakchott. (9; 32; 16; 51; 52)
Ministry of Social Affairs, Childhood, and the Family (MASEF) Office of Childhood	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor. Manage the Centers for the Protection and Social Integration of Children. (9; 16; 50) In 2017, the MASEF received an operating budget of \$582,000. (12)
Ministry of Justice's Directorate of the Judiciary for the Protection of Children	Coordinate child protection issues and oversee the Special Brigade for Minors and tribunals that sentence child offenders. (14; 16; 51)
National Commission for Human Rights (CNDH)	Advocate for the eradication of slavery, receive human rights complaints, and conduct investigations on human rights violations, including the worst forms of child labor. Independent ombudsman body. (9; 16; 53; 50; 32)
Commissariat on Human Rights and Humanitarian Action (CDHAH)	Coordinate the development and implementation of government policies related to human rights, including those related to the worst forms of child labor. Carry out awareness-raising campaigns to combat slavery and human trafficking. Semi-autonomous body, under the supervision of the Office of the Prime Minister. (50; 54; 32)
National Agency to Fight Against the Vestiges of Slavery, Integration, and Fight Against Poverty ( <i>Tadamoun</i> )	Develop and implement programs to tackle poverty, promote the integration of refugees, and rehabilitate former slaves. (55; 56; 18; 50; 57) File complaints on behalf of citizens who accuse their employers of practicing slavery, and bring cases of alleged slavery to the authorities for investigation. (53; 4; 2; 58)
Anti-Slavery Courts	Prosecute crimes related to slavery and provide free legal assistance to victims, including children. The three regional courts located in Nema, Nouakchott, and Nouadhibou were created under the Roadmap and Action Plan for the Eradication of the Vestiges of Slavery. (59; 2; 60; 61)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Mauritania took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$33,300 (14)	\$33,300 (12)
Number of Labor Inspectors	67 (14)	86 (52)
Inspectorate Authorized to Assess Penalties	Yes (12; 62)	Yes (12; 62)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (14)	Yes (12)
Training on New Laws Related to Child Labor	N/A (14)	N/A (12)
Refresher Courses Provided	Yes (14)	Unknown (12)
Number of Labor Inspections Conducted	Unknown (14)	Unknown (12)
Number Conducted at Worksites	Unknown (14)	Unknown (12)
Number of Child Labor Violations Found	Unknown (14)	Unknown (12)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (14)	Unknown (12)
Number of Child Labor Penalties Imposed that were Collected	Unknown (14)	Unknown (12)



**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Routine Inspections Conducted	No (14)	No (12)
Routine Inspections Targeted	No (63)	N/A (12)
Unannounced Inspections Permitted	Yes (64)	Yes (12)
Unannounced Inspections Conducted	Yes (64)	Unknown (12)
Complaint Mechanism Exists	Yes (65)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (65)	Yes (12)

In 2017, the Ministry of Labor employed 86 full-time labor inspectors and 20 full-time labor controllers, who enforce labor laws, including those related to child labor, in 13 regional offices. However, reports indicate that the Ministry of Labor lacked equipment, training, transportation, and funding to conduct child labor inspections, especially in remote locations and in the informal sector, which employs more than 40 percent of the workforce. (16; 31; 66; 12; 67; 50; 52; 68; 48) In addition, the penalties established for violating child labor laws are insufficient and do not generally deter violations. (14; 32)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Mauritania took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigating and prosecuting criminal cases related to hereditary slavery and forced child begging.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (64)	Yes (12)
Training on New Laws Related to the Worst Forms of Child Labor	No (63)	Yes (12)
Refresher Courses Provided	Yes (69)	Yes (12)
Number of Investigations	Unknown (14)	Unknown (12)
Number of Violations Found	Unknown (14)	Unknown (12)
Number of Prosecutions Initiated	Unknown (14)	Unknown (12)
Number of Convictions	Unknown (14)	Unknown (12)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (64)	Yes (12)

During the reporting period, the Special Brigade for Minors employed 30 officers and received training on laws related to the worst forms of child labor, including trafficking in persons. (52; 12) In November 2017, the Mauritanian police, in collaboration with Interpol, conducted an operation in Nouakchott that rescued 42 child victims of forced begging and arrested the Koranic teachers (*marabouts*) associated with this crime. (70; 71; 72) Despite this effort, the Prosecutor of the District Court of Nouakchott West did not press charges against the *marabouts* for this crime, and instead entered into an agreement to return the children to their *marabouts* with the condition of ensuring their health and safety and keeping the children from begging in the streets. However, evidence suggests that these children are reportedly once again begging on the streets despite the signed agreement between the *marabouts* and the prosecutor. (70)

Efforts made by criminal law enforcement authorities to combat the worst forms of child labor, including hereditary slavery, remained inadequate given the magnitude of the problem. (2) In 2017, the Special Brigade for Minors investigated 406 cases of child exploitation, 274 of which were referred to the Ministry of Justice for trial. However, research could not determine how many of these cases involved child labor, led to convictions, or whether the victims were removed from their exploitative situations and provided with social services. (52) In addition, although the police identified more than 600 cases of child slavery and forced begging in 2016, it is unclear whether the government investigated these cases or assisted victims. (2) As of the end of the reporting period, there were a total of 58 slavery cases in the Mauritanian judicial system, some of which were submitted by civil society in 2016. (2; 73) The Ministry of Justice transferred 13 of these cases to the Anti-Slavery Courts; however, the status of the 45 remaining cases is unknown. (73; 74)

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In March 2018, the Anti-Slavery Court of Nouadhibou secured two separate convictions for slavery crimes, including child slavery. In one case, two offenders were sentenced to 20 years imprisonment and ordered to pay restitution of about \$14,500 to the victims; however, neither of the offenders has been imprisoned—one died prior to the conviction date and the other fled prosecution prior to the trial and was tried in absentia. (47) In the second case, one individual was sentenced to 10 years imprisonment and ordered to pay restitution to the victims of about \$7,000; however, the offender, alleging health concerns, was granted a compassionate provisional release from imprisonment on June 2018. (75; 76; 47; 77) In addition, during the reporting period, the Ministry of Justice issued three decrees establishing procedural protocols to improve and expedite the investigative and prosecutorial efforts on criminal cases related to hereditary slavery. (78; 79)

Research could not determine whether the National Agency to Fight Against the Vestiges of Slavery, Integration, and Fight Against Poverty (*Tadamoun*) submitted new complaints of slavery on behalf of victims during 2017, although it remained a civil party to 13 slavery cases. (80; 74; 81) According to the 2015 anti-slavery law, other than *Tadamoun*, the only other entities that can file criminal cases on behalf of former slaves are legally registered human rights associations that have been operating for 5 years. The government continued to prevent the registration of some anti-slavery organizations and associations that work for the promotion and protection of human rights of the Haratine ethnic minority and former slave groups that would have been able to submit complaints once their five year wait had passed. (82; 83; 84). Additionally, two laws adopted by the National Assembly and pending signature of the President have drawn widespread concern in the international community. If enacted, the anti-discrimination law and the law on apostasy-related crimes may be used to retaliate against anti-slavery organizations and restrict their ability to function, negatively affecting their ability to file criminal cases or advocate for the end of slavery (85; 86; 87; 88; 82; 83; 89)

Although the government has released 11 of the 13 members of the Initiative for the Resurgence of the Abolitionist Movement (IRA) who were arrested in June 2016 for their alleged participation in a Nouakchott riot and membership in the unregistered organization, 2 remain in prison. Some of the freed IRA members claimed that they were tortured while they were in police custody. (2; 84) The government's continued imprisonment of the remaining two IRA members may limit its ability to address this issue comprehensively. (66; 5; 90)

In a 2017 decision, the African Union's Committee of Experts on the Rights and Welfare of the Child stated that the government failed to enforce its prohibition on slavery and slavery-like practices for the two cases of child slavery that were submitted to the Court for review in 2015. (6) Evidence suggests that some police, prosecutors, and judges do not investigate cases of slavery once complaints are received, and additionally that the government has prosecuted cases for lesser offenses to avoid bringing a slavery case to trial, in part due to misunderstanding of the 2015 Anti-Slavery Law or allegations of corruption. (2; 69) Enforcement authorities, including the Anti-Slavery Courts, lack personnel, funding, and training to adequately coordinate and enforce laws related to the worst forms of child labor. (59; 66; 12; 2; 5; 61; 91; 6)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor. (Table 8)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-ministerial Technical Committee on Human Rights	Coordinate and monitor government efforts to promote human rights in Mauritania, including those related to the UN CRC. Led by the Office of the Prime Minister and includes representatives from the <i>Tadamoun</i> , the CNDH, and other ministries. (92; 50; 4; 93) In 2017, collaborated with the Office of the United Nations High Commissioner for Human Rights to start the process to evaluate the implementation of the Roadmap and Action Plan for the Eradication of the Vestiges of Slavery. (50; 3; 94)

Research suggests that the lack of inclusion of relevant civil society groups, including worker and employer organizations, hampers the effectiveness of the Inter-ministerial Technical Committee on Human Rights' ability to carry out efforts to promote human rights, including combating slavery and its vestiges. (50; 3; 59)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding and implementation of key policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan to Eliminate Child Labor (PANETE-RIM) (2015–2020)	Aims to eliminate the worst forms of child labor by strengthening child labor laws, training relevant government officials, implementing awareness-raising campaigns, and mobilizing funds for social programs to withdraw children from child labor. Overseen by the Ministry of Labor. (1; 8; 12; 50) In 2017, with the assistance of the ILO, organized workshops and awareness-raising campaigns to build the capacity of relevant government and non-governmental actors to combat child labor. (95; 96; 12)
Roadmap and Action Plan for the Eradication of the Vestiges of Slavery (2014–2017)	Aimed to combat slavery and its vestiges by revising slavery laws and policies, strengthening enforcement bodies, conducting awareness-raising campaigns, and implementing programs that provide former slaves with access to education and livelihood opportunities. Overseen by the Inter-ministerial Technical Committee on Human Rights. (29; 93; 97; 3; 4) In 2017, organized workshops to start the process of developing a monitoring and evaluation framework to assess the effectiveness of the Roadmap and identify new areas for intervention. (94)
United Nations Development Assistance Framework (2012–2017)	Promoted improved access to education for vulnerable children and aimed to build the capacity of the government to address child labor. Overseen by the Ministry of Economic Affairs and Development. (31; 98) In 2017, started the planning process to adopt a new 4-year framework. (98)
Strategy for Accelerated Growth and Sustainable Development (2017–2030)†	Aims to reduce poverty, promote sustainable development, and increase access to fundamental social services. Overseen by the Ministry of Economic Affairs and Development. (99; 100) Integrates strategies to increase birth registration and access to compulsory education, strengthen social protection systems for children, and support efforts to combat slavery, including its vestiges. (99)

† Policy was approved during the reporting period.

The First Lady of Mauritania, along with other leading figures, made a declaration in Abidjan, Côte d'Ivoire, on child protection, including child trafficking, exploitation, child labor, and all other forms of violence against children. (101; 102)

Although the government drafted a new National Child Protection Strategy in 2017, it was not approved by the end of the reporting period. (103) In addition, the government did not officially adopt the National Action Plan to Combat Trafficking in Persons that was drafted in 2015. (104; 2; 94) Reports indicate that efforts to implement most of the key policies related to child labor, particularly the National Action Plan to Eliminate Child Labor, have been slowed due to insufficient allocation of resources. (9; 29; 66; 12; 62)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
From Protocol to Practice: A Bridge to Global Action on Forced Labor (2015–2019)	USDOL-funded global project implemented by ILO to support global and national efforts aimed at combating the forced labor of adults and children under the 2014 ILO Protocol and supporting the Recommendation to C. 29 on Forced Labor. (105; 106) In 2017, conducted workshops with government officials and journalists to raise awareness of forced labor and slavery-like practices. (94) Additional information is available on the USDOL website.
Technical Support on Social Dialogue and Labor Administration (2017–2018)*	\$328,000 ILO-funded project to build the capacity of the Ministry of Labor to improve enforcement of labor laws, including those related to child labor. In 2017, conducted a workshop on combating child labor for law enforcement agencies in Nouadhibou, Kiffa, and Rosso, and launched a website to raise awareness of child labor in Mauritania. (107)
Cash Transfer <i>Tekavoul</i> (2015–2020)	\$29 million <i>Tadamoun</i> program, supported by the World Bank, that provides cash assistance to families with school-age children, conditioned on children's school attendance. (108) In 2017, expanded the program to new geographic areas that will benefit 38,000 households. (18; 109; 58)

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**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
Program to Eradicate the Effects of Slavery†	Government program that supports the reintegration and rehabilitation of former slaves. In 2017, built schools and implemented income-generating activities for at-risk youth from slave descent. (58; 2)
Centers for the Protection and Social Integration of Children†	MASEF-operated program that provides food, shelter, education, and vocational training to vulnerable children, many of whom are <i>talibés</i> . Operates in Aleg, Kaedi, Kiffa, Nouadhibou, Rosso, and Nouakchott. (9; 16; 31) In 2017, the government provided a budget of \$100,000 to manage the centers, which allowed them to provide services to 305 children. (9; 16; 31; 2; 80)
Access to Justice and Human Rights Program	USDOS- and USAID-funded program implemented by the American Bar Association to promote the social and political rights of marginalized groups, including former and current child victims of slavery. In 2017, trained community-based paralegals on how to help undocumented individuals obtain identity documents, including birth certificates. (110; 111; 80)
Countering Trafficking in Persons (2015–2017)	\$425,000 Government of Germany-funded, 2-year project implemented by IOM to raise awareness of human trafficking among vulnerable communities and build the capacity of government actors to enforce laws related to trafficking in persons. In 2017, conducted awareness-raising activities on child trafficking. (112; 113)
Decent Work for Migrant Youth in the Fishing Sector (2017–2019)*	\$17 million ILO- and Government of Germany-funded, 2-year project that aims to promote decent work among migrant youth working in the artisanal fishing sector in Mauritania. Aims to reach at least 9,000 recipients by the second year of the project and conduct an analysis of child labor in the fishing sector. (114; 115)
UNICEF Country Program (2012–2017)	\$13.3 million UNICEF-funded program that supported the government's efforts to improve education, birth registration rates, social inclusion, and protection for children, including refugees. In 2017, provided access to education for 5,800 children and reached 1,000 children living in the Mberra refugee camp. (14; 116; 117)
Basic Education Sector Support Project (2014–2017)	\$12.4 million World Bank-funded project that aimed to increase access to quality basic and secondary education, particularly for girls. In 2017, built and furnished 13 middle schools in remote areas and conducted awareness-raising campaigns to promote girls' education in six regional departments. (118; 119)

\* Program was launched during the reporting period.

† Program is funded by the Government of Mauritania.

Although Mauritania has social programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially in agriculture, herding, and domestic work, and for children in hereditary and indentured slavery. (14; 63; 50) Moreover, some government officials do not acknowledge that slavery continues to exist. (23; 66; 3; 5; 50) In addition, the lack of recent data on slavery limits the government's ability to develop effective social programs to comprehensively address this issue. Existing social programs for former slaves and awareness of the national laws on slavery are insufficient. (7; 23; 4; 3)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mauritania (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law's provisions on light work are specific enough to prevent children from being involved in child labor.	2015 – 2017
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2017
Enforcement	Increase the personnel, training, and resources for labor and criminal law enforcement agencies, including the Anti-Slavery Courts, to adequately enforce child labor laws, especially in remote areas and in the informal sector.	2010 – 2017
	Strengthen the labor inspection system by initiating routine and targeted inspections, rather than performing inspections solely based on complaints received.	2014 – 2017
	Increase efforts to ensure that cases of the worst forms of child labor, including forced begging and hereditary slavery, are investigated and prosecuted in accordance with the law.	2016 – 2017
	Publish information on the number of labor inspections, child labor law violations, and penalties assessed, and the number of criminal investigations, violations found, prosecutions, and convictions related to the worst forms of child labor.	2011 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Legally recognize civil society organizations that work to protect the human rights of the Haratine ethnic minority and former slave groups, in particular those that assist victims of slavery in filing cases, register births, and ensure access to education, and ensure that pending legislation is not used to impair their ability to function.	2017
	Ensure that <i>Tadamoun</i> pursues its mandate to submit complaints of slavery on behalf of victims.	2017
	Hold government officials accountable for alleged corruption and mishandling of legal cases related to crimes on the worst forms of child labor, including on forced begging and slavery offenses.	2017
	Take steps to ensure the safety of anti-slavery activists, as well as their rights of freedom of expression and peaceful assembly.	2011 – 2017
	Ensure that penalties are high enough to deter violators of child labor laws.	2015 – 2017
Coordination	Establish a coordinating mechanism to combat child labor.	2017
	Ensure that relevant civil society organizations are included in the Inter-ministerial Technical Committee on Human Rights.	2017
Government Policies	Ensure that key policies related to child labor, particularly the PANETE-RIM, receive sufficient funds for effective implementation.	2016 – 2017
	Approve the National Action Plan to Combat Trafficking in Persons.	2015 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including those from families of slave descent and refugees, by increasing school infrastructure and teacher availability, especially in rural areas.	2011 – 2017
	Ensure that all children are able to obtain birth certificates to increase their access to secondary education and reduce their vulnerability to the worst forms of child labor.	2016 – 2017
	Expand the scope of programs to address child labor, including in agriculture, herding, and domestic work, and the worst forms of child labor, including hereditary and indentured slavery.	2009 – 2017
	Implement a continuous awareness-raising program for government officials on the laws related to slavery and the worst forms of child labor.	2012 – 2017
	Conduct research and collect data on slavery to develop effective policies and programs that identify and protect children who are at risk.	2010 – 2017
	Increase funding for social programs that provide services to former slaves.	2015 – 2017

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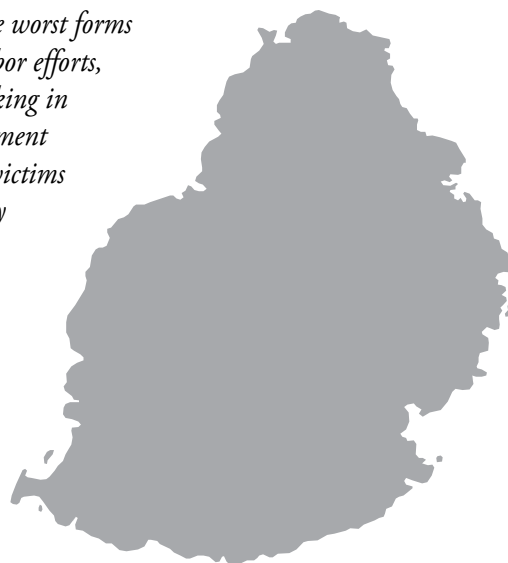
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# Mauritania

MINIMAL ADVANCEMENT—EFFORTS MADE BUT REGRESSION IN PRACTICE AND CONTINUED POLICY THAT DELAYED ADVANCEMENT

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In 2017, Mauritius made a significant advancement in efforts to eliminate the worst forms of child labor. The government established a mechanism to coordinate child labor efforts, obtained its first prosecution for child trafficking under the Combating Trafficking in Persons Act, and established a hotline to report cases of child labor. The government also established a mutual assistance agreement to improve services provided to victims of the worst forms of child labor; moved the national exam to graduate primary education from the sixth grade to the ninth grade to increase enrollment, and continued to fund programs that include the goal of eliminating or preventing child labor. However, children in Mauritius engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in agriculture. The government lacks a national policy to address all relevant worst forms of child labor, and social programs to combat child labor are insufficient to adequately address the extent of the problem.



Agalega Islands, Cargados Carajos Shoals, and Rodrigues are not shown.

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mauritius engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5) Children also engage in child labor in agriculture. (1; 3; 4; 6) Table 1 provides key indicators on children's work and education in Mauritius. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		101.1

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Producing and harvesting vegetables (1; 3; 4)
	Feeding livestock (6)
	Fishing, including diving, and casting nets and traps (9; 4)
Industry	Working in factories and masonry (10)
Services	Domestic work (1; 4)
	Working in apparel shops and restaurants (4)
	Street work, including vending, begging, and carrying goods in public markets (1; 3; 4; 11; 12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 4; 5)
	Use in illicit activities, including selling drugs (4)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Some children in Mauritius are lured into commercial sexual exploitation by their peers or family members, or through false offers of other employment. (10; 5; 1) Mauritius has never conducted a national child labor survey, and therefore information on the prevalence of child labor in the country is limited. (4)

# Mauritius




## SIGNIFICANT ADVANCEMENT

Evidence suggests that incidents of physical and psychological abuse, including corporal punishment of students by teachers, prevent some children from attending school, which increases their risk of engaging in the worst forms of child labor. Because of discrimination, children with disabilities face serious barriers in accessing education. (1; 2; 13; 14)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mauritius has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Mauritius' legal framework to adequately protect children from child labor, including with the recruitment of children by non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Sections 6 and 12 of the Employment Rights Act (15)
Minimum Age for Hazardous Work	Yes	18	Section 12 of the Employment Rights Act (15)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Section 8 of the Occupational Safety and Health Act (16)
Prohibition of Forced Labor	Yes		Article 6 of the Constitution; Article 2 of the Combating Trafficking in Persons Act (17; 18)
Prohibition of Child Trafficking	Yes		Article 11 of the Combating Trafficking in Persons Act; Article 13A of the Child Protection Act (18; 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 14 of the Child Protection Act; Article 253 of the Criminal Code (19; 20)
Prohibition of Using Children in Illicit Activities	Yes		Articles 30.1b-e, 38a, 41.1f, and 41.2 of the Dangerous Drugs Act (21)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	16	Article 37.2 of the Education Act (22)
Free Public Education	Yes		Article 35 of the Education Act (22)

\* No conscription (23)

† No standing military (23)

During the reporting period, the government continued to draft a comprehensive bill aiming to harmonize the existing legal framework related to children's rights and strengthen legal provisions for child protection. (24; 4; 11)



### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor, Industrial Relations, Employment, and Training (MOLIRE) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Industrial Relations, Employment, and Training (MOLIRE)	Enforce all labor laws, including those related to child labor. (25; 4)
Office of the Ombudsperson for Children	Investigate any suspected or reported case of child labor or violation of a child's rights. Propose laws and policies to advance children's rights. (2; 26; 27; 4)
Police Brigade for the Protection of Minors (Minors' Brigade)	Investigate crimes related to the worst forms of child labor, including child trafficking and commercial sexual exploitation. (2; 24; 4) Maintain a database of all trafficking incidents involving children and refer all cases of commercial sexual exploitation to the Child Development Unit. (28)
Office of the Director of Public Prosecutions	Undertake criminal proceedings on laws related to the worst forms of child labor, in coordination with the Minors' Brigade and the judicial courts. (29; 30)
Ministry of Gender Equality, Child Development and Family Welfare's (MOGE) Child Development Unit	Enforce legislation related to children and implement policies and social programs related to child development. Provide social services to victims of the worst forms of child labor, including human trafficking. (31; 32; 4; 33)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Mauritius took actions to combat child labor (Table 6). However, gaps exist within the authority of MOLIRE that may hinder adequate labor law enforcement, including with penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1.2 million (34)	\$1.5 million (4)
Number of Labor Inspectors	85 (35)	95 (4)
Inspectorate Authorized to Assess Penalties	No (34)	No (4)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (34)	Yes (4)
Training on New Laws Related to Child Labor	Yes (34)	Yes (4)
Refresher Courses Provided	Yes (34)	Yes (4)
Number of Labor Inspections Conducted	1,848 (34)	3,012‡ (4)
Number Conducted at Worksites	1,848 (34)	3,012‡ (4)
Number of Child Labor Violations Found	0 (34)	0 (4)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (34)	0 (4)
Number of Child Labor Penalties Imposed that were Collected	N/A (34)	0 (4)
Routine Inspections Conducted	Yes (34)	Yes (4)
Routine Inspections Targeted	Yes (34)	Yes (4)
Unannounced Inspections Permitted	Yes (34)	Yes (4)
Unannounced Inspections Conducted	Yes (34)	Yes (4)
Complaint Mechanism Exists	Yes (34)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (34)	Yes (4)

‡ Data are from January 1, 2017 to October 31, 2017. (4)

In June 2017, MOLIRE organized a nationwide awareness-raising campaign as part of World Day Against Child Labor and established the 151 hotline to receive reports of child labor, as well as those related to the worst forms of child labor such as trafficking in persons. (4; 36)

# Mauritius

## SIGNIFICANT ADVANCEMENT

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Mauritius took actions to combat child labor (Table 7). However, gaps exist within the operations of criminal enforcement agencies that may hinder adequate criminal law enforcement, including with insufficient resource allocation.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (34)	Yes (4)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (34)	N/A (4)
Refresher Courses Provided	Yes (34)	Yes (4)
Number of Investigations	Unknown (34)	4 (37)
Number of Violations Found	Unknown (34)	4 (37)
Number of Prosecutions Initiated	Unknown (34)	6 (38)
Number of Convictions	0 (34)	3 (37)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (34; 10)	Yes (4)

In 2017, the Minors' Brigade maintained a staff of 54 agents who are distributed in five geographic police divisions. (39) During 2017, the first prosecution for child trafficking under the Combating Trafficking in Persons Act took place and was transferred to the court system, with a final resolution in March 2018 that resulted in a conviction with a 3-year imprisonment sentence. (38) Research indicates that the police were investigating 11 human trafficking cases by the end of the reporting period, although it is unknown how many of these cases involved children. (29) Research revealed that criminal law enforcement agencies lacked staff, transportation, and other resources to properly enforce criminal laws related to the worst forms of child labor. (25; 40) In addition, reports indicate that coordination between the police and the Office of the Director of Public Prosecutions has been limited, mainly due to a lack of training and insufficient case tracking, which hinders efforts to investigate and prosecute child trafficking cases. The government participated in a conference on human trafficking in November 2017 to address such gaps. (29; 38)

During 2017, MOGE's Child Development Unit established a mutual assistance agreement to improve the referral process with the Minors' Brigade to improve services to victims of the worst forms of child labor. (4; 38)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with coordination among key mechanisms.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Coordinating Committee on Child Labor*	Elaborate policies, approve programs, and coordinate, monitor, and evaluate efforts to combat child labor in Mauritius. Chaired by the MOLIRE, comprises representatives from the Ministry of Education, the Minors' Brigade, the Office of the Ombudsperson for Children, and local and international organizations. (4; 41)
Inter-Ministerial Committee on Human Trafficking	Coordinate anti-trafficking efforts in Mauritius. Chaired by the Attorney General's Office comprises representatives from the MOLIRE, the MOGE, and other ministries. (35; 42; 5) In 2017, organized a workshop for government officials and civil society groups on the legal framework to combat human trafficking. (43)
National Child Protection Committee (NCPC)	Coordinate and implement activities on children's rights, including efforts to combat the worst forms of child labor. Chaired by the MOGE, and also known as the High Powered and Working Together Committee. (31; 4; 33)
National Children's Council (NCC)	Under the auspices of the MOGE, coordinate child protection efforts in Mauritius as an independent, para-governmental entity. (2; 25; 4) In 2017, organized awareness-raising campaigns on child protection and human trafficking. (4; 29)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

In 2017, a lack of coordination among key mechanisms hindered the government's efforts to combat the worst forms of child labor. (4; 5) In addition, the National Child Protection Committee was inactive during the reporting period. (4)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with the coverage of all the worst forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Child Safety Online Action Plan	Aims to prevent online sexual exploitation of children by strengthening the legal framework and developing awareness-raising programs. Implemented by the Ministry of Information and Communication Technology, in conjunction with the MOGE, the Minors' Brigade, and the Office of the Ombudsperson for Children. (2; 44; 45) In 2017, organized workshops to raise awareness on social media and commercial sexual exploitation. (4)
Education and Human Resources Strategy Plan (2008–2020)	Aims to improve equity of access to primary, secondary, and technical and vocational education, and to provide social services for youth. Overseen by the Ministry of Education. (46; 47) In 2017, took a step to increase school enrollment and decrease truancy by changing the timing of the national examination for primary education completion from the sixth grade to the ninth grade. (4)
Government Development Program—Achieving Meaningful Change (2015–2019)	Aims to increase access to social protection services for vulnerable populations, including children, and emphasizes a zero tolerance policy for the use of children in drug trafficking. (48; 49; 50) In 2017, established a partnership with the World Bank to provide funding for the implementation of the policy. (51)

Research found no evidence of policies to combat other worst forms of child labor, such as commercial sexual exploitation. In addition, the government did not adopt the National Plan to Combat Human Trafficking that was drafted in 2016. (32; 42; 4; 52; 39)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Awareness-Raising Programs on Commercial Sexual Exploitation and Human Trafficking†	Educate the public on preventing commercial sexual exploitation of children and human trafficking. (5) In 2017, the police conducted awareness programs for 1,646 students in 96 primary and secondary schools. (4)
Community Child Protection Program†	Support child protection activities nationwide. In 2017, created School Child Protection Clubs in 22 schools throughout the country to raise awareness about child exploitation. (33; 4)
Drop-in Centers, Shelters, and Institutional Care†	Provide rehabilitation services to victims of commercial sexual exploitation and human trafficking. Monitored by the Child Development Unit. (2; 24; 29; 33) In 2017, provided reintegration services to over 500 child victims. (4)
IOM Country Program	IOM program to build capacity of relevant government agencies to protect children from exploitation and human trafficking. (32; 53)
Education Assistance Programs†	Increase access to quality primary education for vulnerable children, including the Eradication of Absolute Poverty Program to provide educational support to 7,500 households in 229 geographic pockets of poverty and in the Education Priority Zones to provide equal opportunities to primary school children throughout the country. (2; 47)

† Program is funded by the Government of Mauritius.

Although the government has established an oversight body to improve the effectiveness of institutional care facilities and shelters, evidence suggests that there continues to be a lack of appropriate standards of care, inadequate service provision, and overcrowding in some centers that house orphans, child victims of commercial sexual exploitation, and victims of other types of abuses. (34; 27; 54; 29; 5; 38)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mauritius (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
Enforcement	Strengthen the Labor Inspectorate by authorizing inspectors to assess penalties.	2015 – 2017
	Increase the amount of training, human resources, and funding for agencies responsible for enforcing criminal laws related to the worst forms of child labor.	2011 – 2017
	Improve coordination between the police and the Director of Public Prosecutions to ensure that violations are adequately and prosecuted.	2017
Coordination	Streamline coordination between key mechanisms to combat the worst forms of child labor.	2012 – 2017
	Ensure that the National Child Protection Committee is active and fulfills its mission.	2017
Government Policies	Adopt a policy that addresses the worst forms of child labor, such as commercial sexual exploitation.	2014 – 2017
	Adopt the draft National Plan to Combat Human Trafficking.	2017
Social Programs	Collect and publish data on the prevalence of child labor in Mauritius to inform policies and programs.	2013 – 2017
	Ensure that all children, including those with disabilities, can attend school without fear of physical or psychological abuse.	2014 – 2017
	Ensure that victims of commercial sexual exploitation have access to comprehensive and quality social services.	2010 – 2017

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# Moldova

## MODERATE ADVANCEMENT

In 2017, Moldova made a moderate advancement in efforts to eliminate the worst forms of child labor. The government passed Law No. 137, which allows child victims of forced labor to receive financial compensation for damages caused to them. An investigative and prosecution unit within the Specialized Prosecution Office for Organized Crime and Special Cases was established, which includes formally designated trafficking in persons prosecutors. The government also expanded and increased funding for social services for children, including reopening the National Committee for Combating Trafficking in Persons shelter. However, children in Moldova engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in agriculture. Funding for the State Labor Inspectorate was not sufficient, and the inspectorate can conduct unannounced inspections only in very limited circumstances. Furthermore, the judicial system failed to ensure that perpetrators of crimes related to the worst forms of child labor were properly convicted and sentenced according to the law.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Moldova engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in agriculture. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Moldova.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	24.3 (102,105)
Attending School (%)	5 to 14	92.1
Combining Work and School (%)	7 to 14	29.0
Primary Completion Rate (%)		90.9

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (6)

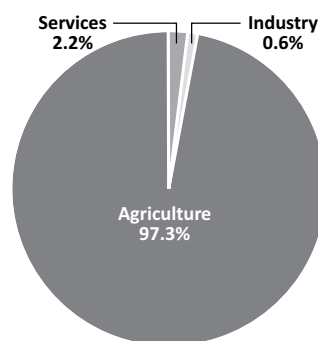
Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey-Child Labour Survey, 2009. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Agriculture,† including growing crops and raising farm animals (1; 8; 9; 10; 11; 12; 13)
	Forestry, including transporting heavy loads (13)
	Fishing, including feeding fish (13)
Industry	Construction,† including carrying heavy loads and welding† (1; 14; 8; 9; 13)
	Working in the garment sector (13)
	Baking,† including confectionary and food preservation (13)
Services	Street work, including begging (8; 15; 16; 5)
	Domestic work (8; 15; 13)
	Working in wholesale, retail, restaurants, and transportation (14; 8; 9; 12; 13)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation and forced begging, each sometimes as a result of human trafficking (17; 1; 3; 4; 8; 18; 13; 5)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Lack of information limits an assessment of the types of work that children perform and the sectors in which they work, including for the secessionist region of Transnistria. (1; 3; 8; 18; 13)

Both boys and girls are recruited for commercial sexual exploitation. (3; 4; 13; 5; 19) Traffickers recruited children as young as age 10 for prostitution and other forms of commercial sexual exploitation. (5) Moldova is also a destination for child sex tourism. (3; 4; 8; 9; 18; 13; 19) Sex tourists continue to target orphanages by bribing orphanage administration officials to obtain unsupervised access to children. (2)




Child trafficking, particularly of children suffering from familial neglect, continues to be a concern in Moldova. (3; 10; 20; 21; 13) The number of children left behind by migrant parents is increasing and these children may be particularly vulnerable to child labor and human trafficking, especially those who are in orphanages or boarding schools. (3; 15; 22; 23; 5; 24) Vulnerable children from Transnistria were at an increased risk of being trafficked through Ukraine’s Odessa region. (3; 25)

Although the Education Code provides for free and compulsory education until age 18, sometimes parents are asked to pay informal fees for supplies and gifts to teachers. (8; 26; 16) Children, especially Roma, who lack identity documents, may face increased vulnerability to engage in the worst forms of child labor, including forced begging. (15; 26; 27; 5; 19) Access to education by some Roma children may be challenging due to textbook costs, the lack of identity documents, and discrimination by school officials and other non-Roma students. (3; 15; 23; 28; 29; 19)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Moldova has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government’s laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 46 of the Labor Code (30)
Minimum Age for Hazardous Work	Yes	18	Article 255 of the Labor Code; Article 3 of the Collective Convention on Elimination of the Worst Forms of Child Labor (30; 31)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Government Decision No. 541; Articles 2 and 3 of the Collective Convention on Elimination of the Worst Forms of Child Labor; Articles 103, 105, and 255–256 of the Labor Code (30; 31; 32)
Prohibition of Forced Labor	Yes		Article 44 of the Constitution; Article 168(b) of the Criminal Code; Article 7 of the Labor Code; Collective Convention on Elimination of the Worst Forms of Child Labor (30; 31; 33; 34)
Prohibition of Child Trafficking	Yes		Articles 2 and 25–29 of the Law on Preventing and Combating Trafficking in Human Beings; Collective Convention on Elimination of the Worst Forms of Child Labor (31; 35)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 175, 206, and 208 of the Criminal Code; Article 6 of the Law on the Rights of the Child; Collective Convention on Elimination of the Worst Forms of Child Labor; Law No. 207 (31; 34; 36; 37)
Prohibition of Using Children in Illicit Activities	Yes		Article 208 of the Criminal Code; Collective Convention on Elimination of the Worst Forms of Child Labor (31; 34)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 28 of Law No. 1245-XV on the Preparation of Citizens for Homeland Defense (38)
State Voluntary	Yes	18	Article 12 of Law No. 162-XVI on the Status of Servicemen (39)
Non-state	Yes		Article 26 of the Law on the Rights of the Child; Article 206(d) of the Criminal Code (34; 36)
Compulsory Education Age	Yes	16	Article 13 and 152 of the Education Code of 2014 (40)
Free Public Education	Yes		Article 35 of the Constitution; Article 9 of the Education Code of 2014 (33; 40)

Starting in 2018, under Law No. 137, child victims of forced labor will begin to receive financial compensation granted from the government for the damage caused to them. (13; 41)

Although Article 13 of the Education Code of 2010 states that education is compulsory until age 18, this provision did not enter into force until 2018. (9; 42; 40)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Health, Labor, and Social Protection that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Health, Labor, and Social Protection's State Labor Inspectorate (SLI)	Enforce all labor laws, including child labor laws. (13) Manage the National Referral System to Protect and Assist Victims and Potential Victims of Trafficking in Human Beings (NRS), which has been implemented in all of Moldova's regions; each regional coordinator works directly with law enforcement, NGOs, and schools, and leads victim rehabilitation efforts. (3) Build the capacity of multidisciplinary teams at the local level, which includes community social assistants, police officers, and NGO workers to improve victim identification and referral for crisis intervention and rehabilitation. (43) Through the National Coordination Unit and Child Labor Monitoring Unit (CLMU), coordinate activities related to the protection of victims and those vulnerable to human trafficking. In 2017, the CLMU had one inspector. (13; 42)
National Public Health Agency	Enforce all laws related to occupational safety and health, including hazardous work of children. (13)
Center for Combating Trafficking in Persons (CCTIP)	Lead criminal investigations and arrest perpetrators, including for the trafficking of children for both labor and sexual exploitation. Subdivision of the Ministry of the Interior with 11 criminal investigators. (8; 13)
Security and Intelligence Service	Enforce criminal laws against child trafficking and sexual exploitation through cooperation and information exchange with CCTIP, the Border Police, the National Corruption Center, and the Customs Service. Part of the CCTIP. (8; 44)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Prosecutor General's Office (PGO) for Organized Crime and Special Cases (PCCOCS) and Anti-Trafficking Bureau	Conduct and oversee criminal investigations on the worst forms of child labor, including the commercial sexual exploitation of children, and prosecute cases. (13) In 2017, employed 11 prosecutors. (13; 45) In 2017, the PGO also launched an anti-trafficking Green Line Telephone, which encourages citizens to report trafficking in persons. (5) Monitor and analyze trafficking in persons cases in the Anti-trafficking Bureau within the PGO. (5) Includes an investigative and prosecution unit within the national-level Specialized Prosecution Office for Organized Crime and Special Cases (PCCOCS). Established in December 2017 and includes formally designated trafficking in persons prosecutors. (5) Focus on child pornography through a specialized unit of three officers at the Center for Combating Cyber Crime. (8; 46; 42) USDOS has donated specialized equipment to this center and supported the participation of two representatives at an INTERPOL meeting on criminal investigations of cybercrimes involving children. (3; 47; 46) In 2017, employed five prosecutors. (13)
People's Advocate (Ombudsman)	Specialize in child protection issues, including child labor, and defend children's constitutional rights. Public authorities, officials, and institutions are required to cooperate with the Ombudsman. (8)
Ministry of Justice (MOJ)	Enforce criminal laws against child trafficking and sexual exploitation. (44; 13) Draft, consult, and propose all processes related to criminal legislation for the government's approval before they enter into force. (48)
Ministry of Information Technology	Assist in identifying victims of human trafficking and provide foreign victims with residence permits and identity cards. (3)

As a result of the government's restructuring in 2017, the Ministry of Labor, Social Protection, and Family merged with the Ministry of Health to become the Ministry of Health, Labor, and Social Protection. Likewise, the Ministry of Education merged with the Ministry of Culture and Ministry of Youth and Sports to become the Ministry of Education, Culture, and Research. (13) Due to this restructuring, the authority to enforce occupational and safety (OSH) regulations was removed from the State Labor Inspection (SLI) and given to other agencies. (13; 42) In addition, the Child Labor Monitoring Unit (CLMU) structure has not been clearly defined, and its bureaucratic role has changed from coordinating child labor monitoring with the SLI to merely requesting a report of child labor from other agencies. (42)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Moldova took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Health, Labor, and Social Protection that may hinder adequate labor law enforcement, including authority to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016†	2017‡
Labor Inspectorate Funding	\$700,000 (9)	\$850,000 (13)
Number of Labor Inspectors	87 (9)	87 (13)
Inspectorate Authorized to Assess Penalties	No (9)	No (13)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (9)	Yes (13)
Training on New Laws Related to Child Labor	Yes (8)	Yes (13)
Refresher Courses Provided	Yes (8; 26)	Yes (46)
Number of Labor Inspections Conducted	4,048† (9)	3,295‡ (13)
Number Conducted at Worksites	4,048† (9)	3,295‡ (13)
Number of Child Labor Violations Found	17† (9)	15‡ (13)
Number of Child Labor Violations for Which Penalties were Imposed	17† (9)	11‡ (13)
Number of Child Labor Penalties Imposed that were Collected	3 (8)	2‡ (13)
Routine Inspections Conducted	Yes (9)	Yes (13)
Routine Inspections Targeted	No (8)	No (13; 42)
Unannounced Inspections Permitted	Yes (9)	Yes (13)
Unannounced Inspections Conducted	Yes (9)	Yes (13)
Complaint Mechanism Exists	Yes (9)	Yes (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9; 49)	Yes (13)

† Data are from January 2016 to November 2016.

‡ Data are from January 1, 2017 to November 30, 2017.

# Moldova

## MODERATE ADVANCEMENT

The SLI inspects enterprises, institutions, and organizations, regardless of their type or legal form. (13; 50) SLI can inspect private farms but not homes. (13) There are 87 labor inspectors who are separated into those who specialize in labor law and those who inspect OSH. (13) The labor inspector's strategy for conducting labor inspections is found in various regulations. (51; 52; 50) Law No. 140 and Law No. 131 outline the primary responsibilities of the SLI, including how and when labor inspections occur. (52; 50; 46) There are limitations on the conditions under which the SLI may conduct unannounced inspections, including that they cannot be carried out on the basis of unverified information and information received from anonymous sources. (53; 50) About 20 percent of all labor inspections were unannounced. In addition, the government's existing mechanism for filing and responding to child labor complaints is generally regarded as inadequate. (13)

During the reporting period, labor inspector managers received trainings at the National Commission for Collective Bargaining on unreported labor. (46) Labor inspectors received trainings on trafficking in persons. (13) In addition, inspectors received trainings on OSH but did not execute OSH inspections from April to December 2017 due to government reforms. (42) This may have affected the number of child labor violations found in hazardous occupations in agriculture, a sector in which there is evidence that child labor occurs in Moldova. (42) The SLI also led public awareness campaigns and attended meetings with local public authorities on unreported labor and wages. (13)

Although the SLI reported that supplies and equipment for labor inspections were inadequate and trade unions reported that there was an insufficient number of child labor inspections conducted, the SLI removed two minors from labor situations as a result of labor inspections in 2017. (13) Both government and NGO sources reported that the confirmed child labor violations did not reflect the full scope of the problem in Moldova due to changes in the government's ability to conduct inspections undergoing ongoing state reforms. (13; 46)

Although protections related to the minimum age for work and hazardous work also apply to employment in the informal sector, children working in the informal sector are unprotected due to law enforcement practices. (8; 46)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Moldova took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including prosecution planning and financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016†	2017‡
Training for Investigators		
Initial Training for New Employees	Yes (25)	N/A (13)
Training on New Laws Related to the Worst Forms of Child Labor	No (8)	Yes (13)
Refresher Courses Provided	No (8)	Yes (13)
Number of Investigations	23† (8)	34‡ (13)
Number of Violations Found	23† (8)	34‡ (13)
Number of Prosecutions Initiated	7† (8)	34‡ (13)
Number of Convictions	Unknown (8)	20‡ (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8; 49)	Yes (13)

† Data are from January 2016 to October 2016.

‡ Data are from January 1, 2017 to December 1, 2017.

Criminal investigators attended four trainings during the reporting period on topics such as investigation techniques related to human trafficking, best practices in combating commercial sexual exploitation, and victim centered approaches involving minors. (5) However, the number of trainings and trainees remains inadequate in identifying potential victims, according to NGOs. (13; 46) In addition, even though the overall government anti-human trafficking budget increased, CCTIP lacks sufficient vehicles and the Office for Organized Crime and Special Cases lacks resources, such as computers. (5; 13)



A source indicated that the government's law enforcement personnel, particularly police officers who conduct foot patrols, lacked training in proper investigative techniques for child trafficking cases. (3; 46) In addition, CCTIP has not established child interview rooms in all of Moldova's regions. Authorities also did not possess sufficient ability to identify potential victims, especially children left without parental supervision, and the National Referral Mechanism fails to properly identify victims of human trafficking. (5)

Local NGOs reported that weaknesses in the judicial system continue to hinder the government's ability to enforce laws related to the worst forms of child labor. (3; 25; 54; 55; 46) In addition, following the changes to the Prosecutor General's Office in 2016 and 2017, while the number of prosecutors dedicated to human trafficking increased from the previous year, they are in charge of investigating cases under the criminal justice process, and they cannot bring human trafficking cases to court. (5; 45) Instead, they must rely on a different group of prosecutors if an organized crime element is present or have territorial prosecutors, who have less human trafficking experience, take the case. (5)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination efforts of the National Steering Committee on the Elimination of Child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on the Elimination of Child Labor (NSC)	Coordinate work on child labor issues at the national level among representatives from workers' organizations, NGOs, academia, and government agencies (13).
National Committee for Combating Trafficking in Persons (NCCTIP)	Coordinate efforts to prevent and combat child trafficking and child sexual exploitation. Members include the Ministry of Health, Labor, and Social Protection and other government ministries. (8; 25; 13) Through the Permanent Secretariat, monitor implementation of legal provisions on combating human trafficking as developed by the NCCTIP. (8; 13) Draft provisions on human trafficking, participate in anti-trafficking campaigns, and develop national action plans. (3) Held meetings in 2017. (5; 45) In 2018, it will include the Bureau for Migration and Asylum and the Public Service Agency. (13)
National Commission for Consultation and Collective Bargaining	Autonomous public body created to resolve issues related to labor, social, and economic issues. (13) Comprised 18 members. The Commission was active in 2017 and met several times. (13)
National Council for the Protection of Child Rights	Coordinate national efforts to combat child exploitation. (8) Chaired by the Deputy Prime Minister. Has a working group to discuss existing gaps in the current birth registration process and develop recommendations. (56; 57) It met once in 2017. (13; 58)

The National Steering Committee on the Elimination of Child Labor did not meet in 2017. (13)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including a national action plan to address all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan for the Implementation of the Moldova-EU Association Agenda (2017–2019)	Commits Moldova to reform certain sectors to align with EU policies. Includes the elimination of child labor as a medium-term policy. (13; 59; 60) In 2017, additional data was added about vulnerable children. (46; 42; 60)
National Plan for Preventing and Combating Trafficking in Human Beings (2014–2017)	Aimed to improve anti-human trafficking efforts and reduce children's vulnerability to child labor and sexual exploitation by improving data collection, referral mechanisms, public awareness, and training for government officials. (61) The Set of Measures for Priority Actions in the Field of Prevention and Control Trafficking in Human Beings (Roadmap)† outlines anti-human trafficking actions for 2017. (42)
Child Protection Strategy (2014–2020)	Includes the goals of preventing and combating violence, neglect, and the exploitation of children. (62; 63) The strategy was active in 2017 and implemented activities and actions according to the strategy. (13; 42)

**Table 9. Key Policies Related to Child Labor (cont)**

Policy	Description
Moldova Action Program (2016–2018)	Promotes the rights and protection of children, including preventing and combating violence, neglect, and exploitation. (64) Aims to increase the welfare, safety, and quality of life of citizens. (64) In 2017, government policies incorporated the program. (46)
Action Plan to Support the Roma People (2016–2020)	Aims to promote social inclusion of Roma. Includes the goals of education, social protection, and combating discrimination. (65) Funding received from the government, private partnerships, and the EU. (65; 66)
Action Plan on the Promotion of Internet Safety for Children and Teenagers (2017–2020)†	Encourages a safer digital environment for children and teenagers by reducing illegal content on the Internet and educating children about its dangers. (67) Yearly reports on implementing the Action Plan are to be submitted to the government. (67)

† Policy was approved during the reporting period.

The government had a National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor, but it expired in 2015. Research found no evidence of a policy to cover all worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
ILO Projects	Decent Work Country Program (2016–2020) aims to strengthen available statistics on child labor and improve the labor inspectorate, with a focus on construction and agriculture. (68) In 2017, it undertook labor-related actions, such as in employment and trade unions. (46) Promoting Decent Work for Roma Youth in Moldova (2016–2017) focused on policies to address Roma youth labor market integration for 15- to 29-year-olds. (69) In 2017, it assisted Roma with labor market inclusion for Roma youth and conducted a baseline study on social and market inclusion. (46)
UNICEF-Government of Moldova Country Program (2013–2017)†	UNICEF and government program to improve the social inclusion of vulnerable children. Focused on migrant, Roma, and child victims of sexual exploitation and abuse. (70; 62) Program was active in 2017. (13)
Center for Protection and Assistance for Victims of Human Trafficking	Child victims of human trafficking are offered legal and social support, accommodation, psychological assistance, and family reunification services. (13) Assisted 21 children in 2017. (5)
Shelters for Victims of Human Trafficking†	Government-funded shelters for children from Moldova and Transnistria. (25) Offer accommodations, rehabilitation, and reintegration services. (54) Continued to operate in 2017 and NCCTIP reopened a shelter. (5; 45)
Child Helpline	Implemented by La Strada. (13) Provided psychological counseling and information to parents and children experiencing violence, neglect, or exploitation. In 2017, the Helpline received 6,382 calls and counselled 4,241 children. (13)
Conditional Cash Transfer Program†	Government allocated \$640,000 in financial support for 86,000 vulnerable families with minor children in 2017. (13)

† Program is funded by the Government of Moldova.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (8; 47; 71; 72; 73; 8; 5)

During the reporting period, the government expanded and increased funding for social services for families and children, and continued funding the Social Assistance Program, which provides social assistance and help during the winter. (13; 74) However, existing social programs do not meet the current level of need, particularly for child victims of trafficking in persons requiring long-term care and children working in agriculture. (25; 46)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Moldova (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize the State Labor Inspectorate to assess penalties.	2016 – 2017
	Strengthen the labor inspection system by eliminating limitations on unannounced inspections and conducting unannounced inspections.	2017
	Increase funding for the State Labor Inspectorate to ensure that it provides inspectors with the financial resources necessary to inspect child labor.	2012 – 2017
	Ensure that the government mechanism for filing and responding to child labor complaints functions properly and strengthen the National Referral System to protect children from commercial sexual exploitation.	2016 – 2017
	Ensure that training and funding are sufficient for CCTIP criminal investigators.	2016 – 2017
	Ensure that investigators, including police officers who conduct foot patrols and CCTIP, receive training on laws and investigative techniques related to the worst forms of child labor, especially for children left behind without parental care.	2016 – 2017
	Strengthen the judicial system to ensure that penalties imposed against perpetrators of crimes related to the worst forms of child labor are convicted and sentenced according to law.	2014 – 2017
Coordination	Ensure that the National Steering Committee on the Elimination of Child Labor meets and carries out their mandate.	2013 – 2017
Government Policies	Create and implement a National Action Plan on Child Labor.	2016 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs, including for the secessionist region of Transnistria.	2013 – 2017
	Institute targeted support programs that eliminate discrimination and violence against Roma children and promote equal access to education, and remove informal educational fees.	2014 – 2017
	Ensure that administration officials in orphanages, who commit crimes, are punished according to the law.	2017
	Ensure sufficient support for child trafficking victims and children working in agriculture.	2015 – 2017

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*In 2017, Mongolia made minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Mongolia is receiving this assessment because the government did not permit the Labor Inspectorate to conduct unannounced inspections, which impeded the enforcement of child labor laws. The government amended the Criminal Code to prohibit and provide penalties for child trafficking. The Family, Child, and Youth Development Agency also organized trainings on child labor in 19 of Mongolia's 21 provinces for more than 1,200 government officials. In addition, the government adopted the National Action Plan on Combating Trafficking in Persons, which strengthens efforts to combat child trafficking. However, children in Mongolia engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation. Children also perform dangerous tasks in mining and horse jockeying. Labor inspectors lack adequate training on laws related to child labor, and the number of labor inspectors in the General Agency for Specialized Inspection is insufficient.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mongolia engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation. Children also perform dangerous tasks in mining and horse jockeying. (1; 2; 3; 4) Furthermore, 9 out of 10 children exploited in situations of hazardous work are boys. (2; 5) According to Mongolia's National Child Labor Survey, children's employment is more prevalent in rural areas than in urban areas. (2; 6) Table 1 provides key indicators on children's work and education in Mongolia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14	13.2 (60,246)
Attending School (%)	5-14	96.3
Combining Work and School (%)	7-14	14.1
Primary Completion Rate (%)		93.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey-National Child Labor Survey, 2011–2012. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Animal husbandry,† including herding† (2; 9; 4; 3)
Industry	Construction,† including carrying and loading bricks, cement, and steel framework, mixing construction solutions such as lime or cement,† binding steel framework, and cleaning at the construction site† (2; 10; 4; 3) Mining† coal,† gold, and fluorspar (2; 11; 4; 12; 3)
Services	Horse jockeying† (13; 14; 15; 4; 1; 3) Scavenging in garbage dumpsites (2; 4) Handling freight† (2; 4) Domestic work† (4; 16) Ticket-taking for public transportation† (4; 16) Street work, including vending† and washing cars (17; 18)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including use in the production of pornography (4; 19; 3) Forced labor in begging (4; 3) Forced labor in construction, mining, agriculture, horse jockeying, animal husbandry, industrial sectors, and contortionist work (20; 21)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



# Mongolia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT




Mongolian children are generally trafficked internally for the purpose of commercial sexual exploitation in saunas, bars, hotels, karaoke clubs, and massage parlors. (4; 22; 3) Children also work as horse jockeys and face a number of health and safety hazards, including exposure to extremely cold temperatures, risk of brain and bone injuries, and fatal falls. (14; 15; 1; 23) Participation in pre-training and horse racing during the November 1-May 1 racing season may also negatively impact children's school attendance, particularly when children as young as age 7 can participate in horse racing. (14; 15)

During the reporting period, the Family, Child, and Youth Development Agency (FCYDA) collected data on exploitative child labor in Mongolia. The agency identified 99 children engaged in various forms of child labor in Ulaanbaatar, and registered 10,453 children in a nationwide database for child horse jockeys. (4)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mongolia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Mongolia's legal framework to adequately protect children from the worst forms of child labor.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 109 of the Law on Labor (24)
Minimum Age for Hazardous Work	Yes	18	Article 141 of the Law on Labor; List of Jobs and Occupations Prohibited to Minors (25; 24)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		List of Jobs and Occupations Prohibited to Minors; Law on the National Naadam Holiday (25; 26)
Prohibition of Forced Labor	No		Articles 12.3, 13.1, 16.4, 16.10 of the Criminal Code; Article 7 of the Law on Labor; Article 7 of the Law on the Rights of the Child (5; 24; 27; 28)
Prohibition of Child Trafficking	Yes		Law on Combating Trafficking in Persons; Article 13.1 of the Criminal Code (5; 29; 28)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 12.3, 13.1, 16.8–16.10 of the Criminal Code; Combating Pornography and Prostitution Act (30; 5; 28)
Prohibition of Using Children in Illicit Activities	No		Articles 16.1–16.4 and 16.8–16.10 of the Criminal Code (5; 28)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 12 of the Law on Military (31; 32)
State Voluntary	Yes	18	Article 12 of the Law on Military (31; 32)
Non-state	No		
Compulsory Education Age	Yes	16	Article 46 of the Law on Education (33)
Free Public Education	Yes		Article 16 of the Constitution of Mongolia; Articles 6.1-6.3 of the Law on Education (34; 35)

In 2017, the government amended its Criminal Code to prohibit and criminalize child trafficking. (22; 4; 28) However, Mongolia's legal framework is lacking several international standards to protect children. (28; 5; 29) The minimum age for work does not apply to children in the informal sector or those that are self-employed (24). During the reporting period, the Ministry of Labor and Social Protection changed the prohibition on working and training as a horse jockey from being prohibited between November 1 and May 1 to only being prohibited during the winter season. This change leaves children unprotected from work as horse jockeys during more months of the year. (25; 36; 4; 23; 37; 16)

Laws related to forced labor are not sufficient, as neither forced labor nor debt bondage is specifically criminalized. (28; 5; 24; 27) Laws relating to the commercial sexual exploitation of children do not meet international standards because they do not create criminal penalties for the use of children engaged in prostitution. (30; 28; 5) Additionally, the laws prohibiting the use of children in illicit activities are not sufficient as they do not criminally prohibit the use, procurement, or offering of a child for the production and trafficking of drugs. (28; 5)

Mongolia's laws related to military service are not sufficient, as they do not prohibit non-state armed groups from recruiting children under age 18. (32)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the General Agency for Specialized Inspection (GASI) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
General Agency for Specialized Inspection (GASI)	Enforce labor laws, including those related to child labor. Conduct inspections at registered businesses. (18) As an independent agency, reports to the Deputy Prime Minister. (17)
Family, Child, and Youth Development Agency (FCYDA)	Implement programs directed toward families and children for the Ministry of Labor and Social Protection and other government agencies. Perform secretarial duties for the National Committee on the Elimination of the Worst Forms of Child Labor. (17) Manage the national Child Helpline, the government-run shelter for children, and child protection services. (4; 32)
National Police Agency (NPA)	Maintain primary responsibility for investigating criminal cases. Provide protection to victims and witnesses throughout the judicial process. Report to the Ministry of Justice and Home Affairs. (17)
Organized Crime Division	Operate under the NPA, receive referrals, and open formal criminal investigations into human trafficking and sexual exploitation cases. (20) Work with the Prosecutor's Office to decide whether to take a case to court and initiate subsequent prosecution. (17; 38)
Metropolitan Police Department	Operate under the NPA and oversee police operations in Ulaanbaatar's nine district police offices. (17) Enforce labor laws and identify children in hazardous labor. (18)
Division for the Prevention of Domestic Violence and Crimes Against Children	Operate under the Metropolitan Police Department to protect unattended children on the streets. Identify and refer children to their parents or to Child Care and Protection Centers. (39)
General Authority for Citizenship and Migration	Register Mongolian citizens who enter and exit the country. Track children who leave Mongolia and do not return, as well as pregnant Mongolian women who leave Mongolia to give birth and return without their child. (20) Follow up with law enforcement as necessary. (20)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Mongolia took actions to combat child labor (Table 6). However, gaps exist within the authority of GASI that may hinder adequate labor law enforcement, including inspection planning. (17; 32)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$23,657 (19)	Unknown (4)
Number of Labor Inspectors	63 (19)	63 (4)
Inspectorate Authorized to Assess Penalties	Yes (19)	Yes (4)

# Mongolia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training for Labor Inspectors		
Initial Training for New Employees	Yes (19)	Yes (4)
Training on New Laws Related to Child Labor	No (19)	N/A (4)
Refresher Courses Provided	Unknown (19)	Yes (4)
Number of Labor Inspections Conducted	Unknown (19)	Unknown (4)
Number Conducted at Worksites	Unknown (19)	Unknown (4)
Number of Child Labor Violations Found	Unknown (19)	Unknown (4)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (19)	Unknown (4)
Number of Child Labor Penalties Imposed that were Collected	Unknown (19)	Unknown (4)
Routine Inspections Conducted	Yes (19)	Yes (4)
Routine Inspections Targeted	Yes (19)	Yes (4)
Unannounced Inspections Permitted	No (19)	No (4)
Unannounced Inspections Conducted	No (19)	No (4)
Complaint Mechanism Exists	Yes (19)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (19)	Yes (4)

NGO and government officials reported that the enforcement of child labor laws remains challenging due to the legal requirement that GASI give employers 48 hours advance notification before conducting an inspection, which provides employers enough time to conceal violations. (4)

During the reporting period, GASI employed 63 labor inspectors. (4) The number of labor inspectors is likely insufficient for the size of Mongolia's workforce, which includes about 1.2 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Mongolia would employ 83 labor inspectors – which would require the hiring of 20 additional inspectors to meet this threshold. (40; 41)

In 2017, the FCYDA organized training on child labor in 19 of Mongolia's 21 provinces for 1,245 government officials, including GASI labor inspectors. In addition, FCYDA conducted joint trainings with GASI, the National Emergency Management Agency, and medical providers in 11 provinces with small-scale mining sites. (4)

Child labor and child rights violations can be reported to the FCYDA through a nationwide, toll-free Child Helpline commonly known as "108," which is staffed with 22 dedicated employees, as well as a social worker and response team who are available 24 hours a day; complaints can be accessed through its database by the police. (42; 4; 43) During the reporting period, the FCYDA assumed responsibility for the Child Helpline, the government-run shelter for children, and child protection services. (4)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Mongolia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	No (4)
Refresher Courses Provided	Yes (19)	No (4)
Number of Investigations	Unknown	Unknown
Number of Violations Found	9 (19)	Unknown

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	75 (19)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (19)	Yes (4)

In 2017, law enforcement agencies did not conduct training on child labor laws; however, law enforcement officials and cadets attended training on human trafficking organized by the IOM, The Asia Foundation, the Ministry of Justice and Home Affairs, and the National Police Agency. (22)

Despite these capacity-building efforts, police officers reported a general lack of knowledge and training on how to apply criminal trafficking laws to cases of commercial sexual exploitation of children. Authorities use provisions of the Criminal Code, which carry less stringent penalties when boys are the victims of human trafficking due to the misconception among government officials that only girls can be victims of human trafficking. (21) As a result, many cases that could have been prosecuted under the human trafficking article of the Criminal Code were instead prosecuted under related articles of the Criminal Code that carry lighter penalties. (18; 44)

The National Police Agency's investigators use an 11-question risk assessment checklist to help them accurately identify human trafficking victims. Investigators refer victims who meet more than five of the criteria to short- or long-term care facilities. (4)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Anti-Trafficking Sub-Council	Coordinate government efforts to combat human trafficking and monitor implementation of anti-trafficking legislation. Function as part of the Council on Crime Prevention under the Ministry of Justice and Home Affairs. (20; 18) Currently has 15 members representing 12 different organizations, including two NGOs. (20)

In 2017, the Coordinating Council to Implement the National Action Plan for the Elimination of the Worst Forms of Child Labor was dismissed, and its responsibilities were incorporated into the National Program on Child Development and Protection. (4)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Program on Child Development and Protection (2017 – 2021)†	Incorporated the National Program for the Elimination of the Worst Forms of Child Labor and National Action Plan. (4) Coordinates child labor and child protection issues through the Ministries of Labor and Social Protection; Education, Culture, Science and Sports; and Health. (4) In 2017, established an interagency permanent working group to institute programs to address child labor in certain sectors, including herding. (4; 16; 32)
National Action Plan on Combating Trafficking in Persons (2017 – 2021)†	Aims to strengthen efforts to prevent and combat different types of human trafficking, including the commercial sexual exploitation of children and improve protective services for victims. (4; 22)
State Policy on Herders	Describes the acceptable minimum conditions and criteria for employing children in herding. (45) Activities include projects to improve housing and access to information for herders, and ensure that children engaged in herding receive an education. Each year, the government allocates 1 percent of its budget to implement the policy. (46)
National Development Strategy	Calls for improvements in education, health, social welfare, and labor policies through 2020. Priorities include the education, safety, and health of vulnerable children. (47)

† Policy was approved during the reporting period.

# Mongolia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Research was unable to determine whether activities were undertaken to implement the State Policy on Herders or the National Development Strategy during the reporting period. (16)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating child labor, which cover the main sectors where child labor has been identified in the country (Table 10).

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-Funded Projects	USDOL-funded projects that aim to promote the safety and health of young workers on the job, build the capacity of the national government and legislation, conduct research and collect data, strengthen legal protections and social services delivery for child domestic workers, and increase the public's awareness of children engaged in hazardous work and its negative consequences through posters and television. These projects include the Global Action Program on Child Labor Issues (GAP), implemented by the ILO in approximately 40 countries, including Mongolia. Additional information is available on the USDOL website. (48; 49)
Children's Money Program†	General Agency for Social Welfare and Service, General Agency for State Registration, and Human Development Fund program that distributes approximately \$8 per month to children under age 18 whose families meet certain economic criteria. (4; 32)
School Lunch Program†	Government program that subsidizes meals to encourage low-income children to attend school, particularly at the secondary level. (18)

† Program is funded by the Government of Mongolia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (17)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mongolia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws clearly and comprehensively prohibit using, procuring, and offering of all children under age 18 for prostitution, the production of pornography, and pornographic performances.	2014 – 2017
	Ensure that the law criminally prohibits using, procuring or offering of children under age 18 in the production and trafficking of drugs.	2016 – 2017
	Ensure that all forms of forced labor are criminally prohibited.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Ensure that laws adequately prohibit children from horseracing at all times of the year.	2017
Enforcement	Increase the number of labor inspectors and investigators responsible for enforcing laws related to child labor, including its worst forms, in order to provide adequate coverage of the workforce.	2014 – 2017
	Publish information on the number of labor inspections conducted, the Labor Inspectorate funding, the number of child labor violations found, and the number of child labor violations for which penalties were imposed and collected.	2015 – 2017
	Publish criminal law enforcement data, including the number of investigations, violations found, prosecutions initiated, and convictions achieved.	2017
	Ensure that investigators receive training on new laws and refresher courses related to the worst forms of child labor.	2017
	Strengthen the inspection system by permitting the General Agency for Specialized Inspections to conduct unannounced inspections and provide adequate funding.	2013 – 2017
Policies	Ensure that violations of child labor laws are investigated and charged according to appropriate law articles, and that offenders are promptly prosecuted.	2011 – 2017
	Ensure that the State Policy on Herders and the National Development Strategy are implemented.	2017



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# Montenegro

## MODERATE ADVANCEMENT

In 2017, Montenegro made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the government trained labor inspectors on forced child labor, and the Organization for Security and Co-operation in Europe and the Ministry of Interior organized seminars for police officers on labor trafficking, including for child victims. In addition, the Ministry of Interior's Office for the Fight Against Trafficking in Persons, in cooperation with UNICEF, launched standard operating procedures for the treatment of unaccompanied children, particularly for the identification of trafficking victims among this population. However, children in Montenegro engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation, each sometimes as a result of human trafficking. Victim identification remained an area requiring improvement in order for the government to combat human trafficking effectively. Research found no evidence of programs to systematically address child labor in street work, forced begging, or commercial sexual exploitation.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Montenegro engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation, each sometimes as a result of human trafficking. (1; 2; 3; 4; 5; 6; 7; 8) Table 1 provides key indicators on children's work and education in Montenegro.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	18.3 (77,591)
Attending School (%)	5 to 14	91.6
Combining Work and School (%)	7 to 14	19.9
Primary Completion Rate (%)		90.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 5, 2013. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Street work, including vending small goods and begging (3; 11; 12; 13; 6)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking (4; 5; 7; 8)
	Forced begging, sometimes as a result of human trafficking (3; 5; 13; 7)
	Domestic work as a result of human trafficking (5; 14; 15)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Montenegro is a source, destination, and transit country for children trafficked for forced labor, including forced begging, especially among Roma children. (3; 5; 11; 13; 7; 8) Some Roma girls from Montenegro are sold into servile marriages in Montenegro and Kosovo, where they are also forced into domestic servitude. (5; 14; 15; 16) Children, especially girls, are trafficked for commercial sexual exploitation, internally and transnationally within the region and to Western Europe. (4; 5; 13; 17; 8)







Some Roma, Ashkali, and Egyptian children experience challenges in attaining birth registration, which sometimes makes school enrollment difficult, increasing their vulnerability to engage in child labor. (11; 12; 13; 17; 18; 19) The higher rate of unregistered

children is mostly due to registration costs, parents' lack of awareness of the importance of registration, and parents' lack of identification documents. (19; 20) In addition, some children with disabilities, especially in rural areas, experience difficulty accessing education and have limited government social services available. (21; 22)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Montenegro has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 16 of the Labor Law (23)
Minimum Age for Hazardous Work	Yes	18	Article 17 of the Labor Law (23)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 104 and 106 of the Labor Law; Articles 7–8 of the Regulations on Measures of Protection in the Workplace (23; 24)
Prohibition of Forced Labor	Yes		Article 444 of the Criminal Code; Articles 28 and 63 of the Constitution (25; 26)
Prohibition of Child Trafficking	Yes		Articles 444–446 of the Criminal Code (26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 209–211 of the Criminal Code (26)
Prohibition of Using Children in Illicit Activities	Yes		Articles 300–301 of the Criminal Code (26)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Articles 162–163 of the Law on the Armed Forces (27)
State Voluntary	Yes	18	Articles 162–163 of the Law on the Armed Forces (27)
Non-state	Yes		Article 444 of the Criminal Code (26)
Compulsory Education Age	Yes	15	Article 4 of the Law on Primary Education (28)
Free Public Education	Yes		Article 75 of the Constitution (25)

\* No conscription (27)

The Code of Rules for Occupational Safety prescribes workplace protections and prohibits specific hazardous activities for children, including workplaces that would expose them to physical, biological, or chemical hazards. (3; 24)

## III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Welfare (MLSW) that may hinder adequate enforcement of their child labor laws.

# Montenegro

## MODERATE ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Inspectorate	Lead and monitor the enforcement of labor laws, including those that protect working children and working conditions throughout the country. (3; 20; 29; 30; 7) Part of the Inspectorate General. (31)
Police Directorate within the Ministry of Interior	Investigate and enforce criminal laws on forced labor and human trafficking for commercial sexual exploitation. (1; 29; 7) Coordinate law enforcement actions, including identification of victims of human trafficking. (1; 7) Prevent and investigate child begging by removing child beggars from the streets through the Beggar Task Force. (8)
Supreme State Prosecutor	Collect data on the number of police investigations, convictions, and court rulings, and submit them to the Office of the National Anti-Trafficking Coordinator (Human Trafficking Office). (1; 7)
Ministry of Justice	Enforce the Criminal Code by prosecuting crimes against children, including human trafficking, child begging, and child abuse. (30)
Ministry of Labor and Social Welfare (MLSW)	Protect children and families by providing social, child, and family protection in its Social Welfare Centers. Identify potential victims of human trafficking. (1; 7)
Ombudsman's Deputy for the Rights of the Child	Monitor the situation of children, using strategies such as visiting schools and institutions, holding focus groups, maintaining e-mail hotlines, and writing blogs for children. (29; 7)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Montenegro took actions to combat child labor (Table 6). However, gaps exist within the operations of the MLSW that may hinder adequate labor law enforcement, including financial and human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$537,558 (31)	\$579,532 (32)
Number of Labor Inspectors	35 (6)	33‡ (7)
Inspectorate Authorized to Assess Penalties	Yes (33)	Yes (7)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (34)	Yes (7)
Training on New Laws Related to Child Labor	Yes (6)	N/A (7)
Refresher Courses Provided	Yes (14)	Yes (7)
Number of Labor Inspections Conducted	10,063 (34)	8,280‡ (7)
Number Conducted at Worksites	10,063 (34)	8,280‡ (7)
Number of Child Labor Violations Found	12 (6)	40‡ (7)
Number of Child Labor Violations for Which Penalties were Imposed	12 (6)	15‡ (7)
Number of Child Labor Penalties Imposed that were Collected	12 (6)	15‡ (7)
Routine Inspections Conducted	Yes (33)	Yes (7)
Routine Inspections Targeted	Yes (33)	Yes (7)
Unannounced Inspections Permitted	Yes (33)	Yes (7)
Unannounced Inspections Conducted	Yes (33)	Yes (7)
Complaint Mechanism Exists	Yes (33)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (33)	Yes (7)

‡ Data are from January 2017 to November 2017.

The Labor Inspectorate has 14 offices that proactively plan labor inspections, with an increase in inspections during the summer tourist seasons in specific sectors, such as trade and catering. (3; 20; 33; 7) Children found during inspections can be sent to Social Welfare Centers (SWCs) and accommodated in a government-financed, NGO-run shelter for human trafficking victims. (33; 7) There are 24 labor inspectors that cover employment relations and 8 that cover health safety issues at work. All inspectors monitor the enforcement of child labor. (33; 7) The government maintains a database on children involved in begging but does not collect or publish data on the worst forms of child labor. (29; 35)

During the reporting period, 12 labor inspectors received training on forced child labor from the Ministry of Interior's Office for the Fight Against Trafficking in Persons (OFTIP). (7; 8; 32; 31) While the Labor Inspectorate deemed funding adequate for 2017, they stated that their offices were in poor condition and the number of inspectors was insufficient; however, the Labor Inspectorate plans to hire additional employees. (7; 31)

## *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Montenegro took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including prosecution planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A (34)	Yes (7)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (33)	N/A (7)
Refresher Courses Provided	Yes (14)	Yes (7)
Number of Investigations	73 (33)	78‡ (7)
Number of Violations Found	34 (33)	53‡ (7)
Number of Prosecutions Initiated	0 (33)	2‡ (7; 31)
Number of Convictions	0 (33)	0‡ (7)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (33)	Yes (7)

‡ Data are from January 2017 to November 2017.

A three-member police unit investigates human trafficking and advises local police. Police investigate children working on the street, and those who are found begging or require social assistance can be accommodated in a public institution called "Ljubovic" for up to 30 days while parents are located. (3; 33; 7) When parents are not available, children are referred to local SWCs. (36)

In 2017, four police officers received training on human trafficking, including on the worst forms of child labor. (7) The Organization for Security and Co-operation in Europe and the OFTIP organized training seminars for 44 police officers on human trafficking for labor exploitation, including child victims. In addition, students of the police academy received trainings. (7) However, continuous victim identification training is needed for the police, judiciary, and prosecutors. (8) In addition, while two people were prosecuted for the sexual exploitation of a minor, gaps remain in prosecutions, including increasing the number of convictions. (5; 31)

In 2017, 65 child beggars were sent to SWCs. (7) Also during the reporting period, police continued to operate the Beggar Task Force, which is focused on removing child beggars from the streets. (8) However, the Ombudsman for Human Rights has criticized the police and the SWCs for insufficiently and inconsistently tracking information on children found begging in Montenegro. (14; 32) Children were often treated as delinquents rather than victims, the SWCs provided services to only a minority of Montenegrin children found begging, and there was a lack of specialized societal reintegration services for them. (29; 32)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Office of the National Anti-Trafficking Coordinator (Human Trafficking Office)	Coordinate efforts, projects, and legislation against trafficking in persons and the worst forms of child labor among relevant government institutions and international organizations. (7) Collect and maintain data on investigations and court rulings. A task force monitors and promotes activities related to combating human trafficking, and assesses progress of objectives established in action plans. (7) Includes government representatives, NGOs, and international organizations. (7) Active in 2017. (7)



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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Council for the Rights of the Child	Implement and monitor the National Plan for Children 2013–2017 and the government’s commitments pursuant to the UN CRC, and initiate adoption of legislation to promote and protect the rights of children. Chaired by the MLSW and has 12 other members. (2; 34; 37; 7) It met twice in 2017. (7)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan of Action for Children (2013–2017)	Defined and protected children and children’s rights. (29; 34) Outlined a strategy to fulfill UN CRC obligations. Goals included preventing hazardous and exploitative child labor and child trafficking, increasing birth registration, ensuring inclusive education, and improving social services for street children. (37) Monitored and reported yearly progress. (6)
Strategy for the Social Inclusion of Roma and Egyptians (2016–2020)	Aims to create social inclusion of Roma and Egyptians by increasing school attendance and birth registration, and preventing child begging and human trafficking. Implemented by the Ministry for Minority and Human Rights. (38)
Guidelines for the Treatment of Unaccompanied Minors	Provides accommodation, protection, and rehabilitation for minors and other vulnerable groups. Implemented by the MLSW. (39; 40)
National Strategy for Combating Human Trafficking (2012–2018)	Outlines objectives for combating human trafficking by raising public awareness, strengthening the capacity for victim identification and service provision, improving interagency coordination, and raising the efficiency of prosecutions. (21; 41) The strategy and yearly action plan are evaluated and adopted through reports prepared through government and civil society collaboration. (21) Active in 2017. (31)
Strategy for the Development of Social and Child Protection (2013–2017)	Built an integrated social and child protection system, including monthly social assistance, health care, and a child allowance that is conditional on school attendance. (42; 43)

The government has not included child labor elimination and prevention strategies in the Strategy for the Development of Social and Child Protection. (44; 32) Research could not determine whether the National Plan of Action for Children and the Strategy for the Development of Social and Child Protection were active in 2017. (32; 31)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Social Welfare and Child Care System Reform: Enhancing Social Inclusion (2013–2017)†	\$4.5 million, 4-year project sponsored by the Ministry of Education and the MLSW. Implemented by the government, the UNDP, and UNICEF to strengthen protection for children under the Strategy for the Development of Social and Child Protection, including inclusive education and childcare system reform. (35; 42)
UNICEF Country Program (2016–2021)	Addresses access to social services for children, synchronizes the legal framework with EU and UN standards, implements and monitors policies relevant to children, and applies the principles of the UN CRC. (14)
Development of Standard Operating Procedures for the Treatment of Children Deprived of Parents or Unaccompanied*	Implemented by the Ministry of Interior’s Human Trafficking Office and UNICEF. (8) Goals include standardizing procedures among all relevant institutions for dealing with unaccompanied children and children separated from parents, ensuring compliance with both international and national laws for children. (45) Includes procedures on identifying, accommodating, and integrating the children. (45)
Shelter for Victims of Human Trafficking, Forced Begging, and Forced Marriages†	Run by the NGO Montenegrin Women’s Lobby and the government, and provides accommodations for children who are separated from adults and victims of forced begging and forced marriages. (33) Continued to operate in 2017. (7)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Hotline for Victims of Human Trafficking	SOS Hotline† funded by the Human Trafficking Office and run by the NGO Montenegrin Women's Lobby. Provides advice, connects victims with service providers, and raises public awareness. (1; 21) Received 476 calls in 2017. (8)

\* Program was launched during the reporting period.

† Program is funded by the Government of Montenegro.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (8)

Research could not determine whether the Social Welfare and Child Care System Reform program was active in 2017. (31)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Montenegro (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Consistently track and publish information about children involved in the worst forms of child labor.	2017
	Improve the condition of facilities used for labor law enforcement.	2017
	Provide continuous victims identification training to police, judiciary, and prosecutors.	2017
	Increase the number of convictions and prosecutions of perpetrators involved in commercial sexual exploitation.	2017
	Ensure that all children removed from begging are treated as victims and are provided with social services to prevent reentry into street work.	2012 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into national policies for all children, including in the Strategy for the Development of Social and Child Protection.	2013 – 2017
	Ensure that all child labor-related government policies fulfill their mandated implementation obligations.	2016 – 2017
Social Programs	Make additional efforts to register children from the Ashkali, Egyptian, and Roma communities.	2012 – 2017
	Build the capacity of schools and other services and programs to accommodate and provide services to children with disabilities.	2015 – 2017
	Ensure that the Social Welfare and Child Care System Reform program is active.	2016 – 2017

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In 2017, Morocco made a moderate advancement in efforts to eliminate the worst forms of child labor. The government passed two decrees in support of the recent Law on Setting Up Employment Conditions of Domestic Workers, which limits the employment of children between the ages of 16 and 18 for domestic work. The government also provided training to labor law enforcement officials on child labor issues, issued 11 fines for child labor violations, and removed children from hazardous work. In addition, the government operated child protection centers and continued to fund the Tayssir Conditional Cash Transfer Program, providing direct cash transfers to qualifying families whose children meet school attendance criteria. However, some children in Morocco engage in the worst forms of child labor, including forced domestic work. Children also engage in child labor in agriculture. The low number of labor inspectors may hinder adequate labor law enforcement. In addition, the scope of government programs that target child labor is insufficient to fully address the extent of the problem. Although the government made meaningful efforts in all relevant areas during the reporting period, laws related to the minimum age for work and the use of children for illicit activities do not meet international standards. In addition, the low number of labor inspectors may hinder enforcement efforts and programs to address child labor are insufficient to fully address the extent of the problem.

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Morocco engage in the worst forms of child labor, including forced domestic work. Children also engage in child labor in agriculture. (1; 2; 3; 4; 5; 6; 7; 8; 9; 10) Government statistics from 2017 showed 30,545 children ages 7 to 15 working; however, the government has not yet made the full data set, including microdata, available, leaving the nature and causes of children's involvement in specific forms of child labor unknown. (11; 12) Table 1 provides key indicators on children's work and education in Morocco.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	4.5 (150,178)
Attending School (%)	6 to 14	82.9
Combining Work and School (%)	10 to 14	0.7
Primary Completion Rate (%)		94.8

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête sur la Population et la Santé Familiale, 2003–2004. (14)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting argan, grain, olives, vegetables, and fruits (1)
	Herding goats, cattle, and sheep and raising them for the production of fertilizer, and cattle for the production of milk and butter (1; 2)
	Fishing (4; 15; 16)
	Forestry, activities unknown (4; 15; 16)
Industry	Construction, including in carpentry† (5; 17)
	Weaving textiles (2; 18)
	Producing artisanal crafts (4; 5; 17)
	Metallurgy, including welding (2; 5; 17)
Services	Begging (19; 20; 21)
	Domestic work (4; 6; 20; 22; 23)
	Working as salespersons in stores and as tour guides (17)
	Tailoring textiles (17; 18)
	Working as waiters in cafés or restaurants (17)
	Maintenance and repair of motor vehicles (2; 18)
Street vending (2; 17)	

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (5; 6; 7; 8; 9; 10; 20)
	Forced domestic work, sometimes as a result of human trafficking (4; 5; 6; 7; 22; 24)
	Begging as a result of human trafficking (5; 6; 7)
	Illegal sand extraction (25)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Morocco is a source, destination, and transit country for children subjected to forced labor and sex trafficking. (8; 9; 10; 20; 26)




According to local union observations, rural Moroccan girls, some as young as age 6, are recruited for domestic work in private urban homes, as are girls from Cameroon, Côte d’Ivoire, Democratic Republic of the Congo, Nigeria, and Senegal. Some of these girls are subjected to physical and verbal abuse, excessive working hours without regular periods of rest or days off, and no access to educational opportunities. (7; 10; 27)

Children face various barriers to accessing education, including distance from schools, inadequate transportation, prohibitive costs associated with attending school, and the lack of security and inclusiveness to accommodate students of diverse backgrounds and abilities. These barriers to education increase vulnerability to child labor, especially in rural areas. (1; 4; 7; 28; 29; 30; 31; 32) Children with disabilities face additional barriers to education. (7; 33; 21) Some migrant children, particularly unaccompanied children from sub-Saharan Africa, and rural children, face additional barriers to accessing education, such as lack of knowledge of the language of instruction. Furthermore, because birth certificates are required to attend school past the fifth grade, many unregistered children remain out of school and vulnerable to child labor. (19; 34; 35; 36)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Morocco has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Morocco’s legal framework to adequately protect children from the worst forms child labor, including prohibiting use of children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 143 of the Labor Code (37)
Minimum Age for Hazardous Work	Yes	18	Article 147 of the Labor Code (37)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Child Labor List, Decree No. 2-10-183; Article 181 of the Labor Code (37; 38)



**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code (37)
Prohibition of Child Trafficking	Yes		Articles 448.1, 448.4, and 448.5 of the Law on Trafficking in Human Beings (39)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 503 of the Penal Code (40)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 4 of Royal Decree of 9 June 1966 (41)
Non-state	Yes	18	Articles 448.1 and 448.4 of the Law on Trafficking in Human Beings (39)
Compulsory Education Age	Yes	15	Article 1 of Law No. 04-00 (42)
Free Public Education	Yes		Article 1 of Law No. 04-00 (42)

\* No conscription (43)

Following the passage of the Law on Setting Up Employment Conditions of Domestic Workers in 2016, Morocco passed two decrees in 2017 related to the 2016 law that provide protections for child domestic workers. The two decrees together prohibit specific activities in the employment of domestic workers ages 16–18 and provide a work contract model for domestic workers. (44; 45; 46; 47; 48; 49; 50) However, following the passage of the law in 2016, regulations to inform agencies on implementing the law were still not in place. (30)

The Labor Code does not apply to self-employed children, those who work in the traditional artisan or handicraft sectors for businesses with fewer than five employees, or those who work on private farms or in residences. These children are vulnerable to exploitation, which does not conform to international standards that require all children to be protected under the law establishing a minimum age for work. (6; 37; 51; 52; 12) The types of hazardous work prohibited for children do not fully cover sectors in which child labor is known to occur or sectors in which work conditions may harm children's health, safety, and morals. (38) Moroccan law does not provide increased penalties or a separate crime for using, procuring, and offering of children for both the production and trafficking of drugs. (36; 30)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Vocational Integration (MOLVI) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Vocational Integration (MOLVI)	Enforce child labor laws and oversee programs on child labor through its child labor task force. (4; 6; 36) Provide occupational health and safety services, administer social security, and organize labor inspections and employment services through nationwide satellite offices. (4) Renamed from the Ministry of Employment and Social Affairs, yet maintains the same functions. (46)
Ministry of the Interior	Enforce prohibitions on prostitution and other exploitative crimes involving minors, as established in the Penal Code. (6; 53)
General Prosecutor	Prosecute criminal offenses against children and process cases involving women and children, and conducted within the court system through the Child Labor Units, formerly under the Ministry of Justice and Liberties, but made independent during the reporting period. (46)

# Morocco

## MODERATE ADVANCEMENT

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Morocco took actions to combat child labor (Table 6). However, gaps exist within the authority of the MOLVI that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (30)	Unknown (46)
Number of Labor Inspectors	356 (54)	304 (46)
Inspectorate Authorized to Assess Penalties	No (30)	No (46)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (30)	Yes (46)
Training on New Laws Related to Child Labor	Yes (30)	Yes (46)
Refresher Courses Provided	Yes (30)	Yes (46)
Number of Labor Inspections Conducted	543 (55)	350‡ (46)
Number Conducted at Worksites	Unknown	Unknown (46)
Number of Child Labor Violations Found	314 (54)	1,713 (46)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (30)	11 (46)
Number of Child Labor Penalties Imposed that were Collected	N/A (30)	Unknown (46)
Routine Inspections Conducted	Yes (30)	Yes (46)
Routine Inspections Targeted	Yes (30)	Yes (46)
Unannounced Inspections Permitted	Yes (30)	Yes (46)
Unannounced Inspections Conducted	Yes (30)	Yes (46)
Complaint Mechanism Exists	Yes (30)	Yes (46)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (30)	Yes (46)

‡ Data are from January 1, 2017 to September 30, 2017. (46)

During the first 9 months of 2017, labor inspectors issued 23 formal notices and 11 fines in the course of 350 child labor inspections. They removed 54 children under age 15 from work, and 111 children ages 15–17 from hazardous work. (46) The sectors most frequently inspected included trade, agriculture, and metal and wood work, with 22 inspectors dedicated to agriculture, and 23 engineers and 18 physicians in charge of health and safety labor inspections. The government also has 54 dedicated child labor inspectors distributed across the country. (36; 54; 46) In early 2017, labor inspectors in the Marrakech-Tensift region participated in three training sessions on the mapping of tasks and analysis of occupational risks; 26 inspectors also received specific training from the IOM in trafficking in persons and labor exploitation. (46)

Inadequate resources, including an insufficient number of inspectors, hamper the Labor Inspectorate's capacity to enforce child labor laws. (6; 30; 56; 57) Although Morocco employs 304 labor inspectors, the number of labor inspectors is likely insufficient for the size of Morocco's workforce, which includes more than 12 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Morocco should employ about 800 inspectors. (56; 58; 59) The official procedures involved in processing child labor violations require the participation of several agencies for each case, which places considerable administrative burdens on labor inspectors. (2) Government officials, local stakeholders, and the ILO Committee of Experts on the Application of Conventions and Recommendations report that the penalties against companies that employ children in hazardous work, set forth in the Labor Code, are inadequate deterrents. (56)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Morocco took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including publication of criminal law enforcement data.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (30)	Unknown (46)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (36)	Yes (46)
Refresher Courses Provided	Yes (30)	Yes (46)
Number of Investigations	7 (36)	Unknown (46)
Number of Violations Found	3 (36)	Unknown (46)
Number of Prosecutions Initiated	7 (36; 46)	3 (46)
Number of Convictions	3 (36)	Unknown (46)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (30)	Yes (46)

Criminal authorities refer victims to appropriate social services through coordination with the MOLVI's 54 dedicated child labor inspectors, other government entities, and civil society actors. (30)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Technical Committee Under the Special Ministerial Commission for Children for the Protection and Improvement of Childhood	Ensure inter-sectoral coordination and monitoring for implementing international conventions on children's issues through a committee of 25 government bodies, chaired by the Head of the Government of Morocco. Establish strategies and mechanisms to implement national policies and plans for child protection and coordinate the management of efforts at the local and regional levels. (36)
MOLVI	Coordinate policies and efforts to combat child labor. Through its Office for the Fight Against Child Labor provide guidance and limited funding to NGOs working against child labor. (2; 4; 60; 46)
Ministry of Solidarity, Women, Family, and Social Development (MSWFSD)	Ensure continuity of child protection and child labor elimination efforts and expand children's access to education. (53; 61) Aims to implement the Integrated Public Policy on the Protection of Children. (5; 6) Support 142 Child Reception Centers that provide services to child victims of violence. (36)
Ministry of Foreign Affairs and International Cooperation	Coordinate efforts to reduce migrant vulnerability to child labor through its Delegate Ministry in Charge of Moroccans Living Abroad and Migration Affairs. Promote migrant children's access to public education facilities and other social services and assistance. (4; 55; 46)
Ministry of National Education, Vocational Training, Higher Education, and Scientific Research	Provide education and job training to former child workers, including former child domestic workers and migrant youth. (36; 46)

In 2017, the Ministry of Employment and Social Affairs was renamed the MOLVI. (46) The Ministry in Charge of Moroccans Living Abroad and Migration Affairs became a Delegate Ministry under the Ministry of Foreign Affairs and International Cooperation. (46) The Ministry of National Educational and Vocational Training was renamed the Ministry of National Education, Vocational Training, Higher Education, and Scientific Research. (46)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the lack of strategies for eliminating and preventing child labor in the National Migration Strategy.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
MSWFSD's Integrated Public Policy on the Protection of Children in Morocco (PPIPEM)	Promotes an interdisciplinary approach to respond to child exploitation and other issues. (4; 5; 6) In 2017, conducted an informational workshop on program activities and training on social standards for implementing partners; developed terms of reference for technical support to promote good parenting; and developed terms of reference to raise awareness of the 2016 Law on Setting Up Employment Conditions of Domestic Workers, specifically the implications for domestic workers between ages 16 and 18. (54; 62; 46)

# Morocco

## MODERATE ADVANCEMENT

The government has not included child labor elimination and prevention strategies into the National Migration Strategy. (2; 4; 63; 64; 65)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-Funded Projects	USDOL projects in Morocco aim to reduce child labor by increasing access to education, providing livelihood and other social services, and improving the evidence base on child labor and forced labor through data collection and research. These projects include Promise Pathways: Reducing Child Labor Through Viable Paths in Education and Decent Work (2014–2017), a \$5 million project implemented by Creative Associates International; Wad3éyati (My Situation: Promoting Gender Equality in the Workplace), a \$1.25 million project implemented by Management Systems International; and Global Action Program on Child Labor Issues, implemented in approximately 40 countries by the ILO. (4; 54; 66; 67) Additional information is available on the USDOL website.
Tayssir Conditional Cash Transfer Program†	MSWFS program that provides direct cash transfers to qualifying families whose children meet school attendance criteria. Aims to increase school enrollment and reduce dropout rates, particularly in rural areas, with 832,500 recipients in 2015–2016 and 509,475 recipients in 2016–2017. (4; 53; 55; 68; 12) The cash transfer program enabled a significant improvement in school participation and a modest improvement in test scores. (69; 70)
Entraide Nationale†	Aims to prevent child labor by improving school retention rates, particularly for girls in rural areas. Provides social services and manages education and literacy programs in MSWFS's social protection centers in <i>Dar al Atfal</i> , <i>Dar Talib</i> , and <i>Dar Taliba</i> . Offers two education, training, and integration programs for vulnerable children: Education and Training Centers and Apprenticeship Training Programs. (30; 54) <i>Entraide Nationale</i> manages 22 Child Protection Centers, providing the following services: preventive intervention; personal, social, and educational support; prevention of situations of vulnerability; emergency response; and violence prevention and early intervention. In 2017, recruited 140 child protection advisors for the centers and provided five capacity-building training sessions. (54; 46)
Government-Funded Shelters†	Government-operated shelters. Child Protection Centers operated by the Ministry of Youth and Sport to provide social and educational services to minors referred by the courts and for victims of abuse, child laborers, and street children; and under the National Observatory for Children's Rights, operates 96 Child Reception Centers staffed by nurses and social workers at major hospitals to provide medical services to victims of violence and child trafficking. (56; 71) In 2017, continued activities at shelters focusing on improved coordination and services to victims. (12)
After-School Program for a Second Chance (E2C)†	Provides students with afterschool educational assistance as part of non-formal education program. During the 2016–2017 school year, enrolled 61,889 students and provided an education integration component for 460 migrant children. (5; 46)
USAID-Funded Projects to Address Child Labor	USAID projects in Morocco aim to increase the social and economic inclusion of at-risk youth (ages 10–24) living in the marginalized neighborhoods of Tangier and Tetouan. Includes Favorable Opportunities to Reinforce Self-Advancement for Today's Youth (FORSATY) (2012–2017), a \$12.77 million project implemented by Search for Common Ground. (56)

† Program is funded by the Government of Morocco.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (2; 4; 5; 6; 56; 54; 46)

Although the government has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including for children engaged in forced domestic work. (4; 30; 72; 46)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Morocco (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit children from being used, procured, or offered for the production and trafficking of illicit drugs.	2015 – 2017
	Ensure that all children are protected by law, including children who are self-employed, work for artisan and handicraft businesses with fewer than five employees, or work on private farms or in residences.	2009 – 2017
	Ensure that the types of hazardous work prohibited for children under 18 that may be undertaken in conditions that harm children's health, safety, and morals are comprehensive.	2016 – 2017
	Implement regulations related to the Law on Setting Up Employment Conditions of Domestic Workers.	2017
Enforcement	Publish information on the funding of the Labor Inspectorate, the number of inspections conducted at worksites, and the number of child labor penalties imposed and collected.	2015 – 2017
	Increase the number of labor inspectors responsible for enforcing laws related to child labor to meet the ILO technical advice, and ensure adequate Labor Inspectorate resources.	2012 – 2017
	Streamline child labor enforcement procedures among government agencies.	2013 – 2017
	Publish information on the initial training for new criminal law enforcement investigators.	2012 – 2017
	Increase penalties for employers who use children in hazardous work.	2012 – 2017
	Publish information on the number of investigations, violations found, and convictions pertaining to child labor.	2017
Government Policies	Authorize the Labor Inspectorate to assess penalties.	2017
	Continue integration of strategies for eliminating and preventing child labor into National Migration Strategy policy.	2014 – 2017
Social Programs	Take measures to ensure children's safety in schools; remove barriers to education, especially for children with disabilities, rural children, and migrant children; and increase birth registration rates.	2013 – 2017
	Expand existing programs to address the full scope of the child labor problem, including in forced domestic work.	2013 – 2017
	Collect and publish microdata on the extent and nature of child labor so that it can be used to inform policies and programs.	2016 – 2017

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# Mozambique

## MODERATE ADVANCEMENT

In 2017, Mozambique made a moderate advancement in efforts to eliminate the worst forms of child labor. The government adopted a list of hazardous activities that are prohibited for children and approved a National Action Plan to Combat the Worst Forms of Child Labor. However, children in Mozambique engage in the worst forms of child labor, including in forced domestic work. Children also perform dangerous tasks in the production of tobacco. The law establishes 15 as the minimum age for work, but education is compulsory only until age 13, leaving children ages 13 and 14 vulnerable to child labor. Law enforcement officials also do not receive the appropriate training and resources to conduct inspections and prosecute cases of child labor. In addition, existing programs are inadequate to address child labor in the country.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mozambique engage in the worst forms of child labor, including in forced domestic work. (1; 2) Children also perform dangerous tasks in the production of tobacco. (1) Table 1 provides key indicators on children's work and education in Mozambique.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	22.5 (1,526,560)
Attending School (%)	5 to 14	69.5
Combining Work and School (%)	7 to 14	22.4
Primary Completion Rate (%)		48.4

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2008. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cashews, coconuts, cotton, sesame, sugarcane, tea, tobacco, and tomatoes (5; 6; 7; 8; 9; 10; 11; 12; 13; 1)
	Fishing, including preparing nets (7; 9; 1)
	Forestry, activities unknown (7; 1)
	Herding livestock, including cattle (9; 1)
Industry	Mining,† including gold and gemstones† (9; 12; 14; 15; 16; 17; 18; 19; 20; 1)
	Construction, † including crushing stone† and making bricks† (9; 17)
Services	Domestic work, including caring for babies and other children† (5; 6; 9; 11; 14; 21; 19; 20; 1)
	Street work, including car washing, street vending, and garbage scavenging† (7; 9; 10; 11; 12; 21; 20; 22; 23; 1)
	Selling alcoholic beverages in markets† (11; 22)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (9; 12; 17; 24; 2; 25; 1)
	Forced labor in agriculture, domestic work, mining, and vending, each sometimes as a result of human trafficking (9; 10; 14; 15; 2)
	Use in illicit activities, including drug trafficking, stealing, and assisting poachers in the illegal poaching industry (9; 11; 1)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Mozambican children, lured from rural areas with promises of work and educational opportunities, are subjected to forced domestic work and commercial sexual exploitation in urban areas in Mozambique and South Africa. (10; 14; 2) Research indicates that Mozambican children are also trafficked to South Africa for forced labor in agriculture, street vending, and commercial sexual exploitation. (10; 2)

Although tuition for primary education is free, families must provide supplies and uniforms. (26) Moreover, there are not enough schools, and many students, particularly in rural areas, face difficulties traveling long distances to get to school. (27; 28; 29) In addition, physical and sexual abuse is common in schools. Research found that some teachers demand sex from female students. (30; 26)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mozambique has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Mozambique's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 26 of the Labor Law; Article 4 of the Regulations on Domestic Work (31; 32)
Minimum Age for Hazardous Work	Yes	18	Article 23 of the Labor Law (32)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes	18	Hazardous Work List (33)
Prohibition of Forced Labor	Yes		Articles 5 and 10–11 of the Trafficking in Persons Law; Articles 196 and 198 of the Penal Code (34; 35)
Prohibition of Child Trafficking	Yes		Articles 5 and 10–11 of the Trafficking in Persons Law (34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 5 and 10–11 of the Trafficking in Persons Law; Articles 226–227 of the Penal Code (34; 35)
Prohibition of Using Children in Illicit Activities	Yes		Articles 33 and 40 of the Law on Drugs (36)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 2 of the Law on Military Service (37)
State Voluntary	Yes	18	Article 23 of the Law on Military Service (37)
Non-state	Yes		Articles 5 and 10 of the Trafficking in Persons Law (34)
Compulsory Education Age	No	13‡	Article 41 of the Law of Basic Child Protection (38)
Free Public Education	Yes		Article 41 of the Law of Basic Child Protection (38)

‡ Age calculated based on available information (38; 39)

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In October 2017, the government approved a list of dangerous work prohibited for children. (33)

The Regulations on Domestic Work allow children ages 12 to 15 to conduct domestic work with the permission of their legal guardian. (31) The Labor Law also states that children ages 12 to 15 may work under certain conditions defined by the Council of Ministers. (32) The minimum age of 12 for light work is not in compliance with international standards; the law does not determine the activities in which light work may be permitted, prescribe the number of hours per week for light work, or specify the conditions under which light work may be undertaken. (39) In addition, the Labor Law's minimum age protections do not apply to children working outside of formal employment relationships. (32; 39; 40)

The gap between the end of compulsory education and the minimum age for work leaves children ages 13 and 14 vulnerable to child labor, including its worst forms, because they are not in school, but they also may not legally work. (39)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Employment, and Social Security that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security	Enforce child labor laws and regulations. (41) Labor Inspectorate works with the National Police Force to enforce criminal law. (7) Monitors implementation of the National Action Plan to Combat the Worst Forms of Child Labor. (42)
Ministry of Industry and Trade's General Inspectorate of Economic Activities	Enforce child labor laws and regulations. (43) In 2017, the Inspectorate for Economic Activities fined clubs in Manica province for allowing girls under age 18 to enter the clubs and engage in commercial sexual exploitation. (44)
National Police Force	Enforce all criminal laws, including those related to the worst forms of child labor. The criminal investigation branch has a seven-person unit devoted to anti-human trafficking and violence against women and children; investigates cases and refers them to the Attorney General's Office. (7)
Attorney General's Office	Coordinate the government's efforts against human trafficking and receive cases from the criminal investigation branch of the National Police Force for prosecution. (7; 45)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Mozambique took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor, Employment, and Social Security that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (43)	Unknown
Number of Labor Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Yes (43)	Yes (18)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (46)	Unknown
Training on New Laws Related to Child Labor	N/A	Yes (47)
Refresher Courses Provided	Unknown	Yes (18)
Number of Labor Inspections Conducted	Unknown (43)	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Yes (18)



**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (43)	Yes (18)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (43)	Yes (18)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (43)	Yes (18)

Reports indicate that the number of labor inspectors is likely insufficient for the size of Mozambique's workforce, which includes approximately 13 million workers. (2; 18; 48) According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed countries, Mozambique would employ about 325 labor inspectors. (49) Furthermore, inadequate training and financial resources hamper the Labor Inspectorate's capacity to enforce child labor laws. (2)

Ministry of Labor, Employment, and Social Security officials can refer victims of child labor to either the police or social workers from the Ministry of Gender, Children, and Social Action (MGCAS) for family assessments and potential placement of the children in foster homes. (50)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Mozambique took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (18)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	Yes (51)	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (43)	Yes (18)

Research found that law enforcement officials responsible for investigating and prosecuting criminal child labor cases are poorly trained. (9) Case investigations are of very low quality and lack appropriate evidence for prosecution. (7)

Criminal law enforcement officials work with the MGCAS and the National Reference Group for the Protection of Children and Combating Trafficking in Persons to coordinate referrals of children to social service providers. (18)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the efficacy of coordination efforts on child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Reference Group for the Protection of Children and Combating Trafficking in Persons	Coordinate efforts to combat all forms of human trafficking. Led by the Attorney General's Office. (52) Provincial-level groups coordinate regional efforts to combat human trafficking. (2) Research was unable to determine accomplishments during the year.

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**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
National Commission on Children's Rights	Oversee and report on children's rights in Mozambique to the African Charter and other international bodies. Perform consultations and deliberations on national action plans and legislation. Led by the Ministry of Gender, Children, and Social Action (MGCAS). (50) Research was unable to determine accomplishments during the year.
The Ministry of Interior's Women and Children Victim Assistance Units (GAMC)	Provide services to children who have been victims of crimes, including human trafficking. Operates countrywide through facilities in more than 215 police stations. (53; 2) Research was unable to determine accomplishments during the year.
MGCAS	Provide support and reintegration services to victims of human trafficking. (45) Research was unable to determine accomplishments during the year.

Research found there is no coordination mechanism dedicated solely to address child labor, outside of the scope of human trafficking.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor (2017–2022)†	Aims to map 70 percent of the worst forms of child labor occurring by province and activity by 2019, and to withdraw 20,000 children from the worst forms of child labor and enroll them in the Basic Social Subsidy program. (42)
National Action Plan for Children II (2013–2019)	Establishes four priority areas: child survival; child development; child participation; and child protection, which aims to reduce child labor. (54)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (55)

In 2017, the government drafted a National Action Plan on Trafficking in Persons. (47)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Global Action Program on Child Labor Issues (GAP)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> established by the Hague Global Child Labor Conference in 2010. (56) In 2017, completed a draft report on the analysis of national child labor data from the Integrated Household Survey; however, the government has not yet published the study's findings. Additional information is available on the USDOL website.
Trafficking in Persons Project (2014–2017)	\$750,000 USDOS-funded, 3 year project implemented by the IOM to support the establishment and institutionalization of services for victims of human trafficking. (57)
Basic Social Subsidy Program†	Government- and donor-funded program that provides cash transfers to children heads of households until age 18. (7; 58)
Programs For Street Children†	Government and civil society operate 176 shelter centers that provide education, occupational training activities, health, and psychosocial care for street children. (58; 59)
Victims of Violence Centers†	Government-funded program implemented by the GAMC that provides temporary shelter, food, limited counseling, and monitoring for victims of crime following reintegration. Includes 22 centers located throughout the country. (45; 2)
Speak Child-116	NGO-funded program that works with the government to run a hotline to receive complaints of child abuse, including those related to child labor and sexual exploitation. (40) Research found that the hotline lacks adequate equipment and human resources and has not received sufficient support from the government to respond to complaints. (60; 18)

† Program is funded by the Government of Mozambique.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (61; 62)

Research found no evidence that the government has carried out programs to assist children engaged in domestic work. The scope of existing programs is also insufficient to fully address the extent of the child labor problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mozambique (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected under the law, including children working outside of formal employment relationships.	2015 – 2017
	Raise the minimum age for light work to age 13 to comply with international standards. Establish the activities, number of hours per week, and conditions under which light work may be undertaken.	2015 – 2017
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009 – 2017
Enforcement	Make law enforcement information publicly available, including the Labor Inspectorate's funding, the number and training of labor inspectors, the number and type of labor inspections conducted, the number of child labor violations found, and the number of child labor penalties imposed and collected, as well as the training of investigators responsible for enforcing laws related to the worst forms of child labor and the number of investigations conducted, violations found, prosecutions initiated, and convictions achieved.	2009 – 2017
	Allocate sufficient resources for law enforcement agencies, including by increasing the number of labor inspectors to provide adequate coverage of the workforce.	2009 – 2017
	Provide labor inspectors with adequate training on child labor and provide adequate training to criminal law enforcement officials to ensure that violators are prosecuted.	2009 – 2017
Coordination	Establish coordinating mechanisms to combat all worst forms of child labor.	2010 – 2017
	Ensure coordination mechanisms related to child labor are active during the year.	2017
Social Programs	Take measures to ensure that all children have access to education by providing supplies and establishing an adequate number of schools. Take preventative steps to protect children from physical and sexual abuse in schools.	2010 – 2017
	Make the results of the child labor study publicly available and use the findings to inform policies and programs.	2015 – 2017
	Increase support for the Speak Child-116 hotline to ensure that child labor complaints are investigated.	2016 – 2017
	Institute programs to address child labor in domestic work and expand existing programs to address the scope of the child labor problem.	2010 – 2017

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In 2017, Namibia made a moderate advancement in efforts to eliminate the worst forms of child labor. The government ratified the Protocol of 2014 to the Forced Labor Convention and issued a notice instructing the Wages Commission to investigate and report on the conditions of employment for child domestic workers. The government also launched an online platform to receive reports of child pornography and remove child pornographic material from the Internet. However, children in Namibia engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in cattle herding. Hazardous work prohibitions for children in the agriculture sector are not comprehensive. In addition, social programs do not address child labor in agriculture.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Namibia engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in cattle herding. (1; 2; 3; 4) Table 1 provides key indicators on children’s work and education in Namibia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		86.4

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2016. (5) Data were unavailable from Understanding Children’s Work Project’s analysis, 2018. (6)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Tending and herding livestock, including cattle, sheep, and goats (1; 7; 8; 9)
Services	Domestic work (8; 10; 11; 12)
	Working in bars ( <i>shebeens</i> ) (8; 13)
	Street work, including selling candies, fruits, handicrafts, and cell phone air time vouchers (14; 9; 3)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (15; 3)
	Forced labor in agriculture, cattle herding, and domestic work, each sometimes as a result of human trafficking (8; 16; 15; 3)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children are trafficked within Namibia for forced labor in agriculture, cattle herding, domestic work, and commercial sexual exploitation. San children are particularly vulnerable to forced labor on farms or in homes. (15; 3) Some Angolan children are trafficked into Namibia for forced labor in cattle herding. (4; 3) The government has not collected and published data on child labor, including its worst forms, to inform policies and social programs.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Namibia has ratified all key international conventions concerning child labor (Table 3).



**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Namibia's legal framework to adequately protect children from the worst forms of child labor, including the lack of a comprehensive hazardous work list for children's work in the agriculture sector.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Chapter 2, Article 3(2) of the Labor Act (17)
Minimum Age for Hazardous Work	Yes	18	Article 15(2) of the Constitution; Chapter 2, Article 3(4) of the Labor Act (17; 18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Chapter 2, Articles 3(3)(d) and 4 of the Labor Act; Section 234 of the Child Care and Protection Act (17; 19)
Prohibition of Forced Labor	Yes		Article 9 of the Constitution; Chapter 2, Article 4 of the Labor Act; Section 15 of the Prevention of Organized Crime Act; Articles 202 and 234 of the Child Care and Protection Act (17; 18; 19; 20)
Prohibition of Child Trafficking	Yes		Section 15 of the Prevention of Organized Crime Act; Sections 202 and 234 of the Child Care and Protection Act (19; 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 2 of the Combating of Immoral Practices Act Amendment Act; Section 234 of the Child Care and Protection Act (19; 21)
Prohibition of Using Children in Illicit Activities	Yes		Section 234 of the Child Care and Protection Act (19)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Section 17 of the General Regulations relating to Namibian Defence Force (Defence Act of 2010) (22)
Non-state	Yes	18	Section 234(1)(b) of the Child Care and Protection Act (19)
Compulsory Education Age	Yes	16	Section 53 of the Education Act (23)
Free Public Education	Yes		Section 38 of the Education Act (23)

\* No conscription (24)

In December 2017, the government passed the Education Amendment Act, which amended the Education Act to provide that tuition, books, materials and examination fees are provided free of charge through the completion of secondary education. In 2018, the government also passed the Combatting of Trafficking in Persons Act, but it has not yet taken effect. (25; 26) During the reporting period, the government ratified the Protocol of 2014 to the Forced Labor Convention, becoming the 21st country to do so. (27) In February 2017, the Minister of Labor issued a notice mandating the Wages Commission to investigate the conditions of employment of domestic workers throughout Namibia, including to investigate and make recommendations on a minimum wage for child domestic workers, measures that would ensure they have access to education and training, and the types of domestic work that are likely to harm children. (28)

Although there are hazardous work prohibitions for children, these prohibitions do not specifically include hazardous work in livestock herding. In addition, research has shown that livestock herding activities can expose children to unsafe environments such as extreme temperatures. (29) The Ministry of Labor, Industrial Relations and Employment Creation (MLIREC) reported that in 2013 it drafted additional hazardous work prohibitions, but these still await final approval. (14; 30; 31)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the MLIREC that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Industrial Relations and Employment Creation (MLIREC)	Enforce child labor laws and investigate allegations of violations, including forced labor, and cases involving human trafficking and commercial sexual exploitation of children. Work with the Ministry of Safety and Security (MSS); Ministry of Gender, Equality, and Child Welfare (MGECW); Namibia Central Intelligence Service; and Ministry of Education on child labor matters. (1; 10) Lead these ministries in joint inspection teams. (1; 10)
MSS	Enforce criminal laws and conduct site visits with labor inspectors. (1; 10) Handle enforcement through the Namibian Police. (10)
MGECW	Collaborate with the Namibian Police's Gender Based Violence Protection Units (GBVPU) on cases involving human trafficking and commercial sexual exploitation of children. (10; 32) Remove children from child labor situations during inspections, and transfer them to a regional GBVPU to receive assistance from MGECW social workers. (32)
Joint Child Labor Inspection Committee	Coordinate activities to enforce child labor laws. Committee includes MLIREC, MSS, and MGECW. (1) Refer children identified during labor inspections to MGECW social workers or to an MGECW shelter for care. (1)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Namibia took actions to combat child labor (Table 6). However, gaps exist within the authority of the MLIREC that may hinder adequate labor law enforcement, including its lack of authority to assess penalties for violations.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$4,950,000† (33)	\$2,384,000 (34)
Number of Labor Inspectors	97 (33)	79 (34)
Inspectorate Authorized to Assess Penalties	No (33)	No (34)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (33)	Yes (34)
Training on New Laws Related to Child Labor	Yes (33)	Yes (34)
Refresher Courses Provided	Yes (33)	Yes (34)
Number of Labor Inspections Conducted	3,988 (33)	4,334 (34)
Number Conducted at Worksites	3,988 (33)	4,334 (34)
Number of Child Labor Violations Found	0 (33)	0 (34)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (33)	N/A (34)
Number of Child Labor Penalties Imposed that were Collected	N/A (33)	N/A (34)
Routine Inspections Conducted	Unknown* (33)	Yes (34)
Routine Inspections Targeted	Unknown* (33)	Yes (34)
Unannounced Inspections Permitted	Yes (33)	Yes (34)
Unannounced Inspections Conducted	Unknown* (33)	Yes (34)
Complaint Mechanism Exists	Yes (33)	Yes (34)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (33)	Yes (34)

\* The government does not publish this information.

† Data are from January 1, 2016, to December 31, 2016.

# Namibia

## MODERATE ADVANCEMENT

The Ministry of Gender, Equality, and Child Welfare's (MGECW) shelters to house victims of the worst forms of child labor are not operational. (34) Research also indicates that the MLIREC primarily conducts inspections in the formal agricultural sector and in urban areas, leaving self-employed children and children working in remote rural areas unprotected. (8) Sources also reported that although inspectors have the legal authority to inspect private farms, they often encounter difficulties accessing the farms due to locked gates. (8; 35)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Namibia took actions to combat child labor (Table 7). However, gaps exist within the Ministry of Safety and Security and the Namibian Police that may hinder adequate criminal law enforcement, including investigation and prosecution planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown* (33)	Unknown* (34)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown* (33)	Unknown* (34)
Refresher Courses Provided	Unknown* (33)	Yes (34)
Number of Investigations	Unknown* (33)	Unknown* (34)
Number of Violations Found	Unknown* (33)	Unknown* (34)
Number of Prosecutions Initiated	Unknown* (33)	Unknown* (34)
Number of Convictions	Unknown* (30)	Unknown* (34)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (33)	Yes (34)

\* The government does not publish this information.

The Namibian Police operate a toll-free hotline to report crimes, including child trafficking. An NGO operates another hotline for victims of gender-based violence and child exploitation to access information about available resources and get referrals to relevant government social services providers. (33) Research could not find information about the number of complaints concerning child labor, including its worst forms, received through the Namibian Police toll-free hotline.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-Ministerial Committee on Child Labor	Coordinate government policies and efforts to combat child labor. Comprises officials from the MLIREC, the Ministry of Education (MOE), the MGECW, the MSS, and the Office of the Ombudsman. (31) Met in 2017 to discuss roles and responsibilities of participating agencies. (4) Reported reviving its purpose in November but did not report conducting actions during the year. (34)
GBVPU	Provide victim protection services to children rescued from the worst forms of child labor. Comprises 15 units that arrange lodging, medical, and psychosocial care for victims. (30) Consist of personnel from the MLIREC, Ministry of Home Affairs and Immigration, Namibian Police, MGECW, and MOE. (10) Research was unable to determine whether services were provided to victims of child labor during the year.
Child Care and Protection Forums	Organize forums to address child protection issues and coordinate services in the country. Participants include 14 regional councils, MGECW social workers, government agencies, NGOs, community leaders, churches, and other local-level stakeholders. (10) Met several times during the year. (36)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the continuing lack of a child labor policy.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
Decent Work Country Program (2010–2017)	Outlined strategies to promote decent work in Namibia. Prioritized employment promotion, enhanced social protections, and strengthened social dialogue and tripartism. Outcomes included the reduction of forced labor and child labor cases. (37)
National Development Plan V (2017/2018–2021/2022)	Includes goals for addressing child trafficking and protection concerns. (38)

<sup>†</sup> Policy was approved during the reporting period

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (39)

Namibia currently has no child labor policy, but the MGECW worked to finalize a National Agenda for Children, slated for implementation in 2018. (34). In addition, the National Plan of Action on Gender Based Violence was not renewed in 2017. Despite this, the government continued 16 days of the international awareness campaign against gender-based violence. (36) Child labor elimination and prevention strategies are not integrated into the National Agenda for Children, the National Protection Referral Network, or the Education for All National Plan of Action. (40; 41; 42) Research was unable to determine whether the government undertook activities to implement the Decent Country Work Program and the National Development Plan V during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the child labor problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded program implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, a project established by The Hague Global Child Labor Conference in 2010. Aims to build government capacity and develop strategic policies to eliminate child labor and strengthen legal protections and social services for child domestic workers. (43) The program drafted a National Action Plan on Child Labor and Domestic Work in 2016, but the government has yet to adopt it. (43) Additional information is available on the USDOL website.
Combatting Human Trafficking Initiative (2016–2019)	USDOS-funded 3-year project implemented by the IOM, in collaboration with the Namibian government, to combat trafficking in persons. (44) Under this initiative, passed the Combatting of Trafficking in Persons Act. (36)
Namibian School Feeding Program <sup>†</sup>	Government program that provides mid-morning meals to school children. (45) Serves 330,000 pre-primary and primary school students in 1,400 schools in all 14 regions. (36)
National Youth Service <sup>†</sup>	Government program that offers training in civic education, national voluntary service, and job skills to unemployed youth, some of whom have never attended school. (45) According to the national budget estimates for fiscal years 2018 and 2019, allocated N\$74.4 million (~USD \$6 million) for 2017–2018, down 34 percent from N\$112 million (~USD \$9 million) for the previous year. According to NGOs, includes skills building programs for youth. (36)
Shelters and victim services <sup>†</sup>	Six government-established shelters for women and children assist victims of sexual assault, gender-based violence, and the worst forms of child labor. (10) Did not operate in 2017 due to lack of funding. (34) The Government, however, provided an N\$26,000 (USD \$2,000) per month subsidy to an NGO that provided shelter services and social workers to gender-based violence and human trafficking victims. (46; 34)

<sup>†</sup> Program is funded by the Government of Namibia.

In 2017, the MGECW, in partnership with UNICEF and Childline, launched a reporting portal to receive anonymous reports of images and videos depicting child sexual abuse. The portal also aids in removing pornographic images of children from the internet. (47; 48) In 2017, the UK-based Internet Watch Foundation reported they found no pornographic materials involving Namibian children. (36) The government also launched an e-birth notification system to register children at birth. (49)

Although the Government of Namibia provided assistance to vulnerable children and services to some victims of child labor, research found no evidence of programs specifically addressing children working in agriculture or domestic work.

### VI. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Namibia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the hazardous occupations and activities prohibited for children are comprehensive.	2014 – 2017
Enforcement	Authorize the Inspectorate to assess child labor penalties.	2016 – 2017
	Ensure labor inspectors can access all types of businesses to fulfill their inspection mandates.	2017
	Ensure inspections occur in all sectors to provide minimum age law protections to all children, including those who are self-employed and children working in the informal sector.	2016 – 2017
	Publish information about refresher trainings, the number of criminal investigations conducted, number of violations found, number of prosecutions initiated, and number of convictions related to the worst forms of child labor.	2016 – 2017
Government Policies	Establish a National Child Labor Policy.	2017
	Renew key policies such as the National Plan of Action on Gender Based Violence.	2017
	Integrate child labor elimination and prevention strategies into relevant policies.	2013 – 2017
	Publish information about the implementation of the Decent Country Work Program and the National Development Plan V.	2016 – 2017
Social Programs	Adopt and implement the National Action Plan on Child Labor and Domestic Work.	2017
	Conduct research on the prevalence of child labor to inform the development of policies and social programs.	2013 – 2017
	Ensure shelters are operational to care for to victims of child labor.	2016 – 2017
	Institute programs to address child labor in agriculture and domestic work.	2009 – 2017

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# Nepal

## MODERATE ADVANCEMENT

In 2017, Nepal made a moderate advancement in efforts to eliminate the worst forms of child labor. The government passed the Labor Act, which prohibits forced labor and sets penalties for forced labor violations. The government also began implementing a child labor monitoring system in Panauti Municipality and implemented the first nationally representative survey examining forced labor among adult and child workers. However, children in Nepal engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in the production of bricks. The Department of Labor's budget, the number of labor inspectors, and available resources and training are all insufficient for adequately enforcing labor laws, including those related to child labor. Children age 17 are also excluded from the protections of the country's hazardous work list, leaving them vulnerable to the worst forms of child labor. In addition, the government lacks a policy that addresses all relevant forms of child labor, including hazardous child labor, forced child labor, and the use of children in illicit activities.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nepal engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in the production of bricks. (1; 2; 3). Table 1 provides key indicators on children's work and education in Nepal.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	37.2
Attending School (%)	5 to 14	91.7
Combining Work and School (%)	7 to 14	39.1
Primary Completion Rate (%)		112.8

Source for primary completion rate: Data from 2017, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2014. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting caterpillar fungus ( <i>yarsagumba</i> ) (6; 7; 8)
	Herding and feeding livestock (6; 9; 10)
Industry	Producing bricks (11; 6; 10; 12; 13; 14; 15; 16; 1; 17)
	Quarrying, collecting, and breaking stones, and quarrying and collecting sand (6; 8; 7)
	Construction,† activities unknown (8; 10; 18; 19)
	Weaving carpet† (6; 10; 20; 21; 22)
	Producing embellished textiles ( <i>zari</i> )† and embroidery (6; 7; 10; 23; 19)
	Producing metal crafts (7; 8; 10; 3)
Services	Domestic work (6; 10; 24; 25; 26; 27)
	Working in transportation,† portering, and collecting recyclable waste (6; 8; 10; 18)
	Working in hotels,† restaurants,† and tea shops (6; 8; 18)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (6; 2)
	Forced labor in embellishing textiles ( <i>zari</i> ), weaving carpets, and domestic work (21; 26; 2; 3; 19)
	Forced labor in agriculture, producing bricks, quarrying, and breaking stones (2; 7; 14; 28; 29; 3)
	Use in illicit activities, including the cultivation and trafficking of drugs (8; 3)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are trafficked for commercial sexual exploitation both within and outside Nepal, including to India, the Middle East, Asia, and Sub-Saharan Africa. (6; 30; 31; 32; 2; 19) Many children in Nepal are engaged in the production of bricks, which exposes them to hazardous working conditions, including carrying heaving loads, using dangerous machinery, and working in extreme heat. (1)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Nepal has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Nepal's legal framework to adequately protect children from the worst forms of child labor, including with the lack of a minimum age for hazardous work that is consistent with international standards.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Section 3(1) of the Child Labor (Prohibition and Regulation) Act (33)
Minimum Age for Hazardous Work	No	17	Section 3(2) of the Child Labor (Prohibition and Regulation) Act (33)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Schedule 1 of the Child Labor (Prohibition and Regulation) Act (33)
Prohibition of Forced Labor	Yes		Section 4 of the Bonded Labor (Prohibition) Act; Section 4 of the Child Labor (Prohibition and Regulation) Act; Sections 2, 3, 4, 15(1), and 15(2) of the Human Trafficking and Transportation Control Act; Section 4 of the Labor Act (33; 34; 35; 36)
Prohibition of Child Trafficking	No		Sections 3, 4, 15(1), and 15(2) of the Human Trafficking and Transportation Control Act (35)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 3, 4, 15(1), and 15(2) of the Human Trafficking and Transportation Control Act; Sections 16(2) and 16(3) of the Children's Act (35; 37)
Prohibition of Using Children in Illicit Activities	No		Sections 13 and 16(4) of the Children's Act (37)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Section 7 of the Military Service Regulation 2069 (38)
Non-state	No		Article 39(6) of the Constitution (39)
Compulsory Education Age	No	13‡	Article 31(2) of the Constitution (39)
Free Public Education	Yes		Section 16D of the Education Act (40)

\* No conscription (39; 41)

‡ Age calculated based on available information (42)

# Nepal

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In 2017, the government passed the Labor Act, which prohibits the employment of persons in forced labor. The Act sets penalties for forced labor offenders of up to two years of imprisonment or a fine of up to five hundred thousand rupees (approximately \$4,500) or both. (36; 3; 19)

The minimum age for hazardous work is not consistent with international standards as it does not prohibit 17 year old children from engaging in hazardous work. (33; 43) The types of hazardous work prohibited for children also do not include brick-making, a sector in which there is evidence that work involves carrying heavy loads and exposure to hazardous substances. (11; 33)

Laws related to child trafficking are insufficient because they do not clearly criminalize recruitment, harboring or receipt, or transportation in the absence of force, fraud, or coercion. (44) The legal framework also does not explicitly prohibit the use of a child in the production of child pornography. (37) In addition, the legal framework prohibiting the use of children in illicit activities is insufficient as it does not prohibit the use of children in the production of drugs or extend to children who are 17 years of age. (37)

While the Constitution prohibits the recruitment of children by non-state armed groups, there is no specific legislation penalizing this practice. (39; 45; 41) Children in Nepal are required to attend school only up to age 13. (39; 42) This standard makes children age 13 vulnerable to child labor as they are not required to attend school but are not legally permitted to work.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the exceptionally low number of worksite inspections conducted at the national level in Nepal impeded the enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor, Ministry of Labor, Employment, and Social Security (MLESS)	Enforce labor laws, including those involving child labor. Investigate and hold hearings in 10 District Labor Offices. (46) In March 2018, the Ministry of Labor and Employment was re-named as the Ministry of Labor, Employment and Social Security. (47)
Nepal Police Women and Children Service Directorate	Investigate crimes involving women and children, including human trafficking. Conduct work through the Nepal Police Women and Children Service Centers in all 77 districts. (48) The Nepal Police handle complaints received about child labor in districts without a District Labor Office. (46)
Ministry of Land Reform and Management	Enforce laws that prohibit bonded labor in agriculture. (3)
Child Protection Officers and Investigators, Department of Women and Children	Investigate and manage cases involving violations of children's rights through 22 child protection officers and 53 child protection inspectors. (49; 50)
Monitoring Action Committees, Ministry of Women, Children, and Senior Citizens (MWCS)	Investigate reports of commercial sexual exploitation at the district level, including the exploitation of children in the adult entertainment sector. (51)

#### *Labor Law Enforcement*

In 2017, the exceptionally low number of worksite inspections conducted at the national level in Nepal impeded the enforcement of child labor laws (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$6,080† (8)	\$4,000‡ (3)
Number of Labor Inspectors	12† (52)	14‡ (3)
Inspectorate Authorized to Assess Penalties	Yes (8)	Yes (3)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (8)	Unknown (3)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training on New Laws Related to Child Labor	N/A	Unknown (3)
Refresher Courses Provided	Unknown (8)	Unknown (3)
Number of Labor Inspections Conducted	213 <sup>†</sup> (8)	1,857 <sup>‡</sup> (3)
Number Conducted at Worksites	Unknown (8)	Unknown (3)
Number of Child Labor Violations Found	Unknown* (8)	27 (3)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (8)	Unknown (3)
Number of Child Labor Penalties Imposed that were Collected	Unknown (8)	Unknown (3)
Routine Inspections Conducted	Yes (8)	Yes (3)
Routine Inspections Targeted	Yes (8)	No (41)
Unannounced Inspections Permitted	Yes (8)	Yes (3)
Unannounced Inspections Conducted	Yes (8)	Yes (3)
Complaint Mechanism Exists	Yes (8)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (3)

\* The government does not publish this data.

<sup>†</sup> Data are from the Government of Nepal for the period from July 2015 to July 2016.

<sup>‡</sup> Data are from the Government of Nepal for the period from July 2016 to July 2017.

The Gorkha earthquake in 2015 impacted the government's ability to conduct labor inspections among other activities and resulted in a lower number of inspections conducted from July 2015 to July 2016. (3) Department of Labor officials noted that they lacked the resources to collect and publish data on child labor law violations. They also noted that the budget was insufficient and had been decreased from the previous year. (8; 3) In addition, the number of labor inspectors is likely insufficient for the size of the country's workforce, which includes over 15.6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in developing economies, Nepal would employ roughly 390 inspectors. (53; 54; 55) Although labor inspectors periodically receive training on child labor laws and inspection, this training does not necessarily adhere to any formal schedule. (46) In addition, the government and NGOs agreed that the fines and employer-paid compensation outlined in the Child Labor Act were not adequate as deterrents to child labor violations. (49; 3)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Nepal took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with the enforcement of laws that prohibit bonded labor in agriculture.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (8)	Unknown (3)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (8)	Unknown (3)
Number of Investigations	Unknown* (8)	Unknown (3)
Number of Violations Found	Unknown* (8)	Unknown (3)
Number of Prosecutions Initiated	Unknown* (8)	Unknown (3)
Number of Convictions	Unknown* (8)	Unknown (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8)	Yes (3)

\* The government does not publish this data.

The government reported 89 victims of child trafficking from July 2016 to July 2017 and at least one current pending case of a child labor law violation. (3; 41) The government does not have the capacity to enforce laws prohibiting crimes related to the worst forms of child labor and does not maintain a centralized database of cases involving the worst forms of child labor, including child trafficking. (56; 8)



# Nepal

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### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Labor Relations, Child Labor Prevention, and Information Section	Coordinate policy-making on child labor inspection guidelines and monitor implementation of guidelines. (52; 57) Consists of a senior factory inspector, two labor officers, and a senior assistant in MLESS. Confers with MWCSC, Central Child Welfare Board, Department of Labor, and district labor offices. (52)
National Network Against Child Labor	Coordinate the referral of children who are found in child labor to social services. (58) Consists of District Labor Officers, District Women and Children Officers, officers from the Nepal Police Women and Children Service Centers, Chief District Officers, NGOs, and thousands of youth clubs. (48) Research was unable to determine whether this coordinating body was active during the reporting period.
National Coordination Committee on Human Trafficking	Coordinate the implementation of anti-human trafficking laws, policies, and programs at the central, district, and local levels of government. Led by MWCSC and consists of government officials and representatives of NGOs. (48; 51) Research was unable to determine whether this coordinating body was active during the reporting period.
National Human Rights Commission	Monitor and receive complaints on child rights violations. (50) Report on the status of human trafficking victims and coordinate with civil society organizations through the Office of the Special Rapporteur on Trafficking. (48; 50) Research was unable to determine whether this coordinating body was active during the reporting period.
Central Child Welfare Board, MWCSC	Coordinate with MOLESP and civil society to formulate and implement child protection and child labor-related policies. (50; 46) Receive and document complaints via national hotline, in coordination with NGOs. Maintain Central Emergency Fund intended for use in humanitarian support for children. (59)
District Child Welfare Boards	Report on child welfare activities, monitor child care homes, mobilize resources for children at risk, receive and respond to child protection cases, and establish mechanisms to refer children to social services. Consists of social workers, medical practitioners, and government officials. (50; 60)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The Government of Nepal has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with the lack of a policy designed to address other worst forms of child labor.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
School Sector Development Plan (2016/17–2022/23)	Aims to expand access to education and provide alternative schooling and non-formal education to vulnerable populations, including children who are out of school and at risk of entering the worst forms of child labor. Overseen by the Ministry of Education, Science and Technology. (3) In 2017, the government increased interventions in the five most disadvantaged districts in Nepal to provide education for out of school children. (47)
National Plan of Action Against Trafficking in Persons (2011–2022)	Promotes and protects the rights of human trafficking victims and survivors, and outlines policies for providing justice and punishing perpetrators. (61) In 2017, MWCSC completed a mid-term review of the plan, highlighting the need to revise the plan to better address forced labor and align with broader government efforts and structures. (41)

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (3)

In 2017, Nepal made a pledge at the IV Global Conference on the Sustained Eradication of Child Labor held in Argentina to take initiatives on adopting the National Master Plan on the Elimination of Child Labor, amending the Child Labor (Prohibition and Regulation) Act, and conducting research on child labor and forced labor. (62) Although the government has a policy to address human trafficking, it does not have a policy to address other worst forms of child labor. In 2017, the National Planning Commission approved the National Master Plan on the Elimination of Child Labor and forwarded it the Cabinet, where it remains waiting for endorsement. (63; 3)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the Government of Nepal funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs including with barriers to education.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Green Flag Movement (2014–2017) <sup>†</sup>	ILO-funded, municipal government campaign to eliminate child labor. Includes child labor monitoring and awareness-raising activities. (64) In 2017, ILO provided assistance to six municipalities to assist in promotion of the Green Flag Movement. (65)
Child Helpline – 1098 <sup>†</sup>	MWCSC- and Child Workers in Nepal-funded helpline operated by the Nepal Telecommunications Authority. (49) Responds to calls about missing children, child abuse, child labor, child trafficking, and child sexual abuse in 13 districts and municipalities in Nepal, as well as in Bangladesh, Bhutan, India, Maldives, Pakistan, and Sri Lanka. (66; 49; 46) In 2017, the helpline remained active and received 1,857 calls, including 160 related to child labor. (3; 67)
Country-Level Engagement and Assistance to Reduce Child Labor II (CLEAR II) (2014–2018)	USDOL-funded capacity-building project implemented by Winrock International and partners Verité and Lawyers Without Borders in at least eight countries to build the local and national capacity of the government to address child labor. (63) During the reporting period, the program partnered with the government to train labor inspectors, prosecutors, and government personnel on child labor cases, and began implementing a Child Labor Monitoring System in the Panauti Municipality. (63) Additional Information is available on the USDOL website.
From Protocol to Practice: A Bridge to Global Action on Forced Labor (The Bridge Project) (2015–2019)	USDOL-funded global project implemented by the ILO to support global and national efforts aimed at combating forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to ILO C. 29 on Forced Labor. Includes Mauritania, Nepal, and Peru as priority countries. (68) During the reporting period, the project supported the implementation of the first nationally representative survey examining forced labor among adult and child workers. (68) Additional Information is available on the USDOL website.
Decent Work Country Program, Nepal (2013–2017)	ILO, MLESS, Federation of Nepalese Chambers of Commerce and Industry, and Nepal Trade Union Congress-implemented program. (69) Provide technical and financial assistance to implement the provisions of ratified conventions on child labor, strengthen MLESS's child labor monitoring and reporting systems for prevention and early detection, support the mapping of community service providers, and assist the government in revising a hazardous child labor list. (69) In 2017, project assisted the government in the passage of the recent Labor Act among other activities. (65)
Combating Trafficking in Persons (CTIP) Project (2010–2017)	\$9.1 million, USAID-funded project to reduce human trafficking and protect the rights of victims. Strengthen protection services for survivors of human trafficking, build the capacity of the judiciary and law enforcement agencies to enforce legal measures and increase prosecutions, and prevent human trafficking by building awareness among groups that are vulnerable to human trafficking for purposes of labor and sexual exploitation. (8; 49; 70) In 2017, undertook efforts to address a range of areas from assistance in the launching of the fifth national trafficking in persons report to judicial outreach programs and the digitization of court cases. (3)
Support for Schools <sup>†</sup>	MLESS program that supports schools for children ages 5–16 who are at risk of working in the worst forms of child labor. Provides scholarships to cover associated schooling costs for children outside the Kathmandu Valley to attend a local public school, and works with local NGOs to verify that children are attending class. (8) In 2017, MLESS provided support to five schools in the Kathmandu area for children at risk of child labor. (56)
Hamro Samman (Our Respect)* (2017–2022)	USAID-funded project, implemented by Winrock International, to strengthen national and local efforts to combat trafficking in persons, improve civil society advocacy and engagement, and increase private sector partnerships to empower survivors. (3) During the reporting period, the project continued to work with the government to establish formal agreements to enable implementation of the project. (71; 72)
UNICEF Nepal Country Program (2013–2017)	UNICEF-funded program that supports the government's efforts to ensure children's access to education, health care, nutrition, sanitation, hygiene, safe water, and protection among other services. (73; 74) In 2017, an evaluation was undertaken to identify the lessons learned in order to apply those to the 2018-2022 UNICEF Country Program. (73)

\* Program was launched during the reporting period.

<sup>†</sup> Program is funded by the Government of Nepal.

Some children, particularly girls, face barriers to accessing education due to lack of sanitation facilities, geographic distance, and costs associated with schooling. (75; 3) Children with disabilities face additional barriers to accessing education. (76; 3)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Nepal (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Ensure that laws are in line with ILO C. 182 by raising the minimum age for entry into hazardous work to 18.	2009 – 2017
	Ensure that the types of hazardous work prohibited for children are comprehensive and include sectors where there is evidence of child labor, including brickmaking.	2015 – 2017
	Ensure that the legal framework comprehensively criminally prohibits the trafficking of children in accordance with international standards.	2015 – 2017
	Ensure that the law explicitly criminalizes the use of children in the production of child pornography.	2015 – 2017
	Ensure that the law criminally prohibits the use of children through age 17 in the production and trafficking of drugs.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Ensure that the age up to which education is compulsory is the same as the minimum age for work.	2009 – 2017
Enforcement	Provide sufficient resources for the collection, storage, and publication of data on labor and criminal law enforcement actions including the number of violations, prosecutions, and convictions related to child labor, in addition to a centralized database to track and monitor cases of the worst forms of child labor.	2009 – 2017
	Ensure that the Department of Labor's budget is sufficient to adequately enforce child labor laws.	2016 – 2017
	Increase the number of labor inspectors trained and responsible for providing enforcement of child labor laws.	2010 – 2017
	Increase penalties to ensure sufficient deterrence of child labor law violations.	2015 – 2017
	Provide additional resources to criminal law enforcement agencies so that they are able to enforce laws prohibiting crimes related to the worst forms of child labor.	2011 – 2017
	Strengthen the Labor Inspectorate by initiating routine inspections rather than performing inspections solely based on complaints received.	2017
Coordination	Publish information on activities undertaken by coordinating bodies.	2017
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, such as commercial sexual exploitation of children, forced labor of children, and use of children in illicit activities.	2016 – 2017
Social Programs	Eliminate barriers to education, especially for children with disabilities, including the lack of sanitation facilities at schools, long distances to schools, and fees associated with schooling.	2013 – 2017

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*In 2017, Nicaragua made a minimal advancement in efforts to eliminate child labor. The government found child labor infractions and removed children from worksites. It initiated prosecutions of cases of commercial sexual exploitation of children and sentenced two individuals for child pornography charges. However, children in Nicaragua engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. National policies to eliminate child labor and protect children have not been fully implemented, and the government lacks a specific and consistent mechanism to coordinate efforts to address child labor. In addition, the government does not dedicate adequate resources to labor enforcement on child labor and does not publish complete criminal law enforcement data on child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nicaragua engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3) Table 1 provides key indicators on children's work and education in Nicaragua.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	47.7 (342,076)
Attending School (%)	10 to 14	88.3
Combining Work and School (%)	10 to 14	40.3
Primary Completion Rate (%)		85.4

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2018. (4)

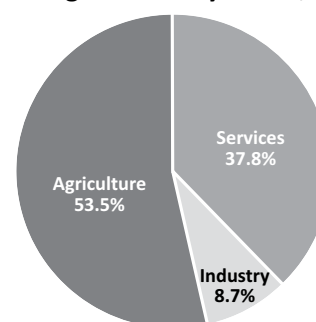
Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Continua de Hogares (ECH) Survey, 2012. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting coffee, bananas, tobacco,† and sugarcane (1; 6; 7; 8; 9; 3)
	Raising livestock (10; 11)
	Collecting shellfish† (10; 12)
Industry	Construction,† including transporting materials (10; 11)
	Quarrying† of pumice and limestone, and mining† of gold (10; 3; 13)
	Production of gravel (crushed stones)† (14; 15; 16; 17)
Services	Domestic work (10; 6)
	Work in transportation† and as couriers† (10)
	Street work, including vending,† washing car windshields, and performing at stoplights† (18; 19; 20; 21; 10; 3)
	Garbage scavenging† (20; 22)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking, and use in the production of pornography (2; 23; 10)
	Domestic work as a result of human trafficking (24; 25)

**Figure 1. Working Children by Sector, Ages 10-14**



# Nicaragua

## MINIMAL ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Forced begging, sometimes as a result of human trafficking (25)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




In Nicaragua, children are subjected to commercial sexual exploitation, particularly in Granada, Managua, the Caribbean autonomous regions, and San Juan del Sur. (23; 26) Children in Nicaragua who lack identification documents, sometimes due to a lack of birth registration, may not have access to social services and are at an increased risk of human trafficking and commercial sexual exploitation. (11) An estimated 15 percent of children born in Nicaragua lack birth certificates. (27) Although the government’s birth registration campaign is advancing, it does not reach all children, especially in remote areas. (28; 29; 30)

Education is free and compulsory in Nicaragua; however, costs associated with school supplies and transportation make it difficult for some children, particularly those from poor backgrounds and rural areas, to attend school. (31; 32; 33) Some sources indicate that investment in secondary schools has lagged behind investment in primary schools and that secondary school attendance remains low, increasing the risk that older children engage in exploitative work. (1; 34; 33)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Nicaragua has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Nicaragua’s legal framework to adequately protect children from the worst forms of child labor, including the compulsory education age.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 131 of the Labor Code; Article 73 of the Childhood and Adolescence Code; Article 84 of the Constitution (35; 36; 37; 38)
Minimum Age for Hazardous Work	Yes	18	Articles 130 and 133 of the Labor Code; Article 1 of Ministerial Agreement No. JCHG-08-06-10; Articles 2 and 74 of the Childhood and Adolescence Code (35; 36; 37; 39)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 1–7 of Ministerial Agreement No. JCHG-08-06-10; Article 133 of the Labor Code (35; 39)
Prohibition of Forced Labor	Yes		Article 40 of the Constitution; Articles 61–63 of the Law Against Trafficking in Persons; Articles 182–183, and 315 of the Penal Code (38; 40; 41)
Prohibition of Child Trafficking	Yes		Articles 61–63 of the Law Against Trafficking in Persons; Articles 182–183 and 315 of the Penal Code (40; 41)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 61 of the Law Against Trafficking in Persons; Articles 175–183 of the Penal Code; Articles 5 and 26 of the Childhood and Adolescence Code (37; 40; 41)
Prohibition of Using Children in Illicit Activities	Yes		Article 61 of the Law Against Trafficking in Persons; Articles 358–359 and 362 of the Penal Code; Article 71 of Law 285 (Reform to the Narcotics Law); Article 79 of the Childhood and Adolescence Code (37; 40; 41; 42)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 96 of the Constitution (38)
State Voluntary	Yes	18	Annex 1 of the Code on the Organization, Jurisdiction, and Social Welfare of the Military (43)
Non-state	Yes		Article 509 of the Penal Code; Article 95 of the Constitution (38; 40)
Compulsory Education Age	No	12‡	Article 121 of the Constitution; Articles 19 and 23 of the Education Law; Article 43 of the Childhood and Adolescence Code (37; 38; 44)
Free Public Education	Yes		Article 121 of the Constitution; Articles 8, 19, and 23 of the Education Law; Article 43 of the Childhood and Adolescence Code (37; 38; 44)

\* No conscription (38)

‡ Age calculated based on available information (37; 38; 44)

Nicaraguan law is not clear regarding the age up to which education is compulsory. Article 121 of the Constitution states that primary school education is compulsory, but it does not specify an age. (38) Under Articles 19 and 23 of the Education Law, education is compulsory only through the sixth grade, which it specifies is up to age 12 and the end of primary school. (44) Article 43 of the Childhood and Adolescence Code states that both primary and secondary school education are compulsory, suggesting up to age 17, but it does not specifically state an age. (37) The lack of clarity regarding the age up to which education is compulsory and the potential gap between the compulsory education age and the minimum age for work may leave children vulnerable to child labor, including its worst forms. (1)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor (MITRAB) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MITRAB)	Enforce labor laws and set child labor policy priorities. Conduct labor inspections through its General Labor Inspectorate, and conduct child labor inspections through its Child Labor Inspections Unit. (45) Conduct training on child labor issues and inspections. Maintain a mailbox in each of Nicaragua's 17 departments to receive complaints of child labor violations. (45)
Nicaraguan National Police (NNP)	Address cases of child labor and human trafficking through the Police Intelligence Unit, which detects crimes, and the Special Crimes Unit, which investigates crimes. Maintain a hotline for reporting violations of children's rights. (45; 46)
Ministry of Governance	Coordinate participation between MITRAB and the NNP in labor inspections in which employers resist inspection. (45)
Prosecutor General's Office	Prosecute cases of child trafficking, commercial sexual exploitation, and the use of children in illicit activities. Contains 2 national-level and 35 department-level prosecutors who prosecute these and other crimes. (45)
Human Rights Attorney for Children	Assist in the enforcement of laws related to child labor and hazardous child labor. (45)
Ministry of the Family, Adolescence, and Childhood (MIFAN)	Maintain a hotline for receiving reports on human trafficking and commercial sexual exploitation. Assist in providing officials with training on child labor violations. (47)

# Nicaragua

## MINIMAL ADVANCEMENT

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Nicaragua took actions to combat child labor (Table 6). However, gaps exist within the operations of MITRAB that may hinder adequate labor law enforcement, including resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown*	\$1,345,368 (10)
Number of Labor Inspectors	133 (48)	97 (10)
Inspectorate Authorized to Assess Penalties	Yes (35; 49)	Yes (10)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown*	Yes (10)
Training on New Laws Related to Child Labor	N/A	Yes (10)
Refresher Courses Provided	Yes (49)	Unknown* (10)
Number of Labor Inspections Conducted	14,605 (49)	13,617 (10)‡
Number Conducted at Worksites	Unknown	13,617 (10)
Number of Child Labor Violations Found	475 (49)	395 (10)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown* (10)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown* (10)
Routine Inspections Conducted	Yes (49)	Yes (10)
Routine Inspections Targeted	Yes (49)	Yes (10)
Unannounced Inspections Permitted	Yes (50)	Yes (10)
Unannounced Inspections Conducted	Unknown	Yes (10)
Complaint Mechanism Exists	Yes (49)	Yes (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (49)	Yes (10)

\* The government does not publish this information.

‡ Data are from January 2017 to October 2017.

Insufficient resources hinder MITRAB's capacity to enforce child labor laws. (51; 10) The number of labor inspectors is likely insufficient for the size of Nicaragua's workforce, which includes approximately 3 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Nicaragua would employ about 203 inspectors. (52; 53; 54) In Nicaragua, many work in the informal sector and in rural areas; 97 labor inspectors is inadequate to cover the country's vulnerabilities to and magnitude of labor violations. (10)

Between January and October 2017, MITRAB conducted 13,617 labor inspections, of which 1,544 were specific to child labor. (10) The government reported finding 395 child labor infractions from these inspections. As a result, MITRAB removed 18 children from worksites. (10) NGOs found this number low compared to the severity of the problem. (10) Government officials and NGOs have reported that child labor inspections throughout the country, particularly in agricultural areas, are limited due to personnel constraints as well as insufficient transportation and other resources. (46)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Nicaragua took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including a lack of publicly available enforcement data to inform monitoring and investigations of the worst forms of child labor.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown* (10)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown* (10)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Refresher Courses Provided	Yes (55)	Unknown* (10)
Number of Investigations	Unknown	Unknown* (10)
Number of Violations Found	Unknown	Unknown* (10)
Number of Prosecutions Initiated	Unknown	12 (10)
Number of Convictions	2 (49)	2 (10)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (47; 49)	Yes (10)

\* The government does not publish this information. (10)

Research did not find the number of criminal investigators employed by the Nicaraguan National Police or Prosecutor General's Office during the reporting period. Other key enforcement information was similarly not published. (10) NGOs have reported that criminal law enforcement efforts related to the worst forms of child labor do not adequately address the scope of the problem. (55) NGOs have also indicated that criminal law enforcement agencies lack sufficient financial resources to adequately carry out criminal investigations. (55; 56)

The Prosecutor General's Office initiated 12 prosecutions in 2017 on counts of sexual exploitation, pornography, and prostitution of minors. Two individuals were sentenced in 2017 for child pornography charges. (10) The first individual was sentenced to 6 years for possession of child pornography, and the second individual was sentenced to 1 year for selling child pornography. According to NGOs, these numbers are low compared to the prevalence of the crime. (10)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including financial resources.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Social Welfare System (SNBS)	Coordinate efforts on child labor and ensure that government institutions protect the rights of children and provide social services to them as part of its mandate to assist the Nicaraguan population. Comprises various government ministries, including MITRAB, MIFAN, the Ministry of Education (MINED), the Ministry of Health (MINSAs), and the Ministry of Governance. (51)
National Coalition Against Trafficking in Persons (CNCTP)	Coordinate efforts to address human trafficking for labor and commercial sexual exploitation. Led by the Ministry of Governance and comprises law enforcement agencies, the Supreme Court of Justice, and NGOs. (26)
Ministry of the Family, Adolescence, and Childhood (MIFAN)	Maintain a guide for the provision of assistance to victims of commercial sexual exploitation and coordinate among agencies responsible for their care, as a part of the SNBS. (46)

NGOs reported that the National Welfare System (SNBS) does not have a specific and consistent coordinating mechanism due to limited coordination among constituent ministries and a lack of financial resources dedicated to combating child labor. (17; 46) In addition, coordination between the SNBS and NGOs that address child labor is limited. (47) Research did not find that the SNBS published information in 2017 on its child labor coordination efforts or how it monitored the implementation of national child labor policies. (50)

During the reporting period, NGOs working on human trafficking issues reported that the National Coalition Against Trafficking in Persons (CNCTP) did not meet with NGOs, despite being required to do so by law. (25; 26) Reports also indicated that the CNCTP did not appoint its Executive Secretariat, which is mandated by the Law Against Trafficking in Persons. (55; 25; 17) Although the Ministry of the Family, Adolescence, and Childhood maintains a guide for providing assistance to child victims of commercial sexual exploitation, reports indicated that the government had no formal procedures for the identification of human trafficking victims among high-risk populations, including children who are trafficked for commercial sexual exploitation. (2; 57; 58)



# Nicaragua

## MINIMAL ADVANCEMENT

The government prevented independent monitoring of human rights issues, including child labor. (17) In November 2017, the government declared that Commissioner Esmeralda Arosemena, a rapporteur on the rights of children for the Inter-American Commission for Human Rights, was unwelcome in the country after being informed of her intended visit to participate in a civil society-led event on child labor. (10; 59)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation of the Roadmap for the Elimination of the Worst Forms of Child Labor and the Coffee Harvest Plan.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Roadmap for the Elimination of the Worst Forms of Child Labor	Sets the goal of eliminating the worst forms of child labor by 2016 and all forms of child labor by 2020. (1)
Good Government Plan	Sets development goals for government ministries, including MITRAB, MINED, and MINSa. Prioritizes human trafficking investigations; aims to protect children from commercial sexual exploitation; and commits to training teachers, creating 1,000 primary school teaching positions, and increasing access to education, including for indigenous and Afro-descendant children. (60)
Coffee Harvest Plan	Aims to assist children whose parents work in the coffee harvest in the Jinotega Department by improving their educational opportunities. Developed by the government in collaboration with the private sector and NGOs. (1)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (61)

There is no comprehensive action plan for the implementation of the Roadmap. (3) Research was unable to determine whether activities were undertaken during the reporting period to implement the Coffee Harvest Plan or the Good Government Plan. In 2016, the CNCTP began drafting a new national action plan to combat human trafficking, but research was unable to determine whether the action plan was established or implemented in 2017. (55)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the scope of their operations.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Love Program ( <i>Programa Amor</i> )†	MIFAN program that supports vulnerable or impoverished children, including children involved in child labor, such as street work. Provides educational assistance for children and vocational training for parents. (45) Overseen by Nicaragua's Vice President in coordination with MINED, MINSa, MITRAB, and the Ministry of Governance. Includes children from birth to age 6 through the Love Program for the Smallest Ones. (45)
Educational Bridges ( <i>Puentes Educativos</i> )†	MITRAB and MINED public-private partnership that provides education to children of coffee workers to prevent child labor during coffee harvests. (62)
Integral School Meal Program ( <i>Merienda Escolar</i> )†	MIFAN and WFP initiative that provides children and adolescents with meals at school to address poverty and improve attendance. (46; 47) In 2017, the government reported that 1.2 million students nationwide benefitted from this program. (17)
National School Supply Program ( <i>Paquete Escolar</i> )†	MINED program that distributes packages of school supplies to preschool, primary, and secondary school children in the poorest districts to increase attendance and completion rates. (47) In 2017, the government reported that 625,772 students received book bags with school supplies, as well as a pair of school shoes, through the National School Supply Program. (17)
Birth Registration Campaign†	Government initiative, in coordination with Save the Children and UNICEF, to advance birth registration campaigns. (10; 28)

† Program is funded by the Government of Nicaragua.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (49; 63; 64)

The scope of current social programs is not sufficient to assist children who are trafficked or engaged in the worst forms of child labor, including commercial sexual exploitation. (45) The government coordinates with NGOs to provide human trafficking victims with medical, educational, legal, and psychological assistance in NGO-run shelters. (26) NGOs indicate that the regions most affected by human trafficking lack adequate care facilities, and that children who are victims of trafficking in these areas are referred to NGO shelters in Managua. (58) The government does not report funding levels for or specific activities undertaken by the Love Program, and sources report that the program is underfunded. (45; 46; 51) Research was unable to determine what steps were taken to implement the Love Program, Educational Bridges, and the Birth Registration Campaign in 2017.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Nicaragua (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law is consistent and provides a compulsory education age that is not less than the minimum age for work.	2014 – 2017
Enforcement	Dedicate more human and financial resources to the enforcement of child labor laws, particularly in agriculture, by increasing the number of labor inspectors to meet the ILO's technical advice.	2009 – 2017
	Publish information on the refresher courses provided as training to labor inspectors.	2017
	Impose penalties and collect fines for child labor violations, and make this information publicly available.	2015 – 2017
	Publish information on the number of children referred between labor authorities and social services.	2015 – 2017
	Publish information on the number and training of criminal investigators employed to investigate the worst forms of child labor, and ensure that they have adequate resources to conduct their investigations.	2014 – 2017
	Publish complete information on the number of criminal investigations and violations related to the worst forms of child labor, and ensure that criminal law enforcement efforts are adequate to address the scope of the problem.	2014 – 2017
Coordination	Clarify the roles of SNBS ministries in addressing child labor; increase their collaboration and resources to ensure that the government has a specific and consistent mechanism to coordinate efforts to address child labor, including with NGOs; and publicly report on their efforts.	2014 – 2017
	Ensure that the CNCTP meets regularly to coordinate government activities on human trafficking issues, and ensure that it establishes its Executive Secretariat as mandated by the Law Against Trafficking in Persons.	2015 – 2017
	Enhance coordination and information sharing among actors involved in child labor issues and in efforts to identify and refer victims of child trafficking.	2009 – 2017
	Ensure that independent monitors can report on human rights issues, including child labor.	2017
Government Policies	Finalize and implement a concrete action plan to achieve the objective of eliminating child labor by 2020.	2009 – 2017
	Publish information on efforts undertaken to implement the Coffee Harvest Plan and the Good Government Plan.	2017
	Make information publicly available on national plans that address human trafficking and publicly report on their implementation.	2014 – 2017
Social Programs	Expand birth registration programs, particularly in remote areas, to ensure that children have access to basic services.	2009 – 2017
	Develop strategies and devote resources to improve attendance of children in secondary school.	2009 – 2017
	Expand programs to address the worst forms of child labor in more sectors in which exploitative child labor exists, such as commercial sexual exploitation.	2009 – 2017
	Dedicate greater resources to expand services that assist child trafficking victims.	2010 – 2017
	Assess the effectiveness of the Love Program in reducing the worst forms of child labor and publish its results to inform future efforts.	2010 – 2017

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# Niger

## MODERATE ADVANCEMENT

In 2017, Niger made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Niger adopted a decree that increased the minimum age for hazardous work to 18 and expanded the number of hazardous occupations prohibited for children. The government also adopted the Plan for Social and Economic Development that includes activities to improve access to education for vulnerable populations, especially migrant children, and combat child street work and forced child begging. In addition, the government continued to participate in a number of programs targeting the worst forms of child labor, including a new program that aims to combat human trafficking and migrant smuggling. However, children in Niger engage in the worst forms of child labor, including in hereditary slavery and mining. Children also perform dangerous tasks in agriculture. Existing child labor laws and regulations do not apply to children in unpaid or non-contractual work, and gaps in enforcement have left children unprotected from the worst forms of child labor. In addition, social programs to combat child labor in Niger are insufficient to adequately address the extent of the problem.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Niger engage in the worst forms of child labor, including in hereditary slavery and mining. (1; 2; 3; 4). Children also perform dangerous tasks in agriculture. (5; 6; 7) Table 1 provides key indicators on children's work and education in Niger.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	42.9 (2,516,191)
Attending School (%)	7 to 14	48.0
Combining Work and School (%)	7 to 14	22.1
Primary Completion Rate (%)		71.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey (DHS), 2012. (9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of rice, fruits, nuts, and vegetables (5; 6; 3)
	Herding and caring for livestock, including cattle (6; 3; 7)
	Fishing (6)
Industry	Quarrying <sup>†</sup> and mining <sup>†</sup> for trona, salt, gypsum, natron, and gold (1; 2; 10; 11; 12; 13; 14)
	Mechanical repair, <sup>†</sup> welding, <sup>†</sup> and metal work <sup>†</sup> (15)
	Working in construction, <sup>†</sup> tanneries, <sup>†</sup> and slaughterhouses <sup>†</sup> (13; 16; 7)
Services	Street work, including as market vendors, beggars, <sup>‡</sup> and scavenging garbage (2; 16; 7)
	Domestic work (2; 3; 10; 7)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (3; 4; 17; 18)
	Forced recruitment by non-state armed groups for use in armed conflict (4; 19; 7)
	Hereditary and caste-based slavery, including for cattle herding, agricultural work, domestic work, and sexual exploitation (3; 4; 17; 20; 21)
	Forced begging for Koranic teachers (2; 3; 4; 17; 21)
	Forced labor in domestic work and mining, each sometimes as a result of human trafficking (10; 22; 4)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



Children in Niger, especially boys and girls from the Arab, Djerma, Peulh, Tuareg, and Toubou ethnic minorities, continue to be exploited as slaves and endure slave-like practices, particularly in distant western and northern regions and along the border with Nigeria. Some children are born into slavery, while others are born free, but remain in a dependent status and are forced to work with their parents for their former masters in exchange for food, money, and lodging. (23; 4; 3) A particular form of slavery in Niger is the *wahaya* practice, in which men buy girls born into slavery, typically between ages 9 and 11, as “fifth wives.” Child slaves, including those involved in the practice of *wahaya*, are forced to work long hours as cattle herders, agricultural workers, or domestic workers, and are often sexually exploited. (3; 10; 24; 20; 7; 4; 17; 18) As with those involved in hereditary slavery, the children of *wahaya* wives are considered slaves as well and are passed from one owner to another as gifts or as part of dowries. (13; 25; 4; 17)

In Niger, it is also a traditional practice to send boys (*talibés*) to Koranic teachers (*marabouts*) to receive religious education. Some of these boys, however, are forced by their teachers to perform manual labor or to beg on the streets and surrender the money they earn. (2; 3; 4; 17; 21)




During the year, Boko Haram attacked numerous villages in the Diffa region along Niger’s border with Nigeria, which caused an influx of Nigerian refugees and Nigerien internally displaced persons and strained the government’s resources for addressing child labor. Evidence suggests that Boko Haram forcibly recruited Nigerien children for use in armed conflict in the Diffa region. (26; 19; 7) In addition, refugee and internally displaced children may have difficulty accessing education, which makes them particularly vulnerable to engaging in the worst forms of child labor, including recruitment by non-state armed groups. (23; 10; 25; 19)

Although the Constitution of Niger provides for free education, in practice, this provision is not enforced effectively because many children, especially girls, do not attend school. (23; 27; 7; 25) The lack of school infrastructure, school materials, and limited availability of teachers, especially in rural areas, impeded access to education, which may increase the vulnerability of children to the worst forms of child labor. (3; 28; 29; 25; 18)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Niger has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Niger’s legal framework to adequately protect children from child labor, including with the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Article 106 of the Labor Code (30)
Minimum Age for Hazardous Work	Yes	18	Article 159 of Decree No. 2017–682 (31)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 159–161 and 164–171 of Decree No. 2017–682; Article 181 of the Penal Code (32; 31)
Prohibition of Forced Labor	Yes		Article 14 of the Constitution; Article 4 of the Labor Code; Article 158 of Decree No. 2017–682; Article 2 of the Law on Combating Trafficking in Persons; Article 270 of the Penal Code (27; 30; 32; 33; 31)
Prohibition of Child Trafficking	Yes		Article 107 of the Labor Code; Article 158 of Decree No. 2017–682; Article 10 of the Law on Combating Trafficking in Persons; Article 16 of the Law 2015–36 on Illicit Traffic of Migrants (30; 33; 31; 34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 107 of the Labor Code; Article 158 of Decree No. 2017–682; Articles 291–292 of the Penal Code; Article 10 of the Law on Combating Trafficking in Persons (30; 32; 33; 31)
Prohibition of Using Children in Illicit Activities	Yes		Article 107 of the Labor Code; Article 158 of Decree No. 2017–682; Article 10 of the Law on Combating Trafficking in Persons; Article 181 of the Penal Code (30; 32; 33; 31)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 107 of the Labor Code (30)
Non-state	Yes	18	Article 107 of the Labor Code (28; 30)
Compulsory Education Age	No		
Free Public Education	Yes		Article 23 of the Constitution (27)

\* No conscription (35)

In August 2017, the government adopted a decree regulating certain provisions of the Labor Code, including those related to child labor. (36; 31) The Decree increases the minimum age for hazardous work to 18 as required by international standards and it also expands the number of hazardous occupations or activities prohibited for children, including work with dangerous machinery equipment and tools and work in unhealthy environments that may expose children to hazardous substances or temperatures. (31)

The Labor Code does not apply to self-employed workers, which does not conform with international standards that require all children to be protected under the law establishing a minimum age for work. (23; 28)

Although Article 2 of the Law on the Orientation of the Educational System in Niger guarantees education for all children ages 4 to 18, there is no law that establishes a compulsory education age. (37)

Article 178 of the Penal Code provides penalties for vagrancy, which is defined by Article 177 as a person without a home, an occupation, or means of subsistence. This Article may compel children who live on the streets to engage in the worst forms of child labor. (32; 38)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Employment, Labor and, Social Security (MELSS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment, Labor and, Social Security (MELSS)	Enforce labor laws and investigate Labor Code infractions, including those on child labor. In addition, conduct awareness-raising programs to combat child labor. (3; 39; 23; 15)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
National Agency to Fight Against Trafficking in Persons and Illegal Migrant Transport (ANLTP/TIM)	Implement policies and programs developed by the National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNCLTP); conduct awareness campaigns about human trafficking; provide training and education to reduce the risk of human trafficking; and maintain a hotline to receive complaints of human trafficking. (40; 41; 42; 4)
Ministry for the Promotion of Women and Child Protection	Work with law enforcement officials to provide vulnerable children with social and reintegration services, including education and counseling, in 34 centers across the country. (3; 14)
National Civil Police Force Morals and Minors Brigade	Investigate criminal cases involving minors, including issues pertaining to human trafficking, commercial sexual exploitation, and hereditary slavery. Housed under the Ministry of Interior and Public Security. (14; 17; 43)
Ministry of Justice's District and Magistrate Courts	Enforce criminal laws related to child labor through 10 district courts and 30 magistrate courts. (23; 15; 14)
Regional and Vigilance Committees	Prevent child trafficking by alerting law enforcement of activities linked to human trafficking, directing victims of human trafficking to law enforcement, and working closely with the Minister of Interior to raise awareness of child labor. Vigilance committees, which exist in 30 localities, report suspected cases of illegal transport of minors to the police. (44; 45)
National Human Rights Commission (CNDH)	Receive complaints and conduct investigations of human rights violations, including hereditary slavery. (23; 3)

### ***Labor Law Enforcement***

In 2017, labor law enforcement agencies in Niger took actions to combat child labor (Table 6). However, gaps exist within the authority of the MELSS that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	\$20,000 (7)
Number of Labor Inspectors	73 (46)	47 (7)
Inspectorate Authorized to Assess Penalties	No (15)	No (7)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (15)	N/A (7)
Training on New Laws Related to Child Labor	Yes (15)	Yes (7)
Refresher Courses Provided	Yes (15)	Yes (7)
Number of Labor Inspections Conducted	Unknown (15)	163 (7)
Number Conducted at Worksites	Unknown (15)	163 (7)
Number of Child Labor Violations Found	Unknown (15)	Unknown (7)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (15)	Unknown (7)
Number of Child Labor Penalties Imposed that were Collected	Unknown (15)	Unknown (7)
Routine Inspections Conducted	Yes (15)	Yes (7)
Routine Inspections Targeted	Yes (15)	Yes (7)
Unannounced Inspections Permitted	Yes (15)	Yes (7)
Unannounced Inspections Conducted	Yes (15)	Yes (7)
Complaint Mechanism Exists	Yes (15)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15)	Yes (7)

During the reporting period, the number of labor inspectors decreased from 73 in 2016 to 47 in 2017, mainly due to better wages offered in the private sector. MELSS was unable to replace the inspectors that departed because the government instituted a hiring freeze during the reporting period. (47) The number of labor inspectors is likely insufficient for the size of Niger's workforce, which includes approximately 6.5 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed countries, Niger should employ about 163 labor inspectors. (48; 49; 50) Reports indicate the government lacks equipment, transportation, and funding to conduct child labor inspections and legal proceedings, especially in remote locations and in the informal sector, which employs over 40 percent of the workforce. (23; 7; 51)

# Niger

## MODERATE ADVANCEMENT

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Niger took actions to combat child labor (Table 7). However, gaps exist within the operations of criminal enforcement agencies that may hinder adequate criminal law enforcement, including prosecution planning and allocating financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (15)	N/A (7)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (15)	Yes (7)
Refresher Courses Provided	Yes (15)	Yes (7)
Number of Investigations	Unknown (15)	Unknown (7)
Number of Violations Found	Unknown (15)	Unknown (7)
Number of Prosecutions Initiated	0 (15)	Unknown (7)
Number of Convictions	0 (15)	Unknown (7)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (15)	Yes (7)

During 2017, the National Agency to Fight Against Trafficking in Persons and Illegal Migrant Transport (ANLTP/TIM) provided training to 60 judges and police investigators, including from the Morals and Minors Brigade, on laws and the enforcement of laws relating to the worst forms of child labor, including on child trafficking. (15; 41; 4; 21) In addition, the ANLTP/TIM partnered with an international organization to open the first shelter for human trafficking victims, including children, in Zinder, along the border with Nigeria. (41; 21)

During the reporting period, the government investigated 22 cases related to trafficking in persons; however, it is unclear how many of these cases involved children. In November 2017, the Nigerien Civil Police Force, in collaboration with Interpol, conducted a regional operation that rescued eight child victims of human trafficking; however, the number of prosecutions or convictions, if any, that resulted from this operation is unknown. (52; 21) In addition, the number of calls received by the ANLTP/TIM's hotline that involve child trafficking is unknown. (21) Evidence does not show that criminal law enforcement authorities made meaningful efforts to address the use of children for forced mining, forced begging, or traditional forms of caste-based servitude and hereditary slavery. (2; 41; 53; 25; 4) Reports indicate that inadequate resources, including insufficient personnel, funding, and training, hamper enforcement authorities' capacity to coordinate and enforce laws related to child labor. (4; 7; 53; 21)

An informal referral mechanism between NGOs, the police, and government social services is in place, but the resources and facilities available to social services agencies remain inadequate. (15; 4; 21) While the exact number of children removed from the worst forms of child labor is unavailable, removal of children from child labor occurs only in extreme exploitative cases, such as child trafficking or forced labor, according to the MELSS. (54)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with funding.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor	Coordinate programs, advise on child labor legislation and regulations, and review proposals for action plans for the ILO-IPEC country program. Chaired by the MELSS. (55; 39; 14; 18)
National Commission to Coordinate Efforts to Combat Trafficking in Persons and Illegal Migrant Transport (CNCLTP/TIM)	Coordinate efforts to combat human trafficking, and develop and implement policies and programs related to human trafficking. (33; 42; 4; 18) Includes representatives from the MELSS and civil society organizations. (55; 40) During 2017, the CNCLTP/TIM supported the ANLTP/TIM to conduct training for law enforcement agencies and raise awareness on laws related to combatting trafficking in persons and illicit migrant smuggling and developed a procedures manual for government social services providers and civil society to identify and assist victims of trafficking. (41; 18)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
National Committee to Combat Child Labor in Agriculture	Coordinate policies and programs to combat child labor in agriculture. (56) Chaired by the Ministry of Agriculture, includes representatives from the MELSS and the Ministry for the Promotion of Women and Child Protection, as well as non-governmental stakeholders. (57) In 2017, worked to implement a \$247,000 project to reduce child labor in agriculture and worked with local producers to combat hazardous child labor in agriculture. (58; 59)

Reports indicate that budget constraints hampered the effectiveness of the National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNCLTP). (4; 41; 21) In addition, evidence did not find whether the National Steering Committee on Child Labor was active or received any funding during the reporting period. (15)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, gaps exist that hinder efforts to address child labor, including with implementation of these policies.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Action Plan to Combat Trafficking in Persons (2014–2018)	Includes goals of enhancing the legal framework to prevent human trafficking, adequately implementing the laws, and providing effective protection and care for victims, including children. Led by the ANLTP/TIM. (45; 60; 42; 18) In 2017, implemented awareness-raising campaigns in Agadez as part of National Day for Mobilization Against Trafficking in Persons and organized training in Niamey for law enforcement agencies and civil society on human trafficking. (61; 45; 21) In addition, the ANLTP/TIM released a survey on societal perceptions and attitudes toward human trafficking in Niger to inform enforcement and policy efforts. (18; 62; 21)
Plan for Social and Economic Development (2017–2021) <sup>†</sup>	Aims to promote sustainable development and social equality. Overseen by the Ministry of Planning. (18; 63) Includes activities to improve access to education for vulnerable populations, especially migrant children, and to combat street work and forced begging by children. (63)
National Social Protection Strategy	Aims to improve the quality of, and access to, basic education and health services; includes strategies to combat child labor. Overseen by the Ministry for the Promotion of Women and Child Protection. (64; 17)
UNDAF (2014–2018)	Promotes improved access to education for vulnerable children and aims to build government capacity to address child labor. Falls under the direction of the Ministry of Planning and receives support from international donors. (65; 66)
Education and Training Sectorial Program (PSEF) (2014–2024)	Sets out a comprehensive map to improve the quality of, and access to, basic and higher education. Led by the Ministry of Education. (67; 28; 18) In 2017, the government indicated that the PSEF has increased the primary completion rate in Niger from 49.1 percent in 2012 to 78.4 percent. (68)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government has other policies that may have addressed child labor issues or had an impact on child labor. (18)

In 2017, the First Lady of Niger, along with other leading figures, made a declaration in Abidjan, Côte d'Ivoire on child protection, including child trafficking, exploitation, child labor, and all other forms of violence against children. (69; 70) Despite this, the Government of Niger has not adopted the draft National Action Plan to Combat Child Labor, which was drafted in 2015 and aims to eliminate the worst forms of child labor in Niger by 2025. (71; 18) In addition, research was unable to determine whether activities were undertaken to implement the UNDAF during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However gaps exist in these social programs, including with the adequacy of efforts to address the problem in all sectors.



**Table 10. Key Social Programs to Address Child Labor**

Program	Description
From Protocol to Practice: A Bridge to Global Action on Forced Labor (2015–2019)*	USDOL-funded global project implemented by the ILO to support global and national efforts aimed at combating forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to C.29 on Forced Labor. (71; 72) In 2017, named Niger to the project to help implement the Protocol, particularly as it relates to hereditary forms of slavery. Additional information is available on the USDOL website.
Global Action Against Trafficking in Persons and the Smuggling of Migrants (GLO ACT)*	\$11 million EU-funded global project implemented by UNODC, UNICEF, and the IOM to combat human trafficking and migrant smuggling. In 2017, conducted training for justice enforcement officials on child trafficking. (73; 74)
Centers for Education, Legal, and Preventive Services (SEJUP)†	Government program, in collaboration with UNICEF, aims to provide food, shelter, education, and vocational training to street children, many of whom are victims of child labor. In 2017, operated 34 centers nationwide. (2; 3; 75)
Project to Reduce Child Labor in Agriculture (2016–2018)	\$247,000 FAO-funded program, implemented by the Ministry of Agriculture, that aims to combat child labor in the agriculture sector, with a focus in the regions of Niamey, Tillabery, Dosso, and Tahoua. In 2017, worked with local producers to combat hazardous child labor in agriculture. (58; 76; 59)
Project to Prevent and Protect Children from Commercial Sexual Exploitation (2015–2017)	\$470,000 Government of Luxembourg-funded, 2 year project to combat commercial sexual exploitation of children in the regions of Niamey, Tillabery, and Dosso. Over 3 years, provided reintegration services to 2,000 children and raised awareness of 18,000 people on commercial sexual exploitation of children. (77; 78)
UNICEF Country Program (2014–2017)	UNICEF-funded program that supports the government’s efforts to improve children’s education, birth registration rates, and social inclusion, and to strengthen child protection programs, including for children of refugees in the Diffa region. In 2017, provided protection and reintegration services to 10,561 at-risk children. (79; 18; 80)
World Bank Country Program	Aims to increase access to quality basic and secondary education, improve school infrastructure, and strengthen safety nets for vulnerable populations. In 2017, completed construction of 440 classrooms in primary schools, provided education grants to 700 girls in secondary schools, and delivered cash transfers to 40,542 project participant households. (81; 82)

\* Program was launched during the reporting period.

† Program is funded by the Government of Niger.

Although Niger has programs that target child labor, the scope of these programs is insufficient to fully address the problem, especially in agriculture, herding, mining, and caste-based servitude. Niger also lacks a specific program to assist children exploited by religious instructors. (15; 83; 53; 4; 71; 21)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Niger (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish a compulsory education age equal to or higher than the minimum age of employment.	2016 – 2017
	Ensure that the law’s minimum age provisions and protections apply to self-employed children and those in unpaid or non-contractual work.	2015 – 2017
	Ensure that street children are not compelled to engage in child labor by means of penalizing vagrancy.	2009 – 2017
Enforcement	Ensure the Labor Inspectorate has authority to determine and assess penalties.	2016 – 2017
	Increase the resources and number of labor inspectors and criminal investigators responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2009 – 2017
	Ensure inspections and enforcement efforts take place in the informal sector and remote locations, in which most child labor occurs.	2014 – 2017
	Increase efforts to ensure that perpetrators of the traditional forms of caste-based servitude, hereditary slavery, and forced mining and begging are prosecuted according to the law.	2010 – 2017
	Publish complete information on violations, and penalties related to child labor, as well as the number of criminal law investigations, violations, prosecutions, and convictions.	2012 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure government social services providers have sufficient resources and facilities to provide the necessary care to all children withdrawn from hazardous labor.	2015 – 2017
	Disaggregate complaints made to the ANLTP/TIM's hotline by number of children trafficked.	2013 – 2017
Coordination	Ensure that key coordinating mechanisms, such as the CNCLTP and the National Steering Committee on Child Labor, are active and receive adequate funding to fulfill their missions.	2011 – 2017
Government Policies	Adopt and implement the National Action Plan to Combat Child Labor.	2009 – 2017
	Ensure that the UNDAF is implemented.	2016 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including girls, refugees, internally displaced children, and children in rural communities by increasing school infrastructure, teacher availability, and school supplies.	2013 – 2017
	Expand the scope of programs to address the worst forms of child labor, including in agriculture, herding, mining, and caste-based servitude.	2009 – 2017
	Implement a program to target children exploited by religious instructors.	2011 – 2017

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*In 2017, Nigeria made a moderate advancement in efforts to eliminate the worst forms of child labor. Edo State established a Task Force to combat human trafficking and the Borno State government signed as a witness to an Action Plan between the United Nations and the non-governmental Civilian Joint Task Force (CJTF) which aims to end the recruitment and use of children by the CJTF. Labor inspectors conducted 4,694 child labor inspections, found 606 violations, and the National Agency for the Prohibition of Trafficking in Persons and Other Related Matters convicted 10 perpetrators for crimes related to the worst forms of child labor. However, despite these efforts, children continue to be engaged in the worst forms of child labor, including in quarrying granite and gravel, commercial sexual exploitation, and armed conflict. The legal framework has inconsistencies regarding child labor, and the minimum age for work is below international standards. There are not enough labor inspectors to provide sufficient coverage of the workforce. In addition, social programs are not sufficient to address the scope of the problem.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nigeria engage in the worst forms of child labor, including in quarrying granite and gravel, commercial sexual exploitation, and armed conflict. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in Nigeria.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	31.1 (13,924,739)
Attending School (%)	5 to 14	76.2
Combining Work and School (%)	7 to 14	26.8
Primary Completion Rate (%)		73.8

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of manioc/cassava, cocoa, rice, and tobacco (2; 7; 8; 9)
	Fishing, activities unknown (10)
	Herding livestock (11)
Industry	Mining and quarrying granite and gravel (1; 2; 7; 12)
	Artisanal gold mining and processing (2; 7; 13; 14; 15)
	Harvesting sand (7)
	Construction, including making bricks and carrying construction materials (2)
Services	Domestic work (1; 2; 16; 17)
	Collecting money on public buses, and automotive repair (1; 17; 18; 11)
	Street work, including vending, begging, and scavenging (1; 2; 16; 17; 18; 19; 20)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking (17; 21; 22; 3)
	Forced begging, domestic work, street vending, textile manufacturing, mining and quarrying gravel and granite, and labor in agriculture, including in cocoa, each sometimes as a result of human trafficking (23; 24; 3; 25; 26)
	Use in illicit activities for armed groups, sometimes as a result of forced recruitment, including participating in extortion, armed robbery, and drug trafficking (9; 17; 18)



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Recruitment of children by non-state armed groups for use in armed conflict and in non-conflict support roles (3; 4; 27; 28)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In northern Nigeria, many families send children from rural to urban areas to live with Islamic teachers, known as *mallams*, and receive a Koranic education. These children, known as *almajiri*, may receive lessons, but teachers often force them to beg on the streets and surrender the money they collect. (29; 30; 31) Furthermore, these children are highly vulnerable to recruitment by Boko Haram. (31)

Benin City, the capital of Edo state, is a major human trafficking hub in Africa. (32; 33) Girls from Nigeria are sent to North Africa and Europe for forced labor and commercial sexual exploitation. (33; 34; 35; 36; 37; 38) Children from West African countries experience forced labor in Nigeria, including in granite mines, begging, agriculture, and domestic work. (3; 23; 39; 40)

Boko Haram forcibly recruited and used child soldiers during the reporting period. (4; 3) Reports indicate that children were recruited to participate in combat operations and act as spies, messengers, porters, body guards, and cooks. (27; 41) Children were also forced to act as suicide bombers. (4) The terrorist group also subjected girls to forced labor and sexual servitude. (3; 41) The Civilian Joint Task Force (CJTF), a non-state self-defense militia involved in fighting Boko Haram, continued to recruit and use children to conduct security searches, gather intelligence, man checkpoints, and apprehend suspected insurgents. (27; 28) The CJTF also reportedly used some children recovered from Boko Haram to lead CJTF and army personnel to Boko Haram camps, putting these children at serious risk for retaliation and denying them victim care. Although the Government of Nigeria has officially prohibited the recruitment and use of child soldiers, research found that the Nigerian military conducted joint patrols with the CJTF, which used children during the reporting period. (42; 27; 28) As reported by the Secretary-General of the United Nations, as of May 2016, Nigerian military personnel were using four boys between ages 14 and 16 years old in support roles. At the close of 2017, it was unknown whether these children had been released. (43)



In 2017, more than 1.7 million people were internally displaced in northeast Nigeria, of which nearly 500,000 were children under age 18. (44) Some girls, particularly unaccompanied minors, were subjected to commercial sexual exploitation in IDP camps and military barracks, often by members of the Nigerian military, the CJTF, and other camp security personnel in exchange for food. (3; 45; 46; 47; 48) Research was not able to determine the scale of this problem in 2017.

Although free and compulsory education is federally mandated by the Education Act, little enforcement of compulsory education laws occurs at the state level. (49) School fees are often charged, and the cost of materials can be prohibitive for families. (49; 50) Access to education is further hindered by a lack of teachers and inadequate sanitation facilities, particularly for girls. (49) Many families favored the enrollment of boys over girls in elementary and secondary school. (51; 52) Furthermore, government armed forces have previously occupied schools in their campaign against Boko Haram and the Islamic State-West Africa. (43; 27)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Nigeria has ratified all key international conventions concerning child labor (Table 3).


**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

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**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Nigeria's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	12	Section 59(1) of the Labour Act; Sections 28 and 29 of the Child's Right Act (53; 54)
Minimum Age for Hazardous Work	Yes	18	Section 59(6) of the Labour Act; Sections 28, 29, and 277 of the Child's Right Act (53; 54)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Sections 59-61 of the Labour Act; Section 28 of the Child's Right Act; Section 23 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act (53; 54; 55)
Prohibition of Forced Labor	Yes		Sections 13, 22, 24, and 25 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Sections 28 and 30 of the Child's Right Act (54; 55)
Prohibition of Child Trafficking	Yes		Section 13 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Section 30 of the Child's Right Act (54; 55)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 13-17 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Sections 30 and 32 of the Child's Right Act; Section 23 of the Cybercrimes Act (54; 55; 56)
Prohibition of Using Children in Illicit Activities	Yes		Section 19 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Sections 25-26, and 30 of the Child's Right Act (54; 55)
Prohibition of Military Recruitment			
State Compulsory	Yes*		
State Voluntary	Yes	18	Section 28 of the Armed Forces Act; Section 34 of the Child's Right Act (54; 57)
Non-state	No		Section 19 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act (55)
Compulsory Education Age	Yes	15	Sections 2 and 15 of the Education Act; Section 15 of the Child's Right Act (54; 58)
Free Public Education	Yes		Sections 2 and 3 of the Education Act; Section 15 of the Child's Right Act (54; 58)

\* No conscription (57)

The Federal Child's Right Act (CRA) codifies the rights of children in Nigeria and must be domesticated by each state to become law in its territory. (9; 54) To date, 23 states and the federal capital territory have domesticated the CRA; of the remaining 13 states, 12 are in northern Nigeria. (16; 59)

The laws in Nigeria regarding minimum age for employment are inconsistent. The CRA supersedes all legislation related to children yet states that the provisions on young people in the Labour Act still apply to children. (54) Although the CRA restricts children under age 18 from any work except light work for family members, it still applies Section 59 of the Labour Act, which is in force in all 36 states, that sets the minimum employment age at 12. (53; 54; 60) The Labour Act also permits children of any age to do light work alongside a family member in agriculture and domestic work. (53; 61) Furthermore, the minimum age protections in the Labour Act do not apply to children who are self-employed or working in the informal economy. (53; 61)

Although the Labour Act forbids the employment of youth under age 18 in work that is dangerous to their health, safety, or morals, it does not establish types of hazardous activity that are prohibited to children under 18. (53) The National Steering Committee

for the Elimination of the Worst Forms of Child Labor developed a report in 2013 that identified hazardous child labor in Nigeria; however, the government has not yet determined by law or regulation the types of hazardous work prohibited for children. (2; 61)

Although the CRA criminalizes using, procuring, and offering a child in the production and trafficking of drugs, the 13 states that have not yet ratified the CRA have no legislation in place to criminalize this activity. (54; 52)

Children are not excluded from the Terrorism Prevention Act's penalty of life imprisonment for assisting in acts of terrorism. (63)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5). However, gaps exist within the operations of the Ministry of Labor and Employment (MOLE) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Inspectorate, Ministry of Labor and Employment (MOLE)	Deploy labor inspectors across 36 state labor offices and the federal capital territory to enforce federal child labor laws. (9; 64)
National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP)	Enforce laws against human trafficking and exploitative labor. (9) Coordinate with the Ministry of Women's Affairs and Social Development and state governments to provide child victims with social services and reunite trafficked children with their families. (9)
Nigeria Police	Enforce all laws prohibiting forced child labor and commercial sexual exploitation. Collaborate with NAPTIP on human trafficking enforcement. (9)
Nigeria Immigration Service	Collaborate with NAPTIP to enforce laws against child trafficking. (9)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Nigeria took action to combat child labor (Table 6). However, gaps exist within the operations of MOLE that may hinder adequate labor law enforcement, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	Unknown	888 (65)
Inspectorate Authorized to Assess Penalties	Unknown	Yes (11)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (66)
Training on New Laws Related to Child Labor	Unknown	N/A
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	Unknown	25,395 (66)
Number Conducted at Worksites	Unknown	23,472 (66)
Number of Child Labor Violations Found	Unknown	606 (66)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	3 (66)
Number of Child Labor Penalties Imposed that Were Collected	Unknown	0 (66)
Routine Inspections Conducted	Unknown	Yes (66)
Routine Inspections Targeted	Unknown	Yes (66)
Unannounced Inspections Permitted	Unknown	Yes (66)
Unannounced Inspections Conducted	Unknown	Yes (66)
Complaint Mechanism Exists	Unknown	Yes (66)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (66)

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There are 42 inspectors dedicated to child labor in the federal capital territory; however, research did not find mechanisms to enforce existing protections for children who perform street work. (67; 66) The number of labor inspectors is likely insufficient for the size of Nigeria's workforce, which includes approximately 60 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Nigeria would employ about 4,005 labor inspectors. (68; 69; 66) Enforcement of child labor laws remains challenging due to the lack of resources for inspections. (70; 10)

In 2017, inspectors conducted 4,694 child labor specific inspections and removed 275 children from child labor; 211 children were provided with vocational training, 100 children were enrolled in primary and secondary schools, and 20 children were reunited with their parents. (66) The Ministry of Labor and Employment (MOLE) refers cases of children that are gravely in danger to the National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP). (29)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Nigeria took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigation planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (71)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (72)	N/A
Refresher Courses Provided	Yes (72)	Yes (71)
Number of Investigations	89 (73)	25† (74)
Number of Violations Found	Unknown	3 (66)
Number of Prosecutions Initiated	Unknown	10† (74)
Number of Convictions	10 (73)	10† (74)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (75)	Yes (3)

† Data are from January 2017 to September 2017.

In 2017, NAPTIP conducted 25 investigations of the worst forms of child labor in domestic work. (74) NAPTIP initiated 10 prosecutions, 6 for the commercial sexual exploitation of children and 4 for child domestic work. It achieved 10 convictions, 9 regarding the commercial sexual exploitation of children and 1 regarding child domestic work. (74) Despite efforts to investigate, prosecute, and convict those who used children in the worst forms of child labor, the scope of these efforts is insufficient to fully address the extent of the problem.

In February 2017, the government signed standard operating procedures to refer children associated with armed groups to social protection services. (43) NAPTIP coordinates with the Ministry of Women's Affairs and Social Development and state governments to provide social services to child trafficking victims through the National Referral Mechanism. (9) During the reporting period, NAPTIP rescued 298 children from the worst forms of child labor; 237 children from domestic work, and 61 boys from begging. (74) In February 2017, the government evacuated 41 girls from Mali who were trafficked for labor and sexual exploitation. (76) Criminal law enforcement authorities continued to detain children for their or their parent's alleged association with Boko Haram. (27; 46) Although the government released some of the children and referred them to social service providers, many children remained in detention facilities for prolonged periods. (41)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee for the Elimination of the Worst Forms of Child Labor	Coordinate efforts to combat child labor. Led by MOLE, comprises representatives from seven governmental agencies, faith-based organizations, NGOs, ILO, and UNICEF. (9; 77)
Inter-Ministerial Taskforce on Trafficking in Persons	Coordinate child labor issues related to human trafficking. Chaired by NAPTIP. (9)
State Steering Committees on Child Labor	Guide state-level implementation of the National Policy and National Action Plan for the Elimination of Child Labor. (77) Established in Akwa Ibom, Delta, Lagos, Ogun, and Oyo states. (78)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Policy on Child Labor	Aims to eliminate child labor in Nigeria by 2020. (79)
National Action Plan for the Elimination of Child Labor in Nigeria (2013–2017)	Provides the roadmap for implementation of the National Policy on Child Labor in Nigeria. (77) In 2017, the ILO supported MOLE to develop a reporting template and implementation guidelines for the Plan. (11)
NAPTIP Strategic Plan (2012–2017)	Provides a framework for mobilizing NAPTIP and all stakeholders involved in combating human trafficking within Nigeria and internationally. (80) In 2017, the government began drafting a new national action plan. (3)
National Action Plan for Preventing and Countering Violent Extremism <sup>†</sup>	Designed to end the recruitment and use of children by the Borno CJTF. Also aims to promote the protection of children's rights, ensure suspects under age 18 are treated in accordance with international law, and provides for disarmament, demobilization, and reintegration for children previously associated with the CJTF. (81; 82; 83)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (84)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
Decent Work Country Program II (2015–2018)	ILO-implemented project in coordination with the government that aims to combat child labor, including its worst forms. Aims to build government capacity to conduct child labor surveys and establish community-based child labor monitoring systems. (51)
UNICEF country program (2014–2017)	Donor-funded program in coordination with the government that worked to ensure children associated with armed groups, including those in detention facilities, received reintegration services. (85; 86; 87)
NAPTIP Shelters for Human Trafficking Victims <sup>†</sup>	Government-funded program that operates ten shelters in Nigeria, with a total capacity of 315 victims. Shelters provide legal, medical, and psychological services, as well as vocational training and business management skills. (3)
Measurement, Awareness-Raising, and Policy Engagement Project on Child Labor and Forced Labor (MAP16)*	USDOL-funded project implemented by the ILO to conduct research and develop new survey methodologies, improve awareness, and strengthen policies and government capacity to combat child labor and forced labor in 10 countries. For additional information, please see our website.
National Social Investment Program	World Bank-funded program implemented by the government that aims to provide youth with skills and vocational training, provide primary school students with daily meals, and offer monthly cash transfers to extremely poor households on the condition that their children are enrolled in school. (88) Launched in December 2016, the program is initially targeting 1 million households in eight of Nigeria's 36 states. (89)
Safe Schools Initiative	Donor-funded program implemented by the government and international organizations that aims to provide remedial education and pilot 10 safe education facilities in northeast Nigeria in Adamawa, Borno, and Yobe states. (90; 91)

\* Program was launched during the reporting period.

<sup>†</sup> Program is funded by the Government of Nigeria.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (92)



# Nigeria

## MODERATE ADVANCEMENT

Research found no evidence of programs to specifically address children engaged in agriculture, quarrying, commercial sexual exploitation, domestic work, and illicit activities. Although Nigeria has programs that target child labor, the scope of these programs, including those that target child soldiers, is insufficient to fully address the extent of the problem.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Nigeria (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Increase the minimum age for regular work to at least 14, in accordance with international standards; ensure that national legislation on minimum age for work is consistent and that all children, including those who are self-employed, are protected; and ensure that provisions related to light work conform to international standards.	2009 – 2017
	Ensure that the types of work determined to be hazardous for children are prohibited by law or regulation for all children under age 18.	2009 – 2017
	Ensure that using, procuring, and offering a child for the production and trafficking of drugs are criminally prohibited in all states.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Amend the Terrorism Prevention Act to prohibit the punishment of children for their association with armed groups.	2016 – 2017
Enforcement	Publish information on the training of labor inspectors.	2009 – 2017
	Significantly increase the number of labor inspectors to meet the ILO's technical advice. Ensure that labor inspectors receive sufficient resources to enforce child labor laws.	2016 – 2017
	Ensure that a mechanism exists for enforcing existing protections for children who perform street work.	2010 – 2017
	Ensure that the elements of the Nigerian military do not use children, including in coordination with the CJTF, and that the CJTF does not use children.	2016 – 2017
	Vigorously investigate, prosecute, and convict those who use children in the worst forms of child labor, including in armed conflict and commercial sexual exploitation.	2017
	Cease the practice of detaining children associated with armed groups for prolonged periods and refer these children to social service providers.	2015 – 2017
Social Programs	Ensure an adequate number of trained teachers and provide sufficient educational infrastructure for children, particularly girls, to access schools. Remove all armed groups and forces from schools and compounds.	2015 – 2017
	Ensure that all states adopt programs to offer free education and expand existing programs that provide funds to vulnerable children, especially girls, to cover school fees and the cost of materials.	2014 – 2017
	Establish and expand programs that prevent and remove children from child labor in agriculture, quarrying, armed conflict, commercial sexual exploitation, domestic work, and illicit activities.	2009 – 2017

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In 2017, Oman made a moderate advancement in efforts to eliminate the worst forms of child labor. The National Committee for Combating Human Trafficking created a referral mechanism for the victims of human trafficking and exploitation; launched the first public awareness campaign on human trafficking and labor practices susceptible to abuse; and held several trainings on human trafficking and victim protection for 429 participants, including judges and assistant prosecutors. Although research is limited, there is evidence that children in Oman engage in the worst forms of child labor, including in commercial sexual exploitation. Labor inspectors lacked the authority to assess penalties for labor violations, and the government lacks a reciprocal referral mechanism between the Labor Inspectorate and social services.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Oman engage in the worst forms of child labor, including in commercial sexual exploitation. (1) Table 1 provides key indicators on children's work and education in Oman. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		104

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (2)

Source for all other data: Data were unavailable from Understanding Children's Work Project's analysis, 2018. (3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1; 4; 5)
	Fishing, activities unknown (1; 4; 5; 6)
Services	Selling food items in kiosks, including fish <sup>†</sup> and grilled meat <sup>†</sup> (4; 5)
	Begging <sup>‡</sup> (1; 7)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation (1; 8)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




The Ministry of Social Development released the country's major national study on child labor in 2016. Although a public copy of this study is unavailable, reports indicate that an estimated 330 children, mostly boys, were working, primarily on farms or in subsistence fishing. (1; 4; 5) The majority of these children were ages 16 or 17, with 24 percent between ages 10 and 15. (5)

Limited evidence suggests that children with disabilities may face barriers to accessing education, since some school buses are not wheelchair accessible and there is a lack of resources to provide equal educational services to intellectually disabled students. School enrollment fees may at times be a barrier to education for the children of migrant workers. (8; 9)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Oman has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 46 of the Child Law (10)
Minimum Age for Hazardous Work	Yes	18	Article 76 of the Labor Law; Article 45 of the Child Law (10; 11)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 76 of the Labor Law; Ministry of Manpower Order 217/2016 (11; 12)
Prohibition of Forced Labor	Yes		Articles 1–2 and 9 of the Law to Combat Human Trafficking; Article 3bis of the Labor Law (11; 13)
Prohibition of Child Trafficking	Yes		Articles 1–2 and 9 of the Law to Combat Human Trafficking (13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 1–2 and 9 of the Law to Combat Human Trafficking; Articles 220–221 and 224 of the Penal Code (13; 14)
Prohibition of Using Children in Illicit Activities	Yes		Article 229 of the Penal Code; Articles 58 and 74 of the Child Law (10; 14)
Prohibition of Military Recruitment			
State Compulsory	Yes*		Article 55 of the Child Law (10)
State Voluntary	Yes	16	Article 55 of the Child Law (10)
Non-state	Yes	18	Articles 1(f) and 55 of the Child Law (10)
Compulsory Education Age	Yes	16‡	Article 36 of the Child Law (10)
Free Public Education	Yes		Article 13 of the Basic Law; Article 36 of the Child Law (10; 15)

\* No conscription (16)

‡ Age calculated based on available information (16)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Manpower that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Manpower	Monitor and enforce child labor laws, conduct labor inspections, and share information with the Royal Oman Police on labor and criminal law violations when penalties are pursued. (1)
Ministry of Social Development	Enforce the Child Law, including by receiving complaints and referring cases to the Royal Oman Police and the Office of Public Prosecutor. (1)
Royal Oman Police	Monitor and enforce the Child Law, including its provisions related to child labor; refer cases to the Office of Public Prosecutor. (1)
Office of Public Prosecutor	Prosecute human trafficking and sexual exploitation cases in court with assistance from the Royal Oman Police. (1; 17)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Child Protection Committee	Protect children from exploitation, receive complaints and reports of child labor, and investigate reported cases to determine whether children are engaged in prohibited activities or whether working has negative effects on their health or education. (1; 4)

***Labor Law Enforcement***

In 2017, labor law enforcement agencies in Oman took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Manpower that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (1)	Unknown* (16)
Number of Labor Inspectors	Unknown (1)	354 (16)
Inspectorate Authorized to Assess Penalties	Unknown (1)	No (18)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (1)	Unknown (16)
Training on New Laws Related to Child Labor	Unknown (1)	N/A
Refresher Courses Provided	Unknown (1)	Yes (16)
Number of Labor Inspections Conducted	Unknown (1)	8,890 (16)
Number Conducted at Worksites	Unknown (1)	Unknown (16)
Number of Child Labor Violations Found	Unknown (1)	0 (16)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (1)	N/A
Number of Child Labor Penalties Imposed that were Collected	Unknown (1)	N/A
Routine Inspections Conducted	Unknown (1)	Yes (16)
Routine Inspections Targeted	Unknown (1)	Unknown (16)
Unannounced Inspections Permitted	Yes (1)	Yes (18)
Unannounced Inspections Conducted	Yes (1)	Yes (16)
Complaint Mechanism Exists	Yes (1)	Yes (16)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (1)	No (19)

\* The government does not publish this information.

***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Oman took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including investigations into commercial sexual exploitation of children.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (1)	Unknown (16)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (1)	N/A
Refresher Courses Provided	Unknown (1)	Yes (20)
Number of Investigations	Unknown* (1)	0 (9)
Number of Violations Found	Unknown* (1)	0 (9)
Number of Prosecutions Initiated	Unknown* (1)	0 (9)
Number of Convictions	Unknown* (1)	0 (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (1)	Yes (16; 19)

\* The Government does not publish this information.

# Oman

## MODERATE ADVANCEMENT

In 2017, the Royal Oman Police initiated 9 new investigations of human trafficking, and 12 individuals were convicted of human trafficking. (20) However, none of these cases involved child victims. (9) Research found no evidence of criminal investigations into commercial sexual exploitation of children.

The National Committee for Combating Human Trafficking provided support for 8 training sessions for 429 participants, including prosecutors and judges, on topics of human trafficking, victim protection, and capacity building for the enforcement of the law to combat human trafficking. Likewise, the Office of the Public Prosecutor supported a training on human trafficking prosecution for 51 participants. (20) The Ministry of Justice added three courses on human trafficking to its curriculum on human trafficking and held a training for judges and assistant prosecutors. (20) During the reporting period, the National Committee for Combating Human Trafficking created a referral mechanism for the victims of human trafficking and exploitation. The Ministry of Manpower, the Ministry of Social Development, and the Royal Oman Police cooperate and share information about cases of human trafficking to provide services to victims and refer cases to the police. (16; 19)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the omission of the Ministry of Manpower from the National Committee on Implementing the UN CRC.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee on Implementing the UN CRC	Led by the Ministry of Social Development to oversee implementation of the UN CRC, including its provisions related to child labor and its worst forms. There are subcommittees in all 11 governorates. (1) Other members include three other state agencies. The Ministry of Manpower is not represented. (1) Research was unable to determine whether the National Committee on Implementing the UN CRC was active during the reporting period.
National Committee for Combating Human Trafficking	Oversees the National Plan for Combating Human Trafficking. Includes the Royal Oman Police and 10 other state agencies. (1) In October 2017, the Committee launched <i>Ehsan</i> , the first public awareness campaign on human trafficking and labor practices susceptible to abuse, accompanied by a 90-minute television program. The campaign also included a hotline and informational pamphlets in victims' native languages, along with billboards displayed prominently throughout Oman. (20) The Committee also drafted the 2018–2020 National Action Plan in October 2017, which was approved and adopted in March 2018. (20)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including covering all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Plan for Combating Human Trafficking	Establishes roles and responsibilities of governmental organizations involved in combating child trafficking and describes procedures for applying the Law to Combat Human Trafficking. (17) In November 2017, the Council of Ministers authorized the establishment of a Rapid Action Taskforce to combat human trafficking. (20)

Although the Government of Oman had adopted the National Plan for Combating Human Trafficking, research found no evidence of a policy to address all forms of child labor, including in farming and fishing.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including implementation.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Social Security Cash Transfer Program†	Provides assistance to children in low-income families, including educational services. (4) Research was unable to determine what steps were taken in 2017 in the implementation of this program.
Programs of the National Plan for Combating Human Trafficking†	Implements awareness-raising activities on human trafficking in schools and among the general population, and provides social services for trafficking victims. (17) Research was unable to determine what steps were taken in 2017 in the implementation of this program.

† Program is funded by the Government of Oman.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Oman (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect and publish data on Labor Inspectorate funding, initial training for new labor inspectors, the number of inspections conducted at worksites, and whether targeted inspections were conducted.	2013 – 2017
	Authorize the Inspectorate to assess penalties.	2017
	Establish a referral mechanism between labor law enforcement and social services.	2014 – 2017
	Publish data on the types of training for criminal investigators.	2013 – 2017
	Ensure that possible cases of commercial sexual exploitation of children are investigated.	2017
Coordination	Ensure that the National Committee on Implementing the UN CRC is able to carry out its intended mandate and that the Ministry of Manpower participates in the Committee.	2016 – 2017
Government Policies	Develop a national policy to address all worst forms of child labor.	2013 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs, including the Ministry of Social Development's 2016 study.	2017
	Ensure that all children have equal access to education, including the children of migrant workers and children with disabilities.	2011 – 2017
	Implement the Social Security Cash Transfer and the National Plan for Combating Human Trafficking programs.	2017

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# Pakistan

## MODERATE ADVANCEMENT

In 2017, Pakistan made a moderate advancement in efforts to eliminate the worst forms of child labor. Sindh Province passed the Prohibition of Employment of Children, which establishes age 15 as the minimum age for employment and age 19 as the minimum age for employment in hazardous work. Khyber Pakhtunkhwa Province also passed the Free Compulsory Primary and Secondary Education Act, making education free and compulsory for children ages 5 to 16. In addition, four provinces allocated funds to conduct child labor surveys, using the ILO-UNICEF Statistical Information and Monitoring Program on Child Labor methodology. However, children in Pakistan engage in the worst forms of child labor, including in forced domestic work and in bonded labor in brick kilns. Balochistan Province has not established a minimum age for work or hazardous work in compliance with international standards. In addition, provincial governments do not have the resources necessary to adequately enforce laws prohibiting child labor.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Pakistan engage in the worst forms of child labor, including in forced domestic work and in bonded labor in brick kilns. (1; 2) Table 1 provides key indicators on children's work and education in Pakistan. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent		
		All Pakistan	Punjab Province	Sindh Province
Working (% and population)	5 to 14	Unavailable	12.4	31.5
Attending School (%)	5 to 14	Unavailable	77.1	60.6
Combining work and school (%)	7 to 14	Unavailable	8.2	11.6
Primary completion rate (%)		73.7	Unavailable	Unavailable

Source for primary completion rate: Data from 2016, published by the UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the Multiple Indicator Cluster Survey 5, 2014. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting cotton, wheat, dates, sugarcane, and potatoes (5; 6; 7; 8; 9; 10; 11; 12; 13; 14)
	Raising livestock (7; 8; 10; 15)
	Fishing,† including deep-sea fishing† (16; 17; 18)
Industry	Manufacturing glass bangles,† surgical instruments,† and palm leaf mats (10; 19; 20; 21; 22; 18; 23)
	Weaving carpets,† weaving cloth using power looms,† and producing garments (6; 24; 25; 18; 26; 14; 27)
	Tanning leather† and stitching soccer balls (28; 18; 29; 23)
	Producing bricks (10; 6; 5; 30; 25; 14; 31; 2; 32)
	Mining coal,† salt, and gemstones (33; 34; 5; 35; 31; 36)
	Quarrying and crushing stone,† including gypsum (31; 10; 18)
	Welding and steel fabrication and carpentry in small workshops (8; 10; 25; 33; 31; 37; 38)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work (6; 33; 31; 39; 40; 41; 42; 43)
	Working in hotels (7; 9; 33; 40; 26; 39; 44; 45)
	Working in restaurants and tea stalls (10; 25; 14; 33; 44; 6; 5; 31; 46)
	Working in transportation and gas stations (37; 45; 46)
	Scavenging† and sorting recyclables, collecting waste paper (10; 6; 5; 25; 14; 33; 47; 44; 11)
	Street vending and begging (44; 48; 49)
	Automobile repair (6; 7; 12; 25; 14; 33; 31; 37; 46; 50)
Categorical Worst Forms of Child Labor‡	Forced labor in brickmaking, carpet weaving, agriculture, manufacturing glass bangles, and mining coal (2; 12; 51; 26; 52; 53; 54; 55)
	Forced domestic work, sometimes as a result of human trafficking (1; 41; 42; 39; 55)
	Commercial sexual exploitation, sometimes as a result of human trafficking (48; 55; 56)
	Forced begging, sometimes as a result of human trafficking (12; 57; 48; 55)
	Forced recruitment of children by non-state armed groups for use in armed conflict (58; 59; 60)
	Use in illicit activities, including trafficking and producing drugs (17; 59)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

A national child labor survey has not been conducted since 1996, and the lack of recent data hampers the ability of the federal and provincial governments to accurately assess the scope and prevalence of child labor. (12) Many child domestic workers are working under conditions of forced labor, including debt bondage, sexual assault, and extreme physical abuse. (1; 41; 42) Some children work with their families as bonded laborers in the production of bricks. (12; 61; 55)




Non-state militant groups forced children to engage in suicide attacks. (58; 59; 60) There are reports that religious schools are used for recruitment of children for armed groups. (62) Additionally, the Taliban recruited and forced children to attend *madrassas*, or religious schools, in Afghanistan and Pakistan, where they received religious and military training. Some families received cash payments in exchange for sending their children to the Taliban-run schools. (63)

Many children face barriers to accessing education due to high rates of teacher absenteeism, inadequate facilities, lack of transportation, and corporal punishment, which may deter children from attending school. (17; 64; 65) Moreover, armed groups and extremist groups regularly attack and threaten students, teachers, and schools, disrupting children’s access to education. (62; 66) Some schools in Balochistan refused to enroll refugee children. (59)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Pakistan has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	



# Pakistan

## MODERATE ADVANCEMENT

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Pakistan's legal framework to adequately protect children from the worst forms of child labor, including with regard to minimum age for work and hazardous work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Federal	No	15	Section 50 of the Factories Act; Section 20 of the Shops and Establishments Ordinance; Section 26 of the Mines Act; Section 3 of Road Transport Workers Ordinance (67; 68; 69; 70);
	Punjab	Yes	15	Section 3(1) of the Punjab Restriction on Employment of Children Ordinance; Section 5 of the Punjab Prohibition of Child Labor at Brick Kilns Act (71; 72)
	Khyber Pakhtunkhwa	Yes	15	Sections 2(1)(b) and 3(1) of the Khyber Pakhtunkhwa Prohibition of Employment of Children Act; Section 21 of the Khyber Pakhtunkhwa Shops and Establishments Act; Section 49 of the Khyber Pakhtunkhwa Factories Act (73; 74; 75)
	Sindh	Yes	15	Section 3(1) of the Sindh Prohibition of Employment of Children Act; Section 81 of the Sindh Factories Act; Section 20 of the Sindh Shops and Commercial Establishment Act (76; 77; 78)
Minimum Age for Hazardous Work	Federal	No	15	Sections 2–3 of the Employment of Children Act (79)
	Punjab	Yes	18	Section 3(2) of the Punjab Restriction on Employment of Children Ordinance (72)
	Khyber Pakhtunkhwa	Yes	19	Sections 2(1)(a) and 3(2) of the Khyber Pakhtunkhwa Prohibition of Employment of Children Act (73)
	Sindh	Yes	19	Section 3(2) of the Sindh Prohibition of Employment of Children Act (78)
Identification of Hazardous Occupations or Activities Prohibited for Children	Federal	Yes		Parts 1–2 of the Schedule of the Employment of Children Act (79)
	Punjab	Yes		Schedule of Hazardous Work of the Punjab Restriction on Employment of Children Ordinance (77)
	Khyber Pakhtunkhwa	Yes		Parts 1–2 of the Schedule of the Khyber Pakhtunkhwa Prohibition of Employment of Children Act (73)
	Sindh	Yes		Schedule of the Hazardous Work of the Sindh Prohibition of Employment of Children Act (78)
Prohibition of Forced Labor	Federal	Yes		Sections 3 and 7 of the Prevention of Trafficking in Persons Act; Section 4 of the Bonded Labor System (Abolition) Act; Sections 367, 370, 371A, 371B, and 374 of the Penal Code (80; 81; 82)
	Punjab	Yes		Section 11(3) of the Punjab Restriction on Employment of Children Ordinance; Section 4 of the Punjab Bonded Labor System (Abolition) Act (72; 83)
	Khyber Pakhtunkhwa	Yes		Sections 2(j) and 3 of the Khyber Pakhtunkhwa Bonded Labor System (Abolition) Act (84)
	Sindh	Yes		Section 4 of the Sindh Bonded Labor System (Abolition) Act (85)
Prohibition of Child Trafficking	Federal	No		Sections 3 and 7 of the Prevention of Trafficking in Persons Act; Sections 366A and 366B of the Penal Code (81; 86; 82)
	Khyber Pakhtunkhwa	No		Sections 2 and 52 of the Khyber Pakhtunkhwa Child Protection and Welfare Act (87)
Prohibition of Commercial Sexual Exploitation of Children	Federal	No		Sections 292(B) and (C), 366A, 366B, 371A, and 371B of the Penal Code; Sections 2, 3 and 7 of the Prevention of Trafficking in Persons Act (88; 82)
	Punjab	Yes		Section 11(3)(b) of the Punjab Restriction on Employment of Children Ordinance; Section 40 of the Punjab Destitute and Neglected Children Act (72; 89)
	Khyber Pakhtunkhwa	No		Sections 2, 48 and 53 of the Khyber Pakhtunkhwa Child Protection and Welfare Act (87)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	Federal	No		
	Punjab	Yes		Section 11(3)(c) of the Punjab Restriction on Employment of Children Act; Section 36 and 36A of the Punjab Destitute and Neglected Children Act (72; 89)
	Khyber Pakhtunkhwa	No		Sections 35, 38, and 45 of the Khyber Pakhtunkhwa Child Protection and Welfare Act (87)
Prohibition of Military Recruitment				
State Compulsory	Federal	N/A*		
State Voluntary	Federal	Yes	18	Section 3 of the National Service Ordinance (90)
Non-state	Federal	No		
	Punjab	Yes	18	Section 11(3)(a) of the Punjab Restriction on Employment of Children Act (72)
Compulsory Education Age	Federal	Yes	16	Section 3 of the Right to Free and Compulsory Education Act (91)
	Punjab	Yes	16	The Punjab Free and Compulsory Education Ordinance (92)
	Khyber Pakhtunkhwa	Yes	16	Section 3 of the Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act (73)
	Sindh	Yes	16	Section 3(1) of the Sindh Right of Children to Free and Compulsory Education Act (93)
	Balochistan	Yes	16	Section 3 of the Balochistan Compulsory Education Act (94)
Free Public Education	Federal	Yes		Section 3 of the Right to Free and Compulsory Education Act (91)
	Punjab	Yes		The Punjab Free and Compulsory Education Act (92)
	Khyber Pakhtunkhwa	Yes		Section 3 of the Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act (73)
	Sindh	Yes		Section 3(1) of the Sindh Right of Children to Free and Compulsory Education Act (93)
	Balochistan	Yes		Section 2(f) of the Balochistan Compulsory Education Act (94)

\* No conscription (90)

The 18th Amendment to the Pakistan Constitution devolves all child welfare and labor issues from the federal government to the four provincial governments. Until each province repeals or adopts a replacement law, federal child labor laws are in force. (95) According to the Constitution, both federal and provincial governments can pass legislation on criminal law. (96)

In 2017, Sindh Province enacted the Sindh Prohibition of Employment of Children, which establishes 15 as the minimum age for employment and 19 as the minimum age for employment in hazardous work. (78) During the period, Khyber Pakhtunkhwa Province enacted the Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act, making education free and compulsory for children ages 5 to 16. (97) The Punjab provincial assembly also passed the Punjab Destitute and Neglected Children (Amendment) Act, which increases the penalty for using children for begging and prohibits the use of children to sell goods with the intention of begging. (98)

In addition, in 2018, the federal government enacted the Prevention of Trafficking in Persons Act, which brings the law into compliance with international standards by exempting children from the requirement that force, fraud, or coercion must be proven in order to constitute trafficking and by including all trafficking for forced labor and commercial sexual exploitation. (99) The federal government also enacted the Islamabad Capital Territory Child Protection System Act in 2018. The Act provides minimum ages for work and hazardous work, provides a hazardous work list, and criminally prohibits worst forms of child labor in the Islamabad Capital Territory. (100; 59)

However, Pakistan's federal and provincial laws are not completely in compliance with international standards on child labor. The federal government's minimum age for work is not in compliance with international standards because they do not extend

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to informal employment. (79) Balochistan Province has not established a minimum age for employment or for hazardous work, although in October 2017, the provincial government drafted a Prohibition of Employment of Children Bill to ban the employment of children in 37 hazardous employment industries. (79; 59). In addition, hazardous work prohibitions for the federal government and the Khyber Pakhtunkhwa, Punjab, and Sindh Provinces do not cover brickmaking and domestic work, in which there is evidence that children are exposed to environmental health hazards in brickmaking and physical abuse in domestic work. (72; 73; 78; 79; 10; 43) Additionally, Sindh Province's laws setting the minimum age for work do not extend to informal work because they apply only to factories that employ 10 or more employees, shops, and establishments. (76; 77)

In addition, federal law does not prohibit the use of children for prostitution, pornography, or pornographic performances. (81) Although the Khyber Pakhtunkhwa Child Protection and Welfare Act prohibits the use of a child for the production of pornography, the law does not prohibit procuring and offering a child for the production of pornography. Moreover, it does not prohibit using and procuring a child for prostitution or pornographic performances. (87)

Federal and provincial laws, with the exception of the Punjab Provincial law, do not prohibit the use of children in drug production and drug trafficking. (72; 87) The federal and provincial governments, with the exception of Punjab Province, have not enacted laws that prohibit the recruitment and use of children by non-state groups for armed conflict. (17)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Provincial Labor Inspectors that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Provincial Labor Inspectors	Inspect industrial areas and markets to identify child labor violations, enforce provincial labor laws, and pursue legal action against employers. (17)
Provincial and Regional Police	Enforce violations of federal and provincial laws, including the Pakistan Penal Code and the Bonded Labor System (Abolition) Act, concerning the worst forms of child labor. Refer children taken into custody to Child Protection Officers. (17)
District Vigilance Committees	Implement the Bonded Labor System (Abolition) Act and assist in rehabilitating bonded laborers. Report to the District Magistrate. (17; 80)
Anti-Trafficking Unit of the Federal Investigation Agency	Enforce transnational trafficking-related laws, particularly the Prevention and Control of Human Trafficking Ordinance. Cooperate with other governments on trafficking cases, operate a hotline for victims, and publish information on anti-trafficking efforts on its Web site. (17)
Child Protection Units	Take into custody at-risk children, including those rescued from exploitative labor situations. Present cases of children taken into custody to the Child Protection Court or the appropriate authority. Established in Punjab, Khyber Pakhtunkhwa, and Sindh Provinces. (17; 87; 89; 101; 102; 103)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Pakistan took actions to combat child labor (Table 6). However, gaps exist within the operations of the Provincial Labor Inspectors that may hinder adequate labor law enforcement, including with regard to human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	Related Entity	2016	2017
Labor Inspectorate Funding		Unknown (17)	Unknown* (59)
Number of Labor Inspectors	National Total	334 (104)	356 (59)
	Punjab	130 (104)	Unknown
	Khyber Pakhtunkhwa	39 (104)	39 (105)
	Sindh	120 (104)	Unknown
	Balochistan	45 (104)	Unknown

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	Related Entity	2016	2017
Inspectorate Authorized to Assess Penalties	Punjab	Unknown	No (105)
	Khyber Pakhtunkhwa	Unknown	No (105)
Training for Labor Inspectors			
Initial Training for New Employees	National	Unknown	Yes (59)
	Punjab	Unknown	No (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
Training on New Laws Related to Child Labor	National	Unknown	Yes (59)
	Punjab	Unknown	No (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
Refresher Courses Provided	National	Unknown	Yes (59)
	Punjab	Unknown	No (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
Number of Labor Inspections Conducted	National Total	68,924 (104)	Unknown* (59)
	Punjab	9,237 (104)	26,078 (105)
	Khyber Pakhtunkhwa	45,367 (104)	2,780 (105)
	Sindh	4,933 (104)	Unknown
	Balochistan	9,387 (104)	Unknown
Number Conducted at Worksites	Punjab	Unknown	26,078 (105)
	Khyber Pakhtunkhwa	Unknown	2,780 (105)
Number of Child Labor Violations Found	National Total	Unknown (17)	Unknown
	Punjab	773 (17)	4,491 (105)
	Khyber Pakhtunkhwa	Unknown	18 (105)
	Sindh	28 (17)	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	National Total	Unknown (17)	Unknown
	Punjab	268 (17)	2,221 (105)
	Khyber Pakhtunkhwa	Unknown	18 (105)
Number of Child Labor Penalties Imposed that were Collected	Punjab	Unknown	1,134 (105)
	Khyber Pakhtunkhwa	Unknown	Unknown (105)
Routine Inspections Conducted	Punjab	Unknown	Yes (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
Routine Inspections Targeted	Punjab	Unknown (17)	Yes (105)
	Khyber Pakhtunkhwa	Unknown	No (105)
Unannounced Inspections Permitted	Punjab	Unknown	Yes (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
	Sindh	Unknown	No (106)
Unannounced Inspections Conducted	Punjab	Unknown	Yes (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
	Sindh	Unknown	No (106)
Complaint Mechanism Exists	Punjab	Yes (17)	Yes (105)
	Khyber Pakhtunkhwa	Unknown	Yes (105)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Punjab	Unknown	No (105)
	Khyber Pakhtunkhwa	Unknown	No (105)

\* The government does not publish this information.

Following the devolution of federal powers to provincial governments, the provinces are responsible for enforcing labor laws, including those involving child labor law violations. (17) Limited labor inspection data are available for the provincial governments.

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The number of labor inspectors is insufficient for the size of Pakistan's workforce, which includes approximately 64 million workers. In order to comply with the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Pakistan should employ about 1,628 labor inspectors. (107; 108; 109) Provincial agencies that support law enforcement are also severely under-resourced. For example, labor inspectors receive insufficient resources, which hamper the Labor Inspectorate's ability to inspect workplaces. (110; 111; 59)

In 2017, research could not uncover labor inspection information for Sindh and Balochistan provinces. (59) However, data from previous years showed that labor inspections varied across provincial governments. In previous reporting periods, inspections were conducted regularly in Punjab, but in Sindh, inspectors stopped conducting unannounced inspections due to complaints of harassment, filed against inspectors by employers. (17; 110) In 2016, sources indicate that 39 labor inspectors in Khyber Pakhtunkhwa conducted 45,367 inspections. Each inspector therefore conducted an average of 1,163 inspections during this period. (104) This is a high number of inspections conducted by each inspector, and it is unknown whether this high number affects the quality of inspections. Across the provinces, fines and penalties were assessed infrequently and were insufficient to deter employers from using child labor. (95; 112)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Pakistan took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with regard to resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (113)	Yes (59)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (17)	Unknown* (59)
Refresher Courses Provided	Unknown (17)	Unknown* (59)
Number of Investigations	Unknown (17)	Unknown* (59)
Number of Violations Found	Unknown (17)	Unknown* (59)
Number of Prosecutions Initiated	Unknown (17)	Unknown* (59)
Number of Convictions	Unknown (17)	Unknown* (59)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (17)	Yes (17)

\* The government does not publish this information.

Although some District Vigilance Committees on bonded labor have been established in Pakistan, many of the committees are inactive or ineffective. (114)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Ministry of Overseas Pakistanis and Human Resource Development, Child Labor Focal Point	Coordinate government efforts to eliminate child labor at the federal and provincial levels. Responsible for developing a national strategy to eliminate child labor and works with provincial governments to adopt legislation and conduct child labor surveys. (115)
Provincial Child Labor Units	Coordinate and initiate interventions against child labor at the provincial level. (105)
Provincial and Federal Tripartite Consultative Committees	Advise on the enforcement of labor laws, including child labor laws and monitor the functioning of labor departments at the provincial level. Monitor the implementation of provinces' proposed interventions on child and forced labor at the federal level. (105)



**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
Interagency Task Force	Coordinate the anti-human trafficking efforts of the Ministry of the Interior, intelligence and law enforcement agencies, the Ministry of Law and Justice, and the Ministry of Foreign Affairs. Support 27 Federal Investigation Agency anti-trafficking units that work with provincial and district police officers to monitor and combat internal and transnational human trafficking. (116; 55) Maintain an Integrated Border Management System. (117)
Punjab Child Protection and Welfare Bureau	Coordinate the protection of destitute and neglected children by appointing child protection officers, supervising child protection units, and establishing child protection institutions and child protection courts. (89)
Khyber Pakhtunkhwa Child Protection and Welfare Commission	Coordinate efforts to enhance the safety, welfare, and well-being of children, including by running programs for the prevention of exploitative child labor practices. (87) Led by the province's Social Welfare, Special Education and Women Empowerment Department. (118)
Sindh Child Protection Authority	Coordinate efforts to ensure the rights of children in need of special protection, including child laborers, by establishing child protection units and appointing child protection officers. (102) Headed by the provincial minister; members include two parliamentarians, lawyers, social activists, and representatives from departments that deal with children's issues. (119)

In 2017, the National Assembly passed the National Commission on the Rights of the Child Act, which mandates the federal government to establish a commission on the care and protection of children. The Commission's responsibilities will include coordinating with provincial child rights commissions, examining legislation and policies on child rights, and inquiring into child rights violations. (120; 121) Research was unable to determine whether existing coordinating bodies were active during the reporting period.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with regard to mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
Provincial Plans of Action to Combat Child Labor	Detail how each province plans to revise child labor legislation, including by strengthening the capacity of labor inspectors, generating awareness of child labor, improving reporting, and computerizing labor inspection data. (122) Research did not discover what steps were taken in 2017 to implement these plans.
Sindh and Punjab Provincial Plans of Action to Combat Bonded Labor	Detail how the Sindh and Punjab provinces plan to revise their bonded labor laws. Include plans to strengthen the capacity of labor inspectors, generate awareness of bonded labor, improve reporting, and computerize labor inspection data. (123) Research did not discover what steps were taken in 2017 to implement these plans.
Federally Administered Tribal Areas (FATA) Child Protection Policy	Describes how FATA will promote and create a protective environment for all children. Includes actions to be taken toward the prevention and elimination of child labor. (124) Research did not discover what steps were taken in 2017 to implement this policy.
Punjab Labor Policy	Seeks to improve working conditions, eradicate child and bonded labor, and establish social safety for workers and their families. Includes the goal of ending all child labor in brick kilns, in addition to the construction of schools, hospitals, and residences for workers. (125) Research did not discover what steps were taken in 2017 to implement this policy.

‡ The government has other policies which may have addressed child labor issues or had an impact on child labor. (126; 127; 127; 128; 129; 130; 131; 132)

The provincial governments' education policies have not included child labor elimination and prevention strategies. (126; 127; 127; 128; 129; 130; 131)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with regard to adequacy of programs to address the full scope of the problem.

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**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Bait-ul-Mal programs†	Government-funded programs that aim to remove children from child labor, including its worst forms, and to increase vulnerable children's access to education. Programs include the National Centers for Rehabilitation of Child Labor and the Child Support Program. (133; 134) In 2017, \$2.75 million was disbursed to fund the 159 National Centers for Rehabilitation of Child Labor and \$251,000 was disbursed to the Child Support Program. (135)
Sabaoon Rehabilitation Center†	Pakistan Army center that rehabilitates children who were recruited and ideologically influenced by terrorist organizations and militant groups. Reintegrates youth into society by providing psychological treatment, education, and vocational training. (116; 136) Research was unable to determine what steps were taken in 2017 in the implementation of this program.
Elimination of Child Labor and Bonded Labor Project (Integrated Project for Promotion of 'Decent Work for Vulnerable Workers' in Punjab Province)†	Punjab Government-funded programs that aims to provide education to vulnerable children, rehabilitate bonded laborers working in brick kilns, promote integration and coordination of government responses, strengthen legislation, increase the capacity of law enforcement and service providers, and increase the knowledge base on these issues. (137; 61; 138) As of May 2017, the program provided cash assistance to families of 88,000 child laborers to support children to attend school rather than working in brick kilns. (139)
ILO-Funded Projects	ILO projects in Pakistan that aim to eliminate child labor, including its worst forms. Current projects include \$216,000 project Sustaining GSP+ status by strengthened national capacities to improve ILS compliance and reporting (2015-2018), and \$465,000 project Elimination of child labor and promotion of Decent Work in the Stora Enso value chain in Pakistan (2015-2018). (140) The ILO supported drafting the discussion paper on 'Understanding Children Work in Pakistan,' and a Diagnostic Study on Decent Work Deficits in the Rural Economy; working on the pending amendments to the Child Labor Law of the Punjab Province; conducting child labor surveys in three provinces; setting up a permanent Child Labor Unit in Khyber Pakhtunkhwa Province; organizing a national labor law symposium; assessing Decent Work deficits, with a focus on child labor; and raising awareness on child labor in biomass and waste paper supply chains. (140)

† Program is funded by the Government of Pakistan.

In 2017, all four provinces allocated funds to conduct child labor surveys, using the ILO-UNICEF Statistical Information and Monitoring Program on Child Labor (SIMPOC) methodology. The Punjab Government began conducting the survey, and the Sindh Government began the planning process. (59)

The social programs of the federal and provincial governments are insufficient to address the prevalence and scope of Pakistan's child labor problem. Existing programs also do not provide enough protection and rehabilitation services for bonded child laborers and victims of human trafficking. (55) Government initiatives are needed specifically to target child domestic workers and child labor in the informal sector. (111) Furthermore, additional social programs are necessary to raise awareness and provide assistance to children used by non-state militant groups to engage in armed conflict. (141)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Pakistan (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Ensure that the age up to which education is compulsory is the same as the minimum age for work in Balochistan Province.	2009 – 2017
	Establish a minimum age of 18 for hazardous work in the federal government and Balochistan Province.	2009 – 2017
	Create comprehensive prohibitions against additional specific hazardous activities, such as brickmaking and domestic work.	2009 – 2017
	Ensure that the federal government's and Sindh Province's minimum age laws extend to all sectors and informal employment, regardless of the number of employees.	2011 – 2017
	Ensure that the law criminalizes the use of children in all forms of commercial sexual exploitation, including for prostitution, child pornography, and pornographic performances.	2011 – 2017
	Ensure that the law prohibits the use of children in illicit activities, including in the production and trafficking of drugs.	2011 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment and use of children under 18 by non-state groups for armed conflict.	2015 – 2017
Enforcement	Collect and publish enforcement data for child labor law violations.	2010 – 2017
	Hire a sufficient number of labor inspectors for the size of the workforce to enforce child labor laws.	2016 – 2017
	Provide the funding necessary to adequately hire, train, and equip inspectors and investigators to enforce laws prohibiting the worst forms of child labor.	2010 – 2017
	Strengthen the Labor Inspectorate in Sindh Province by initiating targeted inspections.	2017
	Establish a referral mechanism between labor authorities and social services in all provinces.	2017
	Allow labor inspectors in all provinces to conduct inspections without notice and assess penalties.	2011 – 2017
	Determine whether the inspection ratio for each labor inspector in Khyber Pakhtunkhwa is appropriate to ensure the quality and scope of inspections.	2016 – 2017
	Ensure that fines and penalties are sufficient to deter employers from violating child labor laws.	2014 – 2017
	Publish information about criminal law investigations, violations found, prosecutions initiated, and the number of convictions in all provinces.	2016 – 2017
	Ensure that bonded labor vigilance committees are established and active throughout Pakistan.	2013 – 2017
Coordination	Publish information on the activities undertaken by coordinating bodies.	2017
Government Policies	Publish information on the implementation of existing child labor policies.	2017
	Integrate child labor elimination and prevention strategies in the education policies of the provincial governments.	2014 – 2017
Social Programs	Conduct child labor surveys at the federal and provincial levels.	2009 – 2017
	Ensure that all children have access to free and compulsory education, as required by law.	2011 – 2017
	Implement existing programs and increase the size and scope of government programs to reach children working in the worst forms of child labor, including domestic workers, bonded child laborers, and victims of human trafficking.	2009 – 2017
	Implement programs to raise awareness of and provide assistance to children used by non-state militant groups to engage in armed conflict.	2011 – 2017

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In 2017, Panama made a moderate advancement in efforts to eliminate the worst forms of child labor. The government strengthened and clarified penalties for child labor within the Labor Code and provided training to criminal law enforcement personnel on investigating and sanctioning the commercial sexual exploitation of children. The National Commission for the Prevention of Crimes of Sexual Exploitation approved funding to assist at-risk children and to conduct a study on children engaged in illicit activities.

The Ministry of Labor also launched a child labor monitoring information system to strengthen interagency coordination on child labor cases and established agreements with the municipal councils of Chame and Colón to design and implement child labor elimination strategies. In addition, the government funded new education, meal, and recreation services for children as an alternative to participating in the coffee harvest in Chiriquí. However, children in Panama engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. Although the government made meaningful efforts in all relevant areas during the reporting period, Panamanian law allows minors under age 16 to engage in hazardous work within training establishments. Moreover, inadequate resources, including an insufficient number of inspectors, hamper the Labor Inspectorate's capacity to enforce laws on the worst forms of child labor.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Panama engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3; 4; 5; 6; 7; 8) Table 1 provides key indicators on children's work and education in Panama.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.7 (32,858)
Attending School (%)	5 to 14	94.9
Combining Work and School (%)	7 to 14	4.9
Primary Completion Rate (%)		96.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018. (9)

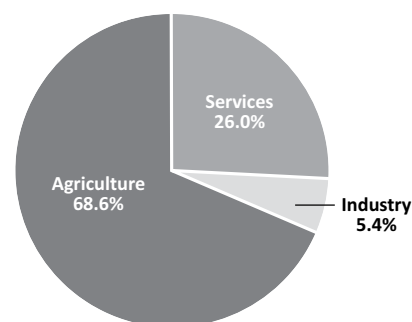
Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Trabajo Infantil (ETI), 2014. (10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of beans, cereal grains, coffee, corn, melons, oilseeds, onions, pineapple, rice, and tomatoes (5; 6; 11; 12; 13; 14; 15; 16) (17; 18; 19; 20; 21; 8; 22)
	Raising livestock, including cattle (1; 2; 3; 5; 16; 8)
	Fishing,† including harvesting shellfish (1; 2; 3; 4; 16; 23; 24; 8; 25)
Industry	Construction,† including mixing cement and welding (1; 3; 4; 26)
Services	Scavenging the ocean for metal and other items (5)
	Domestic work† (1; 3; 4; 11; 12; 16; 23; 26) (27; 8; 22)
	Assisting bus drivers by collecting fares† (28; 29)
	Bagging in supermarkets (5; 29; 30; 31)

**Figure 1. Working Children by Sector, Ages 5-14**



# Panama

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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Street work, <sup>†</sup> including vending, <sup>†</sup> washing cars, shining shoes, <sup>†</sup> and collecting recyclables (3; 4; 5; 32; 6; 16; 21; 23; 26; 33) (29; 30; 31; 34; 35; 36; 37; 38) (39; 40; 8; 25)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced domestic work (41)
	Use in the production of pornography (4; 8)
	Commercial sexual exploitation, sometimes as a result of human trafficking (4; 7; 42)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Some children in Panama are subjected to commercial sexual exploitation, mainly in tourist areas in Panama City and in beach communities. (5; 6) According to the results of Panama’s 2016 survey on child labor, the highest prevalence of child labor is in rural areas and autonomous indigenous areas, or *comarcas*. The *comarca* Ngäbe Buglé and the provinces of Panama and Bocas del Toro had the highest number of children engaged in child labor. (1) Panamanian children from rural areas and children from indigenous and Afro-Panamanian communities face barriers to accessing education, including long distances to schools, poor roads, and limited transportation, particularly in the *comarcas*. (4; 43; 44; 45; 8) Children of indigenous descent often travel significant distances to reach school and experience frequent interruptions of their education due to family migration to work in agriculture. (5; 44; 45)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Panama has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Panama’s legal framework to adequately protect children from the worst forms of child labor, including with regard to hazardous work and light work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 70 of the Constitution; Articles 508–509 and 716 of the Family Code; Articles 117, 119, and 123 of the Labor Code (46; 47; 48)
Minimum Age for Hazardous Work	No	18	Article 510 of the Family Code; Article 203 of the Penal Code; Article 4 of Executive Decree No. 19 of 2006; Article 118 of the Labor Code (47; 48; 49; 50; 51)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 2, 2A, and 2B of Executive Decree No. 19 of 2006; Article 118 of the Labor Code; Article 510 of the Family Code (47; 48; 50; 51)
Prohibition of Forced Labor	Yes		Articles 157–158, 205–208, and 456 of the Penal Code; Article 489 of the Family Code; Article 21 of the Constitution (46; 47; 49; 52)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	Yes		Articles 205–208 and 456 of the Penal Code; Article 489.17 of the Family Code (47; 49; 52)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 179–187, 189–191, 202–203, 207, and 456 of the Penal Code (49; 52)
Prohibition of Using Children in Illicit Activities	Yes		Articles 318, 333, and 336 of the Penal Code; Article 489.16 of the Family Code; Article 2.16 of Executive Decree No. 19 of 2006 (47; 49; 50)
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	Yes	18	Article 448 of the Penal Code (49)
Compulsory Education Age	Yes	15	Articles 34 and 45 of the Law on Education; Article 489 of the Family Code; Article 95 of the Constitution (46; 47; 53; 54)
Free Public Education	Yes		Articles 34 and 41 of the Law on Education; Article 95 of the Constitution (46; 53; 54)

† No standing military (46; 55)

In 2017, the Government of Panama modified Article 125 of the Labor Code, which previously established a fine range of \$50 to \$700 for child labor violations. The modified article sets the fine at \$700 and clarifies that this penalty can be applied for each child laborer. (48; 56) Although the Constitution, Family Code, and Labor Code set the minimum age for employment at age 14, the Family Code and Labor Code specify exceptions for domestic and agricultural work. (46; 47; 48) Article 716 of the Family Code permits children ages 12 to 14 to perform domestic and agricultural work as regulated by the Labor Code. (47) Article 119 of the Labor Code allows children ages 12 to 15 to perform light work in agriculture, if the work is outside regular school hours, and Article 123 allows children over the age of 12 to perform light domestic work. The Labor Code, however, does not define the kinds of tasks children may perform as light work or the total number of hours they may work. (48) Although Panama has a list of hazardous occupations prohibited to children under 18, it exempts children age 14 and older if performed in a training facility, in violation of international standards. (51)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor (MITRADEL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MITRADEL)	Enforce child labor laws through two directorates with direct authority over child labor matters: the Directorate Against Child Labor and for the Protection of Adolescent Workers (DIRETIPPAT), and the Labor Inspection Directorate. (37) The Labor Inspection Directorate enforces the Labor Code in areas where children may be working, particularly in the formal sector. DIRETIPPAT is responsible for overseeing the enforcement of laws related to working children in the formal and informal sectors, plans and executes public policies, and carries out education programs on child labor for employers, parents, and children. (37; 57; 58; 59) Refer cases of children found in exploitative work to the Child and Adolescent Courts, or to the National Secretariat for Childhood, Adolescence, and Family (SENNIAF). (37)
Attorney General's Office	Investigate and prosecute crimes of sexual exploitation. Investigations initiated by the Judicial Investigative Directorate, cases passed to the prosecutors. (60)
SENNIAF	Conduct inspections to identify children and adolescents engaged in child labor, particularly in the informal sector. (3) Monitor and coordinate a network of government services to address needs of vulnerable populations. (31; 37) Run shelters for victims of human trafficking, including minors. (61)
Childhood and Adolescence Police	Conduct inspections to identify children and adolescents engaged in child labor, particularly in the informal sector. (3) Support SENNI AF inspections in areas with high rates of child labor. (31)

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### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Panama took actions to combat child labor (Table 6). However, gaps exist within the operations of MITRADEL that may hinder adequate labor law enforcement, including with regard to human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1,743,733 (4)	\$1,712,293 (8)
Number of Labor Inspectors	85 (4)	79 (8)
Inspectorate Authorized to Assess Penalties	Yes (4)	Yes (8)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (4)	Yes (8)
Training on New Laws Related to Child Labor	Yes (4)	Yes (8)
Refresher Courses Provided	Yes (4)	Yes (8)
Number of Labor Inspections Conducted	15,331 (4)	16,720 (8)
Number Conducted at Worksites	15,331 (4)	16,720 (8)
Number of Child Labor Violations Found	88 (4)	80 (8)
Number of Child Labor Violations for Which Penalties were Imposed	37 (4)	42 (8)
Number of Child Labor Penalties Imposed that were Collected	37 (4)	Unknown
Routine Inspections Conducted	Yes (4)	Yes (8)
Routine Inspections Targeted	Yes (4)	Yes (8)
Unannounced Inspections Permitted	Yes (4)	Yes (8)
Unannounced Inspections Conducted	Yes (4)	Yes (8)
Complaint Mechanism Exists	Yes (4)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (4)	Yes (8)

During the year, labor inspectors received training on agricultural labor inspections and occupational safety and health. (62) The number of labor inspectors is likely insufficient for the size of Panama's workforce, which includes more than 1.6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Panama would employ roughly 109 labor inspectors. (63; 64; 65) Furthermore, the total number of labor inspections suggests that each labor inspector conducted roughly 211 labor inspections; this is a high number and it is unknown whether this affects the quality of labor inspections. MITRADEL has noted that the budget for the Directorate Against Child Labor and for the Protection of Adolescent Workers (DIRETIPPAT) was insufficient to meet its commitments for coordination, implementation, and monitoring. (44; 66; 67) Civil society groups have stated that labor inspections in Panama focus primarily on the formal sector, leaving children in the informal sector vulnerable. (6; 68) Moreover, unannounced labor inspections are not conducted in agricultural areas outside of Panama City. (5)

### *Criminal Law Enforcement*

In 2017, the government's criminal law enforcement agencies appeared to function adequately in addressing child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (4)	Yes (8)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (4)	Yes (8)
Refresher Courses Provided	Yes (4)	Yes (8)
Number of Investigations	781 (69)	920 (69)
Number of Violations Found	Unknown	4 (69)
Number of Prosecutions Initiated	Unknown	4 (8)
Number of Convictions	Unknown	4 (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (4)	Yes (8)



In 2017, 60 officers from the Childhood and Adolescence Police, personnel from the National Secretariat for Childhood, Adolescence, and Family (SENNIAF), and other government agencies, received training on investigating and sanctioning the commercial sexual exploitation of children. Criminal law enforcement agencies investigated 920 reports of commercial sexual exploitation of children during the year and prosecuted and sanctioned 4 violations. (8; 69)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with regard to the coordination between agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Committee for the Eradication of Child Labor and the Protection of Adolescent Workers (CETIPPAT)	Coordinate various efforts to combat child labor. Led by the First Lady of Panama and includes MITRADEL, the ministries of Education, Health, and Agriculture, and representatives from civil society and organizations of workers and employers. (70) Conduct a National Child Labor Survey every 2 years. (5) Met several times in 2017 on implementing plans to address child labor. (8)
Subcommittee to Combat Child Labor	Incorporate Panamanian Institute for Sports and the Ministry of Education in efforts to address child labor and its causes. Subcommittee of the CETIPPAT. (6; 44; 59; 71)
Provincial Coordination Mechanisms	Identify and report cases of child labor at the local level and coordinate with CETIPPAT at the national level. Established in Bocas del Toro, Colón, and Darién with plans for expansion to achieve national coverage. (8)
National Commission for the Prevention of Crimes of Sexual Exploitation (CONAPREDES)	Coordinate, advise, and implement public policies for the prevention and eradication of sexual exploitation through specific actions, projects, and programs; study related trends and prevalence. (70) Members include the Attorney General as well as the Ministries of Labor, Education, Social Development, and Health. Refer cases of sexual exploitation to the Attorney General's Office. (36; 70) In 2017, approved funding for three new projects to assist at risk children and prevent the commercial sexual exploitation of children, and to conduct a study with the University of Panama analyzing data on children engaged in illicit activities. (8)

MITRADEL has noted the need for increased coordination on efforts to address child labor, including within the Ministry, and with social service agencies and referral mechanisms. (44) During the reporting period, MITRADEL launched a new child labor monitoring information system to strengthen interagency referral and follow-up services for child labor cases. (72)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with regard to mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Roadmap Towards the Elimination of Child Labor (2016–2019)	Aims to eliminate all forms of child labor in Panama by 2020 by strengthening anti-poverty, health, and educational programs and policies. (73; 74; 75)
National Action Plan for the Prevention and Elimination of Sexual Commercial Exploitation of Children and Adolescents	Aims to prevent and eliminate the sexual commercial exploitation of children and adolescents, including by providing services to victims, strengthening CONAPREDES, and raising awareness. Implemented by CONAPREDES, with support from the Public Ministry. (36; 37; 70; 76)
National Plan Against Trafficking in Persons (2012–2022)	Aims to combat human trafficking through prevention, victim assistance, and international cooperation. Includes provisions to protect child victims of human trafficking. (77; 69)
Districts Free of Child Labor	Aims to establish cooperation agreements between MITRADEL and municipal councils to design and implement child labor eradication strategies. (8) MITRADEL adopted this new approach in October 2017 and announced it at the IV Global Conference on the Sustained Eradication of Child Labor, held in Buenos Aires, Argentina in November. In December, the municipal councils of Chame and Colón were the first two councils to sign agreements with MITRADEL. (8; 78)

The Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama aims to strengthen dialogue on labor migration between the two countries, with an emphasis on indigenous Panamanian migrant workers, to ensure social protection of migrant workers and their families. The policy includes a bilateral technical committee to promote joint action

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to combat human trafficking, exchange information, and develop cooperative strategies and projects. (79) Although potentially a useful policy tool to combat child labor, child labor elimination and prevention strategies do not appear to have been integrated into this policy.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with regard to reaching the most vulnerable populations.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Direct Government Action Program for the Prevention and Eradication of Child Labor†	MITRADEL program implemented through the Institute for Training and Utilization of Human Resources that provides a network of social and economic services to child workers and children at risk of child labor. Services include provision of food and scholarships, support for sports activities, and social monitoring. (6; 80) In 2017, approximately 1,500 children received scholarships for schooling. (69)
Prevention and Eradication of Child Labor†	SENNIAF program that identifies children engaged in the worst forms of child labor, removes them from exploitative situations, and connects them to a network of social and economic services offered by the government. (31; 36)
National Child Labor Survey†	Committee for the Eradication of Child Labor and the Protection of Adolescent Workers survey conducted every two years by the National Institute of Statistics and Census with funding from SENNIAF and MITRADEL. (5) Most recently conducted in 2016 and published in 2017. (1)
National Council of Private Businesses (CoNEP) Corporate Social Responsibility Program	Joint effort created by MITRADEL and the National Council of Private Businesses that involves a partnership with businesses across Panama to sign the Voluntary Agreement of Corporate Social Responsibility to prevent and eradicate child labor. (81; 82)
MITRADEL and Fundación Telefónica Cooperative Agreement (2014–2016)	MITRADEL public-private partnership with <i>Telefónica Móviles Panamá S.A.</i> to prevent and eliminate child labor by improving access to education and providing trainings to teachers and private employers. (6; 83)
USDOL-Funded Projects	USDOL projects that aim to eliminate child labor, including its worst forms, through research, improved monitoring and enforcement, policy development, and awareness-raising. These projects include Educafuturo: Combating Child Labor, a \$8.1 million, 5-year project implemented in Ecuador and Panama by Partners of the Americas; Building Effective Policies Against Child Labor, a \$4.3 million, 5-year project implemented in Ecuador and Panama by the ILO; CLEAR II, implemented by Winrock International and partners Verité and Lawyers Without Borders in seven countries; and Global Action Program on Child Labor Issues, implemented in approximately 40 countries by the ILO. For additional information about USDOL's work, please visit our website. (84; 85; 86; 87; 88)
Prevention and Care for Child and Adolescent Victims of Sexual Violence†	SENNIAF program that identifies children engaged in commercial sexual exploitation, removes them from exploitative situations, and provides them with social services. Conducts training workshops nationwide for professionals providing direct care to child and adolescent victims of sexual violence. (89)
Network of Opportunities†	Ministry of Social Development program that provides conditional cash transfers to families in extreme poverty, conditioned on their children's participation in health and education services and the acquisition of a birth certificate. Offers training to project participants to improve income-generating opportunities. (36; 90)

† Program is funded by the Government of Panama.

In 2017, the Office of the First Lady funded education, meal, and recreation services to provide child laborers in the coffee-producing region of Renacimiento, Chiriquí as an alternative to participating in the coffee harvest. (8) Although Panama has expanded programs that reach children in rural areas and from indigenous and Afro-Panamanian communities, the scope of these programs is insufficient, and these children remain vulnerable to the worst forms of child labor. (41; 43; 62)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Panama (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish regulations that define the number of hours and types of activities that children between the ages of 12 and 14 can undertake as light work to ensure that they are not exposed to hazardous labor.	2009 – 2017
	Ensure that the law protects children from hazardous work by establishing a minimum age of 18 for all children or by ensuring that children receive adequate training in the type of work being done and that the health, safety, and morals of the children are protected in accordance with international standards if children age 16 or 17 are allowed to perform hazardous work.	2013 – 2017
Enforcement	Allocate sufficient funding for DIRETIPPAT to meet its commitments for coordination, implementation, and monitoring related to child labor.	2014 – 2017
	Increase the number of labor inspectors to meet the ILO's technical advice and to address child labor in the informal sector and agricultural areas outside of Panama City.	2014 – 2017
	Determine whether the inspection ratio for each labor inspector is appropriate to ensure the quality and scope of inspections.	2017
	Strengthen the inspection system by conducting unannounced inspections in agricultural areas outside of Panama City.	2015 – 2017
	Publish information on the number of penalties collected for child labor violations.	2017
Coordination	Increase coordination on efforts to address child labor, including within MITRADEL, and with social service agencies and referral mechanisms.	2016 - 2017
Government Policies	Integrate child labor elimination and prevention strategies into the Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama.	2015 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including children from rural areas and indigenous and Afro-Panamanian communities, by expanding existing programs, including for school transportation.	2014 – 2017

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# Papua New Guinea

## MINIMAL ADVANCEMENT

*In 2017, Papua New Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The government adopted the National Action Plan to Eliminate Child Labor. However, children in Papua New Guinea engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in mining. Laws do not specifically define the hazardous occupations and activities prohibited for children. Inadequate resources hamper the Labor Inspectorate’s capacity to enforce child labor laws. In addition, Papua New Guinea lacks a compulsory age for education, and some children face challenges accessing school, which increases the risk of children’s involvement in the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Papua New Guinea engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2) Children also perform dangerous tasks in mining. (3) Table 1 provides key indicators on children’s work and education in Papua New Guinea. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		77.4

Source for primary completion rate: Data from 2012, UNESCO Institute for Statistics, 2018. (4) Data were unavailable from Understanding Children’s Work Project’s analysis, 2018. (5)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working on tea, coffee, and palm oil plantations (6)
Industry	Mining (3)
Services	Domestic work (1; 6)
	Street work, including scavenging for recyclables and begging (7; 3)
	Work in markets, including unloading and carrying heavy bags of food (8; 2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including working in bars, nightclubs, and brothels, and use in the production of pornography, each sometimes as a result of human trafficking (1; 2)
	Forced domestic work (1; 2)
	Illicit activities (3; 9)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




In Papua New Guinea, children are exploited in commercial sex. (1; 10) Some children from rural areas are sent to live with relatives or “host” families in cities, where they may be forced to perform domestic work to pay off family debts. (1; 3; 2)

Research found the threat of gender-based violence prevents many girls from attending school. (11) Although the government has established a free education policy, in practice many schools charge fees for books, uniforms, and other supplies. (12; 13; 14; 15; 16) These barriers to education make affected children vulnerable to the worst forms of child labor.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Papua New Guinea has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Papua New Guinea's legal framework to adequately protect children from child labor, including the identification of hazardous occupations or activities prohibited for children and the prohibition of commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 103 of the Employment Act (17)
Minimum Age for Hazardous Work	Yes	18	Article 54 of the <i>Lukautim Pikinini</i> Act (12)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 43 of the Constitution of the Independent State of Papua New Guinea; Section 208 of the Criminal Code (18; 19)
Prohibition of Child Trafficking	Yes		Section 208 of the Criminal Code (19)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 229J–229O and 229R–229T of the Criminal Code (20)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	16	Section 30 of the Defence Act (21)
Non-state	No		
Compulsory Education Age	No		
Free Public Education	No		

\* No conscription (22)

Papua New Guinea has not determined by national law or regulation the types of hazardous work prohibited for children. The Department of Labor and Industrial Relations (DLIR) has been developing a hazardous work list for several years, but it did not submit the list to the cabinet for endorsement during the reporting period. (23; 24; 25; 3)

According to the Employment Act, children ages 11 to 16 may be allowed to work under certain conditions. The minimum age of 11 for light work is not in compliance with international standards, and the law does not specify the types of activities in which light work is permitted nor the number of hours per week that this work may be undertaken. (17; 26) Papua New Guinea also does not have laws that prohibit using, procuring, or offering a child for illicit activities, including for the production and trafficking of drugs. (27) The law does not sufficiently protect children from commercial sexual exploitation, as using, procuring, and offering a child for pornographic performances is not criminally prohibited. (20) In addition, the recruitment of children by non-state armed groups is not prohibited.

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There is no age up to which education is compulsory in Papua New Guinea, which increases the risk of children's involvement in child labor. Although free education is not mandated by law, there is a policy that sufficiently provides for free basic education. (28; 15; 26)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the DLIR that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor and Industrial Relations (DLIR)	Implement and enforce child labor laws. (29)
Department of Community Development, Religion and Sports	Enforce the <i>Lukautim Pikinini</i> Act, including provisions on child labor and its worst forms. (29)
Royal Papua New Guinea Constabulary	Enforce laws against commercial sexual exploitation of children and the use of children in illicit activities. (29)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Papua New Guinea took actions to combat child labor (Table 6). However, gaps exist within the operations of the DLIR that may hinder adequate enforcement of their child labor laws, including human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (24)	Unknown (3)
Number of Labor Inspectors	Unknown (24)	43 (3)
Inspectorate Authorized to Assess Penalties	Yes (29)	Yes (3)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (24)	No (3)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Unknown (24)	Unknown (3)
Number of Labor Inspections Conducted	Unknown (24)	Unknown (3)
Number Conducted at Worksites	Unknown (24)	Unknown (3)
Number of Child Labor Violations Found	Unknown (24)	Unknown (3)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (24)	Unknown (3)
Number of Child Labor Penalties Imposed that were Collected	Unknown (24)	Unknown (3)
Routine Inspections Conducted	Unknown (24)	Unknown (3)
Routine Inspections Targeted	Unknown (24)	Unknown (3)
Unannounced Inspections Permitted	Yes (6)	Yes (3)
Unannounced Inspections Conducted	Unknown (24)	Yes (3)
Complaint Mechanism Exists	No (24)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (24)	No (24)

Labor inspectors sometimes carry out routine inspections in hazardous workplaces or in the manufacturing sector; however, due to limited capacity, labor inspectors generally respond to specific child labor complaints only. (6; 28; 30) Inadequate resources hamper the Labor Inspectorate's capacity to enforce child labor laws. (3; 31) The number of labor inspectors is likely insufficient for the size of Papua New Guinea's workforce, which includes approximately 3.68 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Papua New Guinea should employ about 245 labor inspectors. (32; 33)

***Criminal Law Enforcement***

Research did not find information on whether criminal law enforcement agencies in Papua New Guinea took actions to combat child labor. (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (30)	Unknown (3)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown (3)
Refresher Courses Provided	Yes (34)	Unknown (3)
Number of Investigations	2 (30)	Unknown (3)
Number of Violations Found	4 (30)	Unknown (3)
Number of Prosecutions Initiated	2 (30)	Unknown (3)
Number of Convictions	0 (30)	Unknown (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (34; 35)	Unknown (3)

In 2017, the government did not release labor and criminal statistics related to child labor.

**IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Human Trafficking Committee	Coordinate efforts to combat human trafficking. Chaired by the Department of Justice and the Attorney General, with representatives from more than 15 government agencies, NGOs, and international organizations. (36; 37)

**V. GOVERNMENT POLICIES ON CHILD LABOR**

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including integrating child labor elimination and prevention strategies into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan to Eliminate Child Labor in Papua New Guinea (2017–2020)†	Promotes government coordination to eliminate the worst forms of child labor through more effective prevention, protection, rehabilitation, and reintegration measures and capacity building. (3; 38)
Papua New Guinea Trafficking in Persons National Action Plan (2015–2020)	Seeks to prevent human trafficking, protect victims, and prosecute offenders. (39)
Universal Basic Education Plan (2010–2019)*	Promotes enrollment of children in school and aims to improve retention rates to ensure children receive 9 years of basic education. (40)
Tuition Fee-Free Policy	Aims to improve access to education by abolishing school fees in grades 1 through 10 and providing subsidies for students in grades 11 and 12. (28; 15; 41)

† Policy was approved during the reporting period.

\* Child labor elimination and prevention strategies do not appear to have been integrated into this policy. (42)

In 2017, the government launched the National Action Plan to Eliminate Child Labor in Papua New Guinea (2017–2020). (43) However, research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

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### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Urban Youth Employment Project (2011–2018)†	Government- and World Bank-funded project that provides youth with training, temporary jobs, and skills development through apprenticeship projects. (44)
<i>1-Tok Kaunselin Helpim Lain</i> †	Telephone hotline funded by the Government of Papua New Guinea to report child welfare concerns and physical or sexual violence. (45)

† Program is funded by the Government of Papua New Guinea.

Research found no evidence that the government carried out programs specifically designed to assist children engaged in commercial sexual exploitation, domestic work, or mining.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Papua New Guinea (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Palermo Protocol on Trafficking in Persons.	2014 – 2017
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2017
	Raise the minimum age for light work to 13 to comply with international standards, and ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015 – 2017
	Ensure that the law criminally prohibits using, procuring, and offering a child for illicit activities, including for the production and trafficking of drugs.	2014 – 2017
	Ensure that the law criminally prohibits using, procuring, and offering a child for pornographic performances.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Establish by law an age up to which education is compulsory that extends to the minimum age for employment.	2009 – 2017
Enforcement	Publish comprehensive information on labor law enforcement, including Labor Inspectorate funding, and the training that labor inspectors receive, the number and type of inspections conducted, the number of child labor violations found, and the number of violations for which penalties were imposed and collected.	2014 – 2017
	Strengthen the inspection system by ensuring that inspectors conduct routine or targeted inspections in addition to those that are complaint driven.	2014 – 2017
	Provide inspectors with the resources necessary to enforce labor laws and other laws that protect children from the worst forms of child labor.	2009 – 2017
	Establish a referral mechanism between labor and criminal law enforcement authorities and social services agencies to ensure that victims of child labor receive appropriate support services.	2014 – 2017
	Increase the number of labor inspectors to meet the ILO's technical advice.	2017
	Institutionalize training for labor inspectors on the worst forms of child labor, including training for new labor inspectors at the beginning of their employment.	2016 – 2017
Coordination	Publish comprehensive information on criminal law enforcement efforts related to child labor, including training for investigators, and the number of investigations conducted, prosecutions initiated, and convictions.	2017
	Establish coordinating mechanisms to combat child labor.	2009 – 2017



**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into the Universal Basic Education Plan.	2013 – 2017
	Publish information about the activities that were undertaken to implement the National Action Plan to Eliminate Child Labor in Papua New Guinea.	2017
Social Programs	Increase access to education by instituting programs to address gender-based violence against girls in schools and fully eliminating school-related fees.	2014 – 2017
	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Institute programs that assist children engaged in the worst forms of child labor in all relevant sectors, especially commercial sexual exploitation, domestic work, and mining.	2010 – 2017

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In 2017, Paraguay made a significant advancement in efforts to eliminate the worst forms of child labor. The government approved a regulation to strengthen enforcement of labor laws and standards, including on child labor, and established a fund with the International Organization for Migration to provide immediate assistance to victims of child labor and human trafficking. The Ministry of Labor, Employment, and Social Security also established a regional office in Villarrica, released labor law enforcement statistics, and law enforcement officials attended training on labor trafficking. In addition, the government increased child and forced labor investigations in the remote Chaco region, where labor exploitation in Paraguay is most prevalent. However, children in Paraguay are engaged in the worst forms of child labor, including cattle raising and domestic servitude. Limited funding for law enforcement agencies and social programs hamper the government's ability to fully address the worst forms of child labor, particularly in rural areas.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Paraguay engage in the worst forms of child labor, including in cattle raising and domestic servitude, sometimes as a result of human trafficking. (1; 2; 3; 4; 5; 6; 7; 8; 9) The 2011 National Survey of Child and Adolescent Activities found that 21 percent of all Paraguayan children were engaged in hazardous work. (2) The 2015 Survey of Activities of Rural Area Children and Adolescents, published in 2016, identified 384,677 children engaged in child labor in agriculture. (1) Table 1 provides key indicators on children's work and education in Paraguay.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	8.2 (56,492)
Attending School (%)	5 to 14	94.8
Combining Work and School (%)	10 to 14	7.1
Primary Completion Rate (%)		89.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2018. (10)

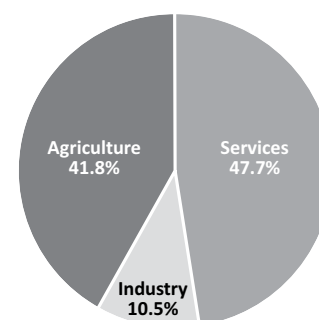
Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Permanente de Hogares (EPH), 2016. (11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of manioc/cassava, corn, beans, peanuts, sesame, sugarcane, tomato, lettuce, melons, sweet potato, peppers, onion, carrots, cabbage, yerba mate (stimulant plant), soy, wheat, stevia, and charcoal (1; 12; 13; 14; 15; 16; 5) Raising poultry, pigs, cattle,† sheep, and goats and producing milk (2; 13; 14) Fishing, including using hooks and harpoons,† preparing bait, and cleaning fish† (1)
Industry	Construction, activities unknown, and production of bricks (2; 12; 14; 5) Limestone quarrying† and gold mining† (2; 12; 14; 5; 17)

**Figure 1. Working Children by Sector, Ages 10-14**



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work† (2; 18; 14; 19; 4; 7; 8; 20; 6)
	Street work,† including vending, shoe shining, and begging (2; 12; 19; 21; 5; 9)
	Horse jockeying (5)
	Garbage dump scavenging† (2; 3; 22)
Categorical Worst Forms of Child Labor‡	Debt bondage in cattle raising, dairy farms, and charcoal factories (12; 5; 23; 24)
	Commercial sexual exploitation and domestic servitude, each sometimes as a result of human trafficking (3; 25; 5; 24; 6; 9)
	Use in the production of child pornography (12; 26; 27; 28; 29; 5)
	Use in illicit activities, including smuggling and drug trafficking (3; 12; 30; 5)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




*Criadazgo*, a practice in which middle-class and wealthy families informally employ and house child domestic workers from impoverished families, is pervasive in Paraguay; the 2011 National Survey of Child and Adolescent Activities estimated that more than 46,000 children were engaged in *criadazgo*. Many of these children are in situations of domestic servitude, subjected to violence and abuse, and highly vulnerable to sex trafficking. (2; 12; 8; 15; 29; 5; 24; 9) Children are subjected to commercial sexual exploitation in Ciudad del Este; in the Tri-Border area between Paraguay, Argentina and Brazil; and along commercial shipping routes on the Paraguay River. (24; 5) Children work alongside their parents in debt bondage on cattle ranches, dairy farms, and charcoal factories in the remote Chaco region. (12; 5; 23; 24) Children shine shoes on the street and in the Palace of Justice, the Supreme Court building. (12)

Children from rural and indigenous communities face difficulties accessing and completing their education, including language barriers. (31; 32) The 2011 National Survey of Child and Adolescent Activities indicated that children who speak Guaraní exclusively are more likely to be involved in child labor and have higher rates of school absence compared to other working children; poverty is pervasive in rural Paraguay, where Guaraní is the predominant language. (2; 33) School buses or other forms of public transportation are limited in rural areas, and school infrastructure is often inadequate in rural and indigenous communities. The government has noted that girls from rural areas leave school at an earlier age than boys and estimated that more than 50 percent of children with disabilities could not attend school due to lack of access to public transportation. (12; 5) Such challenges may leave these children more vulnerable to child labor. Approximately 13 percent of children engaged in child labor in agriculture do not attend school and 11.8 percent of working children ages 14 to 17 have not completed primary school. (1; 34)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Paraguay has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Paraguay’s legal framework to adequately protect children from the worst forms of child labor, including the lack of prohibition of child recruitment by non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 1 of Law No. 2332; Article 58 of the Childhood and Adolescence Code (35; 36)
Minimum Age for Hazardous Work	Yes	18	Article 54 of the Childhood and Adolescence Code; Article 3 of Decree No. 4951; Articles 122 and 125 of the Labor Code; Article 15 of the First Employment Law; Article 5 of Law No. 5407 on Domestic Work (35; 37; 38; 39; 40; 41)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 54 of the Childhood and Adolescence Code; Article 2 of Decree No. 4951; Article 15 of the First Employment Law; Articles 122, 125, and 389 of the Labor Code; Article 5 of Law No. 5407 on Domestic Work (35; 37; 38; 39; 40; 41)
Prohibition of Forced Labor	Yes		Articles 5-7 of the Comprehensive Law Against Trafficking in Persons; Articles 125, 129, 223, and 320 of the Penal Code; Articles 10 and 54 of the Constitution (42; 43; 44; 45)
Prohibition of Child Trafficking	Yes		Articles 6 and 7 of the Comprehensive Law Against Trafficking in Persons; Articles 125, 129, and 223 of the Penal Code; Article 54 of the Constitution (42; 43; 44; 45)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 135 and 223 of the Penal Code; Article 2.19 of Decree No. 4951; Article 31 of the Childhood and Adolescence Code (35; 37; 43; 45)
Prohibition of Using Children in Illicit Activities	Yes		Article 1 of Law No. 1657; Article 32 of the Childhood and Adolescence Code (35; 46)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Articles 3 and 5 of the Obligatory Military Service Law (47; 48)
State Voluntary	Yes	18	Articles 3 and 5 of the Obligatory Military Service Law (47; 48)
Non-State	No		
Compulsory Education Age	Yes	15	Article 2 of Law No. 4088; Article 32 of the General Education Law No. 1264 (49; 50)
Free Public Education	Yes		Article 76 of the Constitution; Article 32 of the General Education Law No. 1264 (42; 49)

In January 2017, the government approved a regulation to strengthen enforcement of labor laws and standards, including on child labor. (51)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Employment and Social Security (MTESS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment and Social Security (MTESS)	Enforce laws related to child labor, inspect workplaces for child labor, and fine companies found in violation of labor laws. Refer cases involving criminal violation of child labor to the Public Ministry or the National Secretariat for Children and Adolescents (SNNA). (13; 14)
National Police	Maintain a special unit of 33 police officers who handle complaints regarding trafficking in persons, including children, with offices in five cities. (13; 14)
Public Ministry (Prosecutor's Office)	Enforce criminal laws related to the worst forms of child labor by investigating and prosecuting violators and providing support to local prosecutors throughout Paraguay. (14)
SNNA	Maintain a unit dedicated to fighting child trafficking and a hotline to report cases of human trafficking and commercial sexual exploitation of children. Provide social services to victims referred by law enforcement agencies. (13; 14; 30; 23)
Public Defender's Office	Maintain the Specialized Unit to Combat Human Trafficking and Sexual Exploitation of Children and Adolescents. (52)



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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Attorney General's Office	Investigate and prosecute cases of child labor involving human trafficking through the Anti-Trafficking in Persons Unit. Comprises 3 specialized prosecutors based in Asunción and 35 assistants. (13)
Ministry of Women's Affairs	Provide social services to female victims of human trafficking, half of whom are estimated to be children. House an office staffed with five personnel dedicated to combating trafficking of children. (13; 14; 30)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Paraguay took actions to combat child labor (Table 6). However, gaps exist within the operations of the MTESS that may hinder adequate labor law enforcement, including with regard to financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1.1 million (12)	\$1.1 million (5)
Number of Labor Inspectors	30 (12)	35 (5)
Inspectorate Authorized to Assess Penalties	No (12)	No (5)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	Yes (5)
Training on New Laws Related to Child Labor	Yes (12)	Yes (5)
Refresher Courses Provided	Yes (12)	Yes (5)
Number of Labor Inspections Conducted	4,800 (12)	667 (5)
Number Conducted at Worksites	4,800 (12)	275 (5)
Number of Child Labor Violations Found	17 (12)	27 (5)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	27 (5)
Number of Child Labor Penalties Imposed That were Collected	Unknown	27 (5)
Routine Inspections Conducted	Yes (12)	Yes (5)
Routine Inspections Targeted	Yes (12)	Yes (5)
Unannounced Inspections Permitted	Yes (12)	Yes (5)
Unannounced Inspections Conducted	Yes (12)	Yes (5)
Complaint Mechanism Exists	Yes (12)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (5)

In 2017, the MTESS opened a regional office in Villarrica and signed letters of intent with two Fair Trade sugarcane producer associations to promote efforts to address child labor. (53) During the year, labor inspectors received training on agricultural labor inspections, which included field work and pilot exercises. The MTESS also coordinated with the Prosecutor's Office to streamline the labor violation complaint process to avoid duplicative complaints triggering multiple inspections of the same worksite, resulting in fewer labor inspections in 2017 than in 2016. (53; 54)

Although Paraguay has ratified ILO C. 81, its labor inspectors are contractors rather than public officials. Due to the instability of contract employment, the authority and training of these labor inspectors may be called into question. The number of labor inspectors is likely insufficient for the size of Paraguay's workforce, which includes over 3 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Paraguay would employ roughly 229 inspectors. (55; 56; 57) Government agencies, international organizations, NGOs, and labor organizations agree that inadequate funding and the insufficient number of labor inspectors hamper the labor inspectorate's capacity to enforce child labor laws, especially in the informal sector, including in agriculture and domestic work. (5; 9) The inspectorate is particularly limited by the lack of dedicated vehicles or travel funds. (5) An additional constraint to labor law enforcement is the lack of efficient and timely cooperation by judicial authorities in granting workplace inspection search warrants to the Public Ministry and the MTESS when an employer does not permit an inspector to enter a workplace to conduct an inspection. The system is paper-based and orders routinely take more than 3 months to arrive. (12; 13; 14; 15; 58) During the year, the MTESS provided training to labor inspectors to implement the 2016 agreement with judicial and law enforcement authorities, intended to go into effect in 2017, to accelerate the authorization of search warrants. (12; 5)

***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Paraguay took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with regard to the lack of a referral mechanism between criminal authorities and social services.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (5)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (12)	Yes (5)
Refresher Courses Provided	Yes (12)	Yes (5)
Number of Investigations	77 (12)	15 (5)
Number of Violations Found	Unknown (54)	15 (54)
Number of Prosecutions Initiated	Unknown (54)	15 (54)
Number of Convictions	Unknown (54)	14 (54)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (12)	No (5)

During the reporting period, the Special Directorate to Fight the Trafficking of Persons and Commercial Sexual Exploitation of Children increased child and forced labor investigations conducted in the Chaco region, where the worst forms of child labor, human trafficking, and debt bondage are most prevalent. In addition, 150 prosecutors, investigators, judges, migration officials, and labor inspectors attended training sessions on labor trafficking. (5) However, government agencies, international organizations, NGOs, and labor organizations have observed a need for more specialized prosecutors to support local prosecutors nationwide and increase the Public Ministry's ability to investigate and prosecute cases involving human trafficking. (12; 13; 15; 6) In addition, investigations were limited by insufficient resources, including vehicles, fuel, and logistical support. Overall, Paraguay's criminal law enforcement agencies lack resources, including staff and training, to sufficiently identify, investigate, and prosecute cases of the worst forms of child labor. As a result, the number of convictions of crimes related to the worst forms of child labor is insufficient and existing penalties are inadequate deterrents. (12; 13; 14; 15; 59; 5; 6)

**IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with regard to the coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission to Prevent and Eradicate the Exploitation of Children (CONAETI)	Lead government efforts against child labor and include representatives from the MTESS, the Ministry of Justice and Human Rights, the Ministry of Women's Affairs, the SNNA, and other government agencies, as well as labor union representatives, industry associations, and NGOs. (14; 60) In 2017, celebrated its 15 year anniversary by launching a commemorative postage stamp to raise awareness on child labor and government efforts to address it. (61)
Inter-Institutional Working Group on Preventing and Combating Human Trafficking	Coordinate interagency efforts to combat all forms of trafficking in persons, including child trafficking. Headed by the Ministry of Foreign Relations. (14; 20; 60)
Defense Councils for the Rights of Children and Adolescents (CODENIs)	Coordinate efforts to protect children's rights at the municipal level, including by maintaining a registry of adolescent workers and coordinating with vocational training programs for adolescents. (14; 35) In 2017, the CODENI of Paso Yobai piloted new computer and smartphone platforms for the adolescent worker registry. (53) In response to a televised report from May 2017 on children engaged in informal gold mining in Paso Yobai, the CODENI of Paso Yobai and the SNNA held several workshops for families, teachers, and representatives of Paso Yobai's miners association in June 2017 to raise awareness on the risks of child labor in mining. (53)

During the reporting period, the Anti-Trafficking in Persons Unit of the Attorney General's office coordinated with the SNNA and other government agencies to conduct community outreach on human trafficking in low-income areas. (5) Government

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agencies responsible for addressing child labor share information and coordinate efforts informally, but coordination between the MTESS and the Ministries of Education and Health remains insufficient to combat the worst forms of child labor. In addition, the CODENIs require additional financial and human resources to fulfill their mission to address child labor. (12; 13; 18; 14; 62)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Strategy for the Prevention and Eradication of Child Labor and Protection of Working Adolescents (2016–2020)	Aims to raise awareness and strengthen enforcement of child labor laws. Provides child laborers with access to free quality education and offers livelihood alternatives for their families. (12; 14; 60)
National Strategy to Prevent Forced Labor	Aims to prevent and eradicate forced labor and care for victims. (63)
National Plan for Development (2014–2030)	Aims to reduce social exclusion and poverty, including by preventing and eliminating child labor. (64)
National Plan on Human Rights	Promotes human rights, including the prevention and elimination of child labor and forced labor. (65)
Inter-Institutional Agreement on Government Procurement	Prohibits government procurement of goods or services involving child labor. Established between the SNNA and the National Bureau for Public Contracts. (66)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including coverage and funding to fully address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
USDOL-Funded Projects	USDOL projects that aim to eliminate child labor, including its worst forms, through research, improved monitoring and enforcement, policy development, and awareness-raising. These projects include Country Level Engagement and Assistance to Reduce Child Labor (CLEAR), implemented by the ILO in 11 countries; Global Research on Child Labor Measurement and Policy Development, implemented by the ILO in 10 countries; Global Action Program on Child Labor Issues, implemented by the ILO in approximately 40 countries; and Paraguay <i>Okakuaa</i> (Paraguay Progresses), \$6 million project implemented by Partners of the Americas. (67; 68; 69) For additional information about USDOL's work, please visit our website.
Immediate Assistance Fund*	Provides immediate, temporary assistance to victims of child labor and human trafficking. Established by the Anti-Trafficking in Persons Unit of the Attorney General's office with support from the IOM.
Embrace Program ( <i>Programa Abrazo</i> )†	SNNA program to assist children engaged in exploitative work by providing them and their families with health and education services, food deliveries, and cash transfers conditioned on children's school attendance and withdrawal from work. (58) Works closely with the NGO Fortalecer in the implementation of ILO-IPEC programs and with the Sugarcane Growers' Association, Ministry of Education and Culture, and CONAETI to set up programs tailored to at-risk children who work during the sugarcane harvesting season. (14) In 2017, received \$6.7 million in funding and targeted children at risk of child labor in garbage dumps, brick factories, lumber harvesting, and sugarcane. (5)
Combating Commercial Sexual Exploitation of Girls, Boys and Adolescents in Trips and Tourism†	National campaign of the National Secretariat for Tourism and the Association of Female Tourism Executives to raise awareness on protecting children from commercial sexual exploitation. (18)
Promotion of Decent Work in the Cotton Supply Chain (2016-2018)	Government of Brazil-funded project implemented by the ILO to promote decent work in cotton through exchanges on combatting poverty and discrimination, preventing and eradicating child labor and forced labor, formalizing employment, and promoting youth employment and equality. (70; 71)
Well-Being Conditional Cash Transfer Program ( <i>Tekoporã</i> )†	Government-administered program through the Secretariat for Social Action. Provides conditional cash transfers to families in rural communities. (13) Incorporates aspects of the Embrace Program, such as the family monitoring methodology, to ensure participant children do not engage in child labor. (14) In 2017, received \$60 million and assisted approximately 335,000 children. (5)

\* Program was launched during the reporting period.

† Program is funded by the Government of Paraguay.

The 2012 Law Against Trafficking in Persons requires the Ministry of Women's Affairs to provide compensation and financial assistance to victims of sexual and labor trafficking, including minors. However, the government has not allocated funding for the Ministry of Women's Affairs to implement such a program, and most victims did not have access to comprehensive care. (13; 15; 44; 72; 6) Although Paraguay has programs that target child labor, the coverage and funding of these programs is insufficient to fully address the extent of the problem, and programs are limited by the absence of government education and health services in rural areas. Additional programs are needed to reach the large numbers of working children, especially in agriculture, including cattle herding, and domestic work. (13; 15; 5; 6)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Paraguay (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 - 2017
Enforcement	Strengthen the Labor Inspectorate by permitting inspectors to determine and assess penalties for child labor violations.	2016 - 2017
	Strengthen the Labor Inspectorate by making labor inspectors public officials rather than contractors.	2017
	Increase the number of labor inspectors to meet the ILO's technical advice and increase the funding and resources available to the labor inspectorate, including dedicated vehicles and travel funds.	2009 - 2017
	Build enforcement capacity to address child labor in the informal sector, including in agriculture and domestic work.	2014 - 2017
	Implement the agreement to accelerate authorization of workplace inspection search warrants to improve the cooperation mechanisms among judicial authorities and labor enforcement officials.	2013 - 2017
	Establish a referral mechanism between criminal authorities and social services to ensure that victims of the worst forms of child labor receive appropriate services.	2016 - 2017
	Increase efforts to prosecute crimes related to the exploitation of children in the worst forms of child labor, including by hiring and training more specialized prosecutors; providing resources, such as vehicles and fuel, to enable investigations in remote areas, such as the Chaco; developing coordination and referral mechanisms for government agencies to refer relevant cases to the Public Ministry; and increasing penalties for crimes.	2012 - 2017
Coordination	Discontinue the practice of allowing children to shine shoes in government buildings, including the Palace of Justice.	2017
	Strengthen interagency coordinating mechanisms, with particular focus on the communication between the Ministry of Education and the Ministry of Health, to combat child labor, including its worst forms.	2013 - 2017
Social Programs	Provide additional financial and human resources to the CODENIs to strengthen their ability to address child labor at the municipal level.	2017
	Increase access to education for children vulnerable to child labor, particularly children living in rural and indigenous communities, including in the Chaco, and children with disabilities.	2014 - 2017
	Further expand government programs to assist more families and children affected by child labor, including in agriculture and domestic work.	2010 - 2017

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# Paraguay

## SIGNIFICANT ADVANCEMENT

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# Peru

## SIGNIFICANT ADVANCEMENT

In 2017, Peru made a significant advancement in efforts to eliminate the worst forms of child labor. The government increased criminal penalties for subjecting children to forced labor and achieved its longest human trafficking sentence to date, in a case involving minors. The National Labor Inspection Superintendency also opened four new inspection offices, hired 160 additional labor inspectors, added approximately \$4.9 million to its 2017 budget, and issued a protocol to strengthen child labor inspections and sanctions. Following devastating coastal floods, representatives from multiple government agencies coordinated with regional officials in Piura and other impacted regional cities to provide training and outreach on child labor and human trafficking prevention. In addition, the Government of Peru signed agreements with the United States and Chile to address child labor, reached 83,000 new families with the Together conditional cash transfer program, and expanded in two new cities the Street Educators program, which assists children engaged in street work and begging. However, children in Peru engage in the worst forms of child labor, including in mining and in commercial sexual exploitation, sometimes as a result of human trafficking. Peruvian law allows children ages 12-14 to do light work without specifying the activities in which children may work. In addition, labor law enforcement agencies in Peru lack sufficient inspectors and training to adequately combat child labor.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Peru engage in the worst forms of child labor, including in mining and in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5) In the 2015 National Child Labor Survey, the government identified 1,619,200 children, ages 5 to 17, engaged in child labor. Rates of child labor were higher in the sierra and jungle regions than in the coastal region and higher in rural areas than in urban areas. (6) The government estimated that 1,251,400 children, ages 5 to 17, were engaged in hazardous child labor and that 58.4 percent of these children worked in agriculture, fishing, or mining. The government also identified 70,500 children, ages 10 to 17, who experienced indicators of forced labor. (6) Table 1 provides key indicators on children's work and education in Peru.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	21.8 (1,261,484)
Attending School (%)	5 to 14	97.6
Combining Work and School (%)	7 to 14	25.0
Primary Completion Rate (%)		102.8

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

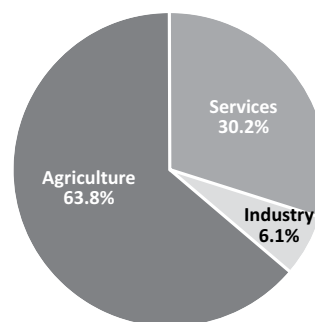
Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Trabajo Infantil (ETI), 2015. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Transplanting and harvesting rice (9; 10; 11; 12; 13; 14; 15; 3)
	Fishing,† including deep sea fishing,† organizing tools, throwing fishing lines and nets,† unloading ships, harvesting crabs and shrimp eggs, and cleaning shrimp and prawns for packaging† (16; 17; 3)
	Logging† timber and clearing forestland for mining, including cutting down and burning trees (2; 18)

**Figure 1. Working Children by Sector, Ages 10-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Mining,† including for silver and gold (2; 9; 19; 3; 18)
	Construction and production of bricks† and fireworks† (6; 3; 20; 18)
Services	Street work,† including vending, begging, shoe shining, carrying loads, selling in kiosks and markets, collecting fares on public buses,† and washing cars (21; 6; 16; 22; 23; 24; 3)
	Treating leather and working on shoes (6)
	Repairing motor vehicles† (2)
	Garbage scavenging† (18; 25; 26)
	Domestic work† and cleaning offices and hotels (6; 18)
Categorical Worst Forms of Child Labor‡	Forced labor in mining, including gold mining (2; 3; 4)
	Forced labor in logging timber, street vending, and begging (2; 27; 3; 4)
	Forced domestic work, sometimes as a result of human trafficking (27; 3)
	Commercial sexual exploitation, including in bars, brothels, and mining camps, each sometimes as a result of human trafficking (1; 2; 28; 29; 3; 4; 18; 30; 5; 31)
	Growing and processing coca (stimulant plant), sometimes as a result of human trafficking, and transporting drugs (29; 28; 27; 3; 4)
	Counterfeiting U.S. dollars, smuggling gas and gasoline, producing counterfeit light bulbs (16; 32; 33)
	Recruitment of children by non-state armed groups for use in armed conflict (4)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Children in Peru work in informal and small-scale mining, particularly for gold, sometimes in situations of forced labor, and are exposed to hazards, including wall and mine collapses, landslides, explosives accidents, and exposure to mercury and harmful gases. Children are also subjected to commercial sexual exploitation as a result of human trafficking near mining areas. (2; 9; 19; 3; 18; 30; 5; 31) Remnants of the Shining Path terrorist group use children in combat, domestic servitude, and drug trafficking. (3; 4)

In 2017, severe flooding damaged over 2,000 schools and prevented an estimated 250,000 children from attending school. (34) During the year, the government distributed education materials in indigenous languages and continued to offer bilingual education programs. However, indigenous and Afro-Peruvian children and children from rural communities experience lower school enrollment and completion rates, with indigenous children especially vulnerable to dropping out of school and engaging in hazardous work in agriculture. (35; 18; 36)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Peru has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Peru’s legal framework to adequately protect children from child labor, including the lack of prohibition of child recruitment by non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 51 of the Child and Adolescent Code (37)
Minimum Age for Hazardous Work	Yes	18	Article 58 of the Child and Adolescent Code (38)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Sections A and B of Supreme Decree No. 003-2010-MIMDES; Article 58 of the Child and Adolescent Code (38; 39)
Prohibition of Forced Labor	Yes		Articles 2 and 23 of the Constitution; Article 4 of the Child and Adolescent Code; Articles 128, 129, 153, 168, and 182 of the Penal Code (38; 40; 41; 42; 43; 44)
Prohibition of Child Trafficking	Yes		Article 4 of the Child and Adolescent Code; Articles 153 and 182 of the Penal Code (38; 40; 41; 42)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 4 of the Child and Adolescent Code; Articles 153 and 179–183 of the Penal Code (38; 42; 45)
Prohibition of Using Children in Illicit Activities	Yes		Articles 128 and 297 of the Penal Code (41; 46; 47)
Prohibition of Military Recruitment			
State Compulsory	N/A		
State Voluntary	Yes	18	Articles 2, 6, and 42 of the Military Service Law (48)
Non-state	No		
Compulsory Education Age	Yes	17‡	Article 17 of the Constitution; Articles 12 and 36 of the General Education Law; Article 61 of Supreme Decree No. 011-2012-ED (21; 43; 49; 50; 51)
Free Public Education	Yes		Article 17 of the Constitution; Article 4 of the General Education Law (43; 49)

‡ Age calculated based on available information (21; 43; 49; 50; 51)

In 2017, the government amended Article 168 of the Penal Code to include increased criminal penalties for subjecting children to forced labor. (41; 44) Although night work is on the hazardous work list, Article 57 of the Child and Adolescent Code allows a judge to authorize children ages 15 and older to engage in night work not exceeding 4 hours a day. The Child and Adolescent Code provides a light work exception for children as young as age 12 to receive work authorization without specifying the activities permitted. (37)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Promotion of Employment (MTPE) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Promotion of Employment (MTPE)	Set national policies and guidelines for labor law enforcement, including for inspections. Responsible for supporting the National Labor Inspection Superintendency (SUNAFIL). (52) Maintain an online reporting service to receive complaints of labor law violations. (53)
SUNAFIL	Enforce labor laws in 10 regions. (21; 54) Conduct labor inspections of employers who have more than 10 registered workers. (55) Maintain a special inspection group comprising 15 inspectors who conduct inspections targeting forced labor and child labor violations, and train other inspectors on these topics. (16; 56) Address possible child labor violations during inspections and refer cases of child labor to the Ministry of Women and Vulnerable Populations (MIMP) and the Public Ministry, as appropriate. (57)
Regional Directorates for Labor	Inspect employers with 10 or fewer registered workers and conduct labor inspections in regions without a SUNAFIL office. Function independently of the MTPE. (27; 58)
Ombudsman’s Department for Children and Adolescents	Coordinate government policies and programs that target children and adolescents. Assist the MTPE to investigate child labor complaints. (21)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
National Police	Enforce criminal laws regarding child labor and child exploitation, and maintain a human trafficking investigation unit to investigate cases of child trafficking for labor and sexual exploitation. (21; 59) Coordinate with the Public Ministry and MIMP to place rescued minors with family members or state social services. (60)
Public Ministry	Coordinate with the MTPE, SUNAFIL, and the National Police to investigate and prosecute cases of criminal violations of child labor laws. Maintain a specialized human trafficking prosecutorial unit in the Public Prosecutor's Office. (61)
Ministry of the Interior (MININTER)	Investigate child trafficking cases. (21) Maintain a hotline to receive reports of human trafficking. Provide victims and the general public with information on human trafficking, refer cases of human trafficking to the relevant government offices, and coordinate services for victims. (60; 62)
MIMP Children's Bureau	Design, promote, coordinate, monitor, and evaluate government policies and programs for the well-being of children. (21; 63) Provide social services to children found in the worst forms of child labor and refer cases to the MTPE. (56; 64)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Peru took actions to combat child labor (Table 6). However, gaps exist within the operations of the MTPE that may hinder adequate labor law enforcement, including the lack of data on labor inspections.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$23,431,454 (27)	\$28,922,000 (3)
Number of Labor Inspectors	480 (58)	626 (65)
Inspectorate Authorized to Assess Penalties	Yes (58)	Yes (3)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (3)
Training on New Laws Related to Child Labor	Unknown	Yes (3)
Refresher Courses Provided	Yes (58)	Yes (3)
Number of Labor Inspections Conducted	Unknown	Unknown (3)
Number Conducted at Worksites	Unknown	Unknown (3)
Number of Child Labor Violations Found	132 (58)	Unknown (3)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown (3)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown (3)
Routine Inspections Conducted	Yes (27)	Yes (3)
Routine Inspections Targeted	Yes (27)	Yes (3)
Unannounced Inspections Permitted	Yes (27)	Yes (3)
Unannounced Inspections Conducted	Yes (58)	Yes (3)
Complaint Mechanism Exists	Yes (58)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (27)	Yes (3)

The number of labor inspectors is likely insufficient for the size of Peru's workforce, which includes over 17 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Peru would employ roughly 1,135 inspectors. (66; 67; 68) The government increased the budget for the National Labor Inspection Superintendency (SUNAFIL) and opened new SUNAFIL inspection offices in Callao, Lambayeque, Cusco, and Piura during the reporting period. However, NGOs, the MTPE, and SUNAFIL reported that the number of labor inspectors and inspections remained inadequate and noted that insufficient training for inspectors and funding for conducting inspections, hiring additional inspectors, and maintaining offices continued to hamper their enforcement of child labor laws, particularly in the informal sector, including in artisanal mining and domestic work. (69; 3; 70; 71) Furthermore, reports indicate that penalties for child labor were insufficient to deter violations. SUNAFIL collected no fines for child labor violations issued between 2014 and 2016 because the fines remained in the judicial appeals process; NGOs estimated that the MTPE collected only 10 percent of fines issued in 2017. (3) In 2017, SUNAFIL was operational in 14 of 25 regions and issued a new protocol to strengthen child labor inspections and sanctions. (3)



# Peru

## SIGNIFICANT ADVANCEMENT

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Peru took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resources.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (3)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (3)
Refresher Courses Provided	Unknown	Yes (3)
Number of Investigations	764 (72)	Unknown (3)
Number of Violations Found	281 (72)	Unknown (3)
Number of Prosecutions Initiated	Unknown	Unknown (3)
Number of Convictions	Unknown	Unknown (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (27)	Yes (3)

During the reporting period, the National Police conducted 865 human trafficking operations and rescued 302 children from commercial sexual exploitation and labor exploitation. (3) However, the government sometimes housed child victims of human trafficking in police stations for extended periods of time. (4) Following an investigation conducted by the National Police, Public Ministry, and Ministry of Interior, the special trafficking in persons prosecutor in Cusco achieved the longest human trafficking sentence in Peru to date when, in December, the government sentenced a brothel bar owner to 35 years in prison for subjecting four teenage girls to human trafficking for the purpose of commercial sexual exploitation in the Madre de Dios region. Despite this case, reports indicate that investigations and prosecutions were inadequate to deter child trafficking, particularly in illegal mining areas and bars, noting too few investigators, insufficient funding or resources to carry out investigations, low conviction rates, and that training for MTPE investigators was inadequate to strengthen MTPE investigative capacity. (3; 71; 4; 65)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder effective coordination of efforts to address child labor, including implementation.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission for the Prevention and Eradication of Child Labor (CPETI)	Implement the National Strategy for the Prevention and Eradication of Child Labor. (53) Propose public policies and coordinate, evaluate, and monitor government actions to combat child labor. Maintain subcommittees, including on informal mining, child labor in indigenous villages, and project evaluation. (21) Led by the MTPE, comprises representatives from 17 government agencies, including MININTER; the ministries of Education and Justice; the Peruvian National Police; and business associations, unions, and NGOs. (21; 23)
Regional Commissions for the Prevention and Eradication of Child Labor	Manage and implement regional public policy for the prevention and eradication of child labor. Present in all 25 regions of Peru. (58)
National Commission Against Forced Labor	Coordinate government efforts to combat forced labor, including conducting research and awareness-raising campaigns, developing legislation, and strengthening Peru's institutional capacity to address forced labor. Led by the MTPE, with participation of eight additional government ministries. (59; 60)
Permanent Multi-Sectoral Commission on Illegal Mining	Coordinate government efforts to address illegal mining by developing programs to eradicate child labor and commercial sexual exploitation of children in mining areas. Led by the Prime Minister's Office, includes representatives of regional governments and six national government agencies, including the Ministry of Energy and Mines and MININTER. (73)
Multi-Sector Commission Against Trafficking in Persons	Lead and coordinate government efforts to combat human trafficking by designing, recommending, monitoring, and implementing policies to combat human trafficking, including of children. Chaired by MININTER, comprises 12 government agencies, including the MTPE, MIMP, and the ministries of Justice, Education, and Health. (59)

During the reporting period, government agencies used data from the 2015 national child labor survey to inform their efforts to address child labor, enhancing coordination between SUNAFIL, the MTPE, the National Police, and local officials. Following devastating floods in 2017, which may have left children in Peru more vulnerable to child labor and the worst forms of child labor, representatives from the Ministry of Education, Attorney General's Office, National Police, Ministry of Women and Vulnerable Populations (MIMP), the MTPE, and SUNAFIL coordinated with regional officials in Piura to provide training and outreach on child labor and human trafficking prevention in the region. (3; 74; 75) However, research was unable to determine whether the coordinating bodies above were active during the reporting period. In addition, some Regional Commissions for the Prevention and Eradication of Child Labor have not fulfilled their mandate to create action plans to combat child labor, while others have action plans but have failed to provide the necessary funding to carry them out. (57; 61; 3)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Strategy for the Prevention and Eradication of Child Labor (2012–2021)	Aims to eliminate the worst forms of child labor by improving livelihoods of low-income families, educational opportunities and working conditions for adolescents; raising awareness of child labor; and increasing child labor law enforcement. (22; 58; 64) Also seeks to improve the quality of child labor data in Peru. (22) In 2017, approximately 8,000 children in 5 regions received assistance from 3 pilot projects implemented under the strategy. (3)
A Peru Without Child Labor	Aims to prevent and eradicate child labor through a partnership between the government and a network of private businesses committed to supporting the National Strategy. (58; 64; 76)
National Action Plan for Children and Adolescents (2012–2021)	Establishes a comprehensive set of government policies for children and adolescents to eradicate the worst forms of child labor. (58; 59; 60; 64)
Second National Plan to Combat Forced Labor (2013–2017)	Established policies and priorities for combating forced labor to reduce children's vulnerability to becoming engaged in forced labor. (77; 58)
Intersectoral Protocol Against Forced Labor	Outlines the government's role in combating forced labor and provides for the housing, legal defense, and educational reintegration of children and adolescent victims of forced labor. Monitored by the National Commission Against Forced Labor. (78; 58; 79)
National Policy Against Trafficking in Persons	Aims to prevent and reduce human trafficking by addressing root causes, prosecuting perpetrators, assisting victims, and strengthening programs for vulnerable populations, including child laborers. (21; 53; 58; 80)

In February 2017, the Governments of Peru and the United States signed a memorandum of understanding to combat labor exploitation, including forced labor and hazardous child labor, in illegal gold mining through cooperation on prevention, investigation, prosecution, and conviction. (81) In July 2017, the Governments of Peru and Chile signed a declaration to work to eradicate child labor and improve employment opportunities in both countries through exchanges and joint research studies. (82) Although a potentially useful policy tool, funding was never secured to implement the Second National Plan to Combat Forced Labor for 2013–2017. (3)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
USDOL-Funded Projects	USDOL projects that aim to eliminate child labor, including its worst forms, through research, improved monitoring and enforcement, policy development, and awareness-raising. These projects include Promoting Better Understanding of Indicators to Address Labor Trafficking in Peru, a \$2 million, 4-year project implemented by <i>Capital Humano y Social Alternativo</i> (CHS); Global Research on Child Labor Measurement and Policy Development, implemented in 10 countries by the ILO; <i>Proyecto Semilla (Seed Project)</i> : Combating Exploitative Rural Child Labor in Peru, a \$16 million, 7-year project implemented by <i>Desarrollo y Autogestión</i> ; Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru, a \$6 million, 5-year project implemented by the ILO; From Protocol to Practice: A Bridge to Global Action on Forced Labor (The Bridge Project), a global project implemented by the ILO. For additional information about USDOL's work, please visit our website. (83; 84; 85; 86)
Responsible Peru†	MTPE program to create formal youth employment opportunities, encourage adolescents to stay in school, and strengthen corporate social responsibility. (21; 3) In 2017, the MTPE signed agreements with the Municipality of Rímac and with 4 private companies. (3)
Huánuco Project†	Improves school retention and attendance rates among child laborers in rural areas. In conjunction with the Together Program, assists approximately 4,000 children and 3,200 families by providing cash transfers, education, and livelihood services. (22; 56; 58; 60; 61)
Carabayllo Project†	Provides scholarships, education assistance, psychological help, and other services to 1,000 families and 1,500 children to reduce urban child labor, especially in garbage dumps. (22; 56; 58; 60; 61; 25; 26)
Child Labor Record System (2015–2017)	\$230,243 Government of Canada-funded, 2-year project implemented by the ILO to create an integrated child labor identification and registration system to improve case management and measure policy impact. Primarily operates in Lima, Huánuco, and Tacna and refers children in, or at risk of, child labor to appropriate education and social services. (58; 87; 88; 89)
Learn Program ( <i>Yachay</i> )†	MIMP program to increase protection and access to social services for children subjected to street work, begging, and commercial sexual exploitation. (90) In 2017, assisted 7,228 children, including by helping 5,667 children reduce their number of hours worked to focus on education. (3)
Street Educators ( <i>Educadores de Calle</i> )†	MIMP program under <i>Yachay</i> that provides counseling and training to children engaged in begging and street work. Operates 71 centers for educational activities, parent training, and workshops. (21; 91; 3) Connects working children and their families to educational and social services to withdraw them from exploitative work and improve family welfare. (72; 57; 91) In 2017, expanded to 2 additional cities, for a total of 22. (3)
Together Program ( <i>Juntos</i> )†	Ministry of Social Development program, provides cash transfers to approximately 763,000 low-income households in 15 of the country's 25 regions. (53; 92; 93; 3) In 2017, reached an additional 83,000 families. (3)

† Program is funded by the Government of Peru.

Reports indicate that existing social programs are not sufficient to fully address the problem of child labor in Peru, including the large number of children that perform dangerous tasks in agriculture. Peru also lacks targeted programs to assist children who are subjected to commercial sexual exploitation and children who work in mining, logging, and domestic work. (27; 3; 4) At the IV Global Conference on the Sustained Eradication of Child Labor, held in Buenos Aires, Argentina in November 2017, the Government of Peru pledged to design a national program for children ages 14 to 17 engaged in hazardous work and begin implementing it in 2019 through regional and local governments. The program will target rural areas and provide training to help children older than the minimum age enter formal, safe employment. (94)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Peru (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that children are either prohibited from engaging in night work with no exceptions or if children are permitted to engage in night work, they are adequately protected.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2017
Enforcement	Publish information on the number of labor inspections conducted at worksites; the number of child labor violations found and for which penalties were imposed and collected; and the number of criminal investigations, violations, prosecutions, and convictions related to the worst forms of child labor.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the level of funding allocated to Labor Inspectorates for staff, training, and resources to help ensure adequate enforcement of child labor laws, particularly in the informal sector, including in artisanal mining and domestic work.	2009 – 2017
	Increase the collection rate of fines imposed for child labor law violations, especially to deter future violations.	2015 – 2017
	Establish SUNAFIL offices in all regions of Peru to support labor law enforcement throughout the country.	2017
	Ensure timely referrals of child victims of human trafficking to appropriate shelter and social services.	2017
	Increase the level of funding and the resources allocated for criminal law enforcement related to the worst forms of child labor, including for increased training on the worst forms of child labor for criminal investigators.	2015 – 2017
	Conduct criminal investigations in mining areas and bars in which minors serve alcohol or are subjected to commercial sexual exploitation, and ensure that penalties are properly enforced.	2016 – 2017
Coordination	Strengthen coordination and information-sharing mechanisms among government agencies responsible for responding to child labor issues.	2012 – 2017
	Ensure that regional CPETI commissions develop action plans to combat child labor and allocate sufficient funding to implement these plans.	2010 – 2017
Government Policies	Allocate sufficient funding to fully implement plans to combat forced labor.	2013 – 2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, in particular, in indigenous and Afro-Peruvian communities and rural areas.	2014 – 2017
	Expand social programs to reach a greater number of children that perform dangerous tasks in agriculture, and initiate social programs to address child commercial sexual exploitation, child labor in mining, child labor in logging, and child domestic work.	2009 – 2017

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# Philippines

## MODERATE ADVANCEMENT

In 2017, the Philippines made a moderate advancement in efforts to eliminate the worst forms of child labor. The government passed the Free Internet Access in Public Places Act, which aims to prevent and combat the online sexual exploitation of children. The government also amended the Guidelines in Assessing and Determining Hazardous Work in the Employment of Persons Below 18 Years of Age to include more agricultural work activities. In addition, the Department of Social Welfare and Development (DSWD) piloted a referral system to connect children engaged in small-scale gold mining to social services. Although the government made meaningful efforts in all relevant areas during the reporting period, it did not adequately protect children engaged in drug trafficking from inappropriate incarceration, penalties, or physical harm. In addition, the enforcement of child labor laws remains challenging, especially due to the limited number of inspectors, lack of resources for inspections, and inspectors' inability to assess penalties. Children in the Philippines engage in the worst forms of child labor, including in armed conflict, and in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture and gold mining.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Philippines engage in the worst forms of child labor, including in armed conflict and in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture and gold mining. (1; 2; 3; 4; 5; 6; 7; 8) The Survey on Children indicated that 3.2 million children aged 5 to 17 years old engage in child labor, of which approximately 3 million engage in hazardous work. (9) Table 1 provides key indicators on children's work and education in the Philippines.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	7.5 (1,549,677)
Attending School (%)	5 to 14	93.7
Combining Work and School (%)	7 to 14	7.8
Primary Completion Rate (%)		101.3

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (10)

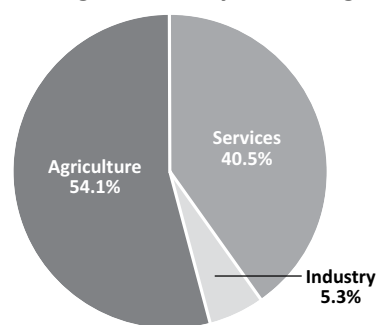
Source for all other data: Understanding Children's Work Project's analysis of statistics from Survey on Children, 2011. (11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of sugarcane,† including growing, weeding, harvesting,† cutting,† and carrying sugarcane bundles† (12; 2; 13; 3; 4; 14)
	Growing bananas, coconuts, corn, rice, rubber, and tobacco (2; 13; 14; 15)
	Hog farming (13; 14)
	Production of palm oil, including harvesting,† hauling,† and loading palm oil fruits (1; 2; 13)
	Deep-sea fishing† (13; 16)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Mining <sup>†</sup> and quarrying <sup>†</sup> , including for gold and nickel (12; 2; 16; 17; 18; 19; 7)
	Manufacturing pyrotechnics <sup>†</sup> (16; 20; 21)
	Construction, <sup>†</sup> activities unknown (22; 23)
	Production of fashion accessories (21)
Services	Child domestic work (12; 14; 24; 25)
	Street work, including scavenging, selling flowers, and begging (4; 26; 27; 28)
	Scavenging in dumpsites <sup>‡</sup> and in rivers (16; 29; 30)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking (31; 24; 32; 33; 28; 34)
	Forced labor, including domestic work, sometimes as a result of human trafficking (5; 24; 35)
	Forced recruitment of children by non-state armed groups for use in armed conflict (6; 36; 37; 8)
	Forced begging (28; 38)
	Use in illicit activities, including in the distribution, procurement, and sale of drugs, including methamphetamine ( <i>shabu</i> ) (28; 38; 39; 40)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The use of children in illicit activities, specifically in the distribution, procuring, and selling of drugs, including a cheap methamphetamine known as *shabu*, has become a cause for concern for the Philippine government. (41; 8; 28; 39; 9; 38) The government continued its anti-drug campaign, which began in 2016, and did not adequately protect children engaged in drug trafficking from inappropriate incarceration, penalties, or physical harm. (42; 43; 44; 45; 46) According to national police statistics, out of the 800,000 drug users and dealers who registered with authorities by the end of November 2017, 24,000 were identified as minors, and of those minors, 400 were classified to be trafficking drugs. (47) In 2017, the police and armed persons, allegedly associated with the police, killed a number of children suspected to be drug dealers. (48; 49; 44; 42; 46; 47; 50; 51; 52; 53) There is also a report that some children arrested for drug-related offenses were beaten and abused by police, and possibly forced to be photographed with drugs planted by police. (50) Additionally, there is a report of children being arrested for alleged involvement in drug dealing, and sent to detention centers, commonly known as *Bahay ng Pag-Asa*, or “House of Hope,” across the country. (46) It has been reported that children in these detention centers are routinely subject to physical and emotional abuse, deprived of liberty, and forced into overcrowded and unhygienic cells. (46; 54; 55; 56)

Children, primarily girls, are trafficked domestically from rural communities to urban centers and tourist destinations for the purpose of domestic work and commercial sexual exploitation. (57; 34) Research indicates that the Philippines is the top global internet source of commercial sexual exploitation of children, where children are coerced into performing sex acts for live internet broadcast to paying foreigners and local Filipinos, which usually take place in small internet cafes, private homes, or windowless dungeon-like buildings commonly known as “cybersex dens.” (58; 59; 60; 61; 62; 34)

Child soldiering also remains a concern among non-government militias and terrorist organizations, predominately in the southern island of Mindanao. (8) In Marawi City, many children as young as age 7 were recruited, paid, and trained as fighters by the Maute Group, a terrorist organization linked to ISIS. Reports indicate that these children aided the Maute Group, including as fighters, during the Marawi City crisis in 2017, when ISIS-affiliated terrorists took over the city and captured civilian hostages, resulting in a battle with government forces for the city’s control. (36; 63; 37; 64) In addition, research suggests that the Abu Sayyaf Group, the Bangsamoro Islamic Freedom Fighters, the Moro National Liberation Front, and the New People’s Army continue to recruit children in schools for use as human shields, cooks, and fighters. (6; 65; 66)




## II. LEGAL FRAMEWORK FOR CHILD LABOR

The Philippines has ratified all key international conventions concerning child labor (Table 3).

# Philippines

MODERATE ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4.)

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 139 of the Labor Code; Section 16 of the Act Instituting Policies for the Protection and Welfare of Domestic Workers (67; 68)
Minimum Age for Hazardous Work	Yes	18	Article 139 of the Labor Code (68)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Department Order 149 on Guidelines in Assessing and Determining Hazardous Work in the Employment of Persons Below 18 Years of Age; Department Order 149A on Guidelines in Assessing and Determining Hazardous Work in the Employment of Persons Below 18 Years of Age; Sections 12-D and 16 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act (69; 70; 71)
Prohibition of Forced Labor	Yes		Sections 4-5 of the Expanded Anti-Trafficking in Persons Act; Sections 12-D and 16 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act (69; 72)
Prohibition of Child Trafficking	Yes		Sections 12-D and 16 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Sections 4-5 of the Expanded Anti-Trafficking in Persons Act (69; 72)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 12-D and 16 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Section 4 of the Anti-Child Pornography Act; Section 4 of the Cybercrime Prevention Act; (69; 73; 74)
Prohibition of Using Children in Illicit Activities	Yes		Sections 12-D and 16 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Sections 5 and 8 of the Comprehensive Dangerous Drugs Act (69; 75)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Section 14 in the Providing for the Development, Administration, Organization, Training and Maintenance and Utilization of the Citizen Armed Forces of the Philippines, and for Other Purposes Act (76)
State Voluntary	Yes	18	Section 12 in the Providing for the Development, Administration, Organization, Training and Maintenance and Utilization of the Citizen Armed Forces of the Philippines, and for Other Purposes Act (76)
Non-state	Yes	18	Sections 12-D and 16 in the Special Protection of Children Against Abuse, Exploitation and Discrimination Act (69)
Compulsory Education Age	Yes	18‡	Section 4 of the Enhanced Basic Education Act (77)
Free Public Education	Yes		Section 2 of the Philippine Constitution (78)

\* No conscription (76)

‡ Age calculated based on available information (77)

In August 2017, the government signed into law the Free Internet Access in Public Places Act, which requires the Department of Information and Communications Technology (DICT) to develop rules and guidelines to prevent and combat the online

sexual exploitation of children pursuant to existing laws. The DICT will coordinate with the Inter-Agency Council Against Child Pornography and consult with telecommunications companies and civil society organizations to fulfill this mandate. (79; 80) In January 2017, the National Telecommunications Commission ordered internet service providers in the Philippines to block commonly accessed websites that feature child pornography and violate the Anti-Child Pornography Act. (81; 73)

During the reporting period, the Department of Labor and Employment (DOLE) also amended its Guidelines in Assessing and Determining Hazardous Work in the Employment of Persons Below 18 Years of Age to clarify that children are prohibited from most work activities that involve planting, plowing, harvesting, handling pesticides and fertilizers, work in slaughterhouses, and animal rearing. (8; 70)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Department of Labor and Employment that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor and Employment (DOLE), Bureau of Working Conditions	Enforce child labor laws; regularly train inspectors and regional personnel. Inspect establishments and monitor compliance with labor laws in the formal sector. (82) Register DOLE enforcement activities using the Labor Law Compliance System Management Information System. (83)
Department of Social Welfare and Development (DSWD)	Rehabilitate and reintegrate child laborers. (84) Coordinate regional Special Action Units, with at least one dedicated staff member per region to conduct rescue operations for child laborers and cooperate with social workers to manage ongoing cases. Maintain 16 Crisis Intervention Units and 30 residential facilities nationwide, as well as social media accounts, to address cases of child abuse and support child abuse victims, including children exploited in hazardous labor. (16; 38)
Philippine National Police (PNP)	Investigate and prosecute cases related to the worst forms of child labor. (35; 85) In the case of the Women and Children’s Protection Center, enforces laws on child trafficking and commercial sexual exploitation of children. (12) Oversee the Internet Crimes Against Children office within its Anti-Trafficking in Persons Division, which aims to combat the online sexual exploitation of children. (86)
Rescue the Child Laborers Quick Action Teams ( <i>Sagip Batang Manggagawa</i> – SBM QAT)	Lead the regional mechanism for rescuing children who work in exploitative situations. (87) Detect, monitor, and respond to incidents of child labor using a cooperative and interagency approach. Permitted to conduct unannounced compliance visits in video karaoke bars, massage parlors, sauna/bath houses, and farms when a child labor complaint is made. (38; 87) Chaired by DOLE. (87)
National Bureau of Investigation (NBI)	Investigate and prosecute child labor cases. (35; 85) Operate a national Trafficking in Persons Task Force, as well as a Task Force on the Protection of Children from Exploitation and Abuse. (88; 89)
Philippine Drug Enforcement Agency	Enforce the Comprehensive Dangerous Drugs Act. Maintain a national hotline for reporting cases of children used in illicit activities. (84) Coordinate with the DSWD to assist during rescue operations. (12)
National Telecommunications Commission	Enforce the Anti-Child Pornography Law. Coordinate with Internet Service Providers to block websites containing child pornographic material. (81; 73)

During the reporting period, the Department of Social Welfare and Development piloted a referral system in Camarines Norte to refer children engaged in small-scale gold mining to social services to withdraw them from work and place them into education programs. (90)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in the Philippines took actions to combat child labor (Table 6). However, gaps exist within the authority of the Department of Labor and Employment that may hinder adequate child labor enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$3,385,649 (91)	\$3,450,260 (8)
Number of Labor Inspectors	574 (38)	574 (8)



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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Inspectorate Authorized to Assess Penalties	No (38)	No (8)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (91)	Yes (8)
Training on New Laws Related to Child Labor	Yes (38)	Yes (8)
Refresher Courses Provided	Unknown	Yes (8)
Number of Labor Inspections Conducted	60,374 (38)	60,732 (92)
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	22 (38)	52 (8)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (38)	Yes (8)
Routine Inspections Targeted	Yes (38)	Yes (8)
Unannounced Inspections Permitted	Yes (38)	Yes (8)
Unannounced Inspections Conducted	Yes (38)	Yes (8)
Complaint Mechanism Exists	Yes (38)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (38)	Yes (8)

Enforcement of child labor laws remains challenging due to the lack of resources for inspections and the limited number of inspectors. (16; 38; 83) The number of labor inspectors is likely insufficient for the size of the Philippines's workforce, which includes approximately 42 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, the Philippines would employ roughly 2,783 labor inspectors. (38; 93; 94; 95) While the government slightly increased funding for the labor inspectorate in 2017, research indicates that this funding was insufficient to adequately enforce child labor laws across the country's 16 regions, and particularly in rural areas where child labor is prevalent. (8; 96; 97)

In addition, enforcement of child labor protections is not adequate for children employed in the informal sector and small- and medium-size enterprises, particularly in agriculture, due to DOLE's lack of capacity and resources. (98; 49) While the Rescue the Child Laborers Quick Action Teams are permitted to conduct unannounced compliance visits in video karaoke bars, massage parlors, sauna/bath houses, and farms, they are not authorized to conduct visits in private homes to search for underage child domestic workers. (83)

In 2017, Rescue the Children Quick Action Teams conducted 16 rescue operations and removed 43 child laborers from hazardous and exploitative working conditions.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in the Philippines took actions to combat child labor (Table 7). However, gaps exist within the operations of criminal law enforcement agencies that may hinder adequate criminal law enforcement, including training of investigators. In addition, the government continued its anti-drug campaign, which began in 2016, and did not ensure that children in the worst forms of child labor were protected from inappropriate incarceration, penalties, or physical harm. (48; 53; 49; 44; 42)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Yes (38)	No (8)
Refresher Courses Provided	Unknown	Yes (99)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Investigations	Unknown	75 (8)
Number of Violations Found	Unknown	25 (8)
Number of Prosecutions Initiated	54 (38)	25 (8)
Number of Convictions	38 (38)	3 (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (38)	Yes (8)

Police and armed persons killed children who were suspected to be involved in drug dealing. (8; 50; 52; 51) Though information on specific cases was limited, there were at least three reported instances of suspected children engaged in drug trafficking being killed in 2017 by law enforcement in connection with the government-directed campaign against illegal drugs, as well as several other instances of children reportedly killed by vigilantes allegedly tied to the police. (50) In addition, there were collateral deaths of children caught in the crossfire during police operations connected to the drug war. (53; 51; 50; 47) Some high-level government officials at times suggested that killing suspected drug traffickers and users was necessary to wipe out drug-related crime, increasing the vulnerability of children being used in the drug trade. (53; 50; 43; 100; 101; 102)

A small number of police officers implicated in a killing of a minor associated with the drug war have been charged with murder; the case was ongoing at the end of the reporting period. (100; 101; 102; 50; 53; 42) In 2017, cases in which children were killed by law enforcement officers and armed civilians, perpetrators were most often not held criminally accountable, including for deaths allegedly connected to the anti-drug campaign. The Philippine National Police (PNP) refer children involved in drug trafficking to the DSWD to receive shelter or rehabilitation programs. (40)

In 2017, the Philippine National Police's Women and Children Protection Center (PNP-WCPC) investigated 35 cases of child trafficking, which resulted in the rescue of 355 children. The government reported the conviction of 36 trafficking offenders in 22 trafficking cases involving 57 minors. (92) In 19 of these convictions involving online sexual exploitation of children, the government offered the defendant a plea agreement to avoid re-traumatization of child victims who would otherwise have had to serve as witnesses during the trial. (92) With the support of NGO and foreign government donors, the PNP-WCPC personnel participated in numerous training programs to enhance PNP personnel's investigative skills in combatting the online sexual exploitation of children and other forms of child trafficking. (99; 92)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the structure, functions, and funding of the National Child Labor Committee.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Child Labor Committee (NCLC)	Coordinate national efforts to combat child labor and chaired by DOLE. (84) Promote information-sharing at the national, regional, and provincial levels. (84) Composed of 16 government agencies, workers' organizations, 1 employers' group, and 1 umbrella nongovernmental organization. (103)
Inter-Agency Council Against Trafficking (IACAT)	Coordinate, monitor, and oversee efforts to combat human trafficking, including child trafficking. Co-chaired by the Department of Justice and the DSWD. (12; 89) Composed of 24 anti-human trafficking task forces established in eight regions and seven interagency task forces in major seaports and airports. (12; 16; 83)
Inter-Agency Council for the Welfare of Children (CWC)	Operate a monitoring and response system to assist children engaged in armed conflict. (35)
Inter-Agency Committee on Children Involved in Armed Conflict	Advocate for protecting children and preventing the involvement of children in armed conflict. Chaired by the CWC. (83) Coordinate and monitor the implementation of the Children in Armed Conflict Program Framework. (12)
Inter-Agency Council Against Child Pornography	Monitor and implement the Anti-Child Pornography Act. (104) Composed of 12 government agencies and 3 nongovernmental organizations. (103) Chaired by the DSWD. (105)
Juvenile Justice and Welfare Council	Lead community outreach and education efforts, through offices located throughout the country, to prevent the use of children in illicit activities, including drug trafficking. Manage livelihood, rehabilitation, food, and scholarship programming. (40)

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In March 2017, the Department of Labor and Employment's Secretary submitted a draft executive order to the Acting Head of the Presidential Management Staff that aims to reorganize the National Child Labor Committee (NCLC), redefine its functions, and allocate funds to support its projects and activities, which would accelerate the elimination of child labor in the Philippines. At the end of the reporting period, the Office of the President was still reviewing the draft executive order. (106; 8; 103)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Philippine Program Against Child Labor (2016-2022)	Aims to remove one million children from child labor by the year 2025. (38) Implementation led by the Department of Labor and Employment's Bureau of Workers with Special Concerns. (107)
National Strategic Action Plan Against Trafficking in Persons (2017–2021)†	Aims to address labor trafficking and the online sexual exploitation of children. (108) In 2017, through the Inter-Agency Council Against Trafficking, held consultations to identify gaps and challenges, establish priorities, targets, and goals, and secure commitment from stakeholders. (34)
Inter-Agency Council Against Child Pornography Three-Year Strategic Plan (2015–2017)	Aims to eradicate child pornography in the Philippines by focusing efforts in five strategic areas: (a) advocacy and prevention; (b) law enforcement and prosecution; (c) protection, recovery, and reintegration; (d) research, monitoring, and management of information systems; and (e) partnerships and networking. (109; 2; 1; 12)
Philippine Development Plan (2017-2022)†	Aims to build the socioeconomic resilience of individuals and families by reducing their vulnerability to various risks and disasters; this includes the goal of universal social protection for all Filipinos. (8) Aims to reduce the number of children engaged in child labor by 30 percent or roughly 630,000 children. (103)
National Strategic Framework for Plan Development for Children (Child 21) (2000–2025)	Sets out broad goals for national government agencies, local governments, and NGOs to achieve improved quality of life for Filipino children by 2025. (89; 110) Addresses concerns related to the worst forms of child labor under the section on children in need of special protection. (16)
National Plan of Action for Children (2011–2016)	Serves as an implementation roadmap for the National Strategic Framework for Plan Development for Children. (89) Child labor elimination and prevention strategies are included throughout the document, particularly in goal 2 on child protection, which specifies that children should be free from violence, abuse, neglect, and exploitation. (16)
Child Protection Compact Partnership (2017-2021)†	Aims to improve the response to child trafficking, including live streaming online of child sexual exploitation and child trafficking for labor purposes, by (1) increasing criminal investigations, prosecutions, and convictions; (2) strengthening the government's and civil society's capacities to identify and provide comprehensive services for victims; and (3) strengthening existing community-based mechanisms that identify and protect victims of child trafficking. (111; 112) In April 2017, the government committed approximately \$800,000 for its implementation. (92)

† Policy was approved during the reporting period.

‡ The government has other policies that may have addressed child labor issues or had an impact on child labor. (113; 114; 71)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating child labor (Table 10). However, gaps exist in these social programs, including with the provision of adequate programs to address victims of child pornography.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Child Labor Prevention and Elimination Program ( <i>Pantawid Pamilyang Pilipino</i> Program)	DSWD program that provides conditional grants to poor families with children to improve their access to health care, adequate nutrition, and education; implements local awareness-raising campaigns; institutes child labor-monitoring mechanisms; and requires neighborhoods to develop child labor elimination plans. (115; 116) Covers 1,627 cities and municipalities in 79 provinces and all 17 regions. (83) Program will include a child labor module that will impart information on the effects of child labor to project participants and the family's role to combat child labor. (38; 117)
Campaign for Child-Labor Free <i>Barangays</i> †	DOLE program that aims to eliminate child labor in villages by raising awareness of child labor and human trafficking laws, and through government livelihood programs and guidelines. (118) In 2017, DOLE declared 6 additional <i>neighborhoods</i> child labor free, bringing the total number to 343 since 2014. (92) By 2016, DOLE regional offices have certified 210 establishments as child labor free. (38)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Livelihood for Parents of Child Laborers ( <i>Kabuhayan para sa Magulang ng Batang Manggagawa</i> )†	DOLE program that provides livelihood assistance to parents, guardians or other family members of child laborers. (85) In 2017, 3,430 parents of child laborers received livelihood assistance. (92)
Recovery and Reintegration Program for Trafficked Persons†	DSWD and IACAT program that provides recovery and reintegration services to victims of human trafficking and raises awareness in vulnerable communities. Includes the National Referral System, which strengthens coordination among agencies providing services to human trafficking victims through the use of standard referral and reporting forms. (119) There are 149 referral networks established in 16 regions. (38)
USDOL-Funded Projects	USDOL projects in the Philippines that aim to eliminate child labor in artisanal and small-scale gold mines, and its worst forms, by improving the capacity of the national government, the implementing the National Action Plan Against Child Labor, conducting research and data collection, developing strategic policies, drafting legislation, and supporting social services delivery for child domestic workers. These projects include Country Level Engagement and Assistance to Reduce Child Labor (CLEAR), implemented by the ILO in at least 11 countries; Global Action Program (GAP) on Child Labor Issues, implemented by the ILO in approximately 40 countries; Building a Generation of Safe and Healthy Workers: SafeYouth@Work implemented by the ILO with the Philippines as one of the three pilot countries; and “CARING Gold Mining Project,” Convening Stakeholders to Develop and Implement Strategies to Reduce Child Labor and Improve Working Conditions in Artisanal and Small-scale Gold Mining (ASGM) (2015–2019), implemented by the ILO with the Philippines as one of the two pilot countries. (120; 121; 122; 123) In 2017, the CARING Gold Mining Project began implementing Strategic Helpdesks for Information, Education, Livelihoods and other Development Interventions, which will allow for the collection of child labor data. (90) Additional information is available on the USDOL website.
Alternative Learning System Program†	Department of Education program that offers non-formal education to out-of-school children, including child laborers and children displaced from military conflict, as well as opportunities to attain a certificate of education equivalency. Has received between \$7-15 million and has benefited 500,000 children as of 2015. (124)

† Program is funded by the Government of the Philippines.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (85; 125; 126)

Evidence suggests family members commercially exploit children sexually through live streaming and production of pornography. (58; 31; 34; 59) Although programs exist to assist victims of human trafficking, the Philippines lacked programs to rehabilitate children who have been victims of online commercial sexual exploitation in large part because this is an emerging issue within the country. (38) In addition, there are not adequate programs to provide awareness of this problem and its impact on child victims. (58; 61; 62)

Although the government has implemented programs in small-scale mining, research found no evidence that it has carried out programs specifically designed to assist children engaged in commercial sexual exploitation, most notably, child pornography. (103; 8) In addition, although the DSWD works in consultation with parents and community leaders to determine how best to assist children suspected of being involved in the drug trade, the DSWD does not have programs specifically designed to increase protections for or assistance to children engaged in drug trafficking to address their heightened vulnerability.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in the Philippines (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize the Labor Inspectorate to assess penalties.	2015 – 2017
	Increase the number of labor inspectors responsible for enforcing laws related to child labor, as well as resources available in order to provide adequate coverage of the workforce, particularly in rural areas where child labor is prevalent.	2014 – 2017
	Build enforcement capacity to address child labor protections for children employed in the informal sector, including agricultural work.	2017

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**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish labor and criminal law enforcement information, including the number of labor inspections conducted at worksites, the number of child labor violations for which penalties were imposed, the number of child labor penalties imposed that were collected, and whether initial trainings were conducted for new criminal investigators.	2015 – 2017
	Enhance efforts to prevent the inappropriate incarceration of, and violence against, children suspected to be engaged in the production and trafficking of drugs.	2017
	Prosecute law enforcement officials and civilians responsible for the killing of children engaged in the drug trade.	2017
	Ensure that investigators receive training on new laws related to the worst forms of child labor.	2017
Coordination	Issue the proposed executive order to restructure the National Child Labor Committee and ensure it has the legal mandate and resources necessary to effectively coordinate national efforts to combat child labor.	2015 – 2017
Social Programs	Institute programs to address and combat the root causes of families profiting from the sexual abuse and exploitation of their children via live streaming and in the production of child pornography.	2017
	Rehabilitate children who have been victimized through sexual abuse and exploitation via live streaming and in the production of child pornography by their families.	2017
	Raise awareness of the problem of families exploiting their children for money through the production of child pornography and live streaming, and its detrimental impact on child victims.	2017
	Develop programs to increase protections for and provide assistance to children engaged in drug trafficking to address their heightened vulnerability.	2017
	Ensure that <i>Bahay ng Pag-Asa</i> child detention centers in the Philippines do not subject children to physical or emotional abuse and have adequate resources to remedy overcrowding and unhygienic conditions.	2017

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# Rwanda

## SIGNIFICANT ADVANCEMENT

*In 2017, Rwanda made a significant advancement in efforts to eliminate the worst forms of child labor. During the year, the Ministry of Public Service and Labor released the Ministerial Instructions Related to the Prevention and Fight Against Child Labor. These instructions apply to both the formal and informal sectors, identify additional types of work permitted and prohibited for children, specify penalties for businesses that employ child laborers, and include penalties for parents who do not send their children to school. The Ministry of Public Service and Labor also integrated child labor elimination goals into local-level strategic policies. In addition, the government opened an additional 16 One-Stop medical center for victims of the worst forms of child labor, prosecuted cases involving commercial sexual exploitation of children, and published information for the first time about the number of child labor violations found and penalties collected. However, children engage in the worst forms of child labor, including in forced domestic work, sometimes as a result of human trafficking. Children in Rwanda also perform dangerous tasks in agriculture. Enforcement and implementation of child labor laws and regulations remain problematic, and social programs do not sufficiently address child labor in agriculture.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children engage in the worst forms of child labor, including in forced domestic work, sometimes as a result of human trafficking. Children in Rwanda also perform dangerous tasks in agriculture. (1; 2) Table 1 provides key indicators on children's work and education in Rwanda.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	6 to 14	5.2 (151,257)
Attending School (%)	6 to 14	88.6
Combining Work and School (%)	7 to 14	4.6
Primary Completion Rate (%)		67.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (3)

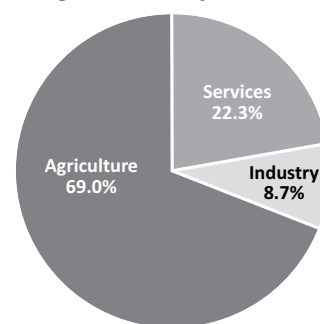
Source for all other data: Understanding Children's Work Project's analysis of statistics from Integrated Household Living Conditions Survey, 2013–2014. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including carrying heavy loads,† applying pesticides† and fertilizers† (5; 6; 7)
	Forestry activities, including transportation and loading of wood (8; 6)
	Production of sugarcane, bananas, and tea (9; 10; 11)
	Planting and harvesting beans, cabbage, coffee, corn, manioc, peas, pineapple, potatoes, pyrethrum, sweet potatoes, and sorghum (5; 12)
	Herding cattle and caring for cattle and pigs (5)
	Fishing activities, including netting, setting traps, and transporting goods to the market (6; 8)

**Figure 1. Working Children by Sector, Ages 10-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Construction, <sup>†</sup> including fetching water, rock crushing, and laying bricks (10; 6; 13)
	Mining <sup>†</sup> coltan and chalk (14; 6; 8)
Services	Domestic work <sup>†</sup> (1; 10; 15; 6; 7; 13; 16; 2)
	Repair of motorcycles and motor vehicles (6)
	Street work, including begging, <sup>†</sup> collecting scrap metal, <sup>†</sup> lifting and carrying heavy loads, <sup>†</sup> portering, and vending (9; 17; 18; 19; 20; 21; 6; 22)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (23; 24; 6; 2)
	Forced agricultural labor and domestic work, sometimes as a result of human trafficking (23; 15; 25; 2)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







Children in Rwanda are trafficked internally for domestic work. Some Rwandan children are externally trafficked, primarily to Uganda, Democratic Republic of the Congo, and in East Africa for commercial sexual exploitation and forced labor in domestic work and in agricultural and industrial sectors. (2)

Although the Ministry of Education established a policy that provides free basic education for 12 years, of which the first nine are compulsory, in practice, the costs of uniforms, school supplies, and unofficial school fees may preclude some families from sending their children to school. (25; 26; 6) Additionally, the government reported that the likelihood of primary level completion is only 50%, which contributes to the low enrolment rate of 33% at secondary schools. (6) The government is currently conducting its 2017/2018 national household survey that includes child labor indicators; data is collected every four years. (6) The most recent data published for 2013/2014 showed that children ages 6-17 engaged in economic activity in the agriculture, forestry, and fishing sectors. (6)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Rwanda has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government’s laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 4 of the Labor Law (27)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Labor Law (27)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 4–6 of Ministerial Order 2010-06; Kigali City Guidelines 2012–02; Mimuri Sector Child Labor Guidelines for Sugar and Rice Production (28; 29)



# Rwanda

## SIGNIFICANT ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Articles 8 and 72 of the Labor Law; Article 178 of the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (30; 27; 31)
Prohibition of Child Trafficking	Yes		Article 72 of the Labor Law; Article 28 of the Law on Prevention and Punishment of Gender-Based Violence; Articles 225, 251, and 258–261 of the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (30; 27; 31; 32)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 72 of the Labor Law; Articles 190, 211, and 260 of the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (30; 27; 31)
Prohibition of Using Children in Illicit Activities	Yes		Article 72 of the Labor Law; Article 220 of the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (30; 27; 31)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 5 of Presidential Order 72/01 (33)
State Voluntary	Yes	18	Article 5 of Presidential Order 72/01; Article 50 of the Law Relating to the Rights and Protection of the Child (30; 33)
Non-state	Yes	18	Article 221 of the Penal Code (31)
Compulsory Education Age	Yes	16	Article 47 of the Law Relating to the Rights and Protection of the Child (30)
Free Public Education	Yes		Article 47 of the Law Relating to the Rights and Protection of the Child (26; 30)

\* No conscription (23; 30; 34)

In 2017, the Ministry of Public Service and Labor released Ministerial Instructions Related to Prevention and Fight against Child Labor that applies both to the formal and informal sectors of the economy. These instructions identify additional types of work permitted and prohibited for children; specifies penalties for businesses that employ child laborers; includes penalties for parents that do not send their children to school; and underscores the importance of a child's right to education. (6; 35) In 2017, new legislation addressing the worst forms of child labor and human trafficking were drafted and await final approval in 2018. (6)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5). However, gaps exist within the operations of the Ministry of Public Service and Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service and Labor (MIFOTRA)	Enforce labor laws, including laws on child labor. (12; 6) In partnership with the Ministry of Education (MINEDUC), reintegrate children withdrawn from child labor with their families and enroll them in school. (25)
Rwandan National Police (RNP)	Enforce criminal laws related to the worst forms of child labor and operate a free hotline to report incidents of gender-based violence and child abuse, including child labor. (12; 6) In the case of the RNP's Child Protection Unit and Anti-Trafficking Unit, enforce laws related to the worst forms of child labor. (1; 36; 37; 25) In the case of the Directorate for Anti-Gender-Based Violence, assist victims of the worst forms of child labor through anti-gender-based violence officers at each of the country's 78 police stations. (9)
National Public Prosecution Authority (NPPA)	Prosecute violations of labor laws, including laws on child labor. (12)
Directorate General of Immigration and Emigration	Receive referrals for human trafficking cases and employ an anti-trafficking specialist. (38) Verify that children transported across the border are traveling with the permission of their parents or guardians. Train border and immigration officials to identify potential human trafficking victims. (12)

**Labor Law Enforcement**

In 2017, labor law enforcement agencies in Rwanda took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Public Service and Labor that may hinder effective labor law enforcement, including with regard to human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$182,927 (25)	\$183,000 (6)
Number of Labor Inspectors	35 (25)	35 (6)
Inspectorate Authorized to Assess Penalties	Yes (25)	Yes (6)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (25)	Yes (6)
Training on New Laws Related to Child Labor	Yes (25)	Yes (6)
Refresher Courses Provided	Yes (25)	Yes (6)
Number of Labor Inspections Conducted	1,051 (25)	1,269 (6)
Number Conducted at Worksite	1,051 (25)	1,269 (6)
Number of Child Labor Violations Found	Unknown* (25)	239 (6)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (25)	239 (6)
Number of Child Labor Penalties Imposed That were Collected	Unknown* (25)	239 (6)
Routine Inspections Conducted	Yes (25)	Yes (6)
Routine Inspections Targeted	Yes (25)	Yes (6)
Unannounced Inspections Permitted	Yes (25)	Yes (6)
Unannounced Inspections Conducted	Yes (25)	Yes (6)
Complaint Mechanism Exists	Yes (25)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (25)	Yes (6)

\* The government does not publish this information.

The number of labor inspectors is likely insufficient for the size of Rwanda's workforce, which comprises more than 6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developing economies, Rwanda would employ roughly 156 labor inspectors. (39; 40) Reports indicate that MIFOTRA inspectors encounter difficulty determining what constitutes child labor in the agriculture sector. (6) However, MIFOTRA reported it had adequate funding and transportation to carry out labor inspections in 2017. (25; 6) During the year, MIFOTRA conducted investigations in mines and quarries, rice and tea plantations, construction, and domestic work sites, and published for the first time the number of violations found and the amount of penalties imposed pertaining to child labor. (6)

**Criminal Law Enforcement**

In 2017, criminal law enforcement agencies in Rwanda took actions to combat child labor (Table 7). However, gaps exist within the operations of the Rwandan National Police that may hinder adequate criminal law enforcement, including with regard to investigation planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (25)	Yes (6)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (25)	Yes (6)
Refresher Courses Provided	Yes (25)	Yes (6)
Number of Investigations	Unknown* (25)	Unknown* (6)
Number of Violations Found	Unknown* (25)	Unknown* (6)

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**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Prosecutions Initiated	14 (25)	4 (6)
Number of Convictions	8 (25)	0 (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (25)	Yes (6)

\* The government does not publish this information.

During the year, the National Public Prosecution Authority reported prosecuting four cases involving Rwandan children subjected to commercial sexual exploitation as a result of human trafficking. (6) In December 2017, the RNP made arrests related to child domestic workers and children involved in hazardous agricultural activities. The cases are still under investigation and have yet to be referred to the NPPA for prosecution. (6) It was also reported that the RNP intercepted a perpetrator in Burera District who attempted to traffic four girls, ages 11 to 15, from Rwanda to Uganda. (41) Although the RNP operates a free hotline staffed by social workers to report incidences of gender-based violence and child abuse, including child labor, it is unknown how many of these complaints were related to child labor. (23)

In 2017, the Rwandan Demobilization and Reintegration Commission provided services to 10 child ex-combatants from the Democratic Republic of the Congo at the Musanze Child Rehabilitation Center in Northern Province. (6)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including with regard to efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Inter-Ministerial Steering Committee on Child Labor	Coordinate government efforts related to the worst forms of child labor, review child labor laws, advocate for the inclusion of child labor policies in national development plans, oversee the implementation of child labor interventions, and conduct field visits to assess the prevalence of child labor and to raise awareness of child labor. Met quarterly in 2017. (9; 36; 6)
Interagency Working Group on Human Trafficking	Enable national-level discussion and coordination of efforts to address human trafficking, including child labor. Includes representatives of the Ministry of Gender and Family Promotion (MIGEPROF), the Ministry of Justice, the RNP and the NPPA. (42)
National Commission for Children (NCC)	Monitor, promote, and advocate for children's rights; develop action plans to protect children from abuse and exploitation. Overseen by MIGEPROF and supported by a board of directors and an advisory council of 14 institutions. (9; 43) During the year, the NCC also noted difficulty in determining what activities constituted child labor in the agriculture sector. (6)
Roundtable on the Elimination of Child Labor for Sustainable Tea Forum (REST)	Implement policies and programs related to child labor in the tea sector. Representatives include MIFOTRA, Winrock International, and tea industry and civil society groups. (25) REST was superseded by NSCCLs and DSCCLs during the reporting period. (42)
Local Committees	Monitor incidents of child labor nationwide through 149 local committees. (9; 36) In the case of the Child Labor Committees, implement policies developed by the Inter-Ministerial Steering Committee on Child Labor in 30 districts and coordinate district labor inspectors, police, and social services officers in conducting inspections, enforcing labor laws, and providing social services to child labor victims. In the case of Gender-Based Violence Committees, operate at the district level to raise awareness about gender-based violence and coordinate social services to assist gender-based violence victims. In the case of Child Protection Committees, identify and report cases of child rights violations at the district, sector, and cell levels. (1)
Kigali City Council Task Force	Coordinate activities to combat child labor in the districts of Gasabo, Kicukiro, and Nyarugenge. The Task Force met during the year to discuss strategies to combat child labor. (37; 6; 42)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor, including its worst forms (Table 9). However, gaps exist that hinder efforts to address child labor, including with regard to mainstreaming child labor issue into relevant policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Policy for the Elimination of Child Labor (2013) and 5-Year Action Plan to Combat Child Labor	Aims 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 about child labor; and establish monitoring and evaluation mechanisms on child labor. The government committed more than \$4.2 million to implement the activities listed in the National Policy and the Action Plan. (12; 44; 45; 46)
Trafficking in Persons Action Plan	Aims to improve government efforts to combat human trafficking through awareness-raising, research, poverty reduction strategies, improved services provision, enforcement, and collaboration. Developed by the Consultative Forum on Human Trafficking, Drug Abuse, and Gender-Based Violence. (23; 47)
Government Policies Advancing Youth Employment and Social Protection	Aims to increase understanding of child labor and economic exploitation, and provides employment for school dropouts. Includes the National Employment Policy and National Youth Policy. (48; 49; 50)

‡ The government has other policies that may have addressed child labor issues or had an impact on child labor. (34; 51; 52; 53; 54)

In 2017, MIFOTRA ensured that child labor elimination goals were integrated into local-level strategic policies. (6) The government also met in December to review its 2017–2024 National Strategy for Transformation. The new strategy, to be published in 2018, should address issues related to access to education, school dropout rates, and school feeding, among other things. (6) The government has not included child labor elimination and prevention strategies in Vision 2020, the National Social Protection Strategy, and National Technical and Vocational Education and Training Policy. (48; 55; 56)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Programs to Combat Child Labor and Raise Awareness†	Government programs to combat child labor and raise awareness. Includes MIGEPROF’s campaign to teach parents and community leaders to recognize risk factors for human trafficking and to identify victims. (23) The Friends of the Family Program ( <i>Incuti Z’Umuryango</i> ), which trains volunteers to provide social services to families and children who are victims of the worst forms of child labor, identifies children at risk of trafficking or forced labor, and reports them to district governments and the RNP. This program also establishes monitoring committees at the village, cell, sector, district, and national levels to combat child labor. (23) The Vision 2020 Umurenge Program provides cash and in-kind transfers to child-headed households and street children. (12; 6) During 2017, the government also held several awareness raising campaigns* regarding child labor and Rwanda’s National Agricultural Export Development Board partnered with UNICEF to provide training to 30,000 local village volunteers to address child labor. (6; 57; 8) MIGEPROF received a budget of \$2.6 million for child rights protection. (6) The funding is used to support efforts to address gender based violence and support child protection units in police stations. (8)
Victim Assistance Programs†	Gitagata Center provides education, vocational training, and psychosocial support, and reunites former street children in the Bugesera District with their families. (9; 58) “One-stop” centers are located in hospitals and district capitals for victims of gender-based violence and human trafficking, both foreign and domestic, including individuals who have experienced child domestic work, commercial sexual exploitation, and forced labor. These centers provide medical care, counseling, legal aid, short-term shelter, and access to police services. In 2017, the number of centers increased from 28 to 44. (23; 6)
USDOL-Funded Projects	USDOL projects aim to collect data on child labor, remove children from child labor, and provide technical assistance to the government to develop policies to combat child labor. Includes Rwanda Education Alternatives for Children in Tea-Growing Areas (REACH-T)(2013–2017), a \$5 million project implemented by Winrock International. During the year, the government used the Child Labor Monitoring System developed by REACH-T to monitor child labor activities in tea-growing districts and intends to expand the use of the system in 2018 to other child labor activities. (6) The government also participates in the Global Action Program on Child Labor Issues (2011–2017), a \$15.9 million global project implemented by the ILO in 40 countries, including Rwanda. (59; 60) Additional information is available on the USDOL website.
McGovern-Dole School Feeding Program	\$25 million WFP and U.S. Department of Agriculture pilot program that works with the Government of Rwanda to provide school meals to 83,000 children in 4 districts (Karongi, Rutsiro, Nyamagabe, and Nyaruguru). (25)

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**Table 10. Key Social Programs to Address Child Labor† (cont)**

Program	Description
Books Can Open Closed Doors	Save the Children and Children's Voice Today program to advocate for the rights of child domestic workers and offer services and support. Since 2015, the program has trained 42 children in vocational skills, provided social services to 98 children, withdrawn 5 children from child labor, and educated more than 6,000 children and 3,000 community members about child labor issues. (61)
Study on Violence Against Children†	The government, in collaboration with UNICEF and the Centers for Disease Control and Prevention, is conducting a 2-year study on violence against children, including child labor. The study's findings will be published in 2018. (25)

\* Program was launched during the reporting period.

† Program is funded by the Government of Rwanda.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (9; 23; 62; 63)

Although Rwanda has programs that target child labor, the scope of these programs is insufficient to address the extent of the child labor problem in the agriculture sector.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Rwanda (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the number of inspectors to provide sufficient coverage for the workforce.	2009 – 2017
	Ensure the MIFOTRA labor inspectors receive sufficient training to determine what constitutes child labor in the agriculture sector.	2017
	Publish information about the number of criminal investigations and violations found related to the worst forms of child labor.	2015 – 2017
	Disaggregate the number of complaints received by the RNP's hotline that relate to child labor.	2013 – 2017
Coordination	Ensure that the NCC receives sufficient training to distinguish child labor from permissible children's work.	2017
Government Policies	Integrate child labor elimination and prevention strategies into Vision 2020, the National Social Protection Strategy, and National Technical and Vocational Education and Training Policy.	2011 – 2017
Social Programs	Ensure that school costs, such as uniforms, school supplies, and unofficial school fees, do not diminish the impact of the 12-year education policy.	2010 – 2017
	Expand existing social programs to address child labor in the agriculture sector.	2017

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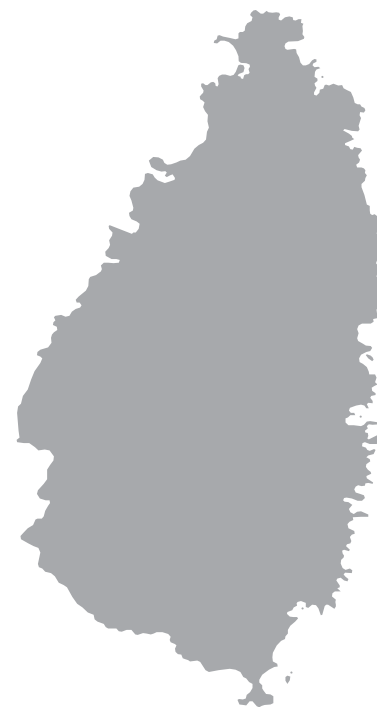


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# Saint Lucia

## MODERATE ADVANCEMENT

In 2017, Saint Lucia made a moderate advancement in efforts to eliminate the worst forms of child labor. The National Social Protection Policy provided social welfare assistance to low income families instead of only targeted individuals. The government also held workshops with secondary school officials to raise awareness of child labor issues. A rapid assessment conducted by the ILO in 2016 revealed limited evidence that children in Saint Lucia engage in the worst forms of child labor, including in commercial sexual exploitation and the sale and transportation of drugs. Saint Lucia's law does not fully protect children from hazardous work and illicit activities.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Saint Lucia engage in the worst forms of child labor, including in commercial sexual exploitation and the sale and distribution of drugs. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in Saint Lucia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	7.5 (2,017)
Attending School (%)	5 to 14	99.7
Combining Work and School (%)	7 to 14	8.2
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2012. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Street vending, including selling food and handicrafts in markets (1; 9; 10; 3)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation (2; 11; 3; 5; 6)
	Sale and distribution of drugs (2; 10; 3; 4)



‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Saint Lucia lacks detailed data on the extent of child labor in the country. A rapid assessment conducted by the ILO in 2016 revealed limited evidence that children engage in commercial sexual exploitation, sometimes in exchange for rides, clothing, or cell phones or with the knowledge or encouragement of parents in situations of financial need. (2; 12; 3; 4) Limited evidence also suggests that children are used to transport and sell drugs. (2; 3; 4) Local and foreign children are also subjected to sex trafficking, including by parents and caregivers. (5; 13; 6; 14)


### II. LEGAL FRAMEWORK FOR CHILD LABOR

Saint Lucia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Saint Lucia’s legal framework to adequately protect children from child labor, including prohibition of commercial sexual exploitation of children and using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 122 of the Labor Code (15; 16)
Minimum Age for Hazardous Work	Yes	18	Article 122(2) of the Labor Code (15)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Articles 126(b) and 214 of the Labor Code (15)
Prohibition of Forced Labor	No		Article 4 of the Constitution; Article 6 of the Labor Code (15; 17)
Prohibition of Child Trafficking	Yes		Articles 3, 5, and 10(c) of Counter-Trafficking Act No. 7 (18)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 141 of the Criminal Code; Articles 2 and 5 of Counter-Trafficking Act No. 7 (18; 19)
Prohibition of Using Children in Illicit Activities	No		Articles 141 and 560 of the Criminal Code (19)
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	N/A*†		
Non-state	No		
Compulsory Education Age	Yes	15	Article 27 of the Education Act (20)
Free Public Education	Yes		Article 16 of the Education Act (20)

\* No conscription (21)

† No standing military (21)

Saint Lucia has not determined by national law or regulation the types of hazardous work prohibited for children. (3; 15) In addition, although the Criminal Code prohibits the use of children in some illicit activities, such as street work, the using, procuring, or offering of children for the production and trafficking of drugs is not criminally prohibited. (19; 22) Laws related to forced labor are insufficient because forced labor is not criminally prohibited except when it results from human trafficking. The law does not sufficiently prohibit commercial sexual exploitation because the use or offering of children for commercial sexual exploitation is not criminally prohibited. (18)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Education, Human Resource Development, and Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Education, Human Resource Development, and Labor	Enforce laws on child labor, in part through labor inspections conducted by its Department of Labor. (23; 24)
Royal Saint Lucia Police Force	Enforce criminal laws related to the worst forms of child labor. Through its Vulnerable Persons Unit, investigate cases of child labor, abuse, and neglect, and work in collaboration with the Division of Human Services. (9) Use a specific manual to investigate crimes related to children. (23)

# Saint Lucia

## MODERATE ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Home Affairs, National Security, and Justice	Coordinate and lead on anti-human trafficking issues with various ministries. (3; 6)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Saint Lucia took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Education, Human Resource Development, and Labor that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (2)	\$878,270 (3)
Number of Labor Inspectors	7 (2)	9 (3)
Inspectorate Authorized to Assess Penalties	No (2)	No (3)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	No (25)
Training on New Laws Related to Child Labor	N/A (2)	No (3)
Refresher Courses Provided	No (2)	No (25)
Number of Labor Inspections Conducted	250 (2)	Unknown (25)
Number Conducted at Worksites	Unknown	Unknown (25)
Number of Child Labor Violations Found	0 (2)	0 (3)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (2)	0 (3)
Number of Child Labor Penalties Imposed that were Collected	N/A (2)	0 (3)
Routine Inspections Conducted	Yes (2)	Yes (3)
Routine Inspections Targeted	No (2)	No (3)
Unannounced Inspections Permitted	Yes (2)	Yes (3)
Unannounced Inspections Conducted	Yes (2)	Yes (3)
Complaint Mechanism Exists	Yes (2)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (3)

\* The government does not publish this information.

Although inspectors look for child labor and forced labor violations during inspections, insufficient funding hampers the Labor Inspectorate's capacity to enforce child labor laws in all relevant sectors. (9; 26; 25) Inspectors can make recommendations to the Labor Commissioner but cannot assess penalties, and existing penalties are insufficient to deter employers from committing child labor violations. (2; 27; 25)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Saint Lucia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (2)	No (3)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	No (3)
Refresher Courses Provided	Yes (13)	Yes (3)
Number of Investigations	0 (2)	0 (3)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	0 (2)	0 (3)
Number of Prosecutions Initiated	0 (2)	0 (3)
Number of Convictions	0 (2)	0 (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (3)

Although the local police can enforce laws against the worst forms of child labor, it is the Vulnerable Persons Unit who leads this effort. (2) During the reporting period, police officers were trained on victim identification, referral, and assistance skills. (6) However, sufficient training for police is needed in order to adequately identify and work with child victims of human trafficking. (3; 25; 25) In addition, insufficient resources, including funding, transportation, and equipment hamper police capacity to enforce child labor laws. (2; 3) The judicial system within the Ministry of Home Affairs, National Security, and Justice also has a backlog of cases and lacks personnel and resources. (6; 25)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Ministry of Health, Wellness, Human Services, and Gender Relations	Refer potential child labor cases to the Royal Saint Lucia Police Force. (23)
Trafficking in Persons Task Force	Coordinate the identification and referral of human trafficking cases among law enforcement, social services, and immigration officials under the Counter-Trafficking Act. Comprises public servants, including representatives from the Department of Labor, police, and victim-service NGOs. (10; 18; 23) Continued work in 2017. (3)
Office of Gender Relations	Provide referrals to human trafficking victims for health, advocacy, crisis, and legal services. (5)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Trafficking in Persons (2015–2018)	Identifies the strategic goals and objectives for combating human trafficking, and the means to achieve them. The action plan was active in 2017 with public awareness campaigns. (3) Establishes the coordination of counter-trafficking measures and the adequate cooperation between all actors through the National Framework for Combating Trafficking in Persons. (2; 13; 28)
National Social Protection Policy (2014–2024)	Establishes a social protection policy in Phase I (2014–2019) by consolidating the Social Safety Net programs. In Phase II (2019–2024), implements wider reforms for creating a coherent social protection policy. (2) Child protection policies are incorporated into poverty reduction concepts and promote access to education. (9; 29) The policy was active in 2017 and seeks to harmonize two social programs to better deliver social services. (3)

During the reporting period, the National Social Protection Policy provided assistance to serve entire families instead of only targeted individuals. (3) This has helped a core group of the lowest-income families, and has plans to distribute assistance to more people in 2018 through 2019. (3) Also, the Ministry designed a formal inter-agency mechanism to oversee poverty reduction programming and intervention. (3) However, case management within the mechanism remains an issue due to not being electronic. Although, the government is working on changing the system to prevent potential loss and damage of files, as well as greater coordination between agencies. (3; 25) In addition, child labor elimination and prevention strategies are not integrated into the National Social Protection Policy. (10) Research did not reveal policies addressing commercial sexual exploitation of children and the National Action Plan to Combat Trafficking in Persons lacked funding to fully implement all objectives. (6)



# Saint Lucia

## MODERATE ADVANCEMENT

During the reporting period, Saint Lucia attended the 10<sup>th</sup> ILO Meeting of Caribbean Ministers of Labor: Realizing Decent Work Under the 2030 Agenda. (30) Government officials discussed and participated in a Regional Initiative to Eliminate Child Labor in the Caribbean. (30; 31)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including funding and adequacy to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
ILO Decent Work Program	Promotes decent work and advances the ILO's Decent Work Agenda. (2) In 2017 the program was active and completed a rapid assessment of child labor. (3; 4) The Saint Lucia Trade Union Federation, with support from the ILO Office for the Caribbean, held workshops to raise awareness on child labor, forced labor, and human trafficking. (32; 33)
Educational Programs <sup>†</sup>	The Saint Lucia Social Development Fund and Public Assistance Program fosters school attendance; the Community Empowerment's After School Program aims to improve academic performance and maintains school attendance of children ages 8 to 16; the Upton Garden Girls Center provides education, training, and self-development opportunities to teenage girls; the Center for Adolescent Renewal and Education provides second-chance education, training, and self-development services to adolescents; the Boys Training Center supports boys ages 10 to 18 who have come in contact with the law or require care and protection; and the Koudmen Sent Lisi program funds textbook rentals, a book bursary that reimburses students for textbooks, a school feeding program, and a transportation subsidy program at most secondary schools. (1; 2; 9; 3) All of the programs were active in 2017. (25)
Strengthening Capacity to Accelerate Eradication of Child Labor in Latin America and the Caribbean	Government of Spain-funded \$603,070, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in over 20 countries in Latin America and the Caribbean, including Saint Lucia. (34) The program was active in 2017. (25)

<sup>†</sup> Program is funded by the Government of Saint Lucia.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (35; 36; 6)

Research found no evidence of any programs with the specific goal of eliminating or preventing child labor, including its worst forms. In addition, overall funding for social programs remains a concern because it does not meet the needs of all children in the country, especially trafficked children and those engaged in illicit activities, and it is highly dependent on foreign assistance. (3; 6)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Saint Lucia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children in consultation with employers' and workers' organizations.	2017
	Ensure that laws criminally prohibit the forced labor of children.	2016 – 2017
	Ensure that laws criminally prohibit the using or offering of a child for commercial sexual exploitation.	2016 – 2017
	Ensure that laws prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2011 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
Enforcement	Authorize labor inspectors to assess penalties for labor law violations.	2016 – 2017
	Ensure that new labor inspectors and criminal law enforcement investigators receive training on child labor law enforcement and that refresher courses are provided for all labor inspectors.	2015 – 2017
	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data on risk-prone sectors and patterns of serious incidents.	2015 – 2017
	Ensure that the Labor Inspectorate receives sufficient funding for conducting labor inspections.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the resources allocated to criminal investigators, including transportation and equipment.	2017
	Manage judicial cases adequately by ensuring that there is no backlog and increasing resources, including personnel.	2017
Government Policies	Ensure that child labor elimination and prevention strategies are integrated into the National Social Protection Policy.	2015 – 2017
	Adopt a policy that addresses all worst forms of child labor, including the commercial sexual exploitation of children.	2010 – 2017
	Increase funding for the National Action Plan to Combat Trafficking in Persons so that it can meet all of its objectives.	2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Design and implement social programs that specifically target and assist children engaged in the worst forms of child labor, including in commercial sexual exploitation and illicit activities such as the sale and transportation of drugs.	2013 – 2017
	Ensure that funding for social programs is sufficient so that it can meet the needs of all vulnerable children in the country and does not rely on foreign funding.	2017

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# Saint Vincent and the Grenadines

## MINIMAL ADVANCEMENT

In 2017, Saint Vincent and the Grenadines made a minimal advancement in efforts to eliminate the worst forms of child labor. The government approved a Memorandum of Understanding on Countering Human Trafficking in Saint Vincent and the Grenadines, which outlines each signatory agency's role in combating human trafficking and the worst forms of child labor. The government also trained criminal law enforcement personnel on human trafficking issues and conducted multiple awareness raising activities on human trafficking. Although research is limited, there is evidence that children in Saint Vincent and the Grenadines engage in the worst forms of child labor, including in commercial sexual exploitation. Limited research also suggests children perform dangerous tasks in begging. 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.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Saint Vincent and the Grenadines engage in the worst forms of child labor, including in commercial sexual exploitation. Limited research also suggests that children perform dangerous tasks in begging. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in Saint Vincent and the Grenadines. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		98.0

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (5) Data were unavailable from Understanding Children's Work Project's analysis, 2016. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown (7; 4)
Services	Domestic work and begging (8; 9; 10)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation (11; 12; 4)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Limited research and information received from various sources suggests that some children in Saint Vincent and the Grenadines are subjected to commercial sexual exploitation, including by their relatives, in exchange for money or goods. (13; 7; 14; 15)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Saint Vincent and the Grenadines has ratified all key international conventions concerning child labor (Table 3).



**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Saint Vincent and the Grenadines' legal framework to adequately protect children from child labor, including the minimum age for hazardous work and prohibition of using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 8 of the Employment of Women, Young Persons, and Children Act (16)
Minimum Age for Hazardous Work	No		Schedule, Part I, Articles 1–2, and 5 of the Employment of Women, Young Persons, and Children Act (16)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Part I, Sections 3–4, and Articles 1–2, and 5 of the Employment of Women, Young Persons, and Children Act (16)
Prohibition of Forced Labor	No		
Prohibition of Child Trafficking	Yes		Part II, Articles 5–8 of the Prevention of Trafficking in Persons Act (17)
Prohibition of Commercial Sexual Exploitation of Children	No		Part II, Article 7 of the Prevention of Trafficking in Persons Act (17)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment	N/A*†		
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	16	Part I, Article 2 of the Education Act (18)
Free Public Education	Yes		Part III, Articles 14–16 of the Education Act (18)

\* No conscription (19)

† No standing military (20)

The government has not determined by national law or regulation the types of hazardous work prohibited to children. The law does not prohibit use of children for prostitution, pornography, or pornographic performances. Furthermore, the use of children in the production and trafficking of drugs is not criminally prohibited. (17) The law also does not criminally prohibit the recruitment of children under age 18 by non-state armed groups.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate enforcement of child labor laws.

# Saint Vincent and the Grenadines

## MINIMAL ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce child labor laws through the Department of Labor and refer victims to appropriate social services. (2; 7)
Royal Police Force	Make criminal arrests, including those involving the worst forms of child labor. Address human trafficking through the Anti-Trafficking in Persons Unit (ATIPU), refer victims to appropriate social services, and fund financial requests made by the ATIPU. (2; 21)
Ministry of Social Development	Maintain the Child Protection Unit, which includes Child Protection Officers who report cases of child abuse. (9)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Saint Vincent and the Grenadines took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including resources.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$421,308 (3)	\$453,200 (22)
Number of Labor Inspectors	4 (3)	4 (7)
Inspectorate Authorized to Assess Penalties	No (3)	No (7)
Training for Labor Inspectors		
Initial Training for New Employees	N/A	N/A (7)
Training on New Laws Related to Child Labor	N/A	N/A (7)
Refresher Courses Provided	Yes (13)	Yes (7)
Number of Labor Inspections Conducted	Unknown	21 (23)
Number Conducted at Worksites	Unknown	21 (23)
Number of Child Labor Violations Found	0 (3)	0 (7)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A (7)
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A (7)
Routine Inspections Conducted	Yes (3)	Yes (7)
Routine Inspections Targeted	Unknown	Yes (7)
Unannounced Inspections Permitted	Yes (3)	Yes (7)
Unannounced Inspections Conducted	Yes (3)	Yes (7)
Complaint Mechanism Exists	Yes (3)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (7)

The Ministry of Labor can inspect all sectors and it is responsible for investigating labor violations. If the Ministry finds a criminal violation, it forwards the case to the Royal Police Force. (7)

During the reporting period, the Department of Labor reported that the number of inspectors and funding was sufficient. (7) However, a lack of adequate resources, such as computers and training, hampered the labor inspectorate's enforcement of child labor laws. (3; 21; 23) According to sources, the number of inspections conducted was also inadequate because few businesses were inspected. (7; 23)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Saint Vincent and the Grenadines took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including allocating resources.



**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A	Yes (7)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (7)
Refresher Courses Provided	Yes (3)	Yes (7)
Number of Investigations	0 (3)	0 (7)
Number of Violations Found	0 (3)	0 (7)
Number of Prosecutions Initiated	0 (3)	0 (7)
Number of Convictions	0 (3)	0 (7)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (7)

The police received sufficient training, according to the police department, including trainings for 69 newly recruited police officers. (7; 14) However, inadequate resources hampered the Anti-Trafficking in Persons Unit’s capacity to combat human trafficking. (14)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Task Force Against Trafficking in Persons	Develop a national plan to address human trafficking, coordinate the collection of data among government agencies, establish policies to enable government agencies to work with NGOs to prevent human trafficking and assist victims, and provide training to all relevant government officials and authority figures. Chaired by the Prime Minister. (2; 17; 24) Comprises representatives from police, immigration, public prosecutions, social services, gender affairs, and the Department of Labor. (13)

Sources have reported that efforts to counter child begging, a sector where child labor is known to occur, could benefit from a coordinating mechanism. (23)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Child Protection Policy Framework (2015–2020)	Strengthens national child protection strategies and programs. (25) Charged with adopting policies, goals, and reporting standards for child protection. Allocated \$498,786 in 2017 for Child Protection Services and ensured the protection of 2,000 students. (26; 25)
National Plan of Action Against Trafficking in Persons (2016–2020)†	Establishes procedures to eradicate human trafficking. Administered by the National Task Force Against Trafficking in Persons, which is chaired by the Prime Minister. (10; 27; 28) In 2017, the government revised the national plan and extended it to 2020. (14; 28)
Memorandum of Understanding (MOU) on Countering Human Trafficking in Saint Vincent and the Grenadines†	Outlines the responsibilities of each signatory agency in combating human trafficking and the worst forms of child labor. (7; 29) Assigns tasks and responsibilities among nine government stakeholders regarding trafficking in persons. (14; 29) Includes the Department of Labor, Ministry of Foreign Affairs, Trade and Commerce, ATIPU, and others. (22)

† Policy was approved during the reporting period.

In 2017, the government participated in an ILO meeting with other Caribbean ministers of labor as part of the 2030 Agenda to Realize Decent Work. All participants agreed to create a regional initiative to end child labor in the Caribbean region. (30)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

# Saint Vincent and the Grenadines

## MINIMAL ADVANCEMENT

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Government-funded educational programs†	Provides free meals to students and low-income families through the Supplementary Feeding Program (31; 32; 7). Continued to fund other programs such as the Book Loan Program; the Street Children Rehabilitation Program; and the Foster Care Program. (9; 7; 8; 33; 31) All programs were active in 2017. (23)
Zero Hunger Trust Fund†	Provides meals, materials and uniforms to children in need. (3) Active in 2017. (7)

† Program is funded by the Government of Saint Vincent and the Grenadines.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (14)

Although the government has implemented programs to address educational and food needs, research found no evidence that it has carried out programs specifically to assist children in commercial sexual exploitation and begging, both of which are industries reported to employ children. (23)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Saint Vincent and the Grenadines (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited to children, in consultation with workers' and employers' organizations, and ensure that the minimum age for hazardous work is 18.	2009 – 2017
	Ensure that the laws for forced labor and commercial sexual exploitation are sufficient and do not only apply to human trafficking.	2017
	Ensure that laws prohibit using, procuring, or offering a child for the production of illicit drugs.	2011 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties for labor law violations.	2016 – 2017
	Strengthen the Labor Inspectorate by providing sufficient resources to conduct labor inspections.	2015 – 2017
	Increase the amount of resources, including personnel and vehicles, for the ATIPU.	2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Institute programs to address the worst forms of child labor in commercial sexual exploitation and begging.	2017

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# Samoa

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*In 2017, Samoa made a minimal advancement in efforts to eliminate the worst forms of child labor. The government released a report on child labor focused on street vending and progressed toward finalizing a list of hazardous labor for children. However, children in Samoa perform dangerous tasks in street vending. The government lacks a mechanism to coordinate interagency efforts to address child labor, and Samoan laws do not comprehensively specify the types of hazardous work prohibited for children.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Samoa perform dangerous tasks in street vending. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in Samoa. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		104.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**




Sector/Industry	Activity
Agriculture	Gathering coconuts, fruit, and nuts (9)
	Tending domestic animals (9)
Services	Domestic work (9; 10)
	Street vending, including selling food, garlands, and other products (1; 2; 3; 4; 10; 5; 6; 11; 12)
	Garbage scavenging (10)

Although the Samoa School Fee Relief Grant Scheme provides 11 years of free education, hidden school-related costs, such as registration fees, uniforms, meals, and transportation, make it challenging for some children to access education. (13; 14)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Samoa has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Samoa's legal framework to adequately protect children from the worst forms of child labor, including the prohibition of using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 51 of the Labour and Employment Relations Act (15)
Minimum Age for Hazardous Work	Yes	18	Article 51 of the Labour and Employment Relations Act (15)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 51 of the Labour and Employment Relations Act; Article 21 of the Labour and Employment Relations Regulations (15; 16)
Prohibition of Forced Labor	Yes		Article 8 of the Constitution; Article 18 of the Labour and Employment Relations Act; Sections 155–157 of the Crimes Act (15; 17; 18)
Prohibition of Child Trafficking	Yes		Sections 155–157 of the Crimes Act (18)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 73, 74, 82, and 157 of the Crimes Act (18)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No	15	Article 8 of the International Criminal Court Act (19)
Compulsory Education Age	No	14‡	Article 4 of the Education Act (20)
Free Public Education	No		

† No standing military (19)

‡ Age calculated based on available information

Samoa law prohibits certain hazardous activities for children, such as operating heavy machinery; however, street vending, an activity in which children are known to work long hours and into the night, is not prohibited for children under age 18. (21) In addition, the law allows children between the ages of 12 and 14 to engage in light work for a limited number of hours, but it does not specify the conditions under which light work may be undertaken, nor does it define the activities that are permitted, as called for under international standards. In 2017, the Ministry of Commerce, Industry, and Labor continued finalizing a more comprehensive list of hazardous work and a list of allowable forms of light work, but this legislation was not approved during the reporting period. (22) Research also found no evidence of laws that ban using, procuring, or offering children for illicit activities, including for the production and trafficking of drugs. Although the International Criminal Court Act prohibits recruiting children ages 14 and under into non-state armed groups, the law does not apply to children ages 15 to 18. (19)

The Education Act requires that children attend school from ages 5 to 14 or until they have completed the work of year eight. (20) This standard leaves children who have completed their education requirement but are not yet legally permitted to work vulnerable to involvement in the worst forms of child labor. (23) Although Samoan laws do not mandate free public education, the Samoa School Fee Relief Grant Scheme seeks to provide this service. (24)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Commerce, Industry, and Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Commerce, Industry, and Labor (MCIL)	Investigate complaints of child labor law violations. Refer cases to the Ministry of Police and the Office of the Attorney General for enforcement. (9)



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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Police	Enforce criminal laws related to child labor. (9)
Office of the Attorney General	Prosecute criminal cases of the worst forms of child labor. (9)
Ministry for Women, Community, and Social Development	Assist in MCIL investigations as needed. Mandated to protect children, including those working on the street. (9; 25)
Ministry of Education, Sports, and Culture	Assist in MCIL investigations as needed. (9; 26)

### *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in Samoa took actions to combat child labor (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (27)	None (28)
Number of Labor Inspectors	4 (29)	4 (11; 29)
Inspectorate Authorized to Assess Penalties	No (27)	No (11; 27)
Training for Labor Inspectors		
Initial Training for New Employees	No (27)	No (28)
Training on New Laws Related to Child Labor	N/A	N/A (28)
Refresher Courses Provided	Yes (27)	Yes (28)
Number of Labor Inspections Conducted	125 (29)	69 (28)
Number Conducted at Worksites	125 (29)	69 (28)
Number of Child Labor Violations Found	0 (29)	0 (28)
Number of Child Labor Violations for Which Penalties were Imposed	0 (29)	0 (28)
Number of Child Labor Penalties Imposed that were Collected	0 (29)	0 (28)
Routine Inspections Conducted	Yes (27)	Yes (28)
Routine Inspections Targeted	Yes (27)	Yes (28)
Unannounced Inspections Permitted	Yes (27)	Yes (28)
Unannounced Inspections Conducted	Yes (27)	Yes (28)
Complaint Mechanism Exists	Yes (27)	Yes (11; 27)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (27)	No (11; 27)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Samoa took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
Refresher Courses Provided	Unknown	Unknown
Number of Investigations	0 (30)	Unknown
Number of Violations Found	0 (30)	Unknown
Number of Prosecutions Initiated	0 (30)	Unknown
Number of Convictions	0 (30)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor. (31)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 8). However, policy gaps exist that hinder efforts to address child labor, including integrating elimination and prevention strategies into policies relevant to child labor.

**Table 8. Key Policies Related to Child Labor**

Policy	Description
Samoa School Fee Relief Grant Scheme	Provides free public primary and secondary education. (24; 32) In 2017, the government allocated an additional \$2.9 million to fully fund the policy. (11)

The government has not integrated child labor elimination and prevention strategies in the Strategy for the Development of Samoa, the Education Sector Plan, or the UNDAF Pacific, which concluded in 2017. (33; 34; 35)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 9). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
Samoa Decent Work Country Program 2017–2020)†	ILO and government program that promotes decent work in Samoa. Supports legal reform and improved implementation of laws related to child labor, and promotes access to information and employment services for youth. (36; 37)
Pacific Sub-Regional Child Labor and Trafficking Program	In 2017, released the Samoa Rapid Assessment on Children Working on the Streets, which was submitted to the Samoa National Tri-Partite Committee and endorsed by the MCIL. (10)

† Program is funded by the Government of Samoa.

The government signed a memorandum of understanding to continue the Samoa Decent Work Country Program from 2017 to 2020. (37) In January 2017, the Ministry of Women, Community, and Social Development, in conjunction with the Small Business Enterprise Centre, conducted a weeklong training for 11 families with children who work as street vendors. The training exposed these families to other business opportunities that would prevent their children from working as street vendors. (38)

#### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Samoa (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2017
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2011 – 2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor, including street vending.	2013 – 2017
	Ensure that the law criminally prohibits using, procuring, or offering a child for illicit activities, including for the production and trafficking of drugs.	2014 – 2017
	Ensure that the law establishes a compulsory education age that is at least equal to the minimum age for admission to employment.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017

**Table 10. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish information on labor law enforcement efforts related to child labor, including number of child labor violations found, and penalties imposed and collected, as well as the number of criminal investigations, violations, prosecutions, and convictions. Publish information on law enforcement efforts related to child labor, including the amount of funding for the labor inspectorate and training for criminal investigators.	2013 – 2017
	Institutionalize training for labor inspectors, including by training new labor inspectors.	2015 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2015 – 2017
	Establish a referral mechanism between labor enforcement authorities and social services providers.	2014 – 2017
	Establish coordinating mechanisms to combat child labor.	2009 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into relevant policies.	2012 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Enhance efforts to make education accessible for all children by fully eliminating school-related costs.	2016 – 2017
	Institute programs to address child labor in street vending.	2009 – 2017

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# São Tomé and Príncipe

## MINIMAL ADVANCEMENT

In 2017, São Tomé and Príncipe made a minimal advancement in efforts to eliminate the worst forms of child labor. The government continued to contribute resources to support centers that aim to prevent child labor by keeping children in school. However, children in São Tomé and Príncipe engage in the worst forms of child labor in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. The types of hazardous work prohibited for children are not comprehensive, and the compulsory education age does not extend to the minimum age for work. Inadequate resources hamper law enforcement agencies' capacity to enforce child labor laws.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in São Tomé and Príncipe engage in the worst forms of child labor in commercial sexual exploitation. (1) Children also perform dangerous tasks in agriculture. (2) Table 1 provides key indicators on children's work and education in São Tomé and Príncipe.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	22.6
Attending School (%)	5 to 14	89.2
Combining Work and School (%)	7 to 14	24.9
Primary Completion Rate (%)		86.7



Source for primary completion rate: Data from 2017, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 5, 2014. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**



Sector/Industry	Activity
Agriculture	Farming, including weeding, fertilizing, and spraying plants (2; 5)
	Line and hook fishing (2)
Industry	Carpentry and woodworking (6)
	Construction (2)
Services	Working in shops, restaurants, and bars (2; 5)
	Street work, including begging and selling goods (2; 6; 7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation (1)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

### II. LEGAL FRAMEWORK FOR CHILD LABOR

São Tomé and Príncipe has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	



**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in São Tomé and Príncipe’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Article 128 of the Legal Regime of Individual Employment Conditions (8)
Minimum Age for Hazardous Work	Yes	18	Article 129 of the Legal Regime of Individual Employment Conditions (8)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 129 and 134 of the Legal Regime of Individual Employment Conditions (8)
Prohibition of Forced Labor	Yes		Articles 159–160 and 181 of the Penal Code (9)
Prohibition of Child Trafficking	Yes		Articles 160 and 181 of the Penal Code (9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 179–182 of the Penal Code (9)
Prohibition of Using Children in Illicit Activities	Yes		Articles 279–280 and 289 of the Penal Code (9)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 1 of Decree-Law 3/83 (10)
State Voluntary	Yes	17	<i>Legislation title unknown</i> (11; 12)
Non-state	No		
Compulsory Education Age	No	12‡	Article 6 (2)(1) of the Basic Education System Law (13)
Free Public Education	Yes		Article 6(1) of the Basic Education System Law (13)

‡ Age calculated based on available information (14; 13)

The law’s minimum age protections do not apply to children working outside of a formal labor relationship, such as children who are self-employed. (8; 14)

The law prohibits children under age 18 from engaging in heavy work carried out in unhealthy or dangerous conditions. It also prohibits underground and night work; however, the types of hazardous work prohibited for children do not cover agriculture, an area of work in which there is evidence of exposure to hazardous substances, agents, and processes. (8) The gap between the end of compulsory education and the minimum age for work leaves children ages 12 and 13 vulnerable to child labor because they are not in school, but they also may not legally work.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Affairs that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Affairs	Enforce labor laws, including child labor. (15)
Ministry of Justice and Human Rights	Enforce criminal laws against the worst forms of child labor. (15)

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### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in São Tomé and Príncipe took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Affairs that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	\$5,000 (1)
Number of Labor Inspectors	13 (15)	6 (1)
Inspectorate Authorized to Assess Penalties	Yes (16)	Yes (1)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (15)	N/A
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	No (15)	No (1)
Number of Labor Inspections Conducted	65 (15)	5 (1)
Number Conducted at Worksites	Unknown	5 (1)
Number of Child Labor Violations Found	0 (15)	0 (1)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	N/A
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A
Routine Inspections Conducted	Yes (15)	Yes (1)
Routine Inspections Targeted	Unknown	No (1)
Unannounced Inspections Permitted	Yes (15)	Yes (1)
Unannounced Inspections Conducted	Unknown	Yes (1)
Complaint Mechanism Exists	Yes (15)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15)	Yes (1)

Although in 2017 the government budgeted \$2 million to the Labor Inspectorate, only \$5,000 was provided to the inspectorate by the end of the year. Enforcement of child labor laws remains challenging due to the lack of resources for inspections. (1)

Children found by labor inspectors are referred to the Department of Social Protection and Solidarity in the Ministry of Labor and Social Affairs. (1)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in São Tomé and Príncipe took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (17)	No (1)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Unknown	No (1)
Number of Investigations	1 (15)	1 (18)
Number of Violations Found	0 (15)	0 (1)
Number of Prosecutions Initiated	0 (15)	0 (1)
Number of Convictions	0 (15)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (15)	Yes (18)

In 2017, police officers launched an investigation to determine whether a girl was a victim of human trafficking. (18) Children found by the Ministry of Justice and Human Rights officials are also referred to the Department of Social Protection and Solidarity in the Ministry of Labor and Social Affairs. (1)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Anti-Child Labor Committee	Lead efforts to eliminate the worst forms of child labor. (19) Led by the Ministry of Labor and Social Affairs. (17)
Department of Social Protection and Solidarity, Ministry of Labor and Social Affairs	Provide counseling and integration services to children found during labor inspections and criminal investigations. (1)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding and implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan for the Elimination of Child Labor	Guides the government's efforts to combat child labor. (15)

In 2017, the National Action Plan for the Elimination of Child Labor was not fully implemented due to a lack of resources. (1)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Decent Work Country Program (2013–2017)	Government program in collaboration with the ILO that aimed to eliminate the worst forms of child labor through legislative action and strategic programs. (20; 21)
Support Centers†	Three government-funded centers, run by NGOs, operate in areas with high concentrations of poor families, orphans, and street children. Provide household stipends to keep children in school and teach income-generating skills. (15; 22; 18)
Disadvantaged Mothers Program ( <i>Mães Carenciadas</i> )†	Government program that provides in-kind support, including food, school materials, and uniforms on an as-needed basis. The support is distributed by social workers. (16)

† Program is funded by the Government of São Tomé and Príncipe.

Research found no evidence of programs designed to specifically address children engaged in agriculture.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in São Tomé and Príncipe (Table 11).

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**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2014 – 2017
	Ensure that all children are protected by law, including children who are self-employed.	2015 – 2017
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2009 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Establish a compulsory education age that is equal to or higher than the minimum age for employment.	2014 – 2017
Enforcement	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2017
	Provide inspectors and investigators with adequate training; equip labor inspectors with the necessary resources to conduct inspections.	2009 – 2017
Government Policies	Ensure that the National Action Plan for the Elimination of Child Labor has adequate resources for implementation.	2017
Social Programs	Implement programs that specifically target children engaged in agriculture.	2010 – 2017

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In 2017, Senegal made a minimal advancement in efforts to eliminate the worst forms of child labor. The government drafted regulations for the Law for the Modernization of *Daaras*. However, children in Senegal engage in the worst forms of child labor, including in forced begging, sometimes as a result of human trafficking. Children also perform dangerous tasks in gold mining. Criminal and labor law enforcement agencies lack adequate resources to carry out their work, and redundancy among coordinating bodies to combat child labor hinders effective collaboration. Furthermore, the types of hazardous work prohibited for children do not include domestic work and street work, areas where there is evidence of child involvement.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Senegal engage in the worst forms of child labor, including in forced begging, sometimes as a result of human trafficking. Children also perform dangerous tasks in gold mining. (1; 2; 3; 4; 5; 6; 7; 8; 9; 10) Table 1 provides key indicators on children's work and education in Senegal.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	22.3 (4,255,365)
Attending School (%)	5 to 14	53.0
Combining Work and School (%)	7 to 14	13.9
Primary Completion Rate (%)		58.9

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2015. (12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding cattle (13; 14)
	Fishing, activities unknown (13; 14)
	Farming, including the production of cotton, rice, peanuts, and mangoes (2; 4; 14; 15)
Industry	Washing ore, crushing rocks, using mercury, and carrying heavy loads† while mining gold, iron, and salt, and quarrying rock (16; 14; 15; 17; 18; 19; 20; 8)
	Welding and auto repair (14; 15; 21)
Services	Domestic work (2; 16; 14; 15; 22; 21)
	Street work, including vending (2; 14; 23; 24)
Categorical Worst Forms of Child Labor‡	Forced domestic work, gold mining, fishing, and farming, each sometimes as a result of human trafficking (4; 7; 25; 26; 27)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 7; 20; 28; 29; 27)
	Forced begging, sometimes as a result of human trafficking (1; 2; 16; 3; 4; 5; 6; 7; 9; 10; 14; 15; 25; 26; 30; 31; 32; 33)
	Forced labor in garbage collection (34)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in Senegal are exploited in domestic servitude, forced labor in gold mines, and trafficking for commercial sexual exploitation, particularly internal trafficking. (25; 26; 27) In Senegal, it is a traditional practice to send boys to Koranic schools, called *daaras*. However, instead of receiving an education, many students, known as *talibés*, are forced to beg by their teachers, known as *marabouts*. (5; 9; 26; 35; 36; 37) The *marabouts* take the *talibés'* earnings and often beat those who fail to meet the



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daily quota. (5; 6; 10; 36; 37) This system enriches *marabouts*, bringing in over \$10 million annually in Dakar alone, according to a recent study by UNODC. (38; 39) The *talibés* often live in overcrowded, unsanitary conditions, receive inadequate food and medical care, and are vulnerable to physical and sexual abuse. (5; 6; 9; 34; 37; 40) They typically come from rural areas in Senegal and from neighboring countries, sometimes as a result of human trafficking. (5; 6; 35; 37; 41) A 2014 *daara*-mapping study estimated that 30,000 of the estimated 54,800 *talibés* in Dakar are forced to beg, and a 2016 study found that 9,000 of the estimated 14,000 *talibés* in the St. Louis department are also forced to beg. (14; 42; 43; 44; 45; 46; 47; 48; 49; 50)

A variety of factors remain as barriers to education, forcing some students to quit school. These barriers include school-related fees, a lack of birth registration documents, and a lack of both teachers and rural schools. Some girls reportedly quit school due to sexual harassment, including by teachers, and because of early pregnancy. (2; 7; 51; 52; 53; 21)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Senegal has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Senegal's legal framework to adequately protect children from the worst forms of child labor, including the prohibition of military recruitment by non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article L. 145 of the Labor Code; Article 6 of the Decree Establishing the Scale of Penalties for Violations of the Labor Code and Associated Rules for Application (54; 55)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the Ministerial Order No. 3749 Determining and Prohibiting the Worst Forms of Child Labor; Article 1 of the Ministerial Order No. 3750 Determining the Types of Hazardous Work Prohibited for Children and Youth; Article 1 of the Ministerial Order No. 3751 Determining the Categories of Business and Work Prohibited to Children and Youth (56; 57; 58)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 2 of the Ministerial Order No. 3749 Determining and Prohibiting the Worst Forms of Child Labor; Ministerial Order No. 3750 Determining the Types of Hazardous Work Prohibited to Children and Youth; Article 2 of the Ministerial Order No. 3751 Determining the Categories of Business and Work Prohibited to Children and Youth (56; 57; 58)
Prohibition of Forced Labor	Yes		Article L. 4 of the Labor Code; Article 2 of the Ministerial Order No. 3749 Determining and Prohibiting the Worst Forms of Child Labor; Article 1 of the Law Concerning the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims (54; 58; 59)
Prohibition of Child Trafficking	Yes		Article 1 of the Law Concerning the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims (59)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 2 of the Ministerial Order No. 3749 Determining and Prohibiting the Worst Forms of Child Labor; Articles 323 and 324 of the Penal Code (60; 58)
Prohibition of Using Children in Illicit Activities	Yes		Article 2 of the Ministerial Order No. 3749 Determining and Prohibiting the Worst Forms of Child Labor (58)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 19 of Law No. 2008-28 (61)
Non-state	No		
Compulsory Education Age	Yes	16	Article 3 of Law No. 2004-37 (62)
Free Public Education	Yes	18	Article 3 of Law No. 2004-37; Articles 21 and 22 of the Constitution (62; 63)

\* No conscription (14)

In 2017, application decrees were drafted as part of the voluntary *Daara* Modernization Program to improve regulation of *daaras* through the Law on the Modernization of *Daaras* drafted in 2013. (6; 66; 34; 37; 44; 45; 67; 68; 21) Legislation is also pending to establish a Children's Ombudsman and a Children's Code; the law has been drafted and presented to the Ministry of Good Governance and Child Protection for revision. (50; 21)

Furthermore, two distinct laws treat issues related to forced begging in a way that may create ambiguity. Although the Law Concerning the Fight Against Trafficking in Persons broadly prohibits forced begging, a provision of the Penal Code permits the seeking of alms for religious purposes on specific days. (8; 58; 69; 65) Government officials, the UNODC, UNICEF, and local NGOs have stated that penalties for child labor violations may not be severe enough to deter employers from exploiting children, particularly because the penalties are rarely enforced. (70) Further, the types of hazardous work prohibited for children do not include domestic work or street work, areas where there is evidence of potential harm to child workers. (14; 56; 57; 58) The light work provisions are also not specific enough to prevent children from involvement in child labor because they do not limit the number of hours per week for light work, determine the activities in which light work may be permitted, or specify the conditions in which light work may be undertaken. (57; 54)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Social Dialogue, Professional Organizations, and Institutional Relations that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Social Dialogue, Professional Organizations, and Institutional Relations (MOL)	Enforce child labor laws through the Directorate General of Labor and Social Security and by using social security inspectors. (70; 71)
Ministry of Justice (MOJ)	Enforce all laws through judicial role, including those on child trafficking, forced child begging, and forced labor, and prosecute violations. (15) Train police and judiciary on laws related to human trafficking and forced begging. (6) Through its Department of Correctional Education and Social Protection, help develop draft texts in the field of social protection and juvenile delinquency; strengthen the capacity of stakeholders to care for children; and share responsibility with the Ministry of Women, Family, and Children (MWFC) to provide services to vulnerable children. (30; 68; 72; 73)
Ministry of the Interior and Public Security	Oversee all law enforcement agencies, including the local and national police officials who investigate cases of human trafficking and forced child begging, and arrest perpetrators of the worst forms of child labor. (15; 25; 64; 74) House the Children's Unit, located in Dakar, which employs three officers who specialize in child protection, victim identification, and reinsertion. (25; 30; 64) Through its Children's Unit, receive assistance from the Vice Squad in child protection cases. (75)

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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Women, Family, and Children (MWFC)	Contribute to the creation and implementation of child protection policies, and provide services to victims of exploitative child labor. (76) Operate the Ginddi Center for vulnerable children and a toll-free child protection hotline through which the public can report child labor abuses. (30; 34)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Senegal took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor, Social Dialogue, Professional Organizations, and Institutional Relations that may hinder adequate labor law enforcement, including the lack of a formal and reciprocal referral mechanism between labor law enforcement and criminal law enforcement agencies and social services.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$143,000 (14)	\$143,020 (21)
Number of Labor Inspectors	99 (14)	99 (21)
Inspectorate Authorized to Assess Penalties	Yes (14)	Yes (21)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (14)	Yes (21)
Training on New Laws Related to Child Labor	N/A (14)	N/A (21)
Refresher Courses Provided	No (45)	No (21)
Number of Labor Inspections Conducted	1,931 (45)	Unknown (21)
Number Conducted at Worksite	1,931 (14)	Unknown (21)
Number of Child Labor Violations Found	Unknown (14)	Unknown (21)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (14)	Unknown (21)
Number of Child Labor Penalties Imposed that were Collected	0 (14)	Unknown (21)
Routine Inspections Conducted	Yes (14)	Unknown (21)
Routine Inspections Targeted	Yes (14)	Unknown (21)
Unannounced Inspections Permitted	Yes (14)	Yes (21)
Unannounced Inspections Conducted	Yes (14)	Yes (21)
Complaint Mechanism Exists	No (45)	No (21)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (14)	No (21)

All new labor inspectors are trained at the National Administration School, which provides a module on the worst forms of child labor and a consultation with members of the National Committee Against Child Labor. (15; 25) The number of labor inspectors is likely insufficient for the size of Senegal's workforce, which includes over 6 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Senegal should employ roughly 174 inspectors. (77; 78) The MOL acknowledged that the current number of labor inspectors is insufficient; it also noted that a high turnover rate and significant reduction in its funding level had further hindered the labor inspectorate's capacity to enforce child labor laws. (14; 15)

Research indicates that there is a lack of child labor law enforcement in the informal sector, where most children are employed. This is especially true in the artisanal gold mining sector as most activities take place in the far southeast of the country in the Kédougou region, far from the capital. (66; 15; 51; 71) The entities responsible for enforcing laws against child labor are primarily concentrated in Dakar and Thiès, so enforcement is limited outside of the capital. (6; 79) Article L. 241 of the Labor Code grants inspectors the authority to assess penalties for all offenses; however, they typically do so only for minor offenses and refer the more serious infractions to the courts for determination of penalties. (15; 54; 65) Courts may require violations to be resolved through conciliation at the labor inspectorate or refer cases to a tribunal for judgment. (15) Although the Ginddi Center's child protection hotline was operational during the reporting period, the total number of calls was unknown. Furthermore, it is not clear how many cases of child labor were identified as a result of these calls. (27)

### Criminal Law Enforcement

In 2017, criminal law enforcement agencies in Senegal took actions to combat child labor (Table 7). However, gaps exist within the authority and operations of the criminal law enforcement agencies that may hinder adequate criminal law enforcement, including the lack of knowledge by law enforcement officials and judges on the application of the Law Concerning the Fight Against Trafficking in Persons, and associated penalties including those against forced begging.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (14)	Yes (21)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (14)	N/A (21)
Refresher Courses Provided	No (14)	No (21)
Number of Investigations	Unknown (14)	Unknown (21)
Number of Violations Found	Unknown (14)	Unknown (21)
Number of Prosecutions Initiated	Unknown (14)	Unknown (21)
Number of Convictions	Unknown (14)	Unknown (21)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (14)	No (21)

UNODC delivered a training workshop on techniques to investigate human trafficking in March that was attended by 30 judiciary police officers of the criminal investigations division. (29)

The government reported that existing laws are sufficient to prosecute and punish individuals who use *talibés* for personal profit. (1; 6; 25; 34) However, the courts have had limited success in prosecuting cases related to forced begging, partly due to a perceived lack of political support, cultural norms, and pressure from influential Koranic teachers who support this practice, particularly in rural areas, along with a lack of coordination and resource constraints. (25; 65; 69; 80; 81; 82) In addition, police rarely investigated cases of forced begging or brought them to the courts for prosecution. (45) Finally, although police stations in Senegal are expected to report cases involving children to the Ministry of the Interior and Public Security's Children's Unit, research found no evidence that this occurs regularly. (75; 79)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including regard to clarity of institutional mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee Against Child Labor	Coordinate initiatives, policies, and partnerships with civil society organizations to address child labor. Chaired by the MOL and includes representatives from three ministries, the police, and elected officials. (25; 83; 84)
National Task Force Against Trafficking in Persons (CNLTP)	Report on human trafficking in Senegal, with a focus on women and children; coordinate the implementation of the National Action Plan to Combat Trafficking in Human Beings and other efforts to prevent human trafficking; prosecute perpetrators; and protect victims. (64; 68; 85; 86; 87) Chaired by the MOJ and employs five staff members. (6; 25; 68)
Inter-Ministerial Commission	Coordinate implementation of the National Strategy on Child Protection and its related action plan. (70)
Office of the President's Childhood Protection Unit	Coordinate government efforts related to child protection, including through the implementation of the National Strategy on Child Protection. (68; 88) Reports directly to the President of Senegal. (75; 88) Contribute to the creation and implementation of child protection policies, and develop a national system for collecting and disseminating data about vulnerable children. Advocate on behalf of all entities working on issues related to child begging, violence against children, and child labor. (88)

The National Task Force Against Trafficking in Persons remains underfunded and research was unable to determine whether any coordinating bodies were active during the reporting period. Redundancy among the activities of the coordinating bodies also creates confusion and obstructs effective collaboration and implementation of efforts. (25; 26; 45; 64; 74; 84)

# Senegal

## MINIMAL ADVANCEMENT

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including lack of policy implementation.

**Table 9. Key Policies Related to Child Labor**‡

Policy	Description
National Action Plan to Combat Trafficking in Human Beings (2018–2020)	Aimed to strengthen the legal framework to prevent human trafficking, build capacity by training enforcement officials and working with religious leaders, provide protection and judicial remediation for victims. (25; 89) Implemented by the National Task Force Against Trafficking in Persons (CNLTP) and merged with the Partnership for the Rescue and Rehabilitation of Street Children and the National Framework Plan for the Eradication of Child Begging. (1; 13; 30; 34; 45; 87; 28) In 2017, the government provided \$142,265 in funding to CNLTP, an increase from last year's budget of \$88,915, and adopted a new action plan extending until 2020 with wide input from civil society and religious leaders. As part of the policy, trainings of magistrates and police on trafficking issues were also conducted.
National Strategy on Child Protection	Aims to establish an integrated national social protection system and specifically identifies the issue of child begging through an action plan with a recommended budget of \$18 million. (13; 34) Implemented through Child Protection Committees (CDPEs), currently established in 24 prefectures, which refer victims to social services and assist law enforcement with reintegrating child trafficking victims. (13; 25; 30) In 2017, as part of the policy, trainings of magistrates and police on trafficking issues were conducted.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (25)

In 2017, the First Lady of Senegal, along with other leading figures, made a declaration in Abidjan, Côte d'Ivoire on child protection, including child trafficking, exploitation, child labor, and all other forms of violence against children. (90; 91)

In 2017, research was unable to determine whether any actions were undertaken to renew the National Action Plan on the Prevention and Abolition of Child Labor in Senegal, which expired in 2016. (1; 13; 23; 92; 93; 94; 45)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**†‡

Program	Description
Project to Fight Against Trafficking and the Worst Forms of Child Labor (2013–2019)†	MWFC program that aims to raise awareness about forced begging and assist victims of child labor. (30) In 2017, research was unable to determine whether any actions were undertaken.
National Program of Family Assistance Bursaries (2013–2017)†	Social safety net program that provides conditional cash transfers to vulnerable families who keep their children in school. (15; 23; 87; 95; 96; 97; 98) In 2017, program activities continued.
<i>Daara</i> Modernization Program†	\$18.5 million government-funded voluntary program implemented by Tostan and <i>La Rencontre Africaine pour la Défense des Droits d'Homme</i> (RADDHO) that aims to regulate, inspect, and fund <i>daaras</i> and eliminate forced begging. (45; 99; 100; 8) The Ministry of Education signed an accord with the Senegalese Association of Koranic Schools to rehabilitate and equip 90 <i>daaras</i> ; its Funds for Koranic Schools program also developed a secular curriculum and works with religious institutions to remove children from street begging and exploitative situations. (30; 71) In 2017, research was unable to determine whether any actions were undertaken.
Ginddi Center†	The MWFC-run shelter serves abused and vulnerable children, including runaway <i>talibés</i> , street children, and child trafficking victims. (3; 30; 34; 71; 72; 74) Provides food, education, vocational training, family mediation, and medical and psychological care. (3; 25; 72; 74) (101) In 2017, research was unable to determine whether any actions were undertaken.
Centers to address child trafficking†	The MOJ runs transit houses in Dakar, Pikine, and Saint-Louis that provide monitoring, education, and rehabilitation and reintegration services for victims of child trafficking. (25) In 2017, research was unable to determine whether any actions were undertaken.

† Program is funded by the Government of Senegal.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (14; 102; 103)



Although the Government of Senegal has implemented programs to address child trafficking and forced begging, research found no evidence that the government has carried out programs to assist children in domestic work, agriculture, or mining. (7; 15; 34; 74; 93)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Senegal (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that penalties for child labor violations, including the worst forms, are stringent enough to serve as a deterrent.	2014 – 2017
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Clarify ambiguity in forced begging provisions in the Penal Code and the Law Concerning the Fight Against Trafficking in Persons to explicitly guarantee that no exceptions can enable a child to be forced to beg.	2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2017
Enforcement	Publish information on labor law enforcement efforts related to child labor, including the number of labor inspections conducted, including those at worksites, the number of violations found, penalties imposed and collected, and whether routine inspections are conducted and targeted.	2013 – 2017
	Increase the number of labor inspectors responsible for enforcing labor laws, including laws related to child labor to meet the ILO's technical advice, and ensure adequate labor inspectorate funding.	2010 – 2017
	Ensure that labor law enforcement and inspections are carried out in the informal sector and areas outside of the capital region.	2014 – 2017
	Establish a mechanism to receive child labor complaints, log all calls to the MWFC child protection hotline, and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2017
	Ensure that criminal law investigators and labor inspectors receive refresher training on laws related to the worst forms of child labor.	2016 – 2017
	Establish a formal and reciprocal referral mechanism between labor law enforcement and criminal law enforcement agencies and social services.	2016 – 2017
	Publish information on the criminal enforcement of child labor laws, including the number of investigations, violations found, prosecutions initiated, and convictions.	2016 – 2017
Coordination	Ensure the effectiveness of coordinating mechanisms on child labor by providing adequate resources, support, and distinct scopes of responsibility so that all coordinating bodies are able to carry out their intended mandates.	2010 – 2017
Government Policies	Adopt a national policy to address child labor.	2016 – 2017
Social Programs	Ensure that all children have access to education by eliminating school-related fees, building schools in rural areas, training additional teachers, ensuring that all children have access to birth registration, and ensuring that schools are free from sexual abuse.	2011 – 2017
	Institute programs to address child labor in domestic work, agriculture, and mining, and ensure that adequate funding is available to support existing programs targeting the worst forms of child labor, including forced begging.	2010 – 2017
	Undertake activities to support the Project to Fight Against Trafficking and the Worst Forms of Child Labor, Daara Modernization Program, the Ginddi Center, and Centers to address child trafficking.	2017

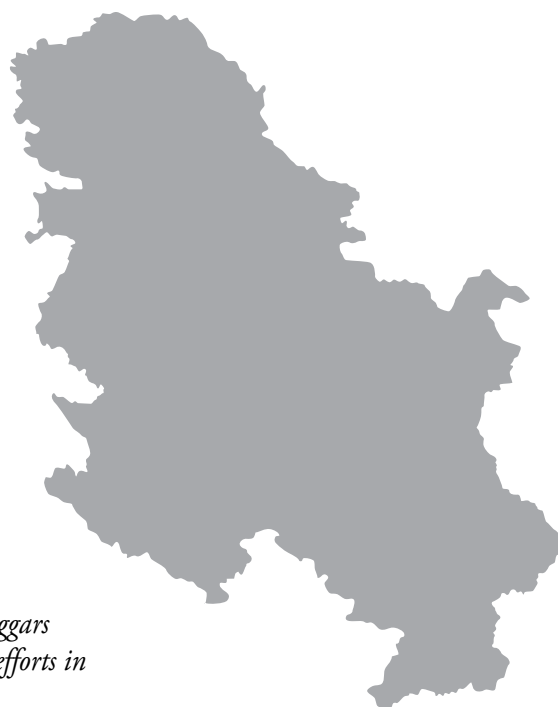
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In 2017, Serbia made a significant advancement in efforts to eliminate the worst forms of child labor. The Government of Serbia implemented the Regulation on Determining Hazardous Work of Children, which includes a list of hazardous occupations for children in the formal and informal economy. In addition, the Special Protocol of Labor Inspection for Protecting Children against Child Labor was adopted by labor inspectors, police, and social protection agencies, providing increased coordination on identifying and reporting all forms of child labor. Training on child labor was conducted for 81 labor inspectors, social workers, and police officers across 29 districts and the government passed the Strategy for Preventing and Suppressing Human Trafficking. In addition, Serbia published a labor force survey with data on children working between the ages of 15 and 18. However, children in Serbia engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation, each sometimes as a result of human trafficking. Children also perform dangerous tasks in street work. The Criminal Code and Law on Public Peace and Order do not treat child beggars as victims and the Social Welfare Centers are overburdened, which limits efforts in combating child labor, including its worst forms.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Serbia engage in the worst forms of child labor, including in forced begging and commercial sexual exploitation, each sometimes as a result of human trafficking. Children also perform dangerous tasks in street work. (1; 2; 3; 4; 5) During the reporting period, the Government of Serbia published a labor force survey with data on children working between the ages of 15 and 18 from 2016. (6) Table 1 provides key indicators on children's work and education in Serbia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	15.1 (725,227)
Attending School (%)	5 to 14	94.7
Combining Work and School (%)	7 to 14	17.4
Primary Completion Rate (%)		98.8

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 5, 2014. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (5; 9)
	Forestry (6)
	Fishing (6)
Industry	Manufacturing, activities unknown (9)
	Construction, activities unknown (9; 5; 10)
	Mining and quarrying (9)
Services	Street work, including washing cars, collecting scrap material, vending, and begging (2; 11; 10; 12; 13)
	Wholesale and retail trade (9; 5; 14; 6)
	Repairing motor vehicles (9)
	Working in food service, information and communication, and transportation and storage (9; 5)



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 4; 10; 12; 15; 5)
	Forced begging, sometimes as a result of human trafficking (1; 2; 3; 4; 12; 5; 16)
	Use in the production of pornography, sometimes as a result of human trafficking (12; 5)
	Domestic work as a result of human trafficking (1; 4)
	Use in illicit activities, including in petty crime (1; 2; 3; 4; 12; 16)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children from Serbia, particularly those from Roma communities, were trafficked internally to engage in the worst forms of child labor, including commercial sexual exploitation. (4; 16) Child trafficking victims, especially girls, Roma children, and children from low-income families in rural communities, are most vulnerable to child labor. (2; 17)

Asylum seekers and grantees are allowed to access free primary and secondary education in Serbia. (18; 2) In 2017, 3,950 at-risk children, including unaccompanied and separated children, were identified in the country. (19) Unaccompanied children and those of migrant and asylum-seeking families from Iraq (Kurds and Yazidis), Afghanistan, Syria, Cameroon, Pakistan, and Nepal are vulnerable to trafficking for labor and sexual exploitation, particularly if they are not enrolled in school. (2; 12; 20; 21; 5; 22; 14) Social programs assist migrant children with access to education. (23; 24; 18; 25)

Some Roma, Ashkali, and Balkan Egyptian children experience challenges in attaining birth registration, which may make school enrollment difficult for them and increase their vulnerability to engage in child labor. (13; 26; 20; 27; 28; 25) Although the government has instituted a program to increase the attendance of Roma children in preschool and the law allows children to be enrolled without required documentation, economic hardship, ethnic discrimination, language barriers, and placement in special, non-mainstream schools sometimes discourage some Romani children from attending school, especially girls. (13; 26; 29; 30; 27; 25) A technical working group exists to streamline complex registration procedures for undocumented minorities, including the registration of children of unregistered parents. (31) Government officials indicate that, as a result of these efforts, the number of undocumented minorities in Serbia decreased from 6,500 to 400 persons, including children. (23)




Constitutional and legal protections prohibit discrimination in education against individuals with disabilities. (26; 32; 33) However, some individuals with disabilities, especially Roma children, sometimes face difficulty accessing education due to social prejudices. (34; 33; 27; 28; 25)

Children ages 6 to 17 from Serbia are being recruited to participate in military training camps in Russia. (35; 36) The military training includes teaching them how to use weapons and other basic paramilitary skills. (37)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Serbia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Serbia's legal framework to adequately protect children from child labor, including the hazardous occupation of child begging.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 24 of the Labor Law; Article 66 of the Constitution (32; 38)
Minimum Age for Hazardous Work	Yes	18	Article 25 of the Labor Law; Article 66 of the Constitution (32; 38)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 25, 84, and 87–88 of the Labor Law; Regulation on Hazardous Labor of Children (39; 38)
Prohibition of Forced Labor	Yes		Article 390 of the Criminal Code; Article 26 of the Constitution (32; 40)
Prohibition of Child Trafficking	Yes		Article 388 of the Criminal Code; Article 26 of the Constitution (32; 40)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 112 and 183–185 of the Criminal Code (40)
Prohibition of Using Children in Illicit Activities	Yes		Article 388 of the Criminal Code (40)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 4 of the Law on Military, Labor, and Material Obligation (41)
State Voluntary	Yes	18	Article 39 of the Law on the Army (42)
Non-state	Yes	18	Article 4 of the Law on the Ratification of the Optional Protocol Involvement of Children in Armed Conflict (43)
Compulsory Education Age	Yes	15‡	Article 71 of the Constitution; Articles 94 and 98 of the Law on the Foundations of the Education System (32; 44)
Free Public Education	Yes		Article 71 of the Constitution; Article 91 of the Law on the Foundations of the Education System (32; 44)

\* No conscription (41)

‡ Age calculated based on available information (32; 44)

In 2017, the government adopted the Regulation on Hazardous Labor of Children which went into effect in January 2018. (5; 39) The Regulation includes prohibited occupations, which are deemed to be hazardous for children in the formal economy, including in vocational education, such as mining, construction, collecting hazardous waste, and animal production. (39) The Regulation designates responsible agencies for combatting child labor. It also directs the labor inspectorate to collect data on child labor. (5; 45) In addition, the Instruction on Conduct of Labor Inspection in the Protection of Children from Child Labor directs inspectors to specifically look for child labor and report on it when it is found. (5; 39; 45)

The law provides heightened penalties for the use of children in illicit activities; however, the Criminal Code and Law on Public Peace and Order do not treat child beggars as victims, but rather as perpetrators and offenders. (40; 18; 46; 47; 14)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Employment, Veteran, and Social Affairs (MOLEVSA) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, Veteran, and Social Affairs (MOLEVSA)	Inspect businesses, receive and investigate child labor complaints through the Labor Inspectorate. (48) Through the Center for Human Trafficking Victims' Protection (CPTV), identify and rescue child trafficking victims and potential victims, conduct needs assessments, and refer victims to social services. Maintain records and contribute to trafficking research projects. (1) The CPTV is divided into two parts: the Agency for Coordination of Protection of Trafficking Victims and the future Urgent Reception Center. (2; 16) The MOLEVSA has internal teams for the protection of children with disabilities and children working on the street. (49) These teams provide children with homes, food programs, and relocation from harmful family situations. (49)

# Serbia

## SIGNIFICANT ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of the Interior (MOI)	Enforce laws prohibiting commercial sexual exploitation and human trafficking through the Organized Crime Police and Border Police Force. Oversee the General Police Directorate, which consists of 17 local police directorates with dedicated anti-trafficking units. (1; 50; 51; 16)
Social Work Centers (SWCs)	Assist street children by tracking them. There are 115 SWCs and they work with the MOLEVSA. (2)
Republic Public Prosecutor's Office	Lead investigations on human trafficking cases and exchange information through a network of 27 local prosecutors and NGOs. (50) Provide financial support to the CPTV. (52)
Parliamentary Committee on Children	Review all draft legislation pertinent to children's rights. Monitor the implementation of the child-related provisions of all laws. (17)
Deputy Ombudsman for Children's Rights, Office of the Protector of Citizens	Monitor and conduct research on the situation of children's rights in Serbia. Produce reports on child begging, promote inclusive education and legal prohibition of corporal punishment, and manage draft laws on children's rights for parliamentary approval. (53)

Throughout the reporting period, the Center for Human Trafficking Victims' Protection (CPTV) worked with state institutions, international organizations, and NGOs on anti-human trafficking. In addition, the government appointed a new director to lead the CPTV in August 2017. (3; 23; 31)

Also, according to the MOLEVSA, the Social Welfare Centers (SWCs) are significantly overburdened. (31)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Serbia took actions to combat child labor (Table 6). However, gaps exist within the operations of MOLEVSA that may hinder adequate labor law enforcement, including human resource allocation and labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$2,987,698 (2)	\$3,472,634 (5)
Number of Labor Inspectors	240 (2)	248 (5)
Inspectorate Authorized to Assess Penalties	Yes (2)	Yes (5; 54)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (23)	No (5)
Training on New Laws Related to Child Labor	N/A (2)	Yes (5)
Refresher Courses Provided	No (2)	No (31)
Number of Labor Inspections Conducted	53,069 (55)	46,066‡ (5)
Number Conducted at Worksites	Unknown (2)	44,568‡ (5)
Number of Child Labor Violations Found	0 (2)	10 (31)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	2 (5)
Number of Child Labor Penalties Imposed that were Collected	N/A	Unknown (5)
Routine Inspections Conducted	Yes (2)	Yes (5)
Routine Inspections Targeted	Yes (2)	Yes (5)
Unannounced Inspections Permitted	Yes (2)	Yes (5)
Unannounced Inspections Conducted	Yes (2)	Yes (5)
Complaint Mechanism Exists	Yes (2)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (5)

‡ Data are from January 2017 to November 2017.

Labor inspectors are responsible for inspecting registered and unregistered businesses, but not businesses within the agricultural sector. (2; 5; 54) The Labor Inspectorate has a general work plan with planned inspections, which is drafted at the beginning of each year; however, the work plan is general in nature and does not specifically target high-risk sectors in which child labor is known to occur, such as in agriculture on farms. (5; 56) In 2017, the CPTV and the MOLEVSA coordinated labor inspections to target specific companies and industries with child labor. (16)

As of September 2017, through the Special Protocol of Labor Inspection for Protecting Children against Child Labor, if children are identified in situations of exploitative labor, labor inspectors and police are required to inform the SWCs. (5) Labor inspectors found 26 children between the ages of 15 and 18 working. Of that number, 10 child labor violations were found due to absence of work contracts in legal occupations. (31) In working with employers, the Labor Inspectorate was able to secure work contracts for eight of those cases. (5; 31)

Also in 2017, the Labor Inspectorate's jurisdiction was expanded through the Special Protocol of Labor Inspection for Protecting Children against Child Labor, which gives instruction on how to inspect for child labor. (5; 54) During the year, although the funding and number of inspectors was reported sufficient by the Labor Inspectorate, the Labor Inspectorate indicated that additional technical equipment, such as laptops and cars, would improve the efficiency of detecting child labor. (5; 54) In 2017, 66 labor inspectors were trained on human trafficking prevention, funded by the Council of Europe. However, the Labor Inspectorate officials noted that the existing training is not sufficient. (57; 49; 5)

The CPTV now frequently accompanies the MOLEVSA on inspections and provides cross-training to labor inspectors on human trafficking-related issues, including child labor. (23)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Serbia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including financial resource allocation and prosecution planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown (5)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (18)
Refresher Courses Provided	Yes (3)	Yes (5)
Number of Investigations	Unknown	Unknown (5)
Number of Violations Found	21 (3)	21 (31)
Number of Prosecutions Initiated	Unknown	Unknown (5)
Number of Convictions	Unknown	Unknown (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (5)

Human trafficking training is provided as a part of the general police curriculum given to law enforcement officials who process immigration cases. (3) During the reporting period, the CPTV provided training for 60 professionals on how to identify trafficking victims among refugees and migrants, including children victims of trafficking. (16) A source indicated that agencies responsible for investigations of trafficking in persons investigations lack funding. (5) In addition, according to the Republic Public Prosecutor's Office, data on violations, prosecutions, and convictions are difficult to determine and collect because child labor cases are not assigned to any specific agency. (5)

During the reporting period, the SWCs, the primary provider of social services to human trafficking victims, assisted child trafficking cases. (1) However, NGOs reported that CPTVs lacked specialized care and procedures for child victims. (1; 3; 23) Furthermore, criminal law enforcement personnel dedicated the majority of their resources to cases of human smuggling related to the migration crisis, which diminished their ability to investigate and prosecute human trafficking cases. (1; 3; 22)

In 2017, the government, NGOs, and national shelters implemented the Standard Operating Procedures (SOPs) for immigrant and migrant children. (58; 31) The SOPs aid in the identification of children at risk of being trafficked, while keeping the child's best interests in mind. (58; 59)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates of the Council for Children’s Rights.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Council for Children’s Rights	Coordinate government efforts to address child labor by monitoring and evaluating government activities. The Council includes representatives from international organizations and government ministries, including the MOLEVSA. (60) It had regular meetings in 2017 and established a new council. (5; 18)
National Council for Combating Trafficking in Human Beings	Set government trafficking in persons policies, chaired by the MOI. The National Coordinator for Combating Trafficking in Persons acts as the Secretary of the Council and manages the work of the implementation team. (1) It met in 2017. (61)
Refugee Protection Working Group (RPWG)	Address refugee child protection and non-food needs. Co-chaired by UNHCR and the MOLEVSA with the participation of NGOs, local governments, and international organizations. (24) The RPWG meets monthly, is the main mechanism for coordinating services to refugees, and has three sub-working groups, including a group on child protection. (24) Continued to meet in 2017. (31)

In 2017, the National Coordinator for Combating Trafficking in Persons (National Coordinator) was elevated to a full-time position and an independent office with five employees was created under the MOI. (5; 22) However, constraints on time and financial resources limited the National Coordinator’s ability to address police investigations, prosecutions, and the protection of trafficking victims. (1; 3; 50) The Cabinet of the MOI must provide approval before the National Coordinator can work or meet with non-Serbian government officials or organizations, which may limit the coordination efficiency on child labor. (16)

In June 2017, the Council for Children’s Rights established a working group of 17 members for the drafting of the Strategy for Prevention and Protection of Children from Violence. (27; 31) However, the working group failed to meet during the reporting period. (31)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant Roma policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Special Protocol of Labor Inspection for Protecting Children Against Child Labor†	Requires labor inspectors to use a child labor checklist to identify child labor during inspections. (5; 45) Designates responsible agencies for child labor cases and establishes actions to be taken when child labor is found. (5; 45) Mandates that police and labor inspectors inform the SWCs on cases of child labor, which creates a referral mechanism among the three entities. (5; 45)
Strategy for Preventing and Suppressing Human Trafficking and Action Plan (2017–2022)†	Creates a legislative framework, budget, benchmarks, and strategic areas in need of improvement to combat trafficking in persons. (5; 62) The government has allocated \$76,000 for 2017–2019. (5; 62)
Protocol on Rules and Procedures for the Institutions and Organizations Working with Children Involved in Life and Work on the Streets of Belgrade†	Aims to enhance institutional cooperation among the MOI, the Criminal Police Directorate, Communal Police, City SWCs, the City Secretariat for Education, the City Secretariat for Health, and civil society organizations. (63) Defines street children, worst forms of child labor, child work, and child trafficking. (2; 63) Stipulates lead institutions, rules, and procedures for interacting with street children. Save the Children is funding the first round of trainings. (2)
National Strategy for Roma Inclusion (2016–2025)*	Aims to improve access to education for Roma population in Serbia in education, including access to preschool. Seeks to include representatives from Roma communities in policy implementation. (64) The project was active in 2017 and contributed to an increase in Roma pupils in secondary schools. (29) In addition, the government adopted the Action Plan for the Strategy for Social Inclusion of Roma Men and Women for 2017–2018†, which mandates the inclusion of Roma in education and employment. (18)
Anti-Discrimination Strategy and Action Plan (2013–2018)	Seeks to prevent discrimination and improve the situation of children and ethnic minorities, including Roma, refugees, internally displaced children, and victims of human trafficking and commercial sexual exploitation, including those used in the production of pornography. (65)



**Table 9. Key Policies Related to Child Labor (cont)**

Policy	Description
Decree on Dedicated Transfers	Aims to allocate funds to local governments for the development of social services for people with disabilities, including children. (66) Active in 2017 with funds transferred to municipalities. (31)
Development Partnership Framework (2016–2020)	Government of Serbia and UN strategic planning document for the achievement of the UN's sustainable development goals, including inclusive education, especially for the most vulnerable, and strengthening social welfare for families. (67)

† Policy was approved during the reporting period.

\*Child labor elimination and prevention strategies do not appear to have been integrated into this policy. (14)

In 2017, at the Argentina Global Conference on the Sustained Eradication of Child Labor, the Government of Serbia pledged to implement regulations on hazardous work for children, improve monitoring and implementation of laws related to child labor, and create A National Roadmap for the Elimination of Child Labor for 2018 to 2022. (68)

During the reporting period, the Decree on Dedicated Transfers was active, allocating funds to municipalities. However, it was unclear whether the funds were used appropriately to assist children with disabilities. (31)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs including with adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor†‡**

Program	Description
USDOL-Funded Programs	Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) is a USDOL-funded capacity-building project implemented by the ILO in 11 countries to build local and national capacity of governments to address child labor. (69) In 2017, in Serbia, 81 labor inspectors, social workers, and police officers were trained in child labor prevention and identification. Inspectors were also given 26 computers and training on child labor was provided to police in 29 districts across Serbia. (5) The Global Research on Child Labor Measurement and Policy Development (MAP) is a USDOL-funded, 2-year project implemented by the ILO that aims to increase the knowledge based on child labor in Serbia. (69; 70) Additional information is available on the USDOL website.
Child Allowance Program†	Government cash benefits program for poor families, conditional on school enrollment for children ages 7 and older. (53; 71)
Assistance to Roma Children in Education†	Ministry of Education, Science, and Technological Development Program that seeks to improve the school attendance rate of Roma children. (53) Includes the Law on the Foundations of the Education System, which encompasses affirmative measures to improve participation and performance of Roma children in the education system. (31)
Inclusive Early Childhood Education and Care*†	World Bank, Ministry of Finance, and Ministry of Education, Science, and Technological Development project that aims to improve access to early childhood education for socially disadvantaged children. (72)
Strengthening the Identification and Protection of Victims of Trafficking†	Implemented by the IOM, the CPTV, and the MOI. The project contributes to the implementation of the National Anti-Trafficking Strategy by improving mechanisms for the prevention and identification of victims of human trafficking. (31) In July 2017, the MOLEVSA issued an instruction on the implementation of indicators for the preliminary identification of victims of trafficking in the social protection system, making the application of these indicators binding and mandatory for all MOLEVSA employees. (31; 73)

\* Program was launched during the reporting period.

† Program is funded by the Government of Serbia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (3; 74; 16)

Although the Government of Serbia has implemented programs on child labor and inclusive education, research found no evidence that it has carried out programs specifically designed to assist children living and working on the streets, including child begging. (18) In addition, research could not determine if the Child Allowance Program was active in 2017.

In 2017 the CPTV was still looking for donors to complete the Urgent Reception Center. (2) During the past 2 years, it has been unclear when the Urgent Reception Center would be completed due to funding. (5) When fully operational, the Urgent Reception Center will provide temporary accommodations for child trafficking victims; however, it is not intended to be a specialized shelter for children. (1; 31)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Serbia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law does not treat child beggars as criminals.	2017
Enforcement	Train new labor inspectors and criminal investigators on child labor and make information regarding child labor law enforcement publicly available, including the number of penalties imposed that were collected, the number of criminal law investigations conducted, and the number of criminal prosecutions initiated and the number of convictions.	2015 – 2017
	Ensure that staff members at the CPTV and SWCs have sufficient capacity, such as personnel and funding, to address the specific needs of child trafficking victims.	2015 – 2017
	Ensure that labor inspectors and criminal investigators have the necessary training, tools, and equipment to conduct thorough investigations on laws related to child labor and increase funding for agencies combating trafficking in persons.	2010 – 2017
	Ensure that criminal law enforcement personnel dedicate time and resources to human trafficking cases.	2016 – 2017
Coordination	Ensure that the National Coordinator for Combatting Trafficking in Persons has sufficient resources to address coordination with police investigations, prosecutions, and the protection of trafficking victims.	2015 – 2017
	Ensure that the Council for Children’s Rights fulfills its mandate of a coordination body to monitor child labor issues in the country.	2017
Government Policies	Integrate child labor elimination and prevention strategies into the National Strategy for Roma Inclusion.	2017
Social Programs	Address barriers to education, including access to birth registration documentation; access to education for children with disabilities; and access for minority populations, particularly Roma.	2014 – 2017
	Ensure that the Child Allowance Program is active and fulfills its mandates.	2017
	Complete the necessary steps to make the Urgent Reception Center to protect child victims of human trafficking operational and ensure that it is fully funded to carry out its mission.	2013 – 2017

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# Sierra Leone

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY THAT DELAYED ADVANCEMENT

*In 2017, Sierra Leone made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Sierra Leone is receiving this assessment because it continued to implement a policy that delayed advancement in eliminating the worst forms of child labor. A government policy continued to prohibit girls who were pregnant from attending regular public schools or taking secondary and postsecondary school entrance exams during the reporting period, making them more vulnerable to the worst forms of child labor. Children in Sierra Leone engage in the worst forms of child labor, including in diamond mining and in commercial sexual exploitation, each sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. Sierra Leone's laws do not adequately protect children from involvement in hazardous work, and the country has not implemented its national action plan on child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Sierra Leone engage in the worst forms of child labor, including in diamond mining and in commercial sexual exploitation, each sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture. (1; 2; 3) Table 1 provides key indicators on children's work and education in Sierra Leone.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	51.3 (897,142)
Attending School (%)	5 to 14	67.0
Combining Work and School (%)	7 to 14	43.3
Primary Completion Rate (%)		66.5

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the Demographic and Health Survey, 2013. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cassava, coffee, cocoa, palm oil, peanuts, and rice (6; 7; 8; 9)
	Fishing, including deep-sea fishing, † mending nets, and working on boats in the open sea † (1; 3)
Industry	Mining † for alluvial diamonds, sand, and gold, including loading gravel in sacks or basins, carrying sacks on their heads, washing, and sieving (1; 8; 10; 11; 12; 13)
	Quarrying † and crushing stone, including granite, and transporting gravel (1; 3; 14)
	Construction, activities unknown (1; 2; 8; 13)
	Manufacturing †, activities unknown, and metallurgy (2; 15)
Services	Scavenging scrap metals and recyclable materials from dumpsites (1; 16; 17)
	Domestic work (1)
	Street work, including begging, trading, and selling goods (1; 2; 3; 8; 18; 13)
	Portering, including carrying heavy loads † (1)
	Working as apprentices, including in auto-repair shops and on transportation vehicles ( <i>poda poda</i> ) (1)
Categorical Worst Forms of Child Labor ‡	Forced begging, sometimes as a result of human trafficking (1; 19; 20)
	Forced domestic work, sometimes as a result of human trafficking (19; 21)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Forced stealing (1)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 8; 13)
	Forced labor at granite and alluvial diamond mines, sometimes as a result of human trafficking (1; 19; 20)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Sierra Leone is a source, transit, and destination country for children trafficked for forced labor in domestic work, granite and diamond mining, and begging; trafficking for commercial sexual exploitation also occurs. (3; 8; 20; 22)

Research indicated that the government continued to implement a policy to prohibit pregnant girls from attending regular public schools and taking secondary and postsecondary school entrance exams, which makes them vulnerable to the worst forms of child labor. (23; 24; 25; 13) In addition, despite the legal right to free basic education, many children do not complete primary school because of the high costs of uniforms, books, and fees charged by school authorities. (1; 26) Children’s access to education is also limited by a lack of schools and teachers, distance from schools, and sexual abuse by teachers. (1; 8; 23; 27; 28) Further, despite legal protections, children with disabilities are less likely to attend school due in part to discrimination and school facilities that are not adequately accessible. (23; 28; 29) NGOs also reported that children were denied access to school because of their HIV status. (23)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Sierra Leone has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Sierra Leone’s legal framework to protect children from the worst forms of child labor, including the lack of specific provisions on light work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Section 125 of the Child Right Act; Section 52 of Chapter 212, Employers and Employed Act (30; 31)
Minimum Age for Hazardous Work	Yes	18	Sections 126 and 128 of the Child Right Act; Sections 47–56 of Chapter 212, Employers and Employed Act (30; 31)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Section 128 of the Child Right Act; Sections 47–56 of Chapter 212, Employers and Employed Act; Sections 164 and 170 of the Mines and Minerals Act (30; 31; 32)
Prohibition of Forced Labor	Yes		Part II, Section 2, and Part IV, Sections 14, 15, and 21 of the Anti-Human Trafficking Act; Section 19 of the Constitution of Sierra Leone (33; 34)



# Sierra Leone

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY THAT DELAYED ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	Yes		Part II, Section 2, and Part IV, Sections 14, 15, and 21 of the Anti-Human Trafficking Act; Section 60 of the Child Right Act (30; 34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 19–34 of the Sexual Offenses Act; Part II, Section 2, of the Anti-Human Trafficking Act (34; 35)
Prohibition of Using Children in Illicit Activities	Yes		Sections 7 and 13 of the National Drugs Control Act (36)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Section 28 of the Child Right Act (30)
Non-state	No		
Compulsory Education Age	Yes	15	Section 3 of the Education Act; Section 125 of the Child Right Act (26; 30)
Free Public Education	Yes		Section 3 of the Education Act; Section 9 of the Constitution of Sierra Leone; Section 11(c) of the Child Right Act (26; 30; 33)

\* No conscription (37)

In 2015, the government developed a list of hazardous work prohibited for children under age 18; however, it remains with the Cabinet for review and has not yet been approved. (8; 37) Currently, the types of hazardous work prohibited for children do not comprehensively cover children's work in a number of sectors in which child labor is known to occur, including in agriculture, construction, domestic work, transportation, street work, auto repair shops, and dumpsites, all areas of work in which there is evidence of work in an unhealthy environment, and work with dangerous machinery, equipment, and tools. (1; 23; 30; 31; 32)

The Child Right Act sets the minimum age for light work at age 13; however, it is not specific enough to prevent children from involvement in child labor because it does not limit the number of hours per week for light work, determine the activities in which light work may be permitted, or specify the conditions in which light work may be undertaken. (30)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Child Welfare Committees that may hinder adequate child labor enforcement.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)	Formulate, implement, and monitor compliance with child labor regulations through its Child Labor Unit. (8; 38) MLSS District Labor Officers are responsible for enforcing labor laws in the formal sector. (19) Operate regional offices in Bo, Kenema, Makeni, in addition to an office in the diamond-producing district of Kono. (8)
Ministry of Mines and Mineral Resources	Enforce regulations against the use of child labor in mining. Authorized to suspend licenses of mining operators engaged in child labor. (23; 32)
Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA)	Serve as the umbrella agency to oversee child protection issues, including child labor. (1; 19) Head the National Trafficking in Persons Secretariat. (19)
Sierra Leone Police	Investigate and prosecute child labor crimes identified through Family Support Units, which are mandated to minimize and eradicate the incidence of sexual abuse, domestic violence, and child abuse by leading the investigation and prosecution of related offenses. (19; 39)
Transnational Organized Crime Unit	Enforce human trafficking laws and provide statistics and information on cases of human trafficking. (40)
Ministry of Local Government and Rural Development	Enforce child labor laws in the informal sector through its district councils. (1)
Child Welfare Committees	Promote awareness of children's rights and report child welfare concerns to officials responsible for children's issues. Provide recommendations on the support of village children and address complaints and concerns by village inhabitants. (30; 39)

The Child Right Act requires the establishment of a Child Welfare Committee in every village, chiefdom, and district; however, these committees have been established only in a few parts of the country due to budgetary constraints. (19; 25; 30; 37)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Sierra Leone took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Security (MLSS) that may hinder adequate labor law enforcement, including with labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (8)	Unknown (13)
Number of Labor Inspectors	6 (8; 25)	30 (13)
Inspectorate Authorized to Assess Penalties	Yes (41)	Unknown (37)
Training for Labor Inspectors		
Initial Training for New Employees	No (8)	No (13)
Training on New Laws Related to Child Labor	No (8)	No (13)
Refresher Courses Provided	No (8)	No (13)
Number of Labor Inspections Conducted	350 (8)	300 (13)
Number Conducted at Worksites	350 (8)	300 (13)
Number of Child Labor Violations Found	0 (8)	Unknown (37)
Number of Child Labor Violations for Which Penalties were Imposed	0 (8)	0 (13)
Number of Child Labor Penalties Imposed that were Collected	N/A (8)	N/A (13)
Routine Inspections Conducted	Yes (8)	Yes (13)
Routine Inspections Targeted	Yes (8)	Yes (13)
Unannounced Inspections Permitted	Yes (8)	Yes (13)
Unannounced Inspections Conducted	Unknown (8)	Unknown (13)
Complaint Mechanism Exists	Yes (8)	Yes (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (13)

In 2017, the number of labor inspectors increased to 30, up from 6 the previous year. (37) The number of labor inspectors is likely insufficient for the size of Sierra Leone's workforce, which includes over 2.9 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in least developed economies, Sierra Leone should employ roughly 74 inspectors. (42; 43) In addition, enforcement of child labor laws remains challenging due to the lack of resources for inspections and insufficient training. (19; 13) Although the government has a complaint line for issues related to child protection, it does not receive any child labor complaints in 2017. (10) Further, the Ministry of Mines and Mineral Resources can conduct inspections of mines and revoke licenses from license holders who are found to be using child labor, but reports indicated that the government did not adequately enforce these laws in the diamond mining sector, due to the limited number of labor inspectors and a lack of funding. (23; 32; 13)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Sierra Leone took actions to combat the worst forms of child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (8)	No (13)

# Sierra Leone

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY THAT DELAYED ADVANCEMENT

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Training on New Laws Related to the Worst Forms of Child Labor	N/A (8)	N/A (13)
Refresher Courses Provided	No (8)	No (13)
Number of Investigations	12 (8)	Unknown (37)
Number of Violations Found	23 (8)	Unknown (37)
Number of Prosecutions Initiated	6 (8)	Unknown (37)
Number of Convictions	0 (8)	0 (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8)	Yes (13)

Reports indicate that criminal law enforcement in Sierra Leone, particularly efforts to address human trafficking, is hampered by a lack of coordination, limited funding, and a lack of training of law enforcement personnel and the judiciary. (8; 44; 13) During the reporting period, NGOs reported 4 cases of sex trafficking and 15 cases of labor trafficking that resulted in criminal investigations; it is unknown if any of these cases involved children. (13)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including a lack of named members to the National Commission for Children.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Technical Steering Committee on Child Labor (NTCCL)	Develop and coordinate a National Action Plan Against the Worst Forms of Child Labor. (10; 38; 45) Led by the MLSS and the MSWGCA, includes representatives from 10 other government agencies and representatives from international organizations and NGOs. (41)
National Trafficking in Persons Task Force	Coordinate the needs and requirements of agencies that provide shelter and services for human trafficking victims, gather data on reported human trafficking cases, and meet regularly to develop policy and address the issue of child trafficking. (10) Led by the MSWGCA. (46)
National Commission for Children	Coordinate and exchange information in accordance with the Child Right Act. Advise the government on ways to improve the condition and welfare of children as part of the NTCCL. Led by the MLSS and the MSWGCA. (30)

Research was unable to determine whether all members of the National Commission for Children have been named as required by the Child Right Act and whether the coordinating bodies were active during the reporting period. (37)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government of Sierra Leone has established policies related to child labor (Table 9). However, gaps exist that hinder efforts to address child labor, including lack of approval of the National Action Plan against the Worst Forms of Child Labor.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Action Plan on Human Trafficking	Includes strategies to address human trafficking through prevention, victim identification, protection and referral, training, and government coordination and monitoring. (47) In 2017, the government conducted radio broadcast programs to increase public awareness of human trafficking, conducted training programs on trafficking issues for the police, and informed Sierra Leone nationals overseas in Guinea and Kuwait of the dangers of human trafficking. (37)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (41; 48; 49; 13; 50)

In 2017, the then First Lady of Sierra Leone, Sia Nyama Koroma, along with other African First Ladies, made a declaration in Abidjan, Côte d'Ivoire, to pledge support to their governments' efforts to prevent child labor, support victims, enhance regional cooperation, and mobilize resources. (51; 52)

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY THAT DELAYED ADVANCEMENT

The government has yet to approve the National Action Plan against the Worst Forms of Child Labor, which was drafted in 2014, because it remains under review by the Cabinet. (13)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with insufficient shelters and safe houses for children who have been withdrawn from working on the streets or in forced labor.

**Table 10. Key Social Programs to Address Child Labor<sup>†‡</sup>**

Program	Description
Child Trafficking Shelters <sup>†</sup>	Government program that refers child trafficking victims to privately run shelters that house child victims of forced labor and human trafficking. (21) Research was unable to determine whether these shelters cared for any child trafficking victims in 2017. (37)
Revitalizing Education Development in Sierra Leone (2014–2017)	World Bank-funded, \$23.4 million project that aims to strengthen the education system in Sierra Leone. Adds resources to support the initiation of a school feeding program, helps eliminate informal school fees, supplies books to children in grades one to three, and supports local councils with school infrastructure needs, among other activities. (53; 54). In 2017, the government worked with the World Bank to secure an additional \$10 million in funding for the project. (55; 37)
UNICEF Country Program (2015–2018)	Aims to combat the worst forms of child labor, increase access to basic education, and address children's needs. (28)

<sup>†</sup> Program is funded by the Government of Sierra Leone.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (56; 57)

Sierra Leone has insufficient shelters and safe houses for children who have been withdrawn from working on the streets or in forced labor. (3; 25; 37)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Sierra Leone (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected from hazardous work in sectors that have hazardous conditions and in which child labor is known to occur, including in agriculture, construction, domestic work, transportation, street work, auto repair shops, and dumpsites.	2014 – 2017
	Ensure that the law's light work provisions are specific enough to prevent children's involvement in child.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
Enforcement	Ensure that Village Child Welfare Committees are fully established and operational.	2014 – 2017
	Publish information about MLSS funding, whether unannounced inspections are conducted, whether the Labor Inspectorate is authorized to assess penalties, and the number of criminal law enforcement investigations, violations found, and prosecutions initiated, and increase the number of labor inspectors to meet the ILO's technical advice ratio.	2011 – 2017
	Enforce laws prohibiting child labor in mining, particularly in the diamond mining sector.	2015 – 2017
	Ensure initial training, training on new laws, and refresher training for civil and criminal law enforcement officials on labor and criminal law enforcement.	2015 – 2017
	Ensure that the child protection complaint line is fully operational and accessible as a way to target child labor issues.	2013 – 2017
	Improve coordination between criminal law enforcement agencies to ensure that violations are adequately investigated and prosecuted and that the judicial system has sufficient training and ability to handle child labor and human trafficking cases.	2014 – 2017
	Provide labor law and criminal law enforcement officials with sufficient budgetary and transportation resources to adequately enforce the labor laws throughout the country.	2012 – 2017

# Sierra Leone

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY THAT DELAYED ADVANCEMENT

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Coordination	Designate all members of the National Commission for Children in accordance with Child Right Act requirements and ensure that all coordinating bodies are able to carry out their intended mandates.	2014 – 2017
Government Policies	Permit pregnant girls to take school entrance exams and attend regular public schools.	2015 – 2017
	Adopt the National Action Plan against the Worst Forms of Child Labor.	2014 – 2017
Social Programs	Increase access to education for children by eliminating school expenses, providing transportation, increasing the number of schools, eliminating abuse by teachers, and improving access for children with disabilities as well as for children in situations involving early marriage, pregnancy, and motherhood.	2013 – 2017
	Increase the availability of shelters and safe houses for victims of forced labor and for children removed from street work, ensuring that they receive and care for trafficked children.	2009 – 2017

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# Solomon Islands

## MINIMAL ADVANCEMENT

*In 2017, the Solomon Islands made a minimal advancement in efforts to eliminate the worst forms of child labor. The government adopted the Child and Family Welfare Act, which mandates the establishment of social services, and a referral mechanism with law enforcement authorities, for children in need of care and protection who are at risk of or subject to hazardous or exploitative labor. However, children in the Solomon Islands engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. The minimum age for employment does not meet international standards, and the government has not comprehensively identified the hazardous occupations prohibited for children. In addition, education is not compulsory, which increases children's vulnerability to child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Solomon Islands engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in the Solomon Islands. Data on some of these key indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		85.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2018. (7)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting palm oil fruits on plantations (9; 10; 6)
	Harvesting sea cucumbers, including diving in deep water (4; 9; 6)
Industry	Alluvial mining† (9; 6)
	Furniture construction (6)
	Construction on roads and buildings, including making bricks (9; 6)
Services	Domestic work and work as cooks (4; 9; 6)
	Scavenging for cans and metal in garbage dumpsites, streets, and streams (3; 9; 6)
	Working in nightclubs, casinos, and motels (4; 9; 6)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 4; 5; 6; 11; 12)
	Use in illicit activities, including in the cultivation and trafficking of drugs (1; 3; 9; 6)
	Forced domestic work and forced work as cooks (4; 13; 6; 12)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




In the Solomon Islands, the commercial sexual exploitation of both boys and girls is prevalent near logging camps, near or aboard fishing vessels, and at hotels, casinos, and entertainment establishments. (2; 5; 6; 11; 14) There are no nationally representative data available on the prevalence and nature of child labor in the Solomon Islands.

Although the government's Fee Free Basic Education Policy provides free education for children in grades one through nine, additional school fees, uniform and book costs, and transportation limitations make it challenging for some children, particularly girls, to access education. (9; 6; 15)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

The Solomon Islands has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in the Solomon Islands' legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work and the minimum age for hazardous work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	12	Article 46 of the Labor Act (16)
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Articles 47–49 of the Labor Act (16)
Prohibition of Forced Labor	Yes		Article 6 of the Constitution (17); Articles 251 and 256 of the Penal Code; Part 7 of the Immigration Act (18; 19)
Prohibition of Child Trafficking	No		Part 7 of the Immigration Act; Article 145 of the Penal Code (19; 20)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 141 and 143–144 of the Penal Code (18; 20)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	No		
Free Public Education	No		

† No standing military (21)

The minimum age for work is not in compliance with international standards because the Labor Act permits children as young as age 12 to work. (16) The hazardous work prohibitions are not in compliance with international standards. The Labor Code prohibits all children under age 18 from working at night in industrial undertakings, all girls under age 18 from working in a mine or on a ship, all boys under age 15 from working in an industry or on a ship, and all boys under age 16 from working in a mine. However, the Labor Code does not clearly set forth a minimum age for hazardous work in compliance with international

# Solomon Islands

## MINIMAL ADVANCEMENT

standards or delineate the type of work considered hazardous for all children. In addition, the legal framework does not prohibit dangerous work in scavenging and agricultural activities, in which there is evidence of children being exposed to injuries, extreme temperatures, and agrochemicals. (9)

The Penal Code, which criminally prohibits domestic human trafficking, with heightened penalties if the offense is committed against a child, has insufficient prohibitions against child trafficking because threats, the use of force, or other forms of coercion are required to be established for the crime of child trafficking. Further, the law prohibits using, procuring, and offering a child for the production of pornography, but these prohibitions are insufficient, as they do not include pornographic performances. (20)

Laws do not prohibit the use of children in illicit activities, including in the production and trafficking of drugs. (18) In addition, the recruitment of children by non-state armed groups is not prohibited.

The Solomon Islands has not established an age up to which education is compulsory, increasing the risk of children's involvement in child labor. Although there are no laws that provide free basic education, there is a policy that sufficiently provides for free basic education. (22)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Commerce, Industry, Labor and Immigration that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Commerce, Industry, Labor and Immigration	Enforce child labor laws. (23) Through the Immigration Division, leads efforts to combat human trafficking, including the trafficking of children. (24; 25)
Royal Solomon Islands Police	Enforce criminal laws against the worst forms of child labor. (13) Leads investigations of internal human trafficking cases. (26)
Joint Monitoring and Investigation Team	Monitor and investigate cases of transnational human trafficking, specifically in the logging industry. Comprises representatives from the Immigration Division, the Royal Solomon Islands Police, Customs, and Forestry Division. (24)

#### *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in the Solomon Islands took actions to combat child labor (Table 6). Gaps exist within the operations of the Ministry of Commerce, Industry, Labor and Immigration that may hinder adequate labor law enforcement, including resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (23)	Unknown (6)
Number of Labor Inspectors	Unknown (23)	Unknown (6)
Inspectorate Authorized to Assess Penalties	Unknown (23)	Unknown (6)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (23)	Unknown (6)
Training on New Laws Related to Child Labor	Unknown (23)	Unknown (6)
Refresher Courses Provided	Unknown (23)	Unknown (6)
Number of Labor Inspections Conducted	Unknown (23)	
Number Conducted at Worksites	Unknown (23)	Unknown (6)
Number of Child Labor Violations Found	Unknown (23)	Unknown (6)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown (23)	Unknown (6)
Number of Child Labor Penalties Imposed that were Collected	Unknown (23)	Unknown (6)
Routine Inspections Conducted	Unknown (23)	Unknown (6)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Routine Inspections Targeted	Unknown (23)	Unknown (6)
Unannounced Inspections Permitted	Yes (27)	Unknown (6)
Unannounced Inspections Conducted	Unknown (23)	Unknown (6)
Complaint Mechanism Exists	Unknown (23)	Unknown (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (23)	Unknown (6)

Inadequate resources continue to hamper the Labor Inspectorate's capacity to enforce child labor laws. (13; 28; 6)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in the Solomon Islands took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including limited collection of law enforcement data.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (23)	Unknown (6)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (23)	Unknown (6)
Refresher Courses Provided	Yes (29)	Unknown (6)
Number of Investigations	1 (26)	Unknown (6)
Number of Violations Found	1 (26)	2 (11)
Number of Prosecutions Initiated	0 (26)	2 (30)
Number of Convictions	0 (26)	Unknown (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (24)	Yes (24)

In 2017, the government adopted the Child and Family Welfare Act, which mandates the establishment of social services, and a referral mechanism with law enforcement authorities, for children in need of care and protection who are at risk of or subject to hazardous or exploitative labor. (31)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Anti-Human Trafficking Advisory Committee	Coordinate efforts across the government to address human trafficking. (24) Includes the Immigration Division, which acts as secretariat, and representatives from law enforcement agencies and NGOs. (26; 11) Research was unable to determine whether this body was active during the reporting period.

Although the government has established a coordination body on trafficking in persons, as well as the National Advisory Committee on Children, which advises the Cabinet on children's issues, research found no evidence of mechanisms to coordinate its efforts to address all forms of child labor.

## **V. GOVERNMENT POLICIES ON CHILD LABOR**

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including coverage of all worst forms of child labor.



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**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Action Plan on Human Trafficking and People Smuggling (2015–2020)	Establishes a framework for national anti-human trafficking efforts. Raises awareness about commercial sexual exploitation of children and services available for vulnerable children. (24; 32) Approximately \$3,850 has been allocated for victim support under the plan. (26)
Fee Free Basic Education Policy	Subsidizes school fees for grades one through nine to increase access to education. (9; 22; 33)

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (34)

Although the Government of the Solomon Islands has adopted the National Action Plan on Human Trafficking and People Smuggling, research found no evidence of a policy on other worst forms of child labor. Child labor prevention and elimination strategies do not appear to be integrated into the Fee Free Basic Education Policy.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government participated in programs that include the goal of eliminating or preventing child labor (Table 10).

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Protecting Children from Sexual Exploitation and Sexual Abuse Through Empowerment and Cooperation	EU-funded program, implemented by Save the Children in collaboration with the National Advisory Committee on Children that ended in November 2017. Sought to strengthen community-level child protection and referral mechanisms in three provinces to protect children from engagement in commercial sexual exploitation. (35; 36; 37; 38)

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (39)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in the Solomon Islands (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and the Palermo Protocol on Trafficking in Persons.	2014 – 2017
	Raise the minimum age for employment to at least age 14 to comply with international standards.	2009 – 2017
	Ensure that laws clearly establish age 18 as the minimum age for hazardous work.	2009 – 2017
	After tripartite consultations, determine the types of hazardous work prohibited for children, including the types of work in which children are engaged when there is evidence of hazards, such as in scavenging and agriculture.	2009 – 2017
	Ensure that the law criminally prohibits child trafficking, regardless of whether threats, the use of force, or other forms of coercion can be established.	2016 – 2017
	Ensure that the law criminally prohibits using, procuring, and offering a child for pornographic performances.	2016 – 2017
	Ensure that the law criminally prohibits using, procuring, and offering a child for illicit activities, including in the production and trafficking of drugs.	2011 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Establish by law an age up to which education is compulsory.	2009 – 2017
Enforcement	Publish information on the enforcement of labor laws and criminal laws on child labor, including its worst forms.	2009 – 2017
	Allocate adequate funds for the enforcement of laws on child labor, including its worst forms.	2014 – 2017
Coordination	Establish coordinating mechanisms to combat all forms of child labor.	2010 – 2017
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor.	2016 – 2017
	Integrate child labor elimination and prevention strategies into the Fee Free Education Policy.	2014 – 2017
Social Programs	Conduct research on child labor in the Solomon Islands to inform policy and program design.	2013 – 2017
	Eliminate barriers to basic education by improving access to school transportation and eliminating school-related fees.	2014 – 2017

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# Somalia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

In 2017, Somalia made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, Somalia approved a National Development Plan that aims to prevent and eliminate child labor. However, despite this initiative, Somalia is receiving this assessment because it continued to implement a practice that delayed advancement in eliminating the worst forms of child labor. The Somali National Army recruited and used children in armed conflict in violation of its national law during the reporting period. Children in Somalia also perform dangerous tasks in street work. Laws do not identify hazardous occupations or activities prohibited for children, and child trafficking for labor and commercial sexual exploitation is not criminally prohibited. Furthermore, the government did not employ labor inspectors and conducted no inspections.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Somalia engage in the worst forms of child labor, including in armed conflict. (1) Children also perform dangerous tasks in street work. (2) Table 1 provides key indicators on children's work and education in Somalia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent		
		All [Somalia]	Puntland	Somaliland
Working (%)	5 to 14	Unavailable	9.5	13.2
Attending School (%)	5 to 14	Unavailable	38.3	44.2
Combining work and school (%)	7 to 14	Unavailable	4.7	6.6
Primary completion rate (%)		Unavailable	Unavailable	Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (5)
	Herding livestock (1)
	Fishing, including cleaning (5)
Industry	Construction, including crushing stone (5; 1)
	Mining and quarrying (5)
Services	Street work, including shining shoes, washing cars, conducting minibuses, vending, and transporting <i>khat</i> (a legal, amphetamine-like stimulant) (2; 6; 7)
	Working as maids in hotels (6)
	Domestic work (2; 6)
	Voluntarily recruited children used in hostilities by state armed groups (1; 8)
Categorical Worst Forms of Child Labor‡	Recruitment of children by non-state armed groups for use in armed conflict (1; 8)
	Forced labor in domestic work, agriculture, herding livestock, breaking rocks, selling or transporting <i>khat</i> , begging, and construction work, each sometimes as a result of human trafficking (1; 7)
	Commercial sexual exploitation, sometimes as a result of human trafficking (9; 1)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

As of September 2017, there were an estimated 2 million internally displaced persons in Somalia. (10) Internally displaced persons, including children, are vulnerable to human trafficking for sexual and labor exploitation. Trucks transporting goods to Somalia return to Kenya with girls who are trafficked for commercial sexual exploitation in brothels in Kenya and destinations outside of Kenya. (1) Some Somali children seeking refuge in Kenya to avoid recruitment by the terrorist organization al-Shabaab are subsequently trafficked for labor and commercial sexual exploitation. Research also found that children in Somalia are trafficked to Saudi Arabia and forced to beg on the streets. (1)

In 2017, the terrorist group al-Shabaab increased its campaign of forcibly recruiting children as young as age 8 for use in armed conflict. (1; 11) These children planted explosive devices, acted as human shields, conducted assassinations and suicide attacks, gathered intelligence, and provided domestic service; some girls were also forced into sexual servitude. (1) Research found that the Ahlu Sunnah Wal Jama'a militia, which to date has not yet integrated into the Somali National Army (SNA), recruited children. Somalia's numerous clan militias also used child soldiers. (1) During the reporting period, the SNA recruited children for use in armed conflict, even though General Order No. 1 prohibits military personnel from recruiting and employing child soldiers. (12; 1)




The protracted violence in Somalia has reduced access to all basic services, including public education. (13; 14) Attacks on schools by al-Shabaab, SNA, and other armed groups have resulted in the forced recruitment of children, state and non-state military occupancy of schools, and damaged educational facilities. (14; 15)

Al-Shabaab occupied rural areas in south-central Somalia. The Federal Government of Somalia (FGS) had limited control outside its capital city, Mogadishu. In other parts of the country, essential governance functions were provided by regional administrations, including the self-declared independent region of Somaliland in the northwest and the federal member state of Puntland in the northeast. (16; 1)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Somalia has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The FGS has established laws and regulations related to child labor (Table 4). However, gaps exist in Somalia's legal framework to adequately protect children from child labor, including the lack of prohibition and recruitment of children under age 18 by non-state armed groups.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 93 of the Labour Code; Article 38(1) of the Private Sector Employees Law (17; 18)
Minimum Age for Hazardous Work	Yes	18	Article 90 of the Labour Code; Article 38(2) of the Private Sector Employees Law; Article 29 of the Provisional Constitution (17; 18; 19)

# Somalia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Articles 90 and 94 of the Labour Code; Articles 10 and 38(4) of the Private Sector Employees Law (17; 18)
Prohibition of Forced Labor	Yes		Articles 455 and 464 of the Penal Code (20)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 403–404 and 407–408 of the Penal Code (20)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	Yes	18	General Order No. 1 (12)
State Voluntary	Yes	18	General Order No. 1 (12)
Non-state	No		
Compulsory Education Age	No	14‡	Articles 13 and 15 of the General Education Law (21)
Free Public Education	Yes		Article 14 of the General Education Law (21)

‡ Age calculated based on available information (21)

In 2017, the FGS adopted the General Education Law that establishes 8 years of compulsory education; however, the gap between the end of compulsory education and the minimum age for work leaves children age 14 vulnerable to child labor because they are not in school, but they also may not legally work. (6; 21) In September, Somaliland drafted a human trafficking law. (22) In November, Puntland State passed new penal and criminal procedure codes that criminalize human trafficking. According to international stakeholders, the legislation meets international standards. (22)

It is unclear whether laws issued prior to 1991 are still in effect in Somalia. However, in 2014, Parliament issued a public statement citing some pre-1991 laws which suggests that the FGS continued to recognize relevant historic laws. (23) The Provisional Constitution does not provide a minimum age for employment. However, the pre-1991 Labour Code establishes 15 as the minimum age. (17) Additionally, although the Labour Code establishes a minimum age of 12 years for light work and describes the conditions under which light work may be undertaken, it neither determines the activities in which light work may be permitted nor prescribes the number of hours per week for light work. (17)

The Labour Code allows the Secretary of State to prescribe the types of work that are prohibited to children under age 18; however, legislation that comprehensively prohibits hazardous occupations and activities for children does not appear to exist. (17)

Laws related to the commercial sexual exploitation of children are not sufficient, because using, procuring, and offering a child for prostitution, pornography, and pornographic performances are not criminally prohibited. (20) The Penal Code requires extensive updating. Many fines in the Code equal less than \$1, which does not serve as an effective deterrent. (20; 24) Furthermore, it appears that under Article 405, children involved in prostitution would not be protected from criminal charges. (20)

The Juvenile Justice Law of Puntland defines a child as anyone age 14 and under; consequently, the Government detained and issued prison sentences to children over age 14 for their association with armed groups. (25; 26)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government does not have a labor inspectorate for the enforcement of laws and regulations related to child labor (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Somali National Police	Investigate and enforce laws related to the worst forms of child labor. (27) The Counter-Trafficking and Organized Crime Unit has 40 officers. (28)
Puntland Security Forces	Investigate and enforce human trafficking laws. (29)
Puntland Ministry of Justice	Prosecute human trafficking cases. (29)



**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Somaliland Police	Investigate human trafficking. (30)
Somaliland’s Attorney General’s Office	Prosecute human trafficking cases. (30)

### *Labor Law Enforcement*

In 2017, the lack of a labor inspectorate in Somalia impeded the enforcement of child labor laws. (6)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Somalia took actions to combat child labor (Table 6). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including human and financial resources.

**Table 6. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	Related Entity	2016	2017
<b>Training for Investigators</b>			
Initial Training for New Employees	FGS	Yes (31)	Unknown
	Puntland	Unknown	Unknown
	Somaliland	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	FGS	N/A	N/A
	Puntland	N/A	Yes (22)
	Somaliland	N/A	N/A
Refresher Courses Provided	FGS	Yes (28)	Yes (32)
	Puntland	Yes (28)	Yes (22)
	Somaliland	Unknown	Yes (22)
Number of Investigations	FGS/Puntland/Somaliland	Unknown	Unknown
Number of Violations Found	FGS/Puntland/Somaliland	Unknown	Unknown
Number of Prosecutions Initiated	FGS	0 (27)	Unknown
	Puntland	Unknown	Unknown
	Somaliland	Unknown	Unknown
Number of Convictions	FGS	0 (27)	Unknown
	Puntland	7 (28)	Unknown
	Somaliland	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	FGS/Puntland/Somaliland	Yes (15)	Yes (25)

In 2017, the Somali National Police remained understaffed, undertrained, and lacked the capacity to investigate or enforce laws on the worst forms of child labor. (6)

The SNA issued a general staff order in 2016 stating that children under age 18 may not enlist; however, despite reports of continued recruitment and use of children, research found no information that the FGS investigated or prosecuted SNA officials who recruited or used child soldiers during the reporting period. (15) During the reporting period, criminal law enforcement officials continued to detain children in the company of adults for alleged association with non-state armed groups. (26; 8) The death sentences imposed on 10 children in 2016 in Puntland were reversed; however, the children were issued 20 year prison sentences. (25) In addition, although the Provisional Federal Constitution of Somalia defines a child as anyone below age 18, more than 30 children were given sentences ranging from 8 years to life imprisonment for association with al-Shabaab. (26; 19) Research found that the existing referral mechanisms for victims of child labor only address children in armed conflict. (25)

# Somalia

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The FGS has established mechanisms to coordinate its efforts to address child labor (Table 7). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 7. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Child Protection Unit	Raise awareness of child soldier issues and work with UNICEF to implement the standard operating procedures on protecting children associated with armed conflict. (5; 33; 34) In 2017, conducted awareness campaigns and monitored SNA troops to prevent and eliminate the recruitment of children. (25)
Children Associated With Armed Conflict Working Group	Implement the Child Soldier Action Plan and the Action Plan to End the Killing and Maiming of Children in Contravention of International Law. (33; 34) Comprises of the Child Protection Unit, Ministry of Defense officials, representatives from the Ministry of Women and Human Rights Development and other ministries, and UN representatives. (33; 8) No coordination activities were conducted during the year. (30)
Human Trafficking Task Forces	The Human Trafficking and Smuggling Task Force, led by the Ministry of Interior and Federal Affairs, leads the FGS' anti-trafficking efforts. (28) Puntland's Counter Trafficking Board leads the region's anti-trafficking efforts. Somaliland's Counter Human Trafficking Agency coordinates the development of legislation and collection of data. (28) No coordination activities were conducted during the year. (30)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The FGS has established policies that are consistent with relevant international standards on child labor (Table 8).

**Table 8. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
Child Soldier Action Plan	Establishes a strategy for the reception and stabilization of children found within the SNA, and for the prevention of child soldiers through education of soldiers and monitoring of military camps. (33)
National Development Plan (2017–2019) <sup>†</sup>	Aims to end all forms of violence against children, including child labor. (35)
United Nations Strategic Framework (2017–2020) <sup>†</sup>	Establishes a broad framework for preventing, eliminating, and rehabilitating children associated with armed conflict. (36)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government has other policies which may have addressed child labor issues or had an impact on child labor. (37; 38)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the FGS participated in programs that include the goal of eliminating child labor (Table 9). However, gaps exist in these social programs, including adequacy to address the problem in all sectors.

**Table 9. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
National Program for Treatment and Handling of Disengaged Combatants	FGS program in coordination with UNICEF that rehabilitates former combatants, emphasizing the specific needs of child combatants, and of female combatants and their dependents. (39) Centers, located in Baidoa, Belet Weyne, Kismayo, and Mogadishu, provide accommodation, psychological counseling, education, and vocational training to former combatants. (40)
UNICEF Country Program (2011–2017)	Donor-funded program in coordination with the FGS that aims to expand and improve access to education and protect children who are affected by conflict. (41; 42) In 2017, supported the reintegration of 1,234 children formerly associated with armed groups into their families and communities. (22)
Efforts to Combat Human Trafficking (2014–2017)	Strengthening the National Criminal Justice Response to Trafficking in Persons is a \$750,000, USDOS-funded, 3-year project implemented by UNODC to enhance the criminal justice response to trafficking in persons within the FGS and Somaliland. Aims to strengthen legal frameworks to meet international standards; and develop and provide training on identifying victims, conducting investigations, and prosecuting cases. (43) In Somaliland, vulnerable children, including trafficking victims, received social services at the Hargeisa Orphanage Center before being reunited with their families. (28) Puntland authorities worked with IOM and local NGOs to provide social services and reintegration assistance to victims of trafficking. (28)

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (44)

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Although the FGS implemented programs to address child soldiers, research found no evidence that it carried out programs to assist children in other forms of child labor. Furthermore, existing programs fail to address the scope of children in armed conflict.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Somalia (Table 10).

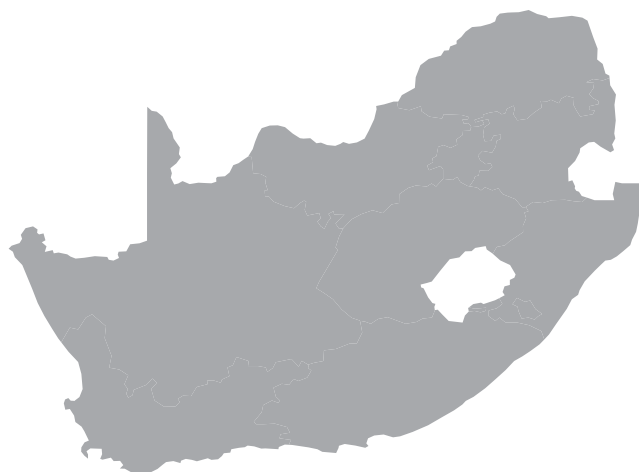
**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography; and the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Clarify whether the pre-1991 Labour Code is still in effect under the FGS. Ensure that a legal framework on child labor is in place which includes a minimum age for work and hazardous work; determines the activities in which light work may be permitted and prescribes the number of hours per week for light work; and in consultation with employers' and workers' organizations, determines the types of hazardous work prohibited for children.	2009 – 2017
	Criminally prohibit child trafficking for labor and sexual exploitation.	2009 – 2017
	Criminally prohibit using, procuring, and offering a child for prostitution, pornography, and pornographic performances.	2015 – 2017
	Update the Penal Code to ensure that penalties for the commercial sexual exploitation of children are sufficiently stringent to deter violations.	2013 – 2017
	Ensure that the law protects children involved in commercial sexual exploitation from criminal charges.	2011 – 2017
	Criminally prohibit the use of children in illicit activities.	2009 – 2017
	Criminally prohibit the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Raise the compulsory education to be commensurate with the minimum age for work.	2009 – 2017
	Ensure Puntland's regional laws define a child as anyone below age 18, in accordance with international standards.	2016 – 2017
Enforcement	Establish a Labor Inspectorate to investigate, monitor, and enforce laws related to child labor, including adequate funding, human resources, and training for personnel.	2009 – 2017
	Publish information on the training of investigators, as well as the number of investigations conducted, violations found, prosecutions initiated, and convictions achieved in all regions of Somalia.	2016 – 2017
	Ensure that criminal law enforcement officials receive adequate training and resources to investigate, prosecute, and convict violators of the worst forms of child labor.	2012 – 2017
	Cease the recruitment and use of child soldiers by the SNA and its allied militia. Investigate, prosecute, and punish, as appropriate, SNA commanders who recruit and use children.	2015 – 2017
	Ensure that children associated with armed groups are not detained with adults and refer these children to social service providers. Cease the practice of sentencing children to life imprisonment for associating with armed groups.	2015 – 2017
	Establish a referral mechanism between the Somali National Police and social welfare services for children engaged in forced labor and commercial sexual exploitation.	2014 – 2017
Coordination	Establish coordinating mechanisms to combat child labor.	2009 – 2017
	Ensure coordination mechanisms to address the worst forms of child labor, such as child soldiering, are active and conduct activities to address the child labor problem.	2017
Social Programs	Enhance efforts to eliminate barriers and make education accessible and safe for all children by removing all armed groups and forces from schools and other educational facilities.	2013 – 2017
	Develop programs to address child labor, such as in street work and forced labor in agriculture.	2009 – 2017
	Expand existing programs to address the scope of children in armed conflict.	

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*In 2017, South Africa made a significant advancement in efforts to eliminate the worst forms of child labor. The government amended the Children’s Act to prohibit persons convicted of child trafficking from working with children, adopted Phase IV of the National Child Labor Program of Action for South Africa, and increased funding for the Child Support Grant which provides monthly direct cash transfers to primary caregivers who have vulnerable children. The Child Labor Intersectoral Groups were also active during the year and assisted with human trafficking awareness campaigns throughout the country. In addition, the South African Department of Labor and the South African Police Service entered into a memorandum of understanding to facilitate labor inspections in hostile workplaces. However, children engage in the worst forms of child labor, including in commercial sexual exploitation and forced begging. Government social programs are not sufficient to address the scope of child labor and barriers to education remain, especially among children with disabilities.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in South Africa engage in the worst forms of child labor, including in commercial sexual exploitation and forced begging. (1; 2) Data on key indicators on children’s work and education are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	7 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		83.7

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (3)

Data were unavailable from Understanding Children’s Work Project’s analysis, 2018. (4)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting corn, mangos, lychees, bananas, grapes, citrus, and other fruits (1; 5; 6)
Services	Domestic work (7; 5)
	Garbage scavenging for food items and recyclable items† (8)
	Food service, activities unknown (2)
	Street work, including transportation services, vending, and begging (2; 5)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including gang-related activity (9; 10; 11)
	Use in the production of pornography (12; 13; 14; 15; 16)
	Commercial sexual exploitation, sometimes as a result of human trafficking (17; 18; 19; 20; 16; 21; 22; 2; 23; 24)
	Forced labor in domestic work, agriculture, food service, street vending, illicit activities, and begging, each sometimes as a result of human trafficking (25; 2)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

South Africa is a source, transit, and destination country for child trafficking. Children are trafficked from rural areas to the cities of Bloemfontein, Cape Town, Durban, and Johannesburg. (2) Girls are mainly victimized for commercial sexual exploitation and domestic work, while boys are forced to work in street vending, food service, and begging. (17; 26; 27; 28; 2)



# South Africa

## SIGNIFICANT ADVANCEMENT

Every five years, the government publishes data on youth activities, including on child labor. (1) In March 2017, the government released its 2015 Survey of Activities of Young People; the survey results stated that 557,000 child laborers were identified in the country. In KwaZulu-Natal province, approximately 1 out of 10 children were engaged in child labor, the highest percentage of all provinces. (5) Additionally, the 2015 UNAIDS report, which was published in 2017, showed that 2.1 million South African children were newly orphaned due to AIDS in 2015; this number has not declined since 2011. (29; 30) Orphaned children and those with disabilities are especially vulnerable to child labor, such as forced begging. (9; 31)




In South Africa, education is free through the primary level and every child has a constitutional right to basic education. However, not all public schools are free and some schools charge fees; this varies by municipality and region. (7; 32) South Africa waives tuition for the poorest primary schools and provides students with school supplies, including books. (33; 34) However, for public schools, families must pay for uniforms and other school-related expenses, which may affect children's access to education. (8; 35; 36)

In May 2017, the Department of Basic Education reported that South Africa had a total of 464 "special needs" schools for children with disabilities and a further 715 full-service inclusive schools in the country that have, as part of their mission, provisions to support children with disabilities. (37) In addition, since 2015, the government has provided some students with disabilities transportation assistance to school. However, several reports suggest that children in South Africa with disabilities have limited access to education because mainstream educational facilities and teachers, particularly in poorer neighborhoods, are not equipped to educate children with disabilities. (38; 39; 40; 41) As a result, some parents are forced to enroll their children with disabilities in special schools that require the payment of fees, thereby increasing the likelihood that these children will not receive an education. (42; 43; 44; 45; 1) Additionally, a NGO reported that children without unabridged birth certificates (birth certificates with information about both parents) are sometimes denied access to school. Education officials in the Western Cape Province confirmed this practice in 2017. (37)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

South Africa has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in South Africa's legal framework to adequately protect children from child labor, including the prohibition of the use of children by non-state armed groups in armed conflict.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 43 of the Basic Conditions of Employment Act (BCEA) (46)
Minimum Age for Hazardous Work	Yes	18	Regulations on Hazardous Work by Children in South Africa (47)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 4-10 of the Regulations on Work by Children in South Africa; Part II, Articles 6-9 of the BCEA; Regulations on Hazardous Work by Children in South Africa (47; 48)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Article 13 of the Constitution; Article 141 of the Children’s Amendment Act; Article 48 of the BCEA; (48; 49; 38)
Prohibition of Child Trafficking	Yes		Article 141 of the Children’s Amendment Act; (49)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 141 of the Children’s Amendment Act; Chapter 3 of Criminal Law Amendment Act 32 (49; 50)
Prohibition of Using Children in Illicit Activities	Yes		Article 141 of the Children’s Amendment Act (49)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Article 52 of the Defense Act (51)
State Voluntary	Yes	18	Article 52 of the Defense Act (51)
Non-state	No		
Compulsory Education Age	Yes	15	Chapter 2, Articles 1–5 of the South African Schools Act (32)
Free Public Education	Yes		Chapter 2, Article 5 of the South African Schools Act (32)

\* No conscription (51)

In January 2017, the government amended the Children’s Act to determine that persons convicted of egregious criminal offenses, such as child trafficking and child pornography, must be “deemed unsuitable to work with children.” (1; 52; 53)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the South African Department of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
South African Department of Labor (SADOL)	Enforce child labor laws by conducting inspections of worksites. Report child labor violations to the South African Police Service (SAPS) for further investigation and the South African Department of Justice and Constitutional Development for prosecution. (54) Operates 142 labor centers; these centers accept labor complaints, assign inspectors to address reported violations, and have designated child labor coordinators who focus on child labor inspections. (7; 36)
South African Police Service (SAPS)	Enforce legislative mandate under the Children’s Act to investigate cases involving the worst forms of child labor. (55) The SAPS’s Human Trafficking Desk monitors and evaluates police efforts to investigate human trafficking crimes, trains investigators, and refers human trafficking cases to provincial SAPS units. (7)
South African Department of Justice and Constitutional Development	Enforce criminal laws on the worst forms of child labor. (1) The Children’s Court specifically focuses on litigation involving children accused of or victimized by crimes, and cases involving child abuse, abandonment, and neglect. (56)
National Prosecution Authority	Prosecute criminal cases, including human trafficking and other worst forms of child labor cases. (7; 57)
Department of Social Development (DSD)	Provide child protection and social services to vulnerable children, including victims of human trafficking. (1) Manage 57 shelters for children living and working on the streets. (58)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in South Africa took actions to combat child labor (Table 6). However, gaps exist within the operations of the SADOL that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$35 million (59)	\$34.7 million (1)
Number of Labor Inspectors	1,533 (59)	1,295 (1)
Inspectorate Authorized to Assess Penalties	No (59)	No (1)

# South Africa

## SIGNIFICANT ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training for Labor Inspectors		
Initial Training for New Employees	Yes (59)	Yes (1)
Training on New Laws Related to Child Labor	Yes (59)	No (1)
Refresher Courses Provided	Yes (59)	Yes (1)
Number of Labor Inspections		
Number Conducted at Worksites	Unknown (59)	Unknown* (1)
Number of Child Labor Violations Found	0 (59)	45 (1)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (59)	N/A (1)
Number of Child Labor Penalties Imposed that were Collected	N/A (59)	N/A (1)
Routine Inspections Conducted		
Routine Inspections Targeted	Yes (59)	Yes (1)
Unannounced Inspections Permitted		
Unannounced Inspections Conducted	Yes (59)	Yes (1)
Complaint Mechanism Exists	Yes (59)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (59)	Yes (1)

\* The government does not publish this information.

During the year, the SADOL identified 45 children who were victims of labor law violations and it is unclear whether these offenses included the worst forms of child labor. (1) During the year, the number of labor inspectors declined from 1,533 to 1,295 due to budget constraints and high turnovers. (1) Currently, the number of labor inspectors is likely insufficient for the size of South Africa's workforce, which includes more than 22 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, South Africa would employ roughly 1,497 inspectors. (60; 61)

According to Section 65 of the Basic Conditions of Employment Act, SADOL inspectors are unauthorized to assess penalties, but can conduct inspections, issue compliance orders, and enter establishments such as private homes used for business. It is also unclear whether the number of labor inspections reported include both desk review and worksite inspections. (37) The government continued funding an NGO-operated hotline that refers child labor complaints to government protection agencies or SAPS. (7) However, it is unknown how many child labor complaints the hotline received, as this information was not disaggregated from the larger dataset. (62; 37)

SADOL inspectors report labor law violations that carry criminal penalties to the South African Police Service (SAPS). SAPS conducts criminal investigations involving child labor and ultimately refers cases for prosecution to the National Prosecution Authority. (63; 1) Additionally, SADOL inspectors address labor rights concerns of foreign nationals and refer those cases to the Department of Home Affairs (DHA), which then transfers the cases to the South African Department of Social Development for social services. Inspectors also refer cases that may involve child labor to social workers who are able to refer the child to organizations that provide shelter, food and clothing, and rehabilitation services. (7; 33; 1) The government reported that SAPS employed forensic social workers, who assess child victim's emotional, mental, and physical health and obtain uncontaminated information from child victims, to collaborate with investigators and provide care to victims of the worst forms of child labor and other crimes against children. The government also reported that SAPS has established victim-friendly rooms in over 1,000 of its police stations nationwide. (59; 37)

The South African Department of Labor provided in-house training to its inspectors during the year, but NGOs and government officials noted that it was insufficient. Sources also indicate that the Inspectorate has limited resources to carry out investigations. (1) In addition, some labor inspectors encounter difficulty accessing farms due to concerns for their own safety or fear of entering private property. As a result, in 2017, the SADOL and SAPS entered into a memorandum of understanding for police to escort inspectors to areas deemed dangerous or hostile. In addition, SADOL continues to conduct random inspections and files a criminal report when there are suspected violations. (62; 1)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in South Africa took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with regard to prosecution planning.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (59)	Yes (1)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (59)	Yes (1)
Refresher Courses Provided	Yes (59)	Yes (1)
Number of Investigations	75 (59)	2 (1)
Number of Violations Found	75 (59)	45 (1)
Number of Prosecutions Initiated	0 (59)	1 (1)
Number of Convictions	3 (59)	1 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (59)	Yes (1)

During the year, the government did not disaggregate data regarding child victims of human trafficking, resulting in the low number reported for 2017. (37) NGOs reported that the SAPS has difficulties properly identifying victims of human trafficking during law enforcement activities, despite assistance from the NGO community. As a result of improper screening, police sometimes arrested child trafficking victims instead of referring them to receive assistance from social services. (2)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor. (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among national and provincial task teams.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Implementation Committee on Child Labor	Monitor and support advocacy and awareness-raising; mainstreaming of child labor into government policies; and the implementation of child labor programs, legislation, and enforcement. (1) Chaired by SADOL, members include representatives from commercial agriculture, trade unions, and government agencies, including SAPS. (7) Includes provincial-level child labor coordinating structures. (64; 1) In 2017, the Committee met on a bimonthly basis. (1)
Provincial Child Labor Intersectoral Support Groups	Facilitate the prevention of all types of child labor. Established by SADOL and managed by child labor coordinators in each province, members include the SADOL Head Office, SADOL Provincial Child Labor Coordinators, the Department of Justice (DOJ), the National Prosecuting Authority, the Department of Home Affairs (DHA), the DSD, and the Department of Education; NGOs; and labor federations. (7; 36) In 2017, the groups met quarterly, participated in the national child protection week with a speech by Home Affairs Minister Hlengiwe Mkhize and assisted with human trafficking awareness campaigns. (1) The national and provincial task teams lack training on human trafficking resulting in unlawful arrests and detentions of human trafficking victims. Moreover, some teams fail to meet and communicate during the year. (65)
National Trafficking in Persons Task Team	Coordinate the government's anti-human trafficking efforts, including overseeing strategy and policy decisions made at the provincial level in Gauteng, Mpumalanga, KwaZulu-Natal, Western Cape, Limpopo, and Eastern Cape. Led by the NPA's Sexual Offenses and Community Affairs Unit and DOJ's Victim Support Directorate, members include SADOL, the DSD, and the DHA, as well as other representatives of national law enforcement. (7; 9) Reports indicate that the team lacks a budget, has no funding for permanent staff, and provides no training to enforcement agencies to ensure adequate enforcement of anti-human trafficking laws. (1)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including with regard to mainstreaming child labor issues into relevant policies.

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**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Child Labor Programme of Action for South Africa, Phase IV (2017–2021)	Serves as the primary policy instrument to prevent and eliminate child labor in South Africa. (34; 66) Promotes government activities by outlining the mandate of each agency to combat child labor. (7; 66) Lead agencies identified in the program include: Departments of Labor, Basic Education, Justice and Constitutional Development, Social Development and Provincial Departments, Water and Sanitation, and the South African Police Service, and National Prosecuting Authority, and Statistics SA. In 2017, the government adopted and published Phase IV that expanded on the action steps identified in the previous iteration of the program. (1) The program does not include a timeframe to meet identifiable benchmarks to assess the progress and adequacy of implementation efforts.

The government has not included child labor elimination and prevention strategies into the South African Education Action Plan or the National Development Plan. (67; 68)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Child Support Grant†	Government program, led by the DSD and the South African Social Security Agency, which provides monthly direct cash transfers to primary caregivers who have vulnerable children. Helps alleviate economic pressures and lower the cost of raising a child. (7; 1) In 2017, the budget increased from R 4.15 billion to R 5.15 billion, resulting in \$31 per month for qualifying families, which benefited 12 million children. (1)
Foster Care Grants†	Government program that encourages children in the foster care system to remain in school, as a preventive technique to combat child labor. (7) To date, about 440,295 children benefited from the foster care grant. (1)
National School Nutrition Program†	Government program that provides school meals to vulnerable primary and secondary school children from poor families. (69; 1) (70) Over 80 percent of needy children were benefiting from the program during the 2016–17 fiscal year. (1) According to the Department of Basic Education's 2016-2017 annual report, the Department provided 6.006 billion rand (approximately \$455 million as of June 2018) for the National School Nutrition Programme Grant, providing meals to 9.045 million students at 20,300 primary, secondary, and special schools nationwide. (37)
Food Relief Program†	Food relief program of the DSD and the South African Social Security Agency to assist vulnerable and orphaned children, as well as child-headed households with insufficient income. (33; 34) To date, the program supported financially 140 community nutrition development centers and provided food to half a million people. (62)
Shelters and Care Centers†	DSD program that funds 13 shelters and oversees 17 NGO-operated temporary safe care centers for victims of abuse and human trafficking, including children. (9; 2) In addition, the government continues to operate 53 Thuthuzela Care Centers that provide assistance to rape and sexual violence victims including minors, but no data is available on whether victims received were minors. (37)
Awareness-raising Campaigns†	Government program that conducts training on anti-human trafficking initiatives and regulations governing social service providers. (9) Through awareness raising campaigns, DSD trainers reached 114 DSD provincial officials, 2 officials from the Commission for Gender Equality, and 35 NGO social service providers. As a result of the anti-human trafficking campaigns, suspected cases of the worst forms of child labor were identified and investigated. (62) During the year, SADOL signed a memorandum of understanding with an agricultural industry association, Agri South Africa, to raise awareness about child labor in the agricultural sector. (1)

† Program is funded by the Government of South Africa.

In October 2017, the Gauteng Department of Social Development hosted an event at Turffontein Race Course in Johannesburg to raise awareness about trafficking in persons and assistance to victims of human trafficking. (71)

During the year, Agri South Africa developed a policy to address child labor in agriculture but this policy has yet to be published. Although South Africa has programs that target child labor, and data collected and reported by the South African government states that child labor is decreasing, yet still the scope and reach of social programs are insufficient to address the child labor problem, particularly in agriculture and domestic work. (37)



### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in South Africa (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
Enforcement	Authorize the Labor Inspectorate to assess penalties.	2015 – 2017
	Employ enough labor inspectors to cover the workforce and satisfy the ILO technical advice.	2017
	Disaggregate the number of complaints received by the hotline to determine the number of suspected child labor violations reported across the country.	2013 – 2017
Coordination	Ensure that law enforcement properly identify victims of the worst forms of child labor.	2017
	Ensure that the coordination bodies such as the Trafficking in Persons Task Force receive sufficient funding to carry out activities.	2017
Government Policies	Include a timeframe and benchmarks in the Child Labor Program of Action for South Africa, to properly monitor and assess the progress of efforts to combat child labor.	2017
	Integrate child labor elimination and prevention strategies into the South African Education Action Plan and the National Development Plan.	2013 – 2017
Social Programs	Ensure that children with disabilities have equal access to education.	2016 – 2017
	Ensure that children can complete primary school by removing the cost uniforms and other fees.	2009 – 2017
	Institute programs to address the worst forms of child labor in agriculture and domestic work.	2010 – 2017

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*In 2017, South Sudan made efforts to eliminate the worst forms of child labor, but it was also complicit in the use of forced child labor. After several years in draft form, the government enacted the Labour Act of 2017 that provides additional protections for children; however, the Act lacks clarity on prohibitions on the worst forms of child labor. The government also identified and registered child soldiers within armed groups. Despite these initiatives to address child labor, South Sudan is receiving an assessment of no advancement because its national army—the Sudan People’s Liberation Army—recruited, sometimes forcibly, children to fight opposition groups. Children in South Sudan are also engaged in other worst forms of child labor, including in commercial sexual exploitation. The government neither brought to justice those who recruited or used children in armed conflict, nor held accountable perpetrators of any other form of child labor. It also failed to convene its National Steering Committee on Child Labor or accede to the UN CRC’s two optional protocols.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in South Sudan engage in the worst forms of child labor, including in armed conflict and commercial sexual exploitation. (1; 2; 3; 4; 5; 6; 7; 8) Table 1 provides key indicators on children’s work and education in South Sudan.

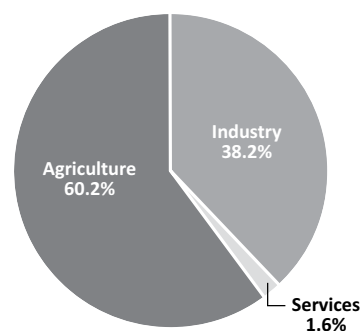
**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	45.6 (463,624)
Working Children by Sector	10 to 14	
Attending School (%)	6 to 14	31.5
Combining Work and School (%)	10 to 14	10.9
Primary Completion Rate (%)		25.7

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Fifth Housing and Population Census, 2008. (10)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming activities, including planting and harvesting (2; 11; 12; 6)
	Cattle herding† (2; 4; 12; 13; 6)
Industry	Rock breaking† (14; 15; 6; 7)
	Construction,† including building and transporting materials (11; 12; 15; 6; 16; 7)
	Making bricks (4; 15; 17; 6; 7)
	Gold mining,† including tunnel excavation, and artisanal gold mining, including digging holes, carrying soil, and panning (12; 6; 18)
Services	Domestic work (1; 12; 13; 19; 16; 7)
	Street work, including vending, washing cars, polishing shoes, begging, selling beer, preparing tea, selling black market gasoline, ticket-taking for group transport companies, and pushing delivery carts (1; 4; 12; 15; 20; 21; 6; 17; 7)
	Cooking and cleaning in restaurants or food stands (1; 15; 6)
	Scrap metal, trash, empty bottle, and cow dung collection (13; 22; 6)
Services	Work in slaughterhouses, including transporting livestock and meat (1; 11)

# South Sudan

## NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Forced labor in cattle herding, domestic work, construction, brick making, rock breaking, begging, shoe shining, car washing, delivery cart pushing, and market vending (15; 23; 6; 16)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 4; 15; 24; 6; 16; 7; 25)
	Forced recruitment of children by state and non-state armed groups for use in armed conflict (4; 5; 6; 7; 26; 27; 28; 29) (25; 8; 30)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Violent conflict continued throughout 2017, increasing the number of internally displaced persons (IDPs) to 1.9 million and the number of refugees in neighboring states to nearly 2.43 million; the estimated 20,000 unaccompanied minors in IDP camps across the country were particularly vulnerable to recruitment by armed groups or abduction for other types of forced labor or commercial sexual exploitation. (6; 7)

In 2017, armed groups from all sides of the ongoing conflict continued to recruit and use children, with more than 19,000 children estimated to have been associated with government and opposition forces. (6; 25; 30; 31; 32) An even greater number of children fight as part of local community defense forces, during which they are used by their communities to perpetuate inter- and intra-communal violence. (6; 25) Recruitment and use of children was reported throughout the country, including in legacy Unity, Jonglei, Warrap, Upper Nile, Western and Northern Bahr el Ghazal, and Central and Eastern Equatoria states. As in previous years, the highest levels of recruitment, use, and re-recruitment of children were documented in Unity state. (25)

The national army—the Sudan People’s Liberation Army (SPLA)—and its aligned forces recruited child soldiers as young as age 12, sometimes forcibly or with the aid of senior politicians and community leaders, to fight against armed groups. (6; 7; 8) In 2017, UNICEF verified 140 incidents of recruitment and use of children, affecting at least 1,221 children (1,057 boys and 164 girls). About 65 percent of these incidents were attributed to the SPLA and other government security forces, with the remaining attributed to the SPLA-In Opposition (SPLA-IO) (First Vice President Taban Deng Gai), the SPLA-IO (Riek Machar), the South Sudan National Liberation Movement, and the South Sudan Democratic Army-Cobra Faction. (25; 30)

Boys were forcibly recruited for use in armed conflict, including through abduction from their homes and schools and as a result of coercive threats to confiscate their family’s cattle. (7; 25; 33) UNICEF estimates 3,200 children have been abducted since 2013, many of whom have been subsequently forced into combat roles. (6; 7; 25) Children who joined willingly to protect their communities, after the loss of family members or shelter, or with promises of food or money for their families, were ultimately unable to leave the groups at will and instead were forced into combat roles. (7; 25; 30) Children also cooked, collected firewood, herded cattle, washed clothes, carried water and ammunition, manned checkpoints, carried out patrols, stole cattle, served as escorts and bodyguards to senior officers, perpetuated violence against civilians, or recruited other children. (6; 25; 33; 34)

The SPLA, other government security services, and armed groups forcibly recruited girls to serve as child soldiers and carry out support roles, during which time they were often coerced into performing sex acts. (34; 6) In 2017, UNICEF and ceasefire monitors noted an increase in the use of girls in armed forces. With worsening economic conditions due to the ongoing conflict, families also increasingly placed girls into prostitution to augment household income. (6; 7)




Ongoing conflict continued to impair the government’s ability to deliver aid, provide education, and address the worst forms of child labor. (6) Approximately 2.2 million – 72 percent of the school-age population – are not attending school. (35; 6) Although the Constitution and the Child Act provide for free primary education, in practice, many families cannot afford to send their children to school because parents often must pay teachers’ salaries—a prohibitive cost for many families. (4; 36) Uniform costs, chronic food insecurity, and low levels of birth registration also impede access to education in South Sudan. (4; 1; 36; 37; 38; 39; 40; 41) Many children, particularly those in rural areas, do not have access to schools, often because of the lack of infrastructure, such as roads and school buildings. (35, 36) Other barriers to education include unpaid teacher salaries, high truancy rates among teaching staff, and a shortage of qualified teachers. (4; 36; 6)

In 2017, there were 70 incidents of attacks on schools across the country. The UN also verified 27 new incidents of occupancy and use of schools for military purposes by the SPLA, the SPLA-IO (Riek Machar), and the SPLA-IO (Taban Deng Gai) in the regions of Equatoria, Unity, and Upper Nile. Despite some schools being vacated by armed groups during the year, many schools were still being used for military purposes at year's end. The lack of access to education may increase the risk of children's involvement in the worst forms of child labor. (42) In addition, there has not been a comprehensive child labor survey in South Sudan. (4; 43; 6)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

South Sudan has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The government did not deposit the necessary documents to accede to the UN CRC's two optional protocols, despite the national Legislative Assembly's passage of a bill in 2013 allowing it to do so. (4; 44; 6)

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in South Sudan's legal framework to adequately protect children from child labor, including the minimum age for work and the compulsory education age.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Section 12 of the Labour Act; Article 25(3) of the Child Act (45; 46)
Minimum Age for Hazardous Work	Yes	18	Section 12 of the Labour Act; Articles 22(3), 24(1), and 25(1) of the Child Act (45; 46)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 25(2) of the Child Act; (45)
Prohibition of Forced Labor	Yes		Section 10 of the Labour Act; Articles 276–278 of the Penal Code; Article 13 of the Constitution (48; 49; 46)
Prohibition of Child Trafficking	Yes		Article 13(2) of the Labour Act; Article 22(3)(b) of the Child Act; Articles 276 and 278–281 of the Penal Code (45; 48; 46)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 13(2)(b) of the Labour Act; Articles 22(3)(c)–(d) and 22(4) of the Child Act; Articles 258 and 276 of the Penal Code (45; 48; 46)
Prohibition of Using Children in Illicit Activities	Yes		Article 13(2)(c) of the Labour Act; Article 24(1) of the Child Act; Article 383(3)(d) of the Penal Code (45; 48; 46)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 31(1) of the Child Act; Sections 20, 22(2), and (7) of the Sudan People's Liberation Army Act (45; 50)
State Voluntary	Yes	18	Article 31(1) of the Child Act; Section 22 of the Sudan People's Liberation Army Act (45; 50)
Non-state	Yes	18	Article 31(1) of the Child Act (45)



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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Compulsory Education Age	No	13	Article 9.1(b) of the General Education Act (51)
Free Public Education	Yes		Article 6(a) of the General Education Act; Article 14(1) of the Child Act; Article 29.2 of the Constitution (45; 49; 51)

In November 2017, the Transitional National Legislative Assembly passed the Labour Act, which the president signed into law in December. (52; 6) The law prohibits forced labor and the worst forms of child labor and includes minimum ages for work, light work, and hazardous work. However, Article 12(2) allows children between ages 14 and 18 to engage in the worst forms of child labor, which is a violation of international standards. The law prescribes general penalties for infractions of up to 5 years of imprisonment, a fine, cancelation of business licenses, or closure of the premises for up to 2 years. In accordance with the law, the Minister of Labor must draft and issue regulations to implement key elements related to child labor, including the number of hours and conditions for light work, the exceptions under which 16-year-old children may perform hazardous work, and a complete hazardous work list. (46)

Children are required to attend school only until age 13. This standard makes children between ages 13 and 14 particularly vulnerable to the worst forms of child labor, because they are not required to be in school but are also not legally permitted to work. (53)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Public Service, and Human Resource Development that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Public Service, and Human Resource Development (MOL)	Develop labor policies, enforce child labor laws, conduct workplace inspections, and oversee the operation of vocational training centers. (4; 45; 54)
Ministry of Gender, Child, and Social Welfare	Coordinate activities on children's rights and act as the focal ministry for child protection. (55)
Sudan People's Liberation Army (SPLA) Directorate for Child Protection	Headed by a Brigadier General. Prevent the recruitment of children into the army, monitor barracks, identify child soldiers and assist with their release, investigate allegations of child soldiering, and provide training on children's rights to child protection officers and members of the SPLA. (15; 56; 57) Serve as liaison between the SPLA and the international community. (56)
Ministry of Interior	Enforce criminal laws to combat human trafficking and maintain a database on crime statistics. (58)
Ministry of Justice	Protect citizens' rights and enforce the Comprehensive Peace Agreement and the Constitution, including child protection provisions in those laws. (59)
South Sudan Police Services	Enforce criminal laws related to the worst forms of child labor. (53)

### *Labor Law Enforcement*

In 2017, it is unknown whether labor law enforcement agencies in South Sudan took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor, Public Service, and Human Resource Development that may hinder adequate labor law enforcement, including financial and human resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (4)	\$32,000 (52)
Number of Labor Inspectors	6 (4)	8 (52)
Inspectorate Authorized to Assess Penalties	Yes (4)	Yes (52)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Training for Labor Inspectors		
Initial Training for New Employees	N/A (4)	No (52)
Training on New Laws Related to Child Labor	N/A	No (52)
Refresher Courses Provided	No (4)	No (52)
Number of Labor Inspections Conducted	0 (4)	Unknown (52)
Number Conducted at Worksites	0 (4)	Unknown (52)
Number of Child Labor Violations Found	0 (4)	0 (52)
Number of Child Labor Violations for Which Penalties were Imposed	0 (4)	0 (52)
Number of Child Labor Penalties Imposed that were Collected	N/A	N/A (52)
Routine Inspections Conducted	No (4)	Unknown (52)
Routine Inspections Targeted	N/A	Unknown (52)
Unannounced Inspections Permitted	Yes (4)	Yes (52)
Unannounced Inspections Conducted	No (4)	No (52)
Complaint Mechanism Exists	No (4)	No (52)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (4)	Unknown (52)

Officials from the Ministry of Labor, Public Service, and Human Resource Development reported that in 2017 they lacked sufficient resources, such as fuel and vehicles for transport to conduct labor inspections. In addition, there was high absenteeism among ministry staff and salaries for civil servants in nearly every ministry were not paid for several months. (4; 6) Although statistics regarding the number of people in South Sudan’s labor force are unavailable, it is unlikely that eight labor inspectors are sufficient to address the scope of the country’s child labor problem. (4; 60; 61; 62; 6)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in South Sudan took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (4)	Unknown (7)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (4)	N/A (7)
Refresher Courses Provided	Unknown (4)	Unknown (7)
Number of Investigations	0 (4)	0 (7)
Number of Violations Found	177 (4)	311 (7)
Number of Prosecutions Initiated	0 (4)	0 (7)
Number of Convictions	0 (4)	0 (7)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (4)	No (7)

Although both the Joint Action Plan to Combat the Use of Child Soldiers and the September 2014 Punitive Order commit the SPLA to holding its military officers accountable for the recruitment or use of children, the government has neither investigated nor prosecuted officers who allegedly committed such crimes. (31) On the contrary, David Yau Yau, a commander whose recruitment of children is well-documented, was integrated into the government in 2016 and subsequently served as Deputy Minister of Defense, then Deputy Minister of Labor, and is now Governor of Jonglei state. Regulations under the SPLA Act of 2013 and the White Paper on Defense instruct commanders to conduct annual refresher training on child soldiering and human rights; most units did not hold their annual session in 2017 because of ongoing conflict, poor communication, and general lack of capacity. (7)

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South Sudan's justice system faces enormous challenges, such as low capacity, inadequate funding, interference by the government and the SPLA, lack of training for law enforcement personnel, and a scarcity of judges, prosecutors, and defense attorneys. (15; 36; 56; 7) Prosecutors and law enforcement officials are not familiar with the Child Act's prohibitions on the worst forms of child labor because the Act has not been adequately disseminated. (53; 55) Law enforcement capacity in general is weak, even against violent crimes. In 2017, police continued to indiscriminately arrest and imprison children engaged in commercial sexual exploitation rather than treating them as victims. (7)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination among agencies.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor	Coordinate efforts to combat the worst forms of child labor across government ministries; led by the MOL. (2) The National Steering Committee on Child Labor did not convene or coordinate activities to combat child labor in 2017. (6)
National Disarmament, Demobilization, and Reintegration Commission (NDDRC)	Oversee and coordinate the implementation of the Joint Action Plan to Combat the Use of Child Soldiers and reintegrate children formerly engaged in armed conflict. (63) Responsible for the negotiation of the release, screening, and registration of child soldiers; reunification with family when possible; and educational placement or vocational training. The last formal demobilization of child soldiers from armed groups occurred in 2015. (7) In 2017, the NDDRC carried out an age-assessment exercise in Pibor, Jonglei, to verify the presence of children associated with the SPLA-IO (Taban Deng Gai). The exercise identified 313 boys and the commission began preparing for their release, along with children identified at other sites, to take place in 2018. (42)

The SPLA took steps in 2017 to prevent the recruitment of children. Formal enlistment procedures required an age assessment that was usually done through a dental exam, because many children do not know their birthdate. (7)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including funding and implementation of relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Joint Action Plan with the United Nations to Combat the Use of Child Soldiers	Requires the SPLA to release all children associated with government security forces. Provides services for their family reunification and reintegration, and investigates grave violations against children. (64; 7) Both the SPLA and the SPLA-In Opposition signed or recommitted to joint action plans as of December 2015, but they have yet to implement the plans and continued to recruit child soldiers, at times by force. (7)
Agreement on the Resolution of the Conflict in the Republic of South Sudan	Establishes the structure of a Transitional government of National Unity and outlines actions to be taken by signatories. Article 1.7.3 prohibits the recruitment and use of child soldiers by armed forces or militias. Article 1.10 requires warring parties to immediately and unconditionally release all child soldiers under their command or influence. (65) Although the release of some child soldiers occurred in 2015, evidence suggests that the signatories have continued to recruit or re-recruit children. (7)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
UNICEF Country Program (2016–2018)	\$115.4 million UNICEF-funded program implemented by the government that aims to develop child protection systems, with an emphasis on birth registration; develop a child-sensitive justice system; provide basic social services to conflict-affected children and communities (including demobilized children); and provide return, reintegration, and resettlement services for children affected by armed conflict. (36)
Children, Not Soldiers Campaign	Ministry of Defense program to raise public and SPLA awareness of child protection principles, and to hold perpetrators accountable for recruiting child soldiers. Also aims to end the recruitment and use of children in armed conflict. (64)
Emergency Education Program (2014 – 2017)	\$3 million USAID-funded program implemented by UNICEF that supports children at risk for being recruited into armed groups. Monitors child recruitment in and around schools through work documenting attacks on schools; provides psychological first aid and child protection activities; and allows re-integration for children who were associated with armed groups back into learning opportunities, especially through Alternative Learning Programs. (66) In 2017, provided psychosocial support and other services to an unknown number of former child soldiers.
Interim Care Center	State Ministry of Education, Gender, and Social Welfare-administered, UNICEF-funded center in Yambio that provides temporary housing to released child soldiers, as well as children and mothers rescued from the Lord's Resistance Army. This center requires improved fencing, access to water, a generator, and training for staff on child protection case management to better care for released children. (7; 32)

Although South Sudan has programs that target child labor, the scope of these programs is insufficient to fully address the scope or extent of the problem, including in commercial sexual exploitation and child soldiering. The reintegration and rehabilitation services provided to child soldiers are insufficient to meet the existing needs. (2; 15; 6; 7)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in South Sudan (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Complete ratification of the UN CRC Optional Protocol on Armed Conflict and UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography by delivering the necessary documents to the UN.	2013 – 2017
	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Ensure that the compulsory education age is consistent with the minimum age for work.	2013 – 2017
	Amend Article 12(2) of the Labour Act to clarify that the worst forms of child labor are prohibited for all children under 18 years of age.	2017
	Draft and finalize implementing regulations for the Labour Act that provide a list of hazardous work for children, the number of hours and conditions for light work, and the exceptions under which 16 year old children may perform hazardous work.	2017
Enforcement	Ensure that the Child Act's minimum age of 18 years for voluntary military recruitment is enforced by ending all recruitment and use of children under age 18 by the SPLA, the SPLA-IO, or associated militias.	2012 – 2017
	Cease all military use of schools and school compounds.	2015 – 2017
	Increase the number of labor inspectors to meet the ILO's technical advice.	2016 – 2017
	Provide sufficient human and financial resources and train personnel for effective inspection and enforcement efforts.	2012 – 2017
	Ensure that prosecutors and law enforcement officials are familiar with the prohibitions on the worst forms of child labor in the Child Act and the Labour Act and are trained in implementing all laws related to child labor.	2012 – 2017
	Institutionalize training for labor inspectors and criminal law enforcement personnel, as well as new employees.	2012 – 2017
	Strengthen the Inspectorate's role to include investigating worksites (onsite), conducting unannounced inspections, and initiating targeted inspections based on analysis of data related to high-risk sectors and patterns of serious incidents.	2015 – 2017
Establish a mechanism to receive child labor complaints.	2015 – 2017	

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**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Establish referral mechanisms for labor inspectors, criminal law enforcers, and social services providers to facilitate effective enforcement of labor and criminal laws and to implement social programs that address child labor issues.	2014 – 2017
	Prosecute perpetrators of child labor violations, including government officials.	2015 – 2017
	Track and make publicly accessible information on investigations, citations, penalties, prosecutions, and convictions for crimes involving child labor, including its worst forms.	2012 – 2017
	Investigate, prosecute, and punish with adequate penalties that constitute an effective deterrent to officers in all former warring parties responsible for the recruitment or use of children in armed conflict.	2013 – 2017
	Pending investigations, suspend from their positions any commanders who are credibly alleged to have recruited and used child soldiers or who have allowed soldiers to occupy schools.	2013 – 2017
Coordination	Ensure that the National Steering Committee on Child Labor convenes and is able to coordinate activities to combat child labor.	2013 – 2017
Government Policies	Ensure that policies, such as the Joint Action Plan to Prevent the Use of Child Soldiers, Article 1.10 of the Agreement on the Resolution of the Conflict in South Sudan, and the MOL's Policy Framework and Strategic Plan, are implemented.	2012 – 2017
Social Programs	Strengthen efforts to lessen the potential impact of food insecurity and the high cost of living on the ability of rural populations to educate children.	2012 – 2017
	Improve access to education by addressing the lack of school infrastructure in rural areas and registering all children at birth.	2012 – 2017
	Ensure that children complete their primary education by subsidizing or covering the cost of school uniforms and teachers' salaries.	2014 – 2017
	Resume paying teacher salaries in areas that have been under the control of opposition forces during the conflict.	2014 – 2017
	Conduct a national child labor survey, including research to determine the activities carried out by children, to inform policies and social programs.	2013 – 2017
	Cooperate with child protection agencies, pursuant to Article 1.10 of the Agreement on the Resolution of the Conflict in South Sudan, to disarm and immediately release children in armed forces and aligned militias, and transfer them to appropriate civilian rehabilitation and reintegration programs that include education and vocational training, as well as necessary counseling. Ensure that the rehabilitation services provided to child soldiers are sufficient.	2014 – 2017
	Improve the security, water access, and training for staff at the Interim Care Center for former child soldiers in Yambio.	2017
	Increase the scope of social programs to reach more children at risk of child labor, including in commercial sexual exploitation and child soldiering.	2012 – 2017

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# Sri Lanka

## MODERATE ADVANCEMENT

In 2017, Sri Lanka made a moderate advancement in efforts to eliminate the worst forms of child labor. The government published the 2016 Child Activity Survey, launched the National Policy on Elimination of Child Labor in Sri Lanka, and drafted a revised list of hazardous work prohibited for children. In addition, the number of labor inspectors in Sri Lanka is now sufficient for the size of the workforce. Although the government made meaningful efforts in all relevant areas during the reporting period, the law related to the minimum age for work does not meet international standards. However, children in Sri Lanka engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in domestic work. The hazardous work list is not comprehensive because it does not include domestic work. Children also face barriers to education, including lack of transportation and inadequate number of teachers.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in domestic work. (1; 2; 3; 4) In 2017, the government published the 2016 Child Activity Survey. (5) However, the definition of child labor used in the survey does not align with international standards. For example, 5-11 year olds working less than 15 hours per week and 12-14 year olds working less than 25 hours per week in agriculture are not counted as child laborers. In addition, terms such as “contributing family worker” and “related person” are unclear. These issues may have led to an underestimation of the population of children in child labor in the Child Activity Survey. Table 1 provides key indicators on children’s work and education in Sri Lanka.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	0.8 (28,515)
Attending School (%)	5 to 14	98.0
Combining Work and School (%)	7 to 14	0.9
Primary Completion Rate (%)		100.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (6)

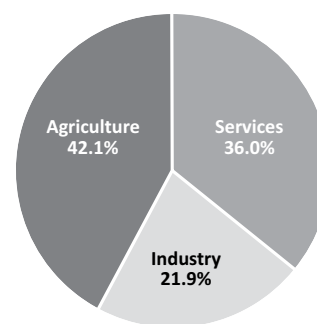
Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Child Activity Survey, 2016. (7)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (5; 8)
	Fishing, including deep sea fishing, processing fish, and selling fish (5; 8; 9; 10)
	Forestry, activities unknown (4)
	Animal husbandry (4; 5; 10)
Industry	Manufacturing, textiles and garments (1; 4; 5)
	Mining,† including gem mining (4; 5; 11)
	Construction, activities unknown (4; 5; 12)
	Food processing, sorting, drying, and packaging food (10)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work (5; 13)
	Transportation, carrying and handling goods (5)
	Vending, in stores and on the streets, and begging (5; 9)
	Work in hotels, restaurants, and offices (4; 5; 12)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 14; 15)
	Forced labor in domestic work, sometimes as a result of human trafficking (2)
	Use in illicit activities, including drug trafficking (4)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




There are reports of children from tea estates being trafficked internally to perform domestic work in Colombo; their payments are withheld and their movements are restricted. (2) Children, predominantly boys, are also forced into commercial sexual exploitation in coastal areas as part of the sex tourism industry. (2; 15)

Though the government provides free education to all school children, some children in rural areas face barriers to accessing education, including difficulties traveling to school in some regions, lack of sanitation and clean water in schools, and an inadequate number of teachers. (4; 16; 17)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Sri Lanka has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Sri Lanka’s legal framework to adequately protect children from child labor, including with protections for children engaged in domestic work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Sections 7, 9, 13 and 34 of the Employment of Women, Young Persons, and Children Act (18)
Minimum Age for Hazardous Work	Yes	18	Section 20A of the Employment of Women, Young Persons, and Children Act (18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Occupations Regulation No. 47 (18; 19)
Prohibition of Forced Labor	Yes		Sections 358A, 360C, 360A(2), and 360A(4) of the Penal Code (20)
Prohibition of Child Trafficking	Yes		Sections 360C, 360A(2), and 360A(4) of the Penal Code (20)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 286A, 360B, 360A(2), and 360A(4) of the Penal Code (20)
Prohibition of Using Children in Illicit Activities	Yes		Sections 288, 288A, 288B, and 360C of the Penal Code (20)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Sections 20A and 31 of the Employment of Women, Young Persons, and Children Act; Section 2(xviii) of the Hazardous Occupations Regulation No. 47 (18; 19)
Non-state	Yes	18	358(1)(d) of the Penal Code; Sections 20A and 31 of the Employment of Women, Young Persons, and Children Act; Section 2(xviii) of the Hazardous Occupations Regulation No. 47 (18; 19; 20)
Compulsory Education Age	Yes	16	Section 43 of the Education Ordinance; Compulsory Attendance of Children at Schools Regulation (21; 22)
Free Public Education	Yes		Section 47 of the Education Ordinance (21)

\* No conscription (23)

The hazardous work list is not comprehensive because it does not include domestic work, for which there is evidence that children are subject to abuse. (2) However, the government is considering including domestic work in a revised hazardous work list. (4) This revised list of hazardous work prohibited for children was drafted in 2017, but the government has not yet finalized the regulation. (24) In November 2017, at the IV Global Conference on the Sustained Eradication of Child Labor, the government pledged to raise the minimum age for employment to 16 before the end of 2018 and eradicate the worst forms of child labor by 2022. (4)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5). However, gaps exist within the Department of Labor of the Ministry of Labor, Trade Union Relations and Sabaragamuwa Development (MLTRS) that may hinder adequate child labor enforcement.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor, Ministry of Labor, Trade Union Relations and Sabaragamuwa Development (MLTRS)	Enforce child labor laws and receive public complaints of child labor filed in national and district-level offices. Refer cases involving the worst forms of child labor to the police and National Child Protection Authority (NCPA). (17) Conduct special investigations in relation to child labor through the Women and Children's Affairs Division. (25)
Children and Women's Bureau of the Sri Lankan Police (CWBSLP)	Enforce laws on child labor, child trafficking, commercial sexual exploitation of children, and the use of children in illicit activities. (17)
NCPA Special Police Investigation Unit	Inspect premises, interrogate people, and seize property suspected to be involved with child abuse, including unlawful child labor. (26; 27)
Department of Probation and Child Care Services	Coordinate services for child victims of forced labor, human trafficking, and commercial sexual exploitation who have been by the police and the court. Refer children to centers that provide shelter, medical and legal services, psychological counseling, and life and vocational skills training. (17; 28)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Sri Lanka took actions to combat child labor, including its worst forms (Table 6). However, gaps exist within the Department of Labor's MLTRS that may hinder adequate child labor enforcement, including the Inspectorate's authority to assess penalties.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	391 (17)	524 (4)
Inspectorate Authorized to Assess Penalties	No (17)	No (4)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (4)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Unknown	Yes (4)
Number of Labor Inspections Conducted	24,778 <sup>†</sup> (17)	49,907 (4)
Number Conducted at Worksites	Unknown	Unknown (4)
Number of Child Labor Violations Found	Unknown	7 (10)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	3 (10)
Number of Child Labor Penalties Imposed That were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (29)	Yes (4)
Routine Inspections Targeted	Yes (29)	Yes (4)
Unannounced Inspections Permitted	Yes (18)	Yes (4)
Unannounced Inspections Conducted	Yes (17)	Yes (4)
Complaint Mechanism Exists	Yes (4)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (4)	Yes (4)

<sup>†</sup> Data are from January 2016 to September 2016.

In 2017, the government of Sri Lanka recruited 179 new labor inspectors who are trained on all aspects of labor laws, including those on child labor. The government completed 250 inspections in sectors vulnerable to hazardous child labor but did not find children working in the selected establishments. (4)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Sri Lanka took actions to combat the worst forms of child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Unknown	Unknown
Number of Investigations	147 (17)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	3 (17)	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (30)	Yes (30)

The Children and Women's Bureau of the Sri Lankan Police (CWBSLP) monitors and works closely with Children and Women's Bureau desks operated in each of the 488 police stations in the country. (27) In addition, the CWBSLP supervises the National Child Protection Authority (NCPA) Special Police Investigating Unit, which has approximately 40 police officers who investigate complaints involving children, including child labor. (10) The agency also has approximately 300 child protection officers based in the districts who are tasked with preventing child exploitation and victim protection. (4; 17)

In 2017, a former member of the non-state armed group Liberation Tigers of Tamil Eelam was sentenced to life imprisonment for recruiting a child into the group during the past armed conflict. (31)



### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on Child Labor	Coordinate efforts to eliminate child labor, including the National Policy on Elimination of Child Labor in Sri Lanka, the government's key policy document for the elimination of the worst forms of child labor. Chaired by the Secretary of the MLTRS, includes representatives from key government agencies, employer and workers' organizations, ILO, UNICEF, and NGOs. (4; 32)
National Child Protection Authority (NCPA)	Coordinate and monitor activities related to the protection of children, including activities to combat the worst forms of child labor. Consult with the relevant government ministries, local governments, employers, and NGOs, and recommend policies and actions to prevent and protect children from abuse and exploitation. (33) Research was unable to determine whether this coordinating body was active during the reporting period.
National Anti-Trafficking Task Force	Coordinate interagency efforts to address all human trafficking issues, including commercial sexual exploitation and forced labor. Led by the Ministry of Justice and includes representatives from a range of government agencies, including the Ministry of Social Services, Ministry of Women and Child Affairs, Labor Secretariat, NCPA, Department of Probation and Child Care, Police Criminal Division, and Bureau for the Prevention of Abuse to Women and Children. (34; 35) Research was unable to determine whether this coordinating body was active during the reporting period.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that may hinder efforts to address child labor, including explicitly integrating child labor elimination and prevention strategies into existing education policies.

**Table 9. Key Policies Related to Child Labor‡**

Policy	Description
National Policy on Elimination of Child Labor in Sri Lanka	Aims to mainstream child labor issues into national development policies, increase the minimum age for employment, promote the implementation of hazardous work regulations, strengthen capacity to enforce child labor laws, and maintain a complaint procedure. The MLTRS is responsible for the implementation, monitoring, and reporting of the policy. (32) Policy was approved in 2016 but officially launched in 2017. (4; 24)
Let's Protect Children†	Presidential Secretariat program that seeks to monitor child protection policies implemented by the Ministries of Education, Health, and Labor. Aims to ensure child safety and physical and psycho-social development. (10)
National Strategic Plan to Monitor and Combat Human Trafficking (2015–2019)	Seeks to combat human trafficking by raising stakeholder awareness, improving victim protection services, increasing prosecution of human trafficking cases, and conducting research and data collection. Seeks also to improve coordination among the Anti-Trafficking Task Force members. (35; 36) During the reporting period, established new anti-trafficking units and created a special police division for the protection of witnesses and victims of all crimes. (37)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (4; 30; 38; 39; 10)

The National Education Sector Development Framework and Program (2013–2017), which seeks to improve children's access to the school system, does not explicitly include child labor elimination and prevention strategies. (17; 40)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with adequately removing barriers to education for children in rural areas.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Child Labor-Free Zone by 2016†	Local government initiatives that seek to eliminate child labor through the identification of children engaged in child labor, a rehabilitation program, assistance to families of children at risk of engaging in child labor, and an awareness-raising campaign. Operated by the district secretariats, with assistance from the MLTRS, and with technical and financial support from the ILO. Initiative continued in 2017. (4; 41)
'1929' Childline Sri Lanka†	NCPA-funded and operated 24-hour toll-free emergency telephone service for vulnerable and abused children. Connects children in need of help to direct assistance and rehabilitation services. (42) From January to July 2017, the Childline received 102 child labor complaints. (43)
Shelter for Victims of Human Trafficking	Ministry of Women and Child Affairs shelter provides children and female victims of human trafficking with safe shelter and access to medical, psychological, and legal assistance. (30; 34) The Ministry continued to operate the shelter during the reporting period. (37)
Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)	USDOL-funded capacity-building project implemented by the ILO in 11 countries to build local and national capacity of governments to address child labor. In 2017, conducted a legal review of laws pertaining to child labor in domestic work and provided analysis to the MLTRS. Also, worked with the ILO to finalize the Rapid Assessment of Commercial Sexual Exploitation of Children. (24) Additional information is available at the USDOL website.
Decent Work Country Program (2013–2017)	ILO technical assistance project detailing the policies, strategies, and results required to make progress toward the goal of decent work for all. Includes four strategies to reduce the worst forms of child labor: (a) build capacity to mainstream worst forms of child labor into sectorial plans and programs, (b) adopt an integrated area-based approach, (c) strengthen institutional mechanisms for coordination and monitoring, and (d) develop knowledge base to track progress. (44)

† Program is funded by the Government of Sri Lanka.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Sri Lanka (Table 11).

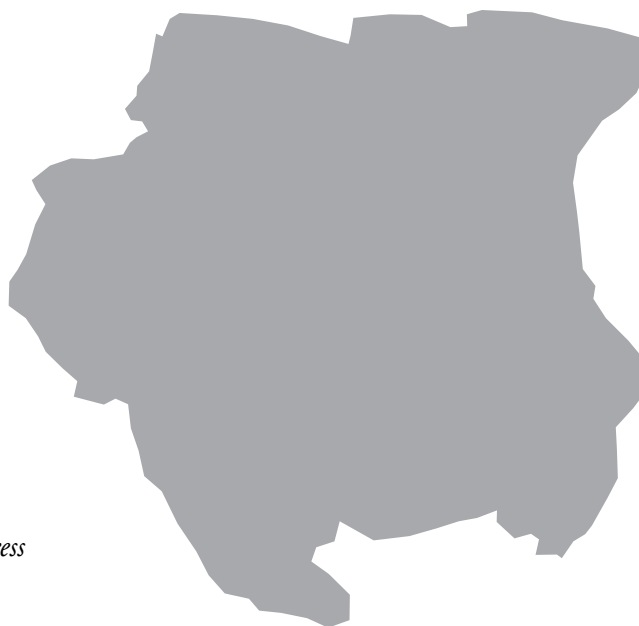
**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the hazardous occupations and activities prohibited to children are comprehensive, including domestic work.	2017
Enforcement	Publish information on labor law enforcement, including on inspectorate funding.	2014 – 2017
	Collect and publish information on criminal law enforcement actions, including on training for investigators, the number of investigations, violations found, prosecutions initiated, and convictions related to the worst forms of child labor.	2014 – 2017
	Authorize the Labor Inspectorate to assess penalties for labor law violations.	2015 – 2017
	Determine whether the number of inspections per labor inspector is appropriate to ensure the quality and scope of inspections.	2017
	Provide additional funding for the CWBSLP and the NCPA to adequately investigate forced labor, child trafficking, and the commercial sexual exploitation of children.	2011 – 2017
Coordination	Publish information about activities undertaken by coordinating bodies.	2017
Government Policies	Ensure that child labor elimination and prevention strategies are explicitly integrated into existing education policies.	2014 – 2017
Social Programs	Eliminate barriers to education, including difficulties with transportation to schools, lack of sanitation and clean water in rural schools, and an inadequate number of teachers.	2012 – 2017
	Ensure that the definition of child labor used in the NCLS report clearly aligns with international standards.	2017

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*In 2017, Suriname made a minimal advancement in efforts to eliminate the worst forms of child labor. The government reinstated the Child Protection Network and conducted a National Child Labor Survey. However, children in Suriname engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in mining. The compulsory education age does not reach the minimum age for employment, leaving some children more vulnerable to labor exploitation. The Ministry of Labor does not target risk-prone sectors, such as mining and agriculture, for inspection. The government does not have formal mechanisms to refer victims of child labor, forced labor, and human trafficking identified by labor or criminal law enforcement authorities to the appropriate social services, and existing social programs are insufficient to address the problem.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Suriname engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in mining. (1; 2; 3; 4; 5; 6) Table 1 provides key indicators on children's work and education in Suriname.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	6.4 (6,671)
Attending School (%)	5 to 14	95.8
Combining Work and School (%)	7 to 14	6.6
Primary Completion Rate (%)		91.9

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting crops, applying pesticides, † carrying heavy loads † (4) Fishing and forestry (3)
Industry	Mining, particularly gold mining (2; 3; 5; 4) Construction, † including carrying heavy loads † (4)
Services	Street work, including vending (9; 4) Domestic work (3)
Categorical Worst Forms of Child Labor ‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1; 2; 3; 6; 4)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in Suriname, mostly boys, work in small-scale gold mines carrying heavy loads. These children risk exposure to mercury and cyanide, excessive noise, extreme heat, and collapsing sand walls. (2; 5; 4) Children, including children from Guyana, are subjected to commercial sexual exploitation in Suriname, sometimes as a result of human trafficking, including in informal mining camps in the country's remote interior. (3; 9; 6; 4)

# Suriname




## MINIMAL ADVANCEMENT

Although Suriname's net attendance ratio for primary school is 95 percent, it is only 59 percent for secondary school, and research indicates that secondary school attendance in the interior is as low as 21 percent. Children from low-income households, particularly in the interior, face difficulties accessing education due to long distances to schools, transportation costs, and school fees. (10; 2; 11; 4; 12)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Suriname has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Suriname's legal framework to adequately protect children from child labor, including the compulsory education age being below the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 17 of the Labor Code (13)
Minimum Age for Hazardous Work	Yes	18	Articles 18 and 20 of the Labor Code (13)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 2–3 of the Decree on Hazardous Labor; Articles 20–21 of the Labor Code (13; 14)
Prohibition of Forced Labor	Yes		Article 15 of the Constitution; Article 334 of the Penal Code (15; 16)
Prohibition of Child Trafficking	Yes		Articles 307 and 334 of the Penal Code (16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 293, 303, and 306 of the Penal Code (16)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 9 of the Legal Status of Military Personnel Act (17; 18)
Non-state	No		
Compulsory Education Age	No	12	Article 39 of the Constitution; Article 20 of the Law on Basic Education (19; 15; 20)
Free Public Education	Yes		Articles 38–39 of the Constitution (15)

\* No conscription (24)

Article 20 of the Law on Basic Education requires children to attend school until they are at least age 12. (20) This leaves children between ages 12 and 14 particularly vulnerable to the worst forms of child labor, because they are no longer required to attend school but are not yet legally permitted to work. The Constitution guarantees free public education for all citizens and the



September 2014 amendment to the Citizenship and Residency Law granted citizenship to children born in Suriname of foreign born parents. Sources indicate, however, that a small number of children born in Suriname to foreign parents before September 2014 remain ineligible to receive citizenship and free public education. (2; 15; 21)

The Penal Code establishes penalties for the production and trafficking of drugs, but it does not appear to specifically prohibit the use, procuring, and offering of a child in the production and trafficking of drugs. (16)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce laws related to child labor. (4)
Police	Enforce criminal laws related to child labor. (4) Includes the Youth Affairs Police, which covers law enforcement involving children under age 18 and is jointly responsible for child labor-related crimes. (22) In addition, includes the Police Trafficking in Persons Unit, which investigates reports and allegations of human trafficking and forced sexual exploitation nationwide, including cases involving children. (19)
Prosecutor's Office	Investigate and prosecute human trafficking cases. (23)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Suriname took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor that may hinder adequate labor law enforcement, including targeted inspection of risk-prone sectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (10)	Unknown (4)
Number of Labor Inspectors	73 (10)	73 (4)
Inspectorate Authorized to Assess Penalties	Yes (10)	Yes (4)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (10)	Yes (4)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Yes (10)	Yes (4)
Number of Labor Inspections Conducted	Unknown* (10)	Unknown (4)
Number Conducted at Worksites	Unknown* (10)	0 (4)
Number of Child Labor Violations Found	Unknown* (10)	0 (4)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (10)	N/A (4)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (10)	N/A (4)
Routine Inspections Conducted	Yes (10)	Yes (4)
Routine Inspections Targeted	No (10)	Unknown
Unannounced Inspections Permitted	Yes (10)	Yes (4)
Unannounced Inspections Conducted	Yes (10)	Yes (4)
Complaint Mechanism Exists	Yes (10)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (10)	No (4)

\* The government does not publish this information.

The government does not collect or publish data on child labor inspections and violations. Labor inspections are mainly conducted near coastal areas and the Ministry of Labor noted that there are insufficient labor inspectors to provide adequate coverage to ensure the enforcement of labor laws, particularly in mining and agricultural areas, fisheries, and the country's interior. (10; 24; 25; 4; 2)

# Suriname

## MINIMAL ADVANCEMENT

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Suriname took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including lacking a referral mechanism.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (10)	Yes (4)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (10)	N/A (4)
Refresher Courses Provided	Yes (10)	Yes (4)
Number of Investigations	4 (26)	4 (4)
Number of Violations Found	2 (26)	3 (4)
Number of Prosecutions Initiated	1 (26)	8 (4)
Number of Convictions	2 (26)	2 (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (10)	No (4)

In 2017, the Police Trafficking in Persons Unit initiated 4 new investigations involving the commercial sexual exploitation of 5 children and referred 3 human trafficking cases, involving 4 child victims, for prosecution. During the year, the Prosecutor's Office initiated prosecutions of eight individuals in two human trafficking cases and achieved convictions against two individuals for the commercial sexual exploitation of a child. (4)

The number of investigators is inadequate to respond to human trafficking cases and, according to the Prosecutor's Office, investigations are initiated only as a result of complaints filed and are limited by a lack of resources, especially for travel to the interior of the country. (10; 27; 28; 29; 4) Law enforcement efforts are also limited by the lack of formal processes for victim referrals. When the Youth Affairs Police find children working on the street, these children are sometimes registered and sent home without referrals to any relevant services. (19; 29; 4)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

Although the government has established a coordination mechanism on human trafficking, research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Anti-Trafficking Working Group	Coordinate the government's anti-human trafficking efforts. (22; 19) Provide care to victims of human trafficking through government-supported NGOs. (19; 30) Comprises nine government agencies. (4) Includes organizations that target the worst forms of child labor, such as the commercial sexual exploitation of children. (22; 19)
Child Protection Network	Reinstated in 2017 to prevent child abuse, neglect, and exploitation. Led by the Ministry of Social Affairs and includes the Ministry of Foreign Affairs, Ministry of Justice, Police, Office of the First Lady, National Assembly, and NGO stakeholders, as well as support from UNICEF. (4)

## VI. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including the implementation of the Roadmap to Combat Human Trafficking.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Roadmap to Combat Human Trafficking in Suriname (2014–2018)	Outlines a policy to combat human trafficking through 2018. (28)

Research found no evidence that the Roadmap to Combat Human Trafficking in Suriname has been implemented. (23; 24; 31; 4) The government plans to implement a National Action Plan on the Elimination of Child Labor based on the results of the 2017 National Child Labor Survey. (32)

## V. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including services for child victims of human trafficking and commercial sexual exploitation.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Country-Level Engagement and Assistance to Reduce Child Labor (CLEAR) (2013–2017)	USDOL-funded capacity-building project implemented by the ILO in 11 countries to build local and national capacity of governments to address child labor. In Suriname, aims to improve monitoring and enforcement of laws and policies related to child labor and implement a National Action Plan on the elimination of child labor. (32) In 2017, supported a national child labor survey. (4) For additional information, please visit our website.
Regional Initiative School to Work Transition Program	Regional Initiative Latin America and the Caribbean Free of Child Labor program with support from the Cooperation Agency of Brazil and the ILO to assist Caribbean countries, including Suriname, to improve youth transition from school to work. In February 2017, held a workshop on apprenticeships in Suriname. (4; 33)
Child and Youth Hotline†	Government-run hotline that provides confidential advice to children in need, including victims of the worst forms of child labor. (28) Receives approximately 80 calls per day. (27)
Anti-Trafficking Hotline†	Government-sponsored hotline through which citizens can provide information to the police about human trafficking cases. (28)
Human Trafficking Awareness Program†	Government-funded anti-human trafficking awareness campaign for press, radio, television, Internet, and social media. (19; 23; 20; 30)
Second Basic Education Improvement Program (2015–2040)	\$20 million IDB-funded, 25-year loan implemented by the Ministry of Education to develop curriculums and textbooks, provide teacher training, renovate classrooms, build housing for teachers in the interior, and build a center for teacher training and professional development. Aims to benefit 90,000 students and 6,500 teachers. (23; 34)

† Program is funded by the Government of Suriname.

The government continues to support initiatives to eradicate child labor, but existing social programs are insufficient to fully address the problem. In particular, Suriname lacks programs to assist child victims of human trafficking and commercial sexual exploitation, as well as children who work in mining and agriculture. (4; 12)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Suriname (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the use, procuring, and offering of a child for illicit activities, including in the production and trafficking of drugs.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
	Increase the compulsory education age to at least age 14, the minimum age for work.	2009 – 2017
	Ensure that all children, including children of foreign-born parents, have access to free public education.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information on labor law enforcement efforts publicly available, including the Labor Inspectorate's funding levels, as well as the number of annual labor inspections conducted.	2012 – 2017
	Strengthen the labor inspectorate by initiating targeted inspections based on the analysis of data related to risk-prone sectors and patterns of serious incidents, such as in fisheries and the interior of the country, particularly in mining and agricultural areas in which child labor is likely to occur.	2015 – 2017
	Allocate sufficient funding to ensure that criminal law enforcement officers have the resources necessary to conduct investigations, particularly in the interior of the country and informal mining areas.	2014 – 2017
	Create a formal mechanism to refer victims of child labor, forced labor, and human trafficking identified by labor or criminal law enforcement authorities to the appropriate social services.	2010 – 2017
Coordination	Establish coordinating mechanisms to combat child labor.	2015 – 2017
Government Policies	Develop and implement a National Action Plan on the elimination of child labor.	2015 – 2017
	Strengthen efforts to prevent and eradicate the trafficking of children, including for commercial sexual exploitation, by implementing the Roadmap to Combat Human Trafficking in Suriname (2014–2018).	2015 – 2017
Social Programs	Develop social programs to prevent and eradicate child labor in agriculture and mining and to improve secondary school attendance, particularly in the interior.	2015 – 2017
	Strengthen social services and shelters to assist child victims of commercial sexual exploitation and human trafficking.	2014 – 2017

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In 2017, the United Republic of Tanzania made a minimal advancement to eliminate the worst forms of child labor. The government published regulations to define hazardous work for children in several sectors and, for the first time, explicitly prohibited hazardous tasks for children in the fishing industry. Despite these initiatives to address child labor, Tanzania is receiving this assessment because it continued to implement a policy and practice that delayed advancement in eliminating the worst forms of child labor. Since 1984, the government has regulated access to secondary education through the Primary School Leaving Exam. Students who do not pass the exam do not have an opportunity to re-take the exam, and must drop out of public school, preventing them from continuing their education. Students in Mainland Tanzania and Zanzibar complete primary education at the average age of 14. Children in Zanzibar who do not pass the exam can find themselves both out of formal education but still below the minimum age for work, which is age 15, leaving such children at increased risk of child labor. Although the government has expressed its intention to phase out the National exam by 2021, it has yet to initiate efforts or make preparations to do so. The government also explicitly supports the routine expulsion of pregnant students from public schools, making them more vulnerable to the worst forms of child labor. Children in Tanzania engage in the worst forms of child labor, including in mining, quarrying, and domestic work. Other gaps remain in the legal framework, including protections for child engagement in illicit activities and domestic work.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tanzania engage in the worst forms of child labor, including in mining, quarrying, and domestic work. (1; 2; 3; 4; 5; 6) Children also perform dangerous tasks in agriculture. (5) Table 1 provides key indicators on children's work and education in Mainland Tanzania.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	29.3 (3,573,467)
Attending School (%)	5 to 14	74.3
Combining Work and School (%)	7 to 14	24.6
Primary Completion Rate (%)		72.4

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (7)

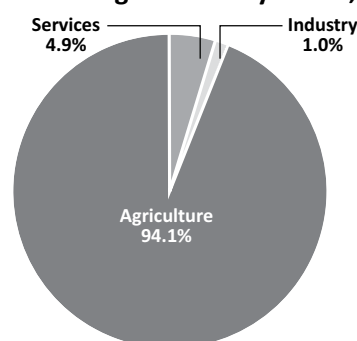
Source for all other data: Tanzania National Child Labour Survey (NCLS), 2014. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Plowing, weeding, harvesting, and processing crops including coffee, sisal, tea, tobacco, and cloves (1; 3; 4; 8; 9; 10)
	Seaweed farming (1; 11)
	Production of sugarcane† (4)
	Livestock herding, including tending cattle (3; 6; 12)
	Fishing, † including for Nile perch (13; 5; 8; 11; 14; 6; 12)
Industry	Quarrying† stone and breaking rocks to produce gravel (1; 3; 4; 13; 5; 12)
	Mining, † including gold and tanzanite, and using mercury (3; 4; 13; 5; 8; 11; 15; 16; 17; 18) (19; 20; 21; 22)

**Figure 1. Working Children by Sector, Ages 5-14**





# Tanzania

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY AND PRACTICE THAT DELAYED ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Manufacturing,† activities unknown (4; 8; 11)
	Construction,† including digging, drilling, carrying bricks,† bricklaying, and assisting masons (3; 4; 11; 23)
Services	Domestic work,† including child care,† cooking, and washing† (3; 5; 24; 25; 26; 6; 12)
	Garbage collecting† (8)
	Street work, including vending,† shoe shining, small business, and scavenging† (3; 8)
	Work as barmaids† (27)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking or work in the tourism industry (3; 8; 11; 28; 6; 12)
	Forced begging (6)
	Forced labor in domestic work, agriculture, mining, fishing, commercial trading, quarrying, shining shoes, pushing carts, and working in factories and bars, each sometimes as a result of human trafficking (28; 29; 30; 31; 6; 12)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The United Republic of Tanzania consists of Mainland Tanzania and the semi-autonomous Zanzibar archipelago. Mainland Tanzania and Zanzibar have separate laws and regulations governing child labor and are presented separately when information differs between them.

Tanzania is a source, transit, and destination country for child trafficking for forced labor and commercial sexual exploitation. Child trafficking is often facilitated by victims’ family members, friends, or intermediaries promising assistance or employment. (29; 31; 32; 6; 12) Girls are often trafficked for domestic servitude or commercial sexual exploitation, including along the Kenya border and in tourist areas. (29; 30; 6) Although most children are trafficked internally, children from Burundi and Rwanda are also trafficked to Tanzania for involuntary servitude. (33) Impoverished rural children and those orphaned by HIV/AIDS are particularly vulnerable. (32; 34; 6; 12)




Children working in mining are exposed to many hazards such as mercury poisoning and entrapment when tunnels collapse, especially in smaller unlicensed operations. (35; 22; 21)

Despite a recent policy shift to institute tuition-free primary education, families must still pay for books, uniforms, and school lunches, at costs that are prohibitive to some families. (36; 37; 38; 39) Barriers to education such as these can reduce children’s access to school and increase their vulnerability of child labor.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Tanzania has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY AND PRACTICE THAT DELAYED ADVANCEMENT

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Tanzania's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work, access to public education, compulsory education age and the prohibition of using children in illicit activities.

**Table 4. Laws and Regulations on Child Labor**

Standard	Related Entity	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Mainland	No	14	Article 5 of the Employment and Labor Relations Act; Article 77 of the Law of the Child Act (40; 41)
	Zanzibar	No	15	Article 6 of the Zanzibar Employment Act; Articles 2 and 98 of the Zanzibar Children's Act (42; 43)
Minimum Age for Hazardous Work	Mainland	Yes	18	Article 5 of the Employment and Labor Relations Act; Article 82 of the Law of the Child Act (40; 41)
	Zanzibar	Yes	18	Articles 8–9 of the Zanzibar Employment Act; Article 100 of the Zanzibar Children's Act (42; 43)
Identification of Hazardous Occupations or Activities Prohibited for Children	Mainland	Yes		Article 5 and First Schedule of Regulations of the Employment and Labor Relations Act; Article 82 of the Law of the Child Act; List of Hazardous Child Labor (4; 40; 41; 35)
	Zanzibar	Yes		Articles 8–9 of the Zanzibar Employment Act; Article 100 of the Zanzibar Children's Act (42; 43)
Prohibition of Forced Labor	Mainland	Yes		Article 25 of the Constitution; Article 80 of the Law of the Child Act; Article 6 of the Employment and Labor Relations Act; Article 4 of the Anti-Trafficking in Persons Act (40; 41; 44; 45)
	Zanzibar	Yes		Article 7 of the Zanzibar Employment Act; Article 102 of the Zanzibar Children's Act (42; 43)
Prohibition of Child Trafficking	Mainland	Yes		Article 4 of the Anti-Trafficking in Persons Act (45)
	Zanzibar	Yes		Articles 6–7 of the Zanzibar Employment Act; Article 106 of the Zanzibar Children's Act (42; 43)
Prohibition of Commercial Sexual Exploitation of Children	Mainland	Yes		Article 138.2.b of the Sexual Offences Special Provisions Act; Article 4 of the Anti-Trafficking in Persons Act (45; 46)
	Zanzibar	Yes		Article 155 of the Penal Code of Zanzibar; Article 110 of the Zanzibar Children's Act (42; 47)
Prohibition of Using Children in Illicit Activities	Mainland	No		
	Zanzibar	Yes		Article 7.2.c of the Zanzibar Employment Act (43)
Prohibition of Military Recruitment				
State Compulsory		N/A*		
State Voluntary		Yes	18	Article 29 of the National Defense Act (48)
Non-state		No		
Compulsory Education Age	Mainland	No	14‡	Article 35 of the National Education Act (36)
	Zanzibar	No	13	
Free Public Education		No		

\* No conscription (48)

‡ Age calculated based on available information (36)

Mainland Tanzania and Zanzibar's non-union matters are governed by distinct territorial jurisdictional laws, leaving each territory to determine its own child labor laws. (1; 44) The minimum age for work laws in Mainland Tanzania and Zanzibar do not meet international standards because they do not extend to all working children, including children engaged in domestic work. (40; 42; 43) In 2017, Mainland Tanzania published regulations for the Employment and Labor Relations Act that defined hazardous work for children in many sectors. For the first time, the government explicitly prohibited hazardous tasks for children in the fishing industry. (49; 35) However, Mainland Tanzania's hazardous work list for children does not specify weeding and processing as activities that are dangerous agricultural tasks in the production of tobacco, cloves, coffee, sisal, and tea. (4; 40; 41; 42; 43; 35) Zanzibar does not have a hazardous work list, and research could not determine that the new regulations on hazardous work from Mainland Tanzania are applicable to Zanzibar. (49) In addition, Mainland Tanzania does not clearly provide penalties for using

# Tanzania

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY AND PRACTICE THAT DELAYED ADVANCEMENT

children for illicit activities, including in the production and trafficking of drugs. Zanzibar prohibits the use of children for illicit activities, including the production and trafficking of drugs. (42; 43)

Tanzania does not have a law requiring free public education, but it does have an education policy that allows children to attend primary school without paying tuition fees. The government regulates access to secondary education through the Primary School Leaving Exam; students who do not pass the exam do not have an opportunity to re-take the exam and must drop out of public school. (50) The compulsory education age for children in Mainland Tanzania is 14 but in Zanzibar is 13. (51) However, while children in Mainland Tanzania may begin work at 14, children in Zanzibar cannot work until the age of 15. As a result, children who do not pass the exam can find themselves both out of formal education in government schools and still below the minimum age for work, leaving them at increased risk of child labor. (50; 52) Although the government has expressed its intention to phase out the exam by 2021, it has yet to initiate efforts or make preparations to do so. (50; 52; 53)

Another practice that may contribute to children being left out of the formal education system, stems from Mainland Tanzania's Education Act of 1978 which allows the Ministry of Education to conduct medical examinations on students. Sources indicate that the Ministry has forced students to undergo a pregnancy test and expelled them from school if they are pregnant. (49; 36; 52; 54) Although pregnant girls are more at risk of expulsion, boys who are found to be sexually active are also expelled from school. (33) In June 2017, President John Magufuli stated publicly that he supported the expulsion of pregnant students from public schools. (49; 55; 56; 57)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the labor ministries of Mainland Tanzania and Zanzibar that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Minister of State in the Prime Minister's Office for Policy, Parliamentary Affairs, Labor, Employment, Youth, and the Disabled (Mainland)	Enforce child labor laws. Assign area labor officers to each region to respond to reports of child labor violations, issue non-compliance orders, and report incidents to police and the Ministry of Health and Social Welfare. (1) Through its Labor Administration and Inspection Section, provide legal guidance on request, disseminate information to employers and employees on their rights and obligations, and help area offices conduct labor inspections. (58)
Ministry of Health, Community Development, Gender, Elders, and Children (Mainland)	Enforce child protection laws and regulations and health and social welfare policies. Employ officers to monitor child labor at the district and village levels, and report findings to the President's Office of Regional Administration and Local government. (2) Promote community development, gender equality, and children's rights by formulating policies, strategies, and guidelines, in collaboration with stakeholders. (58)
Ministry of Empowerment, Adults, Youth, Women and Children (Zanzibar)	Ensure compliance with child protection and child labor laws, including inspections, through its Child Protection Unit. (58) Following a merger with the Ministry of Labor, Economic Empowerment and Cooperatives, investigate child labor cases reported by the police and refer cases to social welfare officers. (50)
Ministry of Health (Zanzibar)	Enforce anti-trafficking laws, including cases of child trafficking. (58)
Tanzania Police Force	Investigate cases of child labor and other forms of child endangerment reported to police stations; in some cases, refer the cases to labor officers or seek assistance of social welfare officers and the Office of the Director of Public Prosecutions for legal actions. Includes a Human Trafficking desk, and Gender and Children's desks to handle cases pertaining to children. (29; 58; 59; 60)
Ministry of Home Affairs (Mainland)	Enforce anti-trafficking laws, including child trafficking, and laws prohibiting commercial sexual exploitation of children and the use of children in illicit activities. Chair the Anti-Trafficking Committee. (58)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Tanzania took actions to combat child labor (Table 6). However, gaps exist within the authority of the labor ministries of Mainland Tanzania and Zanzibar that may hinder adequate labor law enforcement, including the authority to assess penalties, and the lack of publicly available enforcement data.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	Related Entity	2016	2017
Labor Inspectorate Funding	Mainland	Unknown (58)	Unknown (49)
	Zanzibar	Unknown (58)	\$26,818‡ (49)
Number of Labor Inspectors	Mainland	120 (58)	95 (49; 53)
	Zanzibar	5 (58)	11 (49)
Inspectorate Authorized to Assess Penalties	Mainland	Unknown (58)	No (49)
	Zanzibar	Unknown (58)	No (49)
Training for Labor Inspectors			
Initial Training for New Employees	Mainland	Unknown (58)	Unknown (49)
	Zanzibar	Unknown	No (49)
Training on New Laws Related to Child Labor	Mainland	Yes (58)	Unknown (49)
	Zanzibar	Unknown (58)	No (49)
Refresher Courses Provided	Mainland	Unknown (58)	Yes (49)
	Zanzibar	Unknown (58)	No (49)
Number of Labor Inspections Conducted	Mainland	1,200† (58)	2,237 (49)
	Zanzibar	228† (58)	228 (49)
Number Conducted at Worksites	Mainland and Zanzibar	1,228† (58)	2,465 (49)
Number of Child Labor Violations Found	Mainland	Unknown (58)	Unknown (49)
	Zanzibar	Unknown (58)	0 (49)
Number of Child Labor Violations for Which Penalties were Imposed	Mainland and Zanzibar	10 (58)	Unknown (49)
Number of Child Labor Penalties Imposed that were Collected	Mainland and Zanzibar	0 (58)	Unknown (49)
Routine Inspections Conducted	Mainland	Yes (58)	Yes (49)
	Zanzibar	Yes (58)	Unknown (49)
Routine Inspections Targeted	Mainland	Yes (58)	Yes (49)
	Zanzibar	Yes (58)	Unknown (49)
Unannounced Inspections Permitted	Mainland	Yes (58)	Yes (49)
	Zanzibar	Unknown (58)	Yes (49)
Unannounced Inspections Conducted	Mainland	Yes (58)	Yes (49)
	Zanzibar	Yes (58)	Unknown (49)
Complaint Mechanism Exists	Mainland and Zanzibar	Yes (58)	Yes (49)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Mainland	Yes (58)	Yes (49)
	Zanzibar	Yes (58)	Unknown (49)

†Data are from January 2016 to July 2016.

‡Data are from July 1, 2017 to December 31, 2017.

Despite regulations requiring that one or more labor officers be assigned to each region, research was unable to determine whether this was followed during the reporting period. (61) The number of labor inspectors is likely insufficient for the size of Tanzania's workforce, which includes nearly 25 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in least developed countries, Tanzania would employ about 622 inspectors. (62; 63)

The government provided incomplete data on inspections for the reporting period; however, in previous years, inspections in Mainland Tanzania were carried out in sectors such as agriculture, mining, domestic work, hotels, trade, industry and commerce, construction, and fishing. (3) Exact figures on Labor Inspectorate funding are unavailable; however, NGOs noted that child labor inspections could benefit from additional funding and increased numbers of inspections. (58) Complaint and referral mechanisms lack investigative and enforcement capacity. (8; 11; 58) In Mainland Tanzania and Zanzibar, penalties for violations of labor and criminal laws are determined by the courts according to the Employment and Labor Relations Act. (49)

# Tanzania

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED POLICY AND PRACTICE THAT DELAYED ADVANCEMENT

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Tanzania took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including the collection of and availability of enforcement statistics.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	Related Entity	2016	2017
<b>Training for Investigators</b>			
Initial Training for New Employees	Mainland	Unknown (58)	N/A (53)
	Zanzibar	Unknown (58)	N/A (53)
Training on New Laws Related to the Worst Forms of Child Labor	Mainland	Yes (58)	Yes (49)
	Zanzibar	Unknown (58)	No (49)
Refresher Courses Provided	Mainland	Unknown (58)	None (53)
	Zanzibar	Unknown (58)	None (53)
Number of Investigations	Mainland	Unknown (58)	Unknown* (49)
	Zanzibar	Unknown (58)	0 (49)
Number of Violations Found	Mainland	10 (58)	Unknown* (49)
	Zanzibar	Unknown (58)	0 (49)
Number of Prosecutions Initiated	Mainland	Unknown (58)	Unknown* (49)
	Zanzibar	Unknown (58)	0 (49)
Number of Convictions	Mainland	Unknown (58)	Unknown* (49)
	Zanzibar	Unknown (58)	None (49)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Mainland	Yes (58)	Yes (49)
	Zanzibar	Yes (58)	Unknown* (49)

\* The government does not publish this information.

Police reported that eight girls trafficked from Nepal had been returned home. (12) The government continued to include human trafficking in police academy training; research was unable to obtain information on the number of new employee training. (33) Supported by the United Nations Office on Drugs and Crime, Tanzania implemented a human trafficking data collection and reporting system, including computers and operator training for police, immigration officials, and the Director of Public Prosecutions; these government officials also received training on identifying and prosecuting human trafficking victims. (12)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Education Task Force on Child Labor	Review education sector policies and existing laws, regulations, and strategies related to children's issues, including the National Action Plan. Review existing curriculum and programs, identify gaps, and suggest strategies to resolve barriers to education access related to child labor. (8; 64) Research was unable to determine whether the National Education Task Force was active during the reporting period.
Zanzibar Child Labor Steering Committee	Coordinate various implementing agencies responsible for child labor and provide policy guidance on the Zanzibar National Action Plan to Combat Child Labor. (58) Chaired by Zanzibar's Ministry of Empowerment, Adults, Youth, Women and Children. (61) Research was unable to determine whether the Child Labor Steering Committee was active during the reporting period.
National Protection Steering Committee	Provide overall policy guidance and coordination at the national and local levels of the National Action Plan to End Violence Against Women and Children (NPA-VAWC) through the merger of the National Inter-Sectoral Coordination Committee and the Multi-Sector Task Force on Violence Against Children. (50; 60) Operate the NPA-VAWC National Protection Technical Committee and Thematic Working Groups at the national level. Merge pre-existing committees at the regional and district levels, focusing on violence prevention and response, including the Child Labor Committees, the Gender Based Violence Committees, District Child Protection Teams (DCPT) and Most Vulnerable Children Committees. (58; 60) Research was unable to determine whether the National Protection Steering Committee was active during the reporting period.



**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
National Anti-Trafficking Committee and Secretariat	Promote, define, and coordinate policy to prevent human trafficking through engagement with local NGOs. (29; 32; 45; 50) Chaired by the Ministry of Home Affairs, includes representatives from the Prime Minister's Office for Policy, Parliamentary Affairs, Labor, Employment, Youth, and the Disabled. (61) In 2017, the Parliament allocated approximately \$43,500 to the Secretariat. However, the secretariat reported that its budget is not sufficient to conduct a nationwide public relations campaign to raise awareness of trafficking issues. (12)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established one policy related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into other relevant policies.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Plan of Action to End Violence Against Women and Children in Tanzania (NPA-VAWC) (2017–2022) <sup>†</sup>	Prevent and respond to all forms of violence against women and children through comprehensive multi-sectoral collaboration at all levels combination of eight national action plans. (60) The renewed plan details responsible agencies to address multiple challenges, including education and poverty reduction. (58)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (2; 58; 50; 65)

The Anti-Trafficking Secretariat held meetings in 2017 to discuss challenges in the implementation of the Anti-Trafficking in Persons National Action Plan. These meetings ended in December 2017. (61; 66; 53; 67)

The National Plan of Action to End Violence Against Women and Children in Tanzania (NPA-VAWC) was published in December 2016 and includes funding requirements for 4 years. The government allocated \$5.72 million for fiscal year 2017–2018, but did not provide details on how the allocation was spent. Research has been unable to confirm that the plan has been implemented. (8; 58; 53)

At the 2017 Global Conference on the Sustained Eradication of Child Labor held in Argentina, the Government of Tanzania made a pledge to implement a strategy within the NPA-VAWC to strengthen law enforcement through capacity building of labor officers and social partners, and conduct labor inspections in sectors with a high prevalence of child labor. The pledge also included the implementation of the National Skills Development Strategy (2016–2016 - 2020–2021), a 5 year plan that aims to equip the workforce, through internships, apprenticeship programs, and the development of a social protection policy, to extend coverage of social protection in the formal and informal economy. (68)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the scope and implementation of programs in all relevant sectors, including construction, service and informal sectors.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries to increase the knowledge base relating to child labor by collecting new data, analyzing existing data, and building capacity of the government to conduct research in this area. Additional information is available on the USDOL website.

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Promoting Sustainable Practices to Eradicate Child Labor in Tobacco (PROSPER) Platform for Unity and Sustainability (PROSPER+) (2016–2017)	\$837,592 continuation project funded by the ECLT Foundation implemented by Winrock International, the Tanzania Association of Women Leaders in Agriculture and the Environment, and the Tabora Development Foundation Trust. Aims to reduce child labor in tobacco-growing areas by: (a) encouraging advocacy of social and political change; (b) coordinating to convert policy into action; (c) providing decent work for youth and combating hazardous work; and (d) expanding access to quality education and economic opportunities. (58; 69) In 2017, hosted child labor awareness events in targeted communities involving 9,725 participants in collaboration with the Tanzania Leaf Tobacco Companies and Alliance One International. PROSPER+ trained 101 cooperative leaders on combatting child labor and sensitized other crop boards on child labor issues, including Tanzania Tea Board, Tanzania Coffee Board, Tanzania Sisal Board, and Tanzania Cotton Board. (33)
Eradicating the Worst Forms of Labor in the Eight Mining Wards of the Geita District, Phase 2 (2015–2019)	\$1.1 million EU-funded, 3-year project implemented by Plan International Tanzania to enhance social protection mechanisms to prevent and improve awareness of child labor among children, parents, and mining employers near Chato, Geita, and Nywangwale. (17; 49) During the year, increased community initiatives to support vulnerable children by training community leaders and social workers on child protection issues and discussing financial savings as a sustainable solution to child labor in 81 village meetings. (33)
Tanzania Social Action Fund Conditional Cash Transfer Program (TASAF CCT), Phase III (2012–2018)†	Government-funded conditional cash transfer program to provide financial assistance to vulnerable populations, including children. (70) USDOL-funded study reported increased school enrollment and reduced forced child migration and child labor. (2; 71; 49) Research was unable to determine whether activities were undertaken to implement TASAF-CCT, Phase III during the reporting period. (33)
Decent Work Country Program (DWCP)	ILO-supported program with four objectives: (a) create jobs, (b) guarantee rights at work, (c) extend social protection, and (d) promote social dialogue. Outcomes include improved operational environment for the elimination of child labor and its worst forms. (58; 72; 49) In 2017, ILO reviewed DWCP II, in collaboration with the Ministry of Labor and Employment and the Trade Union Congress of Tanzania and Employers Association developed the DWCP III document, the next phase of the program. (33)
Achieving Reduction of Child Labor in Support of Education (ARISE)	Joint initiative of the ILO, Japan Tobacco International, and Winrock International, seeks to end child labor in tobacco through education. Operates in three districts in the Tabora Region: Kaliua, Urambo, and Uyui. (73; 74) In 2017, in collaboration with the Ministry of Health, Community Development, Gender, Elderly and Children. They worked to build capacity of these DCPTs in Uyui and Urambo, which reactivated the Most Vulnerable Child Committees in 215 villages. (49) Assisted in preparing annual work plans and budgets that were approved by the Urambo and Uyui District Full Councils, making funds available to implement anti-child labor activities in 2017-2018. (49)

† Program is funded by the Government of Tanzania.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (58)

The government funded social programs do not cover construction, service and informal sectors where children engage in child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Tanzania (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that minimum age protections apply to children engaged in domestic work.	2013 – 2017
	Criminalize the use of children in illicit activities, particularly in producing and trafficking drugs.	2012 – 2017
	Criminalize the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Mainland Tanzania: Continue to expand the list of hazardous occupations and activities prohibited for children to ensure the list includes weeding and processing as activities in the production of tobacco, cloves, coffee, sisal, and tea.	2016 – 2017
	Zanzibar: Create a list of occupations and activities that are hazardous for children.	2017
	Ensure that there is no gap between the age for compulsory education and the minimum age for work, which leaves children vulnerable to child labor.	2017
	Ensure that the law does not prohibit access to education for pregnant girls.	2017
	Establish by law free basic public education.	2016 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the number of labor inspectors to meet ILO's technical advice.	2013 – 2017
	Ensure that a dedicated labor officer is appointed to each region, and publish this information.	2013 – 2017
	Authorize the Mainland Tanzania and Zanzibar Labor Inspectorates to assess penalties.	2017
	Publish information for Mainland Tanzania and Zanzibar on child labor law enforcement actions, such as funding, trainings provided, routine and unannounced inspections conducted, child labor violations found, penalties imposed and collected, and referral mechanisms between labor authorities and social services.	2011 – 2017
	Provide sufficient funding and trained staff to conduct child labor inspections.	2013 – 2017
Enforcement	Bolster the investigative and enforcement capacity of the government referral mechanism.	2014 – 2017
	Publish information on enforcement efforts to combat child labor, including investigations conducted, violations found, prosecutions initiated, and criminal convictions executed in Mainland Tanzania and Zanzibar.	2012 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into the Primary Education Development Plan III.	2011 – 2017
	Eliminate provisions in the Primary School Leaving Exam that are a barrier to education, such as the no retake policy.	2016 – 2017
Social Programs	Address barriers to education, including prohibitive costs, such as books, school meals, or uniforms.	2010 – 2017
	Integrate programs that addresses construction, service and informal sectors to address children engaged in child labor.	2017

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In 2017, Thailand made a significant advancement in efforts to eliminate the worst forms of child labor. The government assigned 102 interpreters for non-Thai speaking migrants and ethnic minorities at Department of Labor Protection and Welfare offices and inspection centers at shipping ports, dedicated more police officers to investigate Internet-related crimes against children, and signed an information-sharing agreement with the U.S. National Center for Missing and Exploited Children to combat the online commercial sexual exploitation of children. The government also adopted a ministerial regulation prohibiting certain types of work for home-based workers under age 15, partially addressing the lack of minimum age protections for children working outside of a formal employment situation. However, children in Thailand engage in the worst forms of child labor, including in seafood and shrimp processing, and in commercial sexual exploitation, sometimes as a result of human trafficking. Enforcement of child labor laws remains challenging due to an insufficient number of inspectors, and the government has yet to conduct a nationally representative survey to measure the prevalence of child labor.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Thailand engage in the worst forms of child labor, including in seafood and shrimp processing, and in commercial sexual exploitation, sometimes as a result of human trafficking. (1; 2; 3; 4; 5; 6) Children also perform dangerous tasks in street work and *muay thai* paid fighting (Thai kickboxing). (7; 8; 9; 10; 11) The government has yet to complete a national survey on the prevalence of children's work, which is needed to implement the National Policy and Plan to Eliminate the Worst Forms of Child Labor Phase II (2015–2020). (12; 13) Table 1 provides key indicators on children's work and education in Thailand.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	13.0 (1,302,267)
Attending School (%)	5 to 14	96.3
Combining Work and School (%)	7 to 14	14.4
Primary Completion Rate (%)		90.6

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (14)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005–2006. (15)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Processing shrimp and seafood† (16; 1; 17; 12; 18)
	Fishing, including work performed on sea vessels† (12; 16; 19)
	Planting and harvesting sugarcane (20)
	Production of rubber and pineapples (21; 12)
Industry	Manufacturing, including garment production (12; 22)
	Work in poultry factories and pig farms (23; 24)
	Construction, including transporting cement and bricks (25; 12)



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**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work (26; 12; 4)
	<i>Muay thai</i> paid fighting (Thai kickboxing) (9; 27; 8; 7; 12)
	Work in restaurants, motorcycle repair shops, and gas stations (28; 12)
	Street work, including begging and vending (12; 11; 10; 29; 4; 30)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking (31; 32; 33; 3; 12)
	Forced labor in vending, begging, and domestic work, each sometimes as a result of human trafficking (26; 12; 22)
	Forced labor in the production of garments, in agriculture, and in shrimp and seafood processing (1; 32; 34)
	Fishing as a result of human trafficking (2; 35; 36; 22; 19)
	Use in the production and trafficking of drugs, including amphetamines, kratom, and marijuana (32; 12)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Thai Children, as well as children from Burma, Laos, and Cambodia are exploited for commercial sexual exploitation in Thai massage parlors, bars, karaoke lounges, hotels, and private residences. In addition, children are lured, including through the internet and social media, and coerced to produce pornography and perform sexual acts for live internet broadcasts. (12; 37; 38; 39; 4; 40; 3; 41; 42)




Children, particularly migrants from the Greater Mekong Sub-region, engage in hazardous work in shrimp and seafood processing. While incidents of child labor in shrimp and seafood processing have declined in recent years, children are still reported to work in the industry. (43; 16) Children who work in shrimp and seafood processing clean and lift heavy loads of seafood and work late hours. Many of these children also experience health problems, including injuries and chronic diseases. (6; 18; 1)

Although Order No. 28/2559 of the National Council for Peace and Order ensures 15 years of free education for all children in Thailand, some children, particularly migrants and ethnic minorities, struggle to access basic education due to a lack of awareness of migrant children’s right to public education, language barriers, and insufficient transportation to schools. (44; 16; 45; 46; 47; 32)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Thailand has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Thailand’s legal framework to adequately protect children from child labor, including military recruitment prohibitions.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Chapter 4, Section 44 of the Labor Protection Act; Section 148/1 of the Labor Protection Act (No. 5) (48; 49)
Minimum Age for Hazardous Work	Yes	18	Chapter 4, Sections 49–50 of the Labor Protection Act; Section 148/2 of the Labor Protection Act (No. 5) (48; 49)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Chapter 4, Sections 49–50 of the Labor Protection Act; Clause 4 of the Ministerial Regulation concerning Labor Protection in Sea Fishery Work; Clause 2 of the Ministerial Regulation Identifying Tasks that may be Hazardous to the Health and Safety of Pregnant Women or Children Under the Age of Fifteen Years (48; 50; 51)
Prohibition of Forced Labor	Yes		Sections 312, and 312 <i>bis</i> of the Penal Code; Sections 4 and 6 of the Anti-Trafficking in Persons Act (No. 3) (52; 53)
Prohibition of Child Trafficking	Yes		Sections 282–283 of the Penal Code; Section 6 of the Anti-Trafficking in Persons Act (No. 3) (52; 54)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 8 of the Prevention and Suppression of Prostitution Act; Section 6 of the Anti-Trafficking in Persons Act (No. 3); Sections 282 and 285–287 of the Penal Code; Article 26 of the Child Protection Act; Amendment to the Penal Code Act No. 24 (52; 55; 56; 57; 53)
Prohibition of Using Children in Illicit Activities	Yes		Article 26 of the Child Protection Act; Section 93 of the Narcotics Act; Section 84 of the Penal Code; Section 22 of the Beggar Control Act (56; 58; 59; 60)
Prohibition of Military Recruitment			
State Compulsory	Yes	21	Section 25 of the Military Service Act (61)
State Voluntary	Yes	18	Section 25 of the Military Service Act (61)
Non-state	No		
Compulsory Education Age	Yes	16	Section 17 of the National Education Act (62)
Free Public Education	Yes		Section 10 of the National Education Act (62)

In 2017, the government adopted a ministerial regulation specifying the types of work prohibited for home-based workers under age 15. (63; 47; 51) During the reporting period, an amendment to the Anti-Trafficking in Persons Act went into effect, which imposes stricter penalties when the trafficking victim is a child under age 15. (53) In addition, an amendment to the Labor Protection Act on Child Labor went into effect during the reporting period, which increases the penalties for using child laborers under age 15 and employing children in hazardous work, including a financial penalty and imprisonment. (42; 49) The minimum age for work does not comply with international standards because the law does not grant protections to children working without a formal employment contract. (48)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor (MOL) and the criminal enforcement agencies, which may hinder adequate child labor enforcement.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor Protection and Welfare (DLPW) of the Ministry of Labor (MOL)	Enforce child labor laws through workplace inspections. (12) Operate Hotline 1546 and staff 86 labor protection and welfare offices in every province to answer questions about working conditions and receive complaints from the public about child labor. (63)
Anti-Trafficking in Persons Division of the Royal Thai Police (RTP)	Enforce laws related to forced labor, human trafficking, child pornography, and commercial sexual exploitation of children. Operate Hotline 1191 to receive complaints on human trafficking and violence against children. (64)
Department of Special Investigations (DSI) in the Ministry of Justice	Investigate human trafficking crimes, including those related to government officials' complicity, and transnational or organized crime. (63)

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**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Anti-Human Trafficking Department under the Office of the Attorney General	Enforce criminal laws against human trafficking. (64) Investigate or co-investigate human trafficking offenses and monitor cases to improve the quality of prosecution of human trafficking cases, particularly sex trafficking. (65; 12)
Anti-Trafficking in Persons Division under the Criminal Court of Justice	Enforce the Anti-Human Trafficking Act. (64) Prosecute human trafficking cases, focusing specifically on sex trafficking, forced labor, slavery, and the illegal trade of human organs. (65)
Thailand Internet Crimes Against Children Taskforce	Investigate and enforce laws against the online sexual exploitation of children and child trafficking, including the distribution and production of child pornography. (12) Comprise of police officers and Department of Special investigation agents. (66)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Thailand took actions to combat child labor (Table 6). However, gaps exist within the operations of the MOL that may hinder adequate labor law enforcement, including an insufficient number of labor inspectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$1,001,168 (67)	\$614,251 (12)
Number of Labor Inspectors	880 (63)	1,506 (12)
Inspectorate Authorized to Assess Penalties	Yes (63)	Yes (12)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (63)	Yes (12)
Training on New Laws Related to Child Labor	Yes (63)	Yes (12)
Refresher Courses Provided	Yes (63)	Yes (12)
Number of Labor Inspections Conducted	39,350 (63)	40,306 (12)
Number Conducted at Worksites	39,350 (63)	40,306 (12)
Number of Child Labor Violations Found	71 (63)	103 (12)
Number of Child Labor Violations for Which Penalties were Imposed	71 (63)	103 (47)
Number of Child Labor Penalties Imposed that were Collected	Unknown (67)	53 (12)
Routine Inspections Conducted	Yes (32)	Yes (12)
Routine Inspections Targeted	Yes (32)	Yes (12)
Unannounced Inspections Permitted	Yes (32)	Yes (12)
Unannounced Inspections Conducted	Yes (32)	Yes (12)
Complaint Mechanism Exists	Yes (32)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (32)	Yes (12)

Labor inspection duties are carried out by 592 Department of Labor Protection and Welfare (DLPW) civil servants, 98 contract employees employed by the DLPW, 188 labor inspectors under the MOL Permanent Secretary Office, and 628 officials from other agencies, including the Royal Thai Police (RTP). More than 84 percent of unannounced child labor inspections targeted high-risk worksites that employ children working in shrimp and seafood processing, garment production, sugarcane planting and harvesting, construction, and working with poultry and pig livestock. (12) Inspectors who find a child labor violation must assess a penalty on the employer immediately and refer the case to the RTP. (47)

The number of labor inspectors is likely insufficient for the size of Thailand's workforce, which includes approximately 38.45 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Thailand would employ 2,558 labor inspectors. (68; 69; 70)

In 2017, the DLPW and the MOL provided trainings to approximately 532 labor inspectors and government employees on various topics, including laws related to child labor, forced labor, and human trafficking. In addition, the government assigned 102 foreign

language interpreters to work in the DLPW offices and at inspection centers in Thailand's shipping ports where fishing vessels are inspected for illegal activities. The interpreters at the DLPW provide translation assistance to Burmese, Cambodian, Indonesian, and Vietnamese men and boys who are removed from forced labor on Thai and foreign-owned fishing boats. (42; 12) The DLPW also established mobile inspection teams that consist of labor inspectors, a legal affairs officer, interpreters, and occasionally employees from the departments of Special Investigation, Employment, and Fisheries. These teams, which draw on information shared by NGOs and child protection networks, conduct targeted monthly child labor inspections and are authorized to file criminal lawsuits immediately when child labor violations are found. (47; 12)

In 2017, DLPW labor inspectors developed a labor inspector handbook to guide their inspections of home-based work, which includes domestic work. In addition, the DLPW conducted two training workshops for labor inspectors to adequately enforce the Home Workers Protection Act, which gives the DLPW the authority to inspect home-based workplaces.

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Thailand took actions to combat of child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including child labor data.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (32)	Yes (12)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (66)	Yes (12)
Refresher Courses Provided	Yes (63)	Yes (12)
Number of Investigations	3,040 <sup>†</sup> (63)	2,891 <sup>‡</sup> (12)
Number of Violations Found	3,252 <sup>†</sup> (32; 63)	31 (12)
Number of Prosecutions Initiated	Unknown (43)	Unknown (12)
Number of Convictions	Unknown (63)	730 (12)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (63)	Yes (12)

<sup>†</sup> Data are from October 1, 2015 to September 30, 2016.

<sup>‡</sup> Data are from October 1, 2016 to September 30, 2017.

The government collects and reports administrative data on the worst forms of child labor to the Cabinet. Data for the number of investigations, violations found, and prosecutions initiated in 2016 include child drug trafficking and child pornography cases. (63) However, 2017 data for the number of violations only includes child pornography cases, as child drug trafficking cases data is unavailable. (12) Further, the data for the number of convictions in 2017 do not differentiate between cases related to the worst forms of child labor. (12; 47)

In 2017, the government provided trainings on trafficking in persons, including child trafficking and child protection, to approximately 1,940 enforcement officials, including criminal investigators. In addition, the government investigated 209 Internet-related crimes against children, and prosecutors filed 31 cases for possession and distribution of child pornography. (12) During the reporting period, the RTP provided the Thailand Internet Crimes Against Children (TICAC) Taskforce with its own budget and administrative personnel and assigned more RTP officers to the TICAC to investigate Internet-related crimes against children involving chat rooms, file-sharing platforms, and social media. (42) The government also prosecuted three cases involving children working in seafood processing factories in the provinces of Rayong and Samut Songkhram. (71)

During the reporting period, a Bangkok criminal court convicted 62 people, which included a senior military general among 22 government officials, in the largest human trafficking trial involving adults and children from Burma and Bangladesh. (72; 42; 73) In addition, the government established an interagency working committee, chaired by the Ministry of Justice's Permanent Secretary, to monitor the progress of cases involving government officials suspected of complicity in human trafficking crimes, including the commercial sexual exploitation of children. (42; 47)

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### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee to Eliminate the Worst Forms of Child Labor	Coordinate the implementation of child labor policies, facilitate cooperation among relevant ministries, and report annually to the Thai Cabinet on child labor issues. (64) Chaired by the MOL, with representation from other government agencies, employer and worker associations, and civil society groups. (74) Oversee a subcommittee responsible for monitoring the National Policy and Plan to Eliminate the Worst Forms of Child Labor. (32; 13)
National Policy Committee on Anti-Trafficking in Persons and Illegal, Unreported, and Unregulated Fishing	Coordinate anti-trafficking in persons policies and activities. Oversee five subcommittees, including the Subcommittee on Child Labor, Forced Labor, and Migrant Workers. Chaired by the MOL. (32; 75)
National Operation Center for the Prevention and Suppression of Human Trafficking	Coordinate anti-human trafficking activities, including those involving forced child labor, child trafficking, and commercial sexual exploitation. Monitor 76 Provincial Operation Centers for the Prevention and Suppression of Human Trafficking. (32; 64; 76) Operates under the Ministry of Social Development and Human Security (MSDHS). (32)
Provincial Coordination Center for Sea Fishery Workers (Operated jointly by DLPW, Marine Police, Provincial Administration, and Fishers' Association)	Compile registration records and work permit information for migrants working on fishing vessels and work with vessel owners to ensure that undocumented migrant workers are registered. Monitor and coordinate inspections of working conditions on fishing vessels. (64) Provide trainings on labor protection, receive human trafficking complaints, and coordinate with other agencies to provide assistance, remedy, and rehabilitation services for victims. (64)
Command Center for Combating Illegal Fishing	Coordinate government efforts to resolve cases of human trafficking and illegal fishing. Operate 32 Port In–Port Out Centers and 19 Forward Inspection Centers in every coastal province. (64) Carry out inspections in the fishing and seafood industry at port, at sea, and on land. (77) Agencies involved include the Royal Thai Navy; the ministries of Agriculture and Cooperatives, Transport, Interior, and Labor; and the RTP. (77)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Policy and Plan to Eliminate the Worst Forms of Child Labor Phase II (2015–2020)	Seeks to eliminate the worst forms of child labor in Thailand in accordance with international labor standards. Focuses on (a) preventing the worst forms of child labor, (b) rescuing and protecting children from the worst forms of child labor, (c) developing and enforcing relevant laws, (d) enhancing interagency cooperation, and (e) developing management and monitoring systems. (13) In 2017, provided 22,159 migrant children and adults with education access support, including Thai language classes. (47)
Cyber Tipline Remote Access Policy <sup>†</sup>	Seeks to combat the online sexual exploitation of children in Thailand by partnering with the U.S. National Center for Missing and Exploited Children. Enhances the role of the Thailand Internet Crimes Against Children Task Force by which the RTP can request warrants to search the residences and electronic equipment of individuals in Thailand for child pornography and initiate criminal prosecution. (78; 79; 80; 81)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government has other policies that may have addressed child labor issues or had an impact on child labor. (63; 82; 83; 12)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address child labor in high-risk sectors.



**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
National and Provincial Operation Centers for Providing Assistance to Women and Child Laborers†	DLPW program that provides assistance to women and child laborers, and collects and disseminates information on the worst forms of child labor. Reports to the National Committee to Eliminate the Worst Forms of Child Labor. (84)
From Protocol to Practice: A Bridge to Global Action on Forced Labor (2015–2019)	USDOL-funded global project implemented by ILO to support global and national efforts to combat the forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to C.29 on Forced Labor. (85) In Thailand, provided technical support for the planning of a National Working Child Survey. (32; 86) Additional information is available on the USDOL website. (86)
Government Shelters for Trafficking Victims†	MSDHS program that operates 76 temporary shelters to provide emergency assistance and protection to human trafficking victims, including children. (77) Operates nine long-term shelters that offer medical care, psychosocial services, education, and life skills education. (77; 87)
Asia-Australia Program to Combat Trafficking in Persons (2013–2018)	5-year, \$45 million, Australian Aid-funded, Association of Southeast Asian Nations regional- and national-level project to build capacity and strengthen access to criminal justice for trafficking victims. (88) In Thailand, focuses on creating specialized investigative units; increasing interagency cooperation among public prosecutors, police, and the DSI; and developing training curriculum for law enforcement, prosecutors, and judges. (88)
Combatting Unacceptable Forms of Work in the Thai Fishing and Seafood Industry (2016–2019)	3.5 year, EU and ILO-funded project implemented by the ILO, the government of Thailand, and other stakeholders to prevent and reduce forced labor and child labor in the Thai fishing and seafood processing sectors, including by withdrawing children engaged in the worst forms of child labor and enhancing their access to support services. (89; 90)
Migrant Learning Centers†	NGO and government-operated centers that provide basic education to children in migrant communities along Thailand's borders. Ministerial regulations under the National Education Act specify that these centers are permitted to operate and are eligible to receive government subsidies and accreditation. (64) However, many Migrant Learning Centers rely on declining donor funding, and migrant students face difficulties acquiring a certification of education because many centers lack qualified teachers and accreditation. (63)
Welfare Cards for the Poor*†	Government program that provides low-income parents or caretakers with a monthly stipend of approximately \$54 to \$57 (1,700 to 1,800 baht) to be spent on transportation, farming supplies, educational utensils, and other essentials. Beginning in October 2017, the government issued welfare cards to 11.4 million registered people. (12)

\* Program was launched during the reporting period.

† Program is funded by the Government of Thailand.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (13; 91; 42)

The lack of available research and data on the prevalence of child labor in high-risk sectors such as agriculture, garment manufacturing, domestic work, and construction, cause difficulty for the Thai government to design appropriate programs to address the issue. (43) While the government has some social programs targeted to assist children at high risk of exploitation in the worst forms of child labor, such as migrant and ethnic minority children, these programs are not sufficient to address the extent of the problem. (12)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Thailand (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Ensure that the minimum age for work applies to children without a formal employment contract.	2017
Enforcement	Increase the number of labor inspectors responsible for enforcing laws related to child labor.	2015 – 2017
	Collect and publish comprehensive data on the number of prosecutions for all crimes related to child labor.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Improve access to education, especially for ethnic minority and migrant children, including raising awareness of migrant children's right to education, improving access to school transportation, and addressing language barriers for non-Thai speaking students.	2012 – 2017
	Conduct and publish a survey on working children in Thailand using research methodology in line with internationally recognized resolutions and guidelines on child labor statistics.	2009 – 2017
	Ensure that there are sufficient social programs to assist children at risk of or engaged in child labor and their parents or guardians, in the relevant sectors of agriculture, garment manufacturing, domestic work, and construction.	2016 – 2017
	Ensure that there are sufficient social programs targeted to assist children from vulnerable groups, such as migrants and ethnic minorities, who are at high risk of the worst forms of child labor.	2016 – 2017

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# Timor-Leste

## MODERATE ADVANCEMENT

In 2017, Timor-Leste made a moderate advancement in efforts to eliminate the worst forms of child labor. The government enacted the Law to Prevent and Fight Against Human Trafficking and established a monitoring committee to assess the progress of the Inter-Agency Trafficking Working Group, responsible for implementing the National Action Plan on Combating Human Trafficking. In addition, the government approved a hazardous work list for children. However, children in Timor-Leste engage in the worst forms of child labor in commercial sexual exploitation. Children also perform dangerous tasks in agriculture. The government's Penal Code and Labor Code are not sufficient because they leave children under age 17 vulnerable to the worst forms of child labor, including illicit activities. In addition, inadequate transportation restricts inspectors' ability to conduct inspections, especially in more remote areas of the country.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Timor-Leste engage in the worst forms of child labor in commercial sexual exploitation. Children also engage in child labor in agriculture. (1; 2; 3) Table 1 provides key indicators on children's work and education in Timor-Leste.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10 to 14	19.9 (26,268)
Attending School (%)	7 to 14	69.7
Combining Work and School (%)	10 to 14	12.6
Primary Completion Rate (%)		95.3

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Timor-Leste Survey of Living Standards, 2007. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

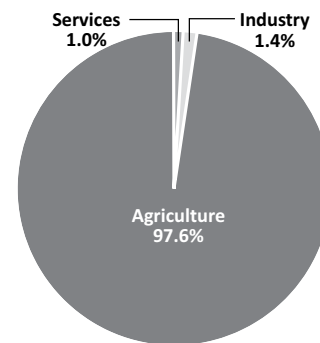
Sector/Industry	Activity
Agriculture	Cultivating and processing coffee† (6; 1)
	Growing vegetables and other crops (7; 2)
	Fishing,† including work on boats and repairing nets (1; 2; 8)
Industry	Construction,† including brickmaking (6; 1)
	Operating weaving and knitting machines (7; 9)
Services	Domestic work† (1; 2)
	Street work, including vending, begging, and scavenging (1; 10; 11)
	Shop keeping and selling goods in markets (7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation and forced domestic and agricultural work (2; 3; 12)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)-(c) of ILO C. 182.

In Timor-Leste, some children are trafficked from rural areas to the capital city, Dili, and subjected to commercial sexual exploitation, domestic work, or forced labor in the fishing industry. (2; 13; 3; 12; 14) Other children are trafficked transnationally, including to Indonesia. (2; 15) Preliminary data from the child labor survey conducted in 2016 indicates that more than 26,000

**Figure 1. Working Children by Sector, Ages 10-14**






children are engaged in “other service activities,” such as domestic work; the survey also identified 588 children engaged in street work. (16; 2)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Timor-Leste has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Timor-Leste’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for hazardous work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 68 of the Labour Code (17)
Minimum Age for Hazardous Work	No	17	Article 67 of the Labour Code (17)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		List of Hazardous and Prohibited Activities to Children Under the Age of 18 (18)
Prohibition of Forced Labor	Yes		Articles 155, 162, 163, and 166 of the Penal Code; Articles 8 and 67 of the Labour Code (17; 19)
Prohibition of Child Trafficking	Yes		Article 81 of the Immigration and Asylum Act; Articles 162–164 and 166 of the Penal Code; Article 67 of the Labour Code; Article 18 of the Law on Preventing and Combating Human Trafficking (17; 19; 20; 21)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 155 and 174–176 of the Penal Code; Article 67 of the Labour Code (17; 19)
Prohibition of Using Children in Illicit Activities	No		Article 155 of the Penal Code; Article 67 of the Labour Code (17; 19)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 14 of the Law on Military Service (22)
State Voluntary	Yes	18	Article 17 of the Law on Military Service (22)
Non-state	Yes	18	Article 125 of the Penal Code (19)
Compulsory Education Age	Yes	16	Article 11 of the Education System Framework Law (23)
Free Public Education	Yes		Section 59 of the Constitution of the Democratic Republic of Timor-Leste; Article 11 of the Education System Framework Law (23; 24)

In January 2017, the government enacted the Law to Prevent and Fight Against Human Trafficking, which expands legal provisions on protection and prevention measures for the crime of human trafficking, including child trafficking. The law extends criminal liability for human trafficking to corporations and codifies into law the Inter-Agency Trafficking Working Group. (2; 13; 21)



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Research, including reports from the ILO's Committee of Experts on the Application of Conventions and Recommendations CEACR, indicates that Timor-Leste's Penal Code and Labor Code are not sufficient because they leave children under age 17 vulnerable to the worst forms of child labor, including commercial sexual exploitation, and illicit activities. (25; 17; 19; 26) In addition, the minimum age of 17 for hazardous work is not in compliance with international standards, because Timor-Leste fails to ensure that children receive adequate training or fails to protect the health, safety, and morals of the child, in accordance with international standards where the minimum age identified is below 18. (17; 19) While Timor-Leste has adopted the List of Hazardous and Prohibited Activities to Children Under the Age of 18, it is uncertain how it will be harmonized with the Labor Code and Penal Code. (2; 18; 27)

The Labor Code specifies the conditions and number of hours children ages 13 to 15 are permitted to perform light work, the Labor Code does not indicate which specific activities qualify as light work. (17)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Secretariat of State for Professional Training and Employment Policy (SEPFPOPE) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Secretariat of State for Professional Training and Employment Policy (SEPFPOPE)	Enforce laws related to child labor. Administer the General Labor Inspectorate Directorate, which is responsible for investigating incidents of forced labor. (6)
Timor-Leste National Police (PNTL)	Enforce criminal laws against forced labor, commercial sexual exploitation, and human trafficking. Includes the Vulnerable Persons Unit, the immigration police, and the border police. (6)
Ministry of Social Solidarity	Receive referrals from agencies, including the SEPFPOPE, that are responsible for conducting child labor investigations and providing child victims with appropriate support services. (6) Maintain at least one technical officer in each of the country's 13 districts and two child protection officers in each of the 65 subdistricts, all trained to follow the government's standard operating procedures for referrals to service providers. (28; 29; 30)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Timor-Leste took actions to combat child labor (Table 6). However, gaps exist within the operations of the SEPFPOPE that may hinder adequate labor law enforcement, including labor inspector training.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$379,000 (31)	\$197,000 (2)
Number of Labor Inspectors	22 (31)	26 (2)
Inspectorate Authorized to Assess Penalties	Yes (31)	Yes (2)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to Child Labor	Unknown	No (2)
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	1,338 (32)	1,721 (2)
Number Conducted at Worksites	Unknown (31)	Unknown (2)
Number of Child Labor Violations Found	0 (31)	0 (2)
Number of Child Labor Violations for Which Penalties were Imposed	0 (31)	0 (2)
Number of Child Labor Penalties Imposed that were Collected	0 (31)	0 (2)
Routine Inspections Conducted	Yes (33)	Yes (2)
Routine Inspections Targeted	Unknown (33)	Yes (2)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Unannounced Inspections Permitted	Yes (31)	Yes (2)
Unannounced Inspections Conducted	Yes (31)	Yes (2)
Complaint Mechanism Exists	Yes (31)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (31)	Yes (2)

Although the SEPFOPE's funding decreased from \$379,000 in 2016 to \$197,000 in 2017, the number of labor inspectors increased. The SEPFOPE did not provide trainings related to child labor for its labor inspectors; however, the SEPFOPE conducted general workshops on labor rights for labor inspectors, employers, and employees in the districts of Suai, Ermera, Manatuto, and Lautem. (2)

Research suggests that enforcement of child labor protections is not adequate for children who work on family farms or in domestic work because the SEPFOPE is limited to inspections in formal worksites. (2) In addition, inadequate transportation outside the capital city also limits the SEPFOPE's ability to conduct inspections in the rural areas of Timor-Leste, where child labor in the agriculture sector is prevalent. (34)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Timor-Leste took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	N/A	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	N/A	Unknown
Number of Investigations	0 (31)	4 (14)
Number of Violations Found	0 (31)	Unknown
Number of Prosecutions Initiated	0 (31)	1 (14)
Number of Convictions	0 (31)	0 (2; 14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (31)	Yes (2)

In 2017, the Vulnerable Persons Unit of the Timor-Leste National Police (PNTL) had a staff of 94 investigators charged with the enforcement of criminal laws related to the worst forms of child labor. (35) The PNTL received training in trafficking-in-persons and victim identification, but these trainings were not specific to child trafficking. During the reporting period, the PNTL initiated four human trafficking investigations involving Timorese children. (14)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Commission Against Child Labor (CNTI)	Facilitate information sharing on child labor issues among government agencies and serve as the coordinating mechanism for filing and responding to child labor complaints. (34) Develop child labor policies, raise awareness, and contribute to efforts to ratify and implement international conventions related to child protection. (6) Chaired by the SEPFOPE, serving a 3-year term as the Technical Secretariat. (31; 34)
Inter-Agency Trafficking Working Group	Coordinate the government's efforts to combat human trafficking, develop a national action plan against human trafficking, and promote the development of comprehensive anti-trafficking legislation. Chaired by the Ministry of Justice and includes participation by the Prime Minister's office. (2)

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The government established a monitoring committee to assess the progress of the Inter-Agency Trafficking Working Group, responsible for implementing the National Action Plan on Combating Human Trafficking, and formed a joint government- and civil society-led working group to assess anti-trafficking deficiencies. In addition, the Prime Minister's office joined the Inter-Agency Trafficking Working Group. (2; 13)

### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementing a new national child labor action plan.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan Against Human Trafficking in Timor-Leste (2016–2018)	Guides the government's efforts to combat human trafficking in Timor-Leste through prevention, protection, prosecution, and partnerships. The Ministry of Justice coordinates activities and responsibilities. (36; 37)
Timor-Leste Project for the Elimination of the Worst Forms of Child Labor	Aims to strengthen implementation of ILO C. 182 by establishing the Child Labor Commission Working Group, developing a hazardous work list, and creating a national action plan against child labor. Launched in 2009 in partnership with the ILO and the government of Brazil. (34)
Timor-Leste Strategic Development Plan (2011–2030)	Provides short- and long-term plans for the nation's development, including the eradication of the worst forms of child labor, poverty alleviation, and implementation of social transfer programs. (6; 38) Specifies commitments to improve the educational system over the next 20 years. (38; 39)

In 2016, the National Commission Against Child Labor (CNTI) finalized the National Action Plan (NAP) Against Child Labor, which aims to eliminate child labor in Timor-Leste in its worst forms by 2025 and in all its forms by 2030; however, the NAP still requires approval by the Council of Ministers. (31; 16; 40; 2) To achieve this goal, key stakeholders, including the government and community-based organizations, will implement the NAP; technical working groups will coordinate the work, and the CNTI will oversee it. (16)

The government has not included child labor elimination and prevention strategies into the National Education Strategic Plan or the Child and Family Welfare System Policy. (41; 42) In addition, research was unable to determine whether activities were undertaken during the reporting period to implement the National Action Plan Against Human Trafficking, the Timor-Leste Project for the Elimination of the Worst Forms of Child Labor, or the Timor-Leste Strategic Development Plan. (27)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the absence of social programs for children working in agriculture or children involved in the worst forms of child labor.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO that aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor in Timor-Leste. (43) For additional information about USDOL's work, please visit our website.
Child Labor Education and Outreach Program†	The SEPFOPE and the CNTI education and awareness-raising program, located in five primary schools in Dili that target children identified as at risk for involvement in child labor. (34) In 2017, reached 108 children and 10 households. (44)
Services for Street Children†	Government-funded safe house and support services for street children provided by the Youth Communication Forum. In 2016, assisted 36 children involved in child labor, primarily in the informal sector, including street vending. (33)
Mother's Purse ( <i>Bolsa da Mãe</i> )†	Ministry of Social Solidarity program that provides an annual cash subsidy of \$60 to \$180 to poor families with a female head of household. Aims to improve the well-being of children by conditioning the subsidy on children's school attendance and regular medical visits. (32; 34; 45) In 2017, served 61,749 families. (44)

† Program is funded by the Government of Timor-Leste.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (6; 46; 32; 29; 47; 48; 41; 49)

Although the government has implemented programs to address child labor, research found no evidence that it has carried out programs to assist children working in agriculture or children involved in the worst forms of child labor, including commercial sexual exploitation.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Timor-Leste (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that children receive adequate training in the type of work being done and that the health, safety, and morals of the child are protected in accordance with international standards when the minimum age for hazardous work is 17.	2017
	Ensure that the List of Hazardous Occupations and Activities Prohibited for Children and the Law to Prevent and Fight Against Human Trafficking are harmonized with the Labor Code and Penal Code.	2017
	Ensure that the law protects children under age 17 from engagement in all the worst forms of child labor, such as commercial sexual exploitation, and involvement in illicit activities.	2013 – 2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2016 – 2017
Enforcement	Publish criminal and law enforcement information, including the number of labor inspections conducted at worksites, training of investigators responsible for enforcing laws on the worst forms of child labor, and the number of criminal violations found for the worst forms of child labor.	2015 – 2017
	Provide the resources and training needed to enforce laws related to child labor, including the workforce in rural areas.	2016 – 2017
	Build enforcement capacity to address child labor protections for children who work in the informal sector, including family farms and in domestic work.	2017
	Ensure that the PNTL takes steps to investigate children involved in commercial sexual exploitation.	2017
	Ensure that labor inspectors receive training on new laws related to child labor.	2015 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2017
	Adopt the National Action Plan Against Child Labor.	2016 – 2017
	Take steps to fully implement the National Action Plan Against Human Trafficking, the Timor-Leste Project for the Elimination of the Worst Forms of Child Labor, and the Timor-Leste Strategic Development Plan.	2017
Social Programs	Create social programs targeting working children, particularly in agriculture, and children engaged in the worst forms of child labor, including commercial sexual exploitation.	2017

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In 2017, Togo made a moderate advancement in efforts to eliminate the worst forms of child labor. The number of labor inspectors increased significantly for the fourth year in a row, and six additional inspectors are awaiting their appointment. The government also launched a new Safety Nets and Basic Services Project funded by the World Bank, provided cash transfers to 11,330 households through its National Fund for Inclusive Finance, and provided 42,317 children with school lunches. However, children in Togo engage in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in domestic work. The government has not devoted sufficient resources to combat child labor, and labor inspectors are not authorized to assess penalties. In addition, Togo's social programs to combat the worst forms of child labor do not match the scope of the problem and rely largely on nongovernmental and international organizations for implementation.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Togo engage in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in domestic work. (1; 2; 3; 4; 5; 6; 7; 8; 9; 10) Table 1 provides key indicators on children's work and education in Togo.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	29.6
Attending School (%)	5 to 14	86.1
Combining Work and School (%)	7 to 14	29.5
Primary Completion Rate (%)		82.9

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2013–2014. (12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working in agriculture (13; 8; 14; 15)
Industry	Working in quarries and sand mines, including excavating, crushing rocks, sifting gravel, and carrying heavy loads† (16; 17; 18; 19; 15; 20; 21)
	Working in carpentry† and tailoring (22)
	Construction (16; 13; 23)
Services	Domestic work† (24; 17; 13; 4; 19; 25; 8; 14; 15; 20)
	Carrying heavy loads,† and small-scale vending in markets
	Work as motorcycle repairmen (16; 15; 20)
	Garbage scavenging (16; 15)
Categorical Worst Forms of Child Labor‡	Forced begging (15; 21)
	Commercial sexual exploitation, sometimes as a result of human trafficking (16; 13; 19; 26; 27; 15; 21)
	Forced labor in agriculture, including coffee, cocoa, and cotton; domestic work; quarries; and markets, including carrying heavy loads; each sometimes as a result of human trafficking (4; 28; 27; 21)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Togo is a source and transit country for victims of human trafficking to neighboring countries, primarily for domestic work, work in agriculture, and commercial sexual exploitation. (13; 4; 25; 29; 30) Parents may be complicit in child trafficking as a result of

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*confiage*, which involves sending a child to a relative or friend to attend school in a larger town or city, a practice that may place children at risk of exploitation as a result of internal human trafficking. (3; 5; 10; 30; 4)

Although education is free and compulsory by law, parents are responsible for paying associated fees and buying uniforms and school supplies, which makes education prohibitive for many families. (31; 32; 33; 34) Research found that long distances to schools, as well as physical and sexual abuse in schools, also posed barriers to education for some children. (10; 32; 35; 36; 34; 37) During the reporting period, some children may have been kept home from school or sent to stay with relatives in other towns to avoid ongoing political protests in the cities. (38)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Togo has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 150 of the Labor Code; Article 262 of the Children's Code; Article 881.1a of the Penal Code (39; 40; 41)
Minimum Age for Hazardous Work	Yes	18	Article 151 of the Labor Code; Articles 6–12 of Ministerial Order N° 1464 Determining the Work Prohibited to Children (39; 42)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 6–12 of Ministerial Order N° 1464 Determining the Work Prohibited to Children; Articles 263–264 of the Children's Code; Articles 319.9 and 882 of the Penal Code; Article 151 of the Labor Code (39; 40; 41; 42)
Prohibition of Forced Labor	Yes		Articles 4 and 151 of the Labor Code; Articles 264 and 411 of the Children's Code; Articles 150.3 and 151 of the Penal Code (39; 40; 41)
Prohibition of Child Trafficking	Yes		Article 151 of the Labor Code; Articles 2–6 of Law N° 2005-009 Suppressing Child Trafficking in Togo; Articles 264 and 411–414 of the Children's Code; Articles 150.3, 151, 317–323, and 882 of the Penal Code (39; 40; 41; 43)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 151 of the Labor Code; Articles 264, 276.f, and 387–390 of the Children's Code; Article 224 of the Penal Code (39; 40; 41)
Prohibition of Using Children in Illicit Activities	Yes		Article 151 of the Labor Code; Articles 264, 276.i, and 405 of the Children's Code; Articles 317.7, 319.9, and 329.8 of the Penal Code (39; 40; 41)
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Article 426 of the Children's Code; Articles 146.14, 147.11, and 342 of the Penal Code (40; 41)
State Voluntary	Yes	18	Article 426 of the Children's Code; Article 42 of Law N° 2007-010 Regarding the General Statute of the Togolese Armed Forces (40; 44)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Non-state	Yes	18	Article 426 of the Children's Code; Articles 146.14, 147.11, and 342 of the Penal Code (40; 41)
Compulsory Education Age	Yes	15	Article 35 of the Constitution; Article 255 of the Children's Code (40; 45)
Free Public Education	Yes		Article 35 of the Constitution (45)

\* No conscription (44)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Civil Service, Labor, and Administrative Reform (MOL) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Civil Service, Labor, and Administrative Reform (MOL)	Enforce all labor laws, including child labor laws. (13; 31) Through its Unit to Combat Child Labor (CELTE), withdraw children from child labor situations, raise awareness, and collect data. (46) Focal points within the inspectorate are located in each of the five regions to monitor child labor issues and raise awareness at the local level. (47)
Ministry of Justice and Government Relations	Enforce criminal laws related to the worst forms of child labor, and prosecute violations. (23)
Ministry of Social Action, Promotion of Women and Literacy (MASPFA), Director General for the Protection of Children	Raise awareness of child labor issues, enforce laws against the worst forms of child labor, provide technical assistance, and lead government efforts to combat human trafficking. (13; 48; 20) Operate the Allo 1011 hotline for reporting child abuse, including child trafficking. (13; 48; 49; 50; 27; 20) In 2017, piloted foster family program through an NGO with 27 initial families. (20)
Ministry of Security's Division of Drugs, Morals, and Pimping	Investigate crimes involving child victims, including child trafficking. In all five regions of Togo, operate as part of the National Police. (51)

In 2017, the National Domestic Workers' Trade Union submitted a set of specifications to the government, including advocating better protections for domestic workers, issuance of birth certificates for all domestic workers, and ratification of ILO C. 189, Domestic Workers Convention. (46)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Togo took actions to combat child labor (Table 6). However, gaps exist within the operations of MOL that may hinder adequate labor law enforcement, including conducting inspections in all relevant sectors.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (52)	Unknown* (23)
Number of Labor Inspectors	167 (52)	191 (23)
Inspectorate Authorized to Assess Penalties	No (39)	No (39)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (52)	Yes (23)
Training on New Laws Related to Child Labor	N/A	N/A
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	Unknown* (52)	500 (23)
Number Conducted at Worksites	Unknown* (52)	Unknown* (23)
Number of Child Labor Violations Found	246 (52)	66 (23)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (52)	0 (23)

**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Child Labor Penalties Imposed that were Collected	Unknown* (52)	N/A
Routine Inspections Conducted	Yes (52)	Yes (23)
Routine Inspections Targeted	Unknown	Unknown* (23)
Unannounced Inspections Permitted	Yes (39)	Yes (39)
Unannounced Inspections Conducted	Unknown	Yes (23)
Complaint Mechanism Exists	Yes (52)	Yes (23)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (52)	Yes (23)

\* The government does not publish this information.

The number of labor inspectors has increased significantly for the fourth year in a row, and six additional inspectors are awaiting their appointment. Unlike previous years, MOL had adequate resources and vehicles to conduct site visits outside the main cities. (23) However, MOL reported that the current number of labor inspectors is still insufficient to pursue cases of child labor, which primarily occurs in the informal sector. (31; 23) In addition, the Labor Code makes labor inspectors responsible for reconciliation and arbitration in collective disputes, which may detract from their primary duties of conducting inspections and enforcing the Labor Code. (39; 53)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Togo took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators and prosecution.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (54)	Yes (54)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Unknown (52)	No (23)
Number of Investigations	Unknown* (52)	Unknown* (23)
Number of Violations Found	50 (55)	3 (23)
Number of Prosecutions Initiated	Unknown (52)	Unknown* (23)
Number of Convictions	Unknown (52)	Unknown* (23)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (52)	Yes (23)

\* The government does not publish this information.

Investigators lacked financial and physical resources to adequately enforce the law, and the Ministry of Justice was unable to offer refresher courses on child trafficking to magistrates, judges, and police inspectors during the reporting period due to a lack of funding. (7; 56) Research also indicates that poor record keeping, a shortage of physical copies of existing child labor laws throughout the country, and high turnover results in gaps of knowledge and enforcement capacity. (57; 58; 56) Cases involving child trafficking may be settled outside of court due to difficulties gathering evidence, and judges may be reluctant to impose fines or prison sentences for parents due to a fear of perpetuating the poverty that originally led them to violate child trafficking laws. (27; 21)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee for the Prohibition and Elimination of the Worst Forms of Child Labor (CDN)	Coordinate and oversee all government efforts to combat child labor, including the approval of all action plans for the abolition of child labor. (13; 15) Comprises representatives from 17 ministries and NGOs; MOL's CELTE serves as the permanent secretariat. (15)
MASPFA's Anti-Trafficking in Persons Cell (CNARSEVT)	Coordinate government efforts to combat human trafficking. (13; 30; 27) (13; 30; 27) Compile statistics on human trafficking and serve as the point of contact for repatriated child victims. (27) Comprises representatives from NGOs and six ministries, including MOL and MASPFA. (15)
Local Vigilance Committees	Raise awareness at the community level, identify child victims or children at risk, track returnees, and share information on human trafficking trends and prevention efforts with MASPFA's Anti-Trafficking in Persons Cell. (13; 27; 59) Some local vigilance committees were active during the reporting period. (23)

All coordinating bodies were active during the reporting period. (15)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including covering all worst forms of child labor.

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Employment Policy (2013–2017)	Aims to eliminate child labor, build the capacity of the Labor Inspectorate, and increase vocational training and apprenticeship opportunities in support of the Decent Work Program. (19; 60; 61) Includes a pilot cash transfer program for 8,000 vulnerable children. (60) The accompanying Strategic Plan on Youth Employment (PSNEJ) aims to reduce children's early entry into the labor force by retaining them in school and improving the employability of older youth and their access to funding. (19; 61; 62)
Strategy to Increase Growth and Promote Employment (SCAPE) (2013–2017)	Serves as the primary national anti-poverty plan, which includes components on child labor and education. (13; 63)
National Policy of Social Protection	MASPFA policy that aims to improve social safety nets, strengthen mechanisms to combat the exploitation of children, and promote systematic birth registration. (64)
Multilateral Agreements to Combat Child Trafficking	Quadripartite agreement among the governments of Benin, Gabon, Ghana, and Togo that works to prevent child trafficking along the countries' shared borders. Multilateral accords for West and Central Africa promote cooperation among regional states to combat child trafficking. (13; 34; 27; 46)

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (65)

A National Plan of Action Against Child Labor is undergoing technical validation, but has yet to be adopted. (34) The Ministry of Social Action, Promotion of Women and Literacy's Anti-Trafficking in Persons Cell (CNARSEVT) intends to draft a new national action plan to combat human trafficking following the creation of the 2017 ECOWAS Trafficking in Persons Action Plan. (59) Research was unable to determine whether activities were undertaken to implement any policy during the reporting period, and only policy documents specific to labor and social protection include indicators related to child labor. (19) The government has not included child labor elimination and prevention strategies into the Education Sector Plan (2010–2020). (66) At the IV Global Conference on the Sustained Eradication of Child Labor, the government pledged to incorporate child labor issues into its National Development Plan, which is currently being drafted. (67)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.



**Table 10. Key Social Programs to Address Child Labor**

Program	Description
World Bank-Funded Programs	Projects that combat child labor by improving social safety nets for vulnerable families and increasing access to education. Includes Togo Community Development and Safety Nets Project (2012–2017), a \$26.1 million project that delivered 11,670,982 school meals and constructed 370 primary school classrooms in the Kara and Savanes regions; Cash Transfer Program for Vulnerable Children in Northern Togo (2013–2017),† a \$2.55 million project implemented by MASPFA that provided conditional cash transfers to 17,655 households in northern Togo; Education and Institutional Strengthening Project 2 (2015–2018), a \$27.8 million project that aims to revise course textbooks for grades 1 and 2, provide teacher training, identify recipients of school grants, and select 80 sites for promoting girls' education; and the Safety Nets and Basic Services Project (2017–2020),* a \$29 million project implemented by MASPFA and the Ministry of Grassroots Development that aims to provide social safety nets to poor communities. (68; 69; 70; 71; 72; 73; 20) By the end of 2017, the Education and Institutional Strengthening Project 2 distributed 599,231 textbooks, provided 1,650 school grants, and trained 14,549 teachers. (74)
Plan International-Funded Projects	Projects that aim to support youth development, including Monitoring Children's Rights (2015–2018), a \$393,000 Plan Sweden-funded, 3-year MASPFA project in support of SCAPE that aims to strengthen the institutional capacity of these organizations to better protect children in Benin, Burkina Faso, and Togo; and Gender-Sensitive and Violence-Free Education, a 3.5-year project co-funded by the Swedish International Development Cooperation Agency that aims to reduce violence in schools by eliminating corporal punishment and promoting children's rights in the Central and Plateau regions. (36; 75; 76; 77)
Shelters for Vulnerable Children†	MASPFA-funded center that provides temporary shelter and services for victims, including those referred by the Allo 1011 hotline. (31; 48; 50; 27; 20) Victims may be transferred to NGO-run shelters for longer-term support. (50; 27; 20)
National Fund for Inclusive Finance†	Government program administered by the State Secretariat to the Presidency of the Republic that provides loans of up to \$60 to women in rural areas of Northern Togo, aiming to reduce the demand for income provided by engaging in child labor. (78; 23) In 2017, provided cash transfers to 11,330 households in 93 villages. (79; 23)
National Plan for Registering Births in Togo (2013–2017)†	MASPFA, MOJ, and Ministry of Territorial Administration plan that aims to increase documentation of births by simplifying the process, educating families on the importance of birth registration, and increasing accessibility to birth registration in rural areas. (54; 80) In 2017, conducted outreach activities and worked with UNICEF and NGOs to deliver birth certificates in Kara and Savannes. (46; 20)
School Feeding Program†	Provides school lunches in rural areas to promote school enrollment, particularly for girls. (34; 20; 37) In 2017, provided food to 42,317 children at 143 schools. (79; 23)
Forum of Traditional and Religious Chiefs of Togo on the Harmful Social and Cultural Practices That Affect Children†	MASPFA-funded program that aims to eliminate traditional practices that may contribute to child trafficking by educating local leaders on child labor issues and the importance of education. (23)

\* Program was launched during the reporting period.

† Program is funded by the Government of Togo.

Social programs focus on poverty alleviation and promoting education rather than targeting specific sectors of child labor, such as domestic work, and the government relies heavily on NGOs and international organizations for implementation. (23; 59) A shortage of funds also hinders program implementation. (59) As a result, the scope of existing programs is insufficient to fully address the extent of the problem, and many of these interventions may not be sustainable over the long term.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Togo (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Enforcement	Publish information about the amount of funding the labor inspectorate receives, the number of inspections conducted at worksites, number of routine inspections targeted and data related to criminal law enforcement, including the number of investigations conducted, prosecutions initiated, and convictions made.	2010 – 2017
	Strengthen the Labor Inspectorate by authorizing the inspectorate to assess penalties.	2014 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that both labor inspectors and criminal investigators receive refresher courses, and ensure that all regional offices have copies of relevant laws related to child labor.	2009 – 2017
	Enforce penalties for labor violations according to the law.	2014 – 2017
	Increase the number of labor inspectors and ensure that they are able to carry out their primary duties of inspection and monitoring of labor laws throughout the country, including in the informal sector.	2009 – 2017
	Ensure that criminal investigators have sufficient financial and physical resources to effectively enforce criminal laws against child labor.	2017
Government Policies	Ensure that policies are implemented as intended and that child labor indicators are included in all relevant policies.	2016 – 2017
	Integrate child labor elimination and prevention strategies into the Education Sector Plan.	2013 – 2017
Social Programs	Increase access to education by eliminating school-related fees; ensuring that schools are free from sexual and physical violence; and increasing the number of schools, especially in rural areas.	2010 – 2017
	Ensure that social protection programs to combat child labor receive adequate funding, are sufficient to address the scope of the problem in all relevant sectors, and promote the long-term sustainability of project initiatives.	2009 – 2017

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# Tonga

## NO ADVANCEMENT

*In 2017, Tonga made no advancement in efforts to eliminate the worst forms of child labor. Children in Tonga perform dangerous tasks in agriculture and fishing. Gaps in the legal framework remain; 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 labor exploitation. In addition, the government has not established a policy or program to address child labor, including its worst forms.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tonga perform dangerous tasks in agriculture and fishing. (1) Table 1 provides key indicators on children's work and education in Tonga. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		111.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (2) Data were unavailable from Understanding Children's Work Project's analysis, 2018. (3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**




Sector/Industry	Activity
Agriculture	Subsistence farming, fishing (1)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (4) Forced domestic work (4)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Tonga has ratified 1 key international convention concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age ILO C. 182, Worst Forms of Child Labor	
 UN CRC UN CRC Optional Protocol on Armed Conflict UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Tonga's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.



**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	No		Sections 69–70 of the Counter Terrorism and Transnational Organised Crime Act (5)
Prohibition of Child Trafficking	No		Section 69 of the Counter Terrorism and Transnational Organised Crime Act (5)
Prohibition of Commercial Sexual Exploitation of Children	No		Sections 115A and 125–126 of the Criminal Offences Act (6)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	Yes*	18	Section 25 of the Defence Services Act (7)
State Voluntary	Yes	16	Section 25 of the Defence Services Act (7)
Non-state	No		
Compulsory Education Age	Yes	18	Section 98 of the Education Act 2013 (8)
Free Public Education	No		Section 95 of the Education Act 2013 (8)

\* No conscription (7)

The Parliament has yet to pass the Employment Relations Bill, which would establish a minimum age for non-hazardous and hazardous work and would prohibit the categorical worst forms of child labor. In addition, the Parliament has not determined the types of hazardous work prohibited for children. (9; 10; 1)

The Counter Terrorism and Transnational Organised Crime Act is insufficient to meet the international standard for the prohibition of child trafficking because it does not specifically prohibit trafficking children domestically, nor does it criminally prohibit forced labor, debt bondage, and slavery, unless they involve transnational human trafficking. (4; 5)

The Criminal Offences Act prohibits the procurement of women and girls under age 21 for prostitution but does not criminalize the procurement of boys for prostitution. (11) In addition, the Act does not sufficiently prohibit commercial sexual exploitation, because the use of children under age 14 in the production of pornography is not criminally prohibited. The Act also does not specifically prohibit using children in illicit activities, particularly in the production and trafficking of drugs. (6; 11; 12) In addition, the Defence Services Act does not prohibit the recruitment of children by non-state armed groups. (7)

Although it does not appear that there are any laws that provide free basic education, there is a policy that sufficiently provides for free basic education to all children between the ages of 6 and 14. (13)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Commerce, Consumer, Innovation, Trade and Labour that may hinder adequate enforcement of their labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Commerce, Consumer, Innovation, Trade and Labour	Enforce labor laws, including those related to child labor and the worst forms of child labor, through business license inspectors and a chief labor inspector. The position of Chief Labor Inspector is currently vacant. (1)

# Tonga

## NO ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Tongan Police, Transnational Crime Unit, and Domestic Violence Unit	Enforce criminal laws related to the worst forms of child labor. (1)
Ministry of Internal Affairs, Immigration Department	Collaborate with Tongan police and the Ministry of Commerce, Consumer, Innovation, Trade and Labour on the enforcement of criminal laws in cases in which foreign nationals are involved in the worst forms of child labor. (1)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Tonga took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Commerce, Consumer, Innovation, Trade and Labour that may hinder adequate labor law enforcement, including the absence of worksite inspections conducted at the national level.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	\$0 (1)
Number of Labor Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to Child Labor	N/A (14)	N/A (1)
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	Unknown	0 (1)
Number Conducted at Worksites	Unknown	0 (1)
Number of Child Labor Violations Found	Unknown	0 (1)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	0 (1)
Number of Child Labor Penalties Imposed that were Collected	Unknown	0 (1)
Routine Inspections Conducted	Unknown	Unknown
Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	No (14)	No (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (14)	No (1)

Inadequate resources, including a lack of funding to hire and train the labor inspectors needed to target sectors in which child labor is present, hamper the government's capacity to enforce child labor laws in Tonga. (15; 1)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Tonga took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (14)	Yes (1)

**IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor.

**V. GOVERNMENT POLICIES ON CHILD LABOR**

Research found no evidence that the government has established policies to address child labor.

**VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR**

Research found no evidence that the government funded or participated in programs that include the goal of eliminating or preventing child labor.

**VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR**

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Tonga (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO C. 138, Minimum Age, ILO C. 182, Worst Forms of Child Labor, UN CRC Optional Protocol on Armed Conflict, UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Palermo Protocol	2017
	Establish labor regulations that include a minimum age of 14 for employment and a minimum age of 18 for hazardous work, in accordance with international standards.	2009 – 2017
	Ensure that hazardous occupations or activities are prohibited for children.	2009 – 2017
	Ensure that the law criminally prohibits forced labor, including debt bondage and slavery.	2015 – 2017
	Ensure that laws specifically prohibit domestic human trafficking of children and the use of children in illicit activities, including in the production and trafficking of drugs.	2014 – 2017
	Ensure that laws prohibit all forms of commercial sexual exploitation for both girls and boys under the age of 18.	2009 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Establish by law free basic public education.	2016 – 2017
Enforcement	Publish information on labor law and criminal law enforcement activities, efforts, and relevant data.	2014 – 2017
	Establish a mechanism for reporting child labor complaints.	2013 – 2017
	Provide labor inspectors and criminal investigators with the training and resources necessary to enforce laws prohibiting child labor, including its worst forms.	2013 – 2017
	Establish referral mechanisms among the Labor Inspectorate, the police, and social welfare services to protect and rehabilitate children involved in child labor, including its worst forms.	2014 – 2017
	Fill the position of Chief Labor Inspector. Increase the number of labor inspectors trained and responsible for targeting sectors in which child labor is present.	2016 – 2017
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2017
Government Policies	Adopt policies to address child labor, including in agriculture and fishing.	2017
Social Programs	Implement programs to address child labor, including in domestic work.	2010 – 2017
	Collect and publish data on the extent and nature of child labor, including its worst forms, to inform policies and programs.	2017

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In 2017, Tunisia made a significant advancement in efforts to eliminate the worst forms of child labor. The government passed the Law on Specific Measures for the Consecration of the Obligation of Access to Initial Vocational Training that obligates children who have dropped out of school to attend vocational training and imposes monetary penalties on their non-cooperative guardians. As part of its Child Labor National Action Plan, the government conducted a national child labor survey and released preliminary results, which indicated that nearly 8 percent of all children engaged in child labor, roughly 63 percent of whom were engaged in hazardous work. Regarding enforcement, trainings were held for juvenile and family court judges with five sessions to train judges on the implementation of the 2016 Law on the Prevention and the Fight Against the Trafficking of Persons. Also, the government took steps to increase the budget of the Labor Inspectorate over the previous year by 37 percent. However, children in Tunisia engage in the worst forms of child labor, including in forced labor in domestic work, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture and street work. The number of children dropping out of school, which may make them more vulnerable to child labor, remains high. In addition, the law's minimum age protections do not apply to children who are engaged in work in the informal sector.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tunisia engage in the worst forms of child labor, including in forced labor in domestic work, sometimes as a result of human trafficking. Children also perform dangerous tasks in agriculture and street work. (1; 2; 3) Table 1 provides key indicators on children's work and education in Tunisia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	3.0 (50,364)
Attending School (%)	5 to 14	94.2
Combining Work and School (%)	7 to 14	2.8
Primary Completion Rate (%)		103.2

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011–2012. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (6; 7; 8; 9; 10; 11; 12)
Industry	Construction, activities unknown (11; 12)
Services	Domestic work (13; 7; 14; 9; 12) Street work, including shining shoes, begging, vending, auto washing and repairing, and scavenging garbage† (6; 7; 8; 15; 9; 10; 12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking (13; 8; 16; 17) Use in illicit activities, including stealing, smuggling, and drug trafficking (13; 8; 15; 16) Forced labor in domestic work and begging, each sometimes as a result of human trafficking (13; 8; 16; 18; 10; 19)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



# Tunisia

## SIGNIFICANT ADVANCEMENT




Children are engaged in child labor in the informal sector, predominantly in street work, including vending and garbage scavenging. (20; 15) Child migrants from sub-Saharan countries and those fleeing conflict in Libya and Syria, as well as young girls from Tunisia's northwest region, are particularly vulnerable to human trafficking. (16; 19) Preliminary results from the National Child Labor Survey conducted by the government indicated that 7.9 percent of all children are engaged in child labor, with 63.2 percent of whom involved in hazardous work. The northwest region—consisting of the governorates of Béja, Jendouba, Kef, and Siliana—noted the highest incidence of child labor at 27.7 percent. (12) The government has not yet made the full dataset from this survey publicly available, or allowed other government agencies to access it, leaving the nature and causes of children's involvement in specific forms of child labor unknown.

Students face barriers to education, especially in rural areas, due to inadequate transportation, household poverty, and religious customs. (6; 8; 14; 21; 10) It is estimated that each year approximately 100,000 students, including a disproportionate number of girls, drop out, many as a result of physical violence in schools. (9; 22; 23; 10)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Tunisia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Tunisia's legal framework to adequately protect children from the worst forms of child labor, including the lack of comprehensive hazardous work prohibitions for children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 53 of the Labor Code; Article 2 of the Law on the Situation of Domestic Workers (24; 25)
Minimum Age for Hazardous Work	Yes	18	Article 58 of the Labor Code (24)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 1 of the Ministry of Social Affairs Order of January 19, 2000 (26)
Prohibition of Forced Labor	Yes		Articles 105 and 250 of the Penal Code; Articles 2.1, 2.5, 2.6, and 8 of the Law on the Prevention and the Fight Against the Trafficking of Persons (27; 28)
Prohibition of Child Trafficking	Yes		Articles 2–3, 5, 8, and 23 of the Law on the Prevention and the Fight Against the Trafficking of Persons (28)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 226 bis and 232–234 of the Penal Code; Article 25 of the Child Protection Code; Article 2.7 of the Law on the Prevention and the Fight Against the Trafficking of Persons (27; 28; 29)
Prohibition of Using Children in Illicit Activities	Yes		Articles 5 and 11 of Law No. 92.52 on Narcotics (30)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Military Recruitment			
State Compulsory	Yes	20	Article 2 of the National Service Law (31)
State Voluntary	Yes	18	Article 2 of the National Service Law (31)
Non-state	Yes	18	Article 2(5) of the Law on the Prevention and the Fight Against the Trafficking of Persons; Articles 3 and 18 of the Child Protection Code (28; 29)
Compulsory Education Age	Yes	16	Section 1 of the Law on Education (32)
Free Public Education	Yes		Article 38 of the Constitution (33)

In 2017, Tunisia passed the Law on Specific Measures for the Consecration of the Obligation of Access to Initial Vocational Training that obligates children who have dropped out of school to attend vocational training with corresponding penalties for non-cooperative guardians of the child. Remedial courses are offered to those under age 15 to meet the ninth grade requirement to attend vocational training. (10; 34; 11; 35)

The Elimination of Violence Against Women law amended sections of the Penal Code to increase penalties for violence against female children. (36) Also, in 2017, Tunisia became the first non-european country to sign the Council of Europe's Lanzarote Convention on the protection of children against exploitation and sexual abuse. (37; 11; 19) The types of hazardous work prohibited for children do not cover street work, an activity in which there is evidence of children working in an unhealthy environment. Further, the government acknowledges, as evident from the high rates of recidivism, that the fines and penalties for child labor law violations are not dissuasive. (38)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Social Affairs (MSA) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Affairs (MSA)	Conduct labor inspections and assess fines and penalties for infractions. (8; 24; 39) Maintain a database of human trafficking victims and work with the Ministry of Justice (MOJ) to ensure that victims of human trafficking are not prosecuted for trafficking crimes. (40) Collaborate with the Ministry of Education (MOE) and the Ministry of Health (MOH) to identify and provide support to children vulnerable to child labor. (8; 20; 17; 41; 10)
Ministry of Women, Family, and Childhood (MWFC)	Through its Delegates for the Protection of Children, gather evidence and conduct investigations on child welfare cases, conduct needs assessments and intervention plans, and act as judicial police in cases of imminent danger to children. (41; 29; 10)
Ministry of the Interior (MOI)	Investigate reports of child labor as a criminal violation, including complaints that are outside of the Labor Inspectorate's mandate and complaints in the informal sector. (15) Through its Child Protection Service in the National Police, address the commercial sexual exploitation of children and coordinate with the MSA and the MWFC regarding violations. (8; 42; 10) Through its Judicial Police, coordinate with the MSA to refer cases of at-risk youth. (8; 41; 38; 43)
Ministry of Justice (MOJ)	Coordinate anti-trafficking efforts and the criminal enforcement of child labor laws. (17)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Tunisia took actions to combat child labor (Table 6). However, gaps exist within the authority of the MSA that may hinder adequate labor law enforcement, including the lack of ability to enforce the minimum age protections for children on inhabited premises, such as private homes, without permission of the property owner or a court order.

# Tunisia

## SIGNIFICANT ADVANCEMENT

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$5,425,994 (8)	\$7,450,000 (11)
Number of Labor Inspectors	357 (8)	348 (11)
Inspectorate Authorized to Assess Penalties	Yes (8)	Yes (11)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (8)	Yes (11; 35)
Training on New Laws Related to Child Labor	Yes (38)	N/A (11)
Refresher Courses Provided	Yes (8)	Yes (11; 35)
Number of Labor Inspections Conducted	19,913 (44)	13,708 (11)
Number Conducted at Worksites	Unknown (8)	13,708 (11)
Number of Child Labor Violations Found	140 (44)	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	6 (44)	1 (11)
Number of Child Labor Penalties Imposed that were Collected	6 (44)	1 (11)
Routine Inspections Conducted	Yes (8)	Yes (11)
Routine Inspections Targeted	Yes (8)	Yes (11)
Unannounced Inspections Permitted	Yes (8)	Yes (11)
Unannounced Inspections Conducted	Yes (8)	Yes (11)
Complaint Mechanism Exists	Yes (8)	Yes (11; 35)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (38; 44)	Yes (11)

In 2017, the government increased the budget of the Labor Inspectorate by 37 percent over the previous year. (11) However, the government also noted that the budget for fuel and transportation was inadequate to carry out inspections, especially in remote areas of the country. (45; 11)

Mechanisms do not exist to enforce the minimum age protections for children on inhabited premises, such as private homes, without permission of the property owner or a court order. (8; 24; 10)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Tunisia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including the lack of publication of the number of investigations conducted, violations found, prosecutions initiated, and convictions of criminal law enforcement efforts related to child labor.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	No (41)	Yes (11)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (8)	Yes (11)
Refresher Courses Provided	No (41)	Yes (11)
Number of Investigations	292 (44)	13 (46)
Number of Violations Found	292 (44)	Unknown
Number of Prosecutions Initiated	5 (44)	4 (46)
Number of Convictions	Unknown (8)	1 (46)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8; 38)	Yes (11)

In 2017, the IOM, in partnership with the government, conducted trainings for civil society and professionals on human trafficking. (2) Trainings were held for juvenile and family court judges, with five specific sessions focused on the implementation of the 2016 Law on the Prevention and the Fight Against the Trafficking of Persons. (11)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee for the Implementation of the Child Labor National Action Plan (PAN-TN)	Coordinate efforts to combat child labor. Led by MSA, includes membership of five other ministries and two unions, with support from ILO. (15; 47; 48; 49)
National Commission on Trafficking in Persons	Coordinate anti-human trafficking efforts and raise awareness of human trafficking issues. Includes membership of 12 ministries, 2 members of civil society, 1 media representative, and 1 member of the National Commission of Human Rights. (17; 41; 50; 51) In 2017, the MOJ appointed an individual from the Judges Union to lead the commission as president and organized a workshop to gain feedback from civil society and international organizations on the nascent anti-trafficking strategy still in draft. (3; 11; 35; 19)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Child Labor National Action Plan (PAN-TN) (2015–2020)	Aims to raise awareness, build the capacity of stakeholders, and encourage action from NGOs and the public. (15; 42; 47) In 2017, the plan continued implementing social programs such as the National Child Labor Survey as part of its objective to increase the knowledge base about child labor. (11; 19)
National Action Plan to Combat Trafficking in Persons (2015–2017)	Aims to build the capacity of civil society to address human trafficking; boost public awareness of human trafficking; and train police, customs, and penitentiary officials to identify victims of human trafficking. (40; 52) In 2017, conducted awareness-raising activities. (35)
UNICEF Country Program Document (2015–2019)	Aims to decrease dropout rates and improve education quality and access to early education, teach life skills to adolescents, and improve access to information to protect children against violence and economic exploitation. (53; 54) In 2017, supported regional and national consultations on “Investing in Children” through policy dialogue and advocacy with the government and partners to promote child-sensitive social protection mechanisms and secure government commitments to model a child allowance scheme. (35)

During the reporting period, the National Commission on Trafficking in Persons continued work on a national strategy against human trafficking in Tunisia, but the strategy has not yet been finalized. (41; 55; 19)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
USDOL-Funded Projects	USDOL projects in Tunisia aim to conduct research on child labor and strengthen Tunisia’s ability to implement its Child Labor National Action Plan, a multi-stakeholder effort involving government, business, and civil society. These projects include PROTECTE (2016–2020),* \$3 million project implemented by the ILO; and Global Research on Child Labor Measurement and Policy Development (MAP), \$7 million project implemented in at least 10 countries by the ILO. (8; 15; 56; 57; 58) Additional information is available on the USDOL website.
Support Efforts to Combat Human Trafficking (2014–2017)	USDOS-funded project implemented by the IOM to carry out anti-human trafficking activities in collaboration with the MOJ, MOI, MSA, and MWFC. Includes three objectives: (a) build the capacity of relevant institutions and agencies to identify and assist victims of trafficking based on their individual needs, (b) strengthen cross-sector cooperation and the sharing of information through the implementation of a national referral mechanism, and (c) conduct an awareness-raising campaign to keep children in school and discourage illegal migration that could lead to human trafficking. (42) In 2017, the program continued to support capacity-building efforts related to the recent anti-trafficking law with the training of 332 public officers and civil society organizations, the development and dissemination of a manual on the anti-trafficking law, and the production of awareness-raising materials on the law. (35)

**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Shelters and Services for Victims of Human Trafficking†	The Government of Tunisia operates shelters to serve victims of human trafficking, particularly children. Provides services that include lodging, food, clothing, psychological services, legal aid through a network of pro bono lawyers, and free medical care in collaboration with the MOH. Places unaccompanied children and adults in dedicated centers to receive schooling. (59; 40; 43; 60; 61) In 2017, the shelters continued to operate and provide both accommodation and medical assistance during the reporting period. (35)
Centers to Provide Aid to Victims of Child Labor†	The government maintains 23 youth centers and 67 child protection institutions that can serve up to 6,000 children engaged in child labor or vulnerable to child labor. (42; 62) In 2017, these centers provided assistance to children through programs in educational and vocational rehabilitation, and programs providing social support for homeless children who are exposed to all forms of danger, including economic exploitation, sexual exploitation, drug use, violence, and exploitation by gangs and terrorist networks. (15; 35)
Programs to Reduce School Dropout Rates†	MOE-funded School Dropout Prevention Program maintains about 2,300 social protection units in schools and mobile units in rural areas to monitor students and prevent school dropout. In 2017, no specific activities to reduce school dropout rates were reported. (62; 35)

† Program is funded by the Government of Tunisia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (41; 59; 63; 64)

Although Tunisia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. (15)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Tunisia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the hazardous occupations and activities prohibited for children are comprehensive.	2016 – 2017
Enforcement	Provide adequate resources for the Labor Inspectorate to conduct additional inspections, particularly in remote areas.	2015 – 2017
	Ensure that mechanisms exist to enforce the minimum age protections for children on inhabited premises, such as private homes, without permission of the property owner or a court order.	2014 – 2017
	Collect and publish information on the number of child labor violations found related to the criminal enforcement of child labor laws.	2013 – 2017
	Increase penalties for those who employ children in child labor.	2016 – 2017
Social Programs	Address barriers to education, especially for girls in rural areas, such as lack of reliable transportation, household poverty, physical violence, and religious custom.	2015 – 2017
	Provide sufficient resources to expand existing programs to address the scope of the child labor problem.	2015 – 2017
	Publish the full results of the National Child Labor Survey and make the microdata publicly available so that they can be used to inform programming and policies.	2017

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# Turkey

## MODERATE ADVANCEMENT

In 2017, Turkey made a moderate advancement in efforts to eliminate the worst forms of child labor. The government adopted a new five-year national action plan to combat child labor and created new bodies to coordinate government policy on child labor and oversee implementation of the new action plan. In coordination with international partners, the government continued to train labor inspectors on child labor and implement projects that provided assistance to more than 1,000 children working in seasonal agriculture. The Prime Ministry introduced a new circular instructing provincial governments to improve provision of educational and other services to the children of seasonal agricultural workers. However, children in Turkey perform dangerous tasks in seasonal agricultural work and in small and medium manufacturing enterprises. Gaps in the labor law and uneven enforcement resulted in insufficient protection of children employed by agricultural enterprises with fewer than 50 workers. Although the government made meaningful efforts in relevant areas during the reporting period, provisions related to the minimum age for work do not meet international standards. In addition, the government continued to make important progress in expanding access to education and other services for several hundred thousand Syrian refugee children, although high poverty rates and limited work opportunities for adult refugees left some refugee children vulnerable to exploitation in the worst forms of child labor.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Turkey perform dangerous tasks in seasonal agriculture and in small and medium manufacturing enterprises. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Turkey.

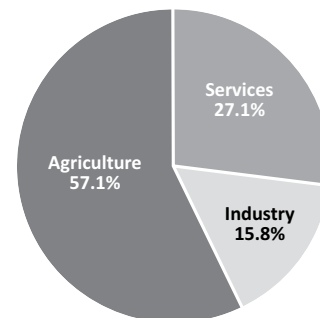
**Figure 1. Working Children by Sector, Ages 10-14**

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	6 to 14	2.6 (320,254)
Attending School (%)	6 to 14	92.4
Combining Work and School (%)	6 to 14	1.6
Primary Completion Rate (%)		92.5

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey, 2006. (7)



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cotton, hazelnuts, citrus fruits, sugar beets, cumin, peanuts, pulses, apricots, melons, and cherries (3; 4; 8; 9; 10; 11; 12; 5; 1; 2)
Industry	Production of furniture, bricks, shoes, leather goods, and textiles (3; 12; 13; 14; 15; 16) (17; 18; 19; 20; 21; 22)
	Construction (2; 23)
	Auto repair† (3; 24)
	Mining† (1; 25)
Services	Street work, including vending small items, carrying bundles in market areas, cleaning car windshields, collecting recyclable materials, and begging (1; 3; 26; 12; 13; 14; 15; 27) (24; 28; 29; 30)
	Working in restaurants and small shops (13; 12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (24; 31; 32; 33; 30)
	Recruitment of children by non-state armed groups for use in armed conflict (2; 30)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Due to the seasonal nature of agricultural work throughout the country, children living in rural areas often migrate with their families and engage in agricultural work for up to seven months of the year. Significant numbers of these children have limited access to health care and education as a result of migration. (34; 35; 36; 4; 5; 24; 37; 2) Syrian refugee families working in agriculture tended to receive lower pay and live in worse conditions than Turkish workers, increasing the vulnerability of both Syrian adults and children to potential exploitation. (4; 12; 5; 2)

There were over 3.5 million refugees living in Turkey at the end of 2017. (38) Poverty and a lack of meaningful employment opportunities for adults contributed to an increase in child labor among refugee children. (5; 28; 29; 2) Syrian refugee children engaged in child labor in agriculture, street begging, the service sector, and small and medium manufacturing enterprises. (2; 3) Children in the manufacturing sector often worked long hours up to six days per week and earned wages as little as half of what an employer would pay an adult. (3; 15; 16; 19; 20; 21; 22; 2) Monitoring and collecting data on child labor in refugee communities remained a challenge. (2)




In 2017, the government alleged that the Kurdistan Workers' Party (PKK), a U.S.-designated terrorist organization, recruited and forcibly abducted children for conscription. Authoritative data on PKK youth recruitment was not available. (2)

Syrian refugee children faced financial barriers to receiving education, including the informal tuition or other fees charged for Syrian children as well as the cost of transportation. (3; 13; 20; 2) Up to one-third of Syrian children living in Turkey had an inconsistency with their registration documents, such as registration in a province other than the one they reside in. School administrators sometimes refuse admission to these children, despite Ministry of National Education instructions that schools should accept these children while registration issues are resolved. (2) In addition, many Syrian children who were able to register for school struggled to integrate into Turkish schools due to the language barrier and lack of access to programs in which they could learn Turkish as a second language. (3)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Turkey has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Turkey's legal framework to adequately protect children from the worst forms of child labor, including with regard to the application of the minimum age for work to all children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 71 of the Labor Law (39)
Minimum Age for Hazardous Work	Yes	18	Articles 71–73 of the Labor Law; Annex 3 of the Regulation on Principles and Procedures Governing the Employment of Children and Young Workers (39; 40)

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		The Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers (40)
Prohibition of Forced Labor	Yes		Articles 80 and 117 of the Penal Code (41)
Prohibition of Child Trafficking	Yes		Article 80 of the Penal Code (41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 77, 103, 226, and 227 of the Penal Code (41)
Prohibition of Using Children in Illicit Activities	Yes		Articles 37, 38, and 188 of the Penal Code (41)
Prohibition of Military Recruitment			
State Compulsory	Yes	21	Article 2 of the Law on Military Service (42)
State Voluntary	N/A*		
Non-state	No		
Compulsory Education Age	Yes	17‡	Article 3 of the Primary Education Law; Education Reform Law (43; 44)
Free Public Education	Yes		Article 2 of the Primary Education Law; Article 42 of the Constitution of the Republic of Turkey (44; 45)

\* No voluntary military service (46)

‡ Age calculated based on available information (43; 44)

Despite steps to institute additional protections for underage children engaged in agricultural work, gaps in the legal framework protecting children from hazardous child labor persisted. The National Program to Combat Child Labor identifies seasonal migratory agricultural work and work in small and medium industrial enterprises as worst forms of child labor. (2) However, the Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers allows children to do fruit and vegetable picking as light work, and does not prohibit seasonal migratory agriculture. The regulation also allows children age 16 and older to participate in many manufacturing tasks, including manufacturing of clothing despite work in industrial enterprises being included as a worst form of child labor. (40) This inconsistency between national law and policy on child labor created confusion regarding the minimum age for work in the agriculture and manufacturing sectors, as well as the jobs within these sectors that are legally prohibited for children. (47; 48)

In addition, although Turkey has a list of activities in which light work may be permitted in the Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers, it does not specify the conditions in which light work may be undertaken or limit the number of hours for light work. (39)

In addition, Article 4 of Turkey's Labor Law continued to exclude from its coverage agricultural enterprises employing fewer than 50 workers, which are the workplaces most likely to employ children, including in seasonal migratory work. (39) This gap in the law leaves children and other workers in agricultural enterprises with fewer than 50 workers vulnerable to exploitative conditions without legal protection. (11; 24)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Services that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Inspection Board Presidency within the Ministry of Labor and Social Security (MOLSS)	Implement laws on child labor and hazardous child labor, including regulating work environments and conditions for children. Monitor the implementation of the Labor Law provisions in workplaces under its jurisdiction. (2) Receive complaints about labor law violations, including child labor, through a hotline. (2)
Mentoring and Inspection Presidency within MOLSS	Monitor compliance with laws related to social security of all workers, including child workers. Conduct joint inspections with the Labor Inspection Board Presidency to find children under legal working age who have dropped out of school and refer them to education services. (1)
Turkish National Police and Gendarmerie General Command ( <i>Jandarma</i> )	Enforce the Penal Code, including criminal laws related to the worst forms of child labor. (1; 49) Increase efforts to identify and prevent trafficking of refugees through the Anti-Migrant Smuggling and Trafficking Bureau within the National Police. (30) The Gendarmerie General Command ( <i>Jandarma</i> ) enforces laws in rural areas that are outside of the jurisdiction of National Police. (12; 49)
Department for Protection of Victims of Human Trafficking within the Directorate General for Migration Management (DGMM)	Coordinate the identification of human trafficking victims, including victims of child trafficking. (33) Manage a hotline providing 24-hour, toll-free support in multiple languages for human trafficking victims. (50)
Ministry of Justice	Prosecute cases of child labor and child exploitation. (1)
Ministry of Family and Social Policy (MFSP)	Coordinate and provide services to children living or working on the street through the Directorate General of Child Services. Operate a hotline to receive complaints about child rights violations, including child labor. (1)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Turkey took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor and Social Security that may hinder adequate labor law enforcement, including human resource allocation (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (12)	Unknown* (2)
Number of Labor Inspectors	1002 (12)	1021 (2)
Inspectorate Authorized to Assess Penalties	Yes (12)	Yes (2)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (12)	Yes (2)
Training on New Laws Related to Child Labor	Yes (12)	Yes (2)
Refresher Courses Provided	Yes (12)	Yes (2)
Number of Labor Inspections Conducted	21,329† (12)	14,204 (2)
Number Conducted at Worksites	21,329† (12)	14,204 (2)
Number of Child Labor Violations Found	Unknown* (12)	21 (2)
Number of Child Labor Violations for Which Penalties were Imposed	71 (12)	21 (2)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (12)	Unknown
Routine Inspections Conducted	Yes (12)	Yes (2)
Routine Inspections Targeted	Yes (12)	Yes (2)
Unannounced Inspections Permitted	Yes (12)	Yes (2)
Unannounced Inspections Conducted	Yes (12)	Yes (2)
Complaint Mechanism Exists	Yes (12)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (2)

\* The government does not publish this information.

† Data are from January 1, 2016, to November 30, 2016.

Labor inspectors spend the first three years of their careers as assistant inspectors. They receive on-the-job training that includes modules to raise their awareness of child labor and of the legal provisions and enforcement mechanisms that exist to address it, as well as annual continuing education on new laws. (46; 2) In 2017, the number of labor inspectors was likely insufficient for the



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size of Turkey's workforce, which includes over 30 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in industrializing economies, Turkey would employ about 1,960 labor inspectors. (51; 52; 53) The number of inspections reported by the government decreased in 2017, however limited government statistics and a change in the methodology by which the labor inspectorate counted discrete site visits, rendered it difficult to assess trends regarding the overall number of worksites inspected in 2017 relative to 2016. (54)

In 2017, employers who illegally employed children were subject to administrative fines of approximately \$430. Fine amounts are adjusted annually and have undergone small increases in recent years, but remain insufficient to deter violations. (2)

Although reciprocal referral mechanisms remain underutilized, research found that children discovered to be working illegally during the course of inspections were generally referred for social services. (1; 46) In 2017, UNICEF provided training on child labor to 400 labor inspectors with the aim of improving linkages between labor inspectors and social services. (2)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Turkey took actions to combat the worst forms of child labor (Table 7). However, gaps exist within the operations of criminal law enforcement agencies that may hinder adequate enforcement.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
Refresher Courses Provided	Unknown	Yes (30)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (12)	Yes (2)

During the reporting period, the IOM provided training on preventing trafficking and managing irregular migration flows to 421 government staff responsible for migration-related criminal law enforcement and case management. (30) The Director General for Migration Management (DGMM) increased staff both at headquarters and its provincial offices, increasing capacity to identify human trafficking victims. Compared with the previous year, the government reported a 159 percent increase in potential victims interviewed and a 67 percent increase in victims identified during the reporting period. (30) Although the government continued to improve its efforts to identify victims of trafficking, identification of child trafficking victims remained low. (29; 55)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Child Labor Branch of the Employment Policies Directorate within MOLSS	Coordinate all child labor programs and efforts of the Ministry of National Education, the Child Services Directorate General in MFSP, the Ministry of the Interior, the Ministry of Justice, and NGOs. (1)
Monitoring and Evaluation Board for Child Labor*	Plan and monitor implementation of the National Program to Combat Child Labor, including through biannual meetings. Held inaugural meeting in December 2017. (2)
The Child Services Directorate General Within MFSP	Coordinate services for children living and working on the streets. (1)

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
DGMM	Coordinate the implementation of migration law, including laws related to irregular migration, refugees, and human trafficking. (56; 57) In 2017, the DGMM actively worked to increase the government's enforcement capacity. (30)
Anti-Trafficking Coordination Commission	Coordinate policy on human trafficking. This commission was founded to replace the National Task Force on Combatting Human Trafficking and met in March 2017. (30)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

In April 2017, the Prime Ministry issued the Circular on Seasonal Agricultural Workers No. 2017/6, developed in cooperation with the ILO. (58) The Circular aims to address the most critical issues facing seasonal agricultural workers, particularly in the hazelnut harvesting industry, and their families by directing provincial governments to develop annual action plans to mitigate problems experienced by seasonal agricultural workers and provide services to these workers and their families. (2; 59) Services required include providing housing and health screening for workers and their families, and providing education and monitoring of school attendance for children. The Circular also established a Monitoring and Evaluation Board to monitor implementation of these directives. (2)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Program to Combat Child Labor (2017–2023)†	Identifies seasonal migratory agriculture, street work, and work in small and medium industrial enterprises as priority sectors for government efforts to combat child labor. Outlines a series of nationwide interventions aimed at eliminating child labor. (2)
National Child Rights Strategic Document and Action Plan (2013–2017)	Sets out the framework and actions for promoting services for children in fields such as health care and education. (60) Includes a section addressing child labor issues. (61; 46)
Second National Action Plan on Combating Human Trafficking	Outlines Turkey's strategy for the prevention of human trafficking. Identifies children as an exceptionally vulnerable group and calls for special security precautions for children at shelters for victims, as well as increased international cooperation on preventing child trafficking. (50; 62)
National Employment Strategy (2014–2023)	Aims to identify and solve labor market issues, with the goal of job creation and sustained economic growth. Includes the prevention of child labor, especially hazardous work in agriculture, as a focus of the plan, and advocates for increased access to education and strengthened social services as a means of preventing child labor. (63) In 2017, the government adopted action plans for 2017 to 2019. Initiatives in the new action plans include requiring Provincial Employment and Occupational Education Boards to evaluate progress in combatting child labor locally and organizing activities to raise awareness about child labor in connection with the World Day Against Child Labor. (2)
Tenth Development Plan (2014–2018)	Identifies Turkey's strategy and goals for economic development. Includes the priorities of alleviating child poverty and increasing equal opportunity in education. (64) Includes provisions for the prevention of the worst forms of child labor. (46)

† Policy was approved during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the Government of Turkey funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including with regard to adequate funding of programs to address the full scope of the problem in seasonal agriculture and manufacturing.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Conditional Education and Health Care Assistance Program†	Government program that aims to reduce poverty through cash transfers. (65) Provides milk to all primary school children and distributes books free of charge. (66) In 2017, the program reached nearly 190,000 children. (2)

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**Table 10. Key Social Programs to Address Child Labor (cont)**

Program	Description
Improving Social Integration and Employability of Disadvantaged Persons†	\$41.7 million project jointly funded by the EU and the Government of Turkey. Aims to promote an inclusive labor market with opportunities for disadvantaged persons, with a view to their sustainable integration into the labor force. (67; 68; 2) Also aims to combat all forms of discrimination in the labor market through service and grant components, including allocation of specific grant funds for projects targeting the Roma population. (12; 46; 67; 68) Includes the goal of combating child labor by supporting the entry of working children's parents into the labor market. (67; 68) In 2017, conducted a labor market tendency survey of families in which children were at risk of exploitation in child labor. (2)
Piloting the USDA Guidelines in the Hazelnut Supply Chain in Turkey	\$4.87 million USDOL-funded, 31-month project implemented by the Fair Labor Association in partnership with the MOLSS, Nestle and two of its main hazelnut suppliers, Olam-Progida and Balsu, in Turkey. Pilots a sustainable program to implement the U.S. Department of Agriculture's Guidelines for Eliminating Child and Forced Labor in Agricultural Supply Chains in 1,000 hazelnut plantations in Duzce, Ordu, and Sakarya, with additional interventions implemented in the environs of Sanliurfa and Mardin, the sources of most seasonal agricultural labor in Turkey. (69) In 2017, the project established four Child Labor Monitoring and Referral Centers in Ordu, Duzce, and Sakarya provinces. (2) The project also worked with the Turkish Employment agency to develop a training module for labor contractors and facilitated dialogue between labor contractors and workers. (70)
Integrated Model for the Elimination of the Worst Forms of Child Labor in Seasonal Agriculture in Hazelnut Harvesting (2012–2017)	ILO- and MOLSS-implemented project funded by the Association of Chocolate, Biscuit, and Confectionery Industries of Europe (CAOBISCO). Takes an integrated approach to preventing children from working by increasing access to education and improving living conditions of children vulnerable to the worst forms of child labor in hazelnut harvesting, building capacity of local and national institutions to prevent child labor, and raising awareness among industry stakeholders and the public. (1) In 2017, the program provided services to 1,125 children, of whom 1,064 were removed from work. (2)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries. Aims to improve the evidence base on child labor through data collection and research in Turkey. (71) Additional information is available on the USDOL website.
Programs for Syrian Refugee Children†	Government initiatives, in partnership with various international organizations and foreign governments, designed to fund schools for Syrian refugee children and provide Syrian refugee child laborers with additional educational and social services. (12)
Programs focused on Human Trafficking*†	EU-funded projects, both co-managed by the DGMM, that aim to improve human trafficking victim identification and protection through training and capacity-building. (33) The DGMM also began implementing a new UK-funded project on preventing, identifying, and combating trafficking of Syrian refugees. (30) The government also funds shelters for human trafficking victims that provide social services and legal help to victims. (50; 46; 30)

\* Program was launched during the reporting period.

† Program is funded by the Government of Turkey.

Although the government implemented and collaborated on programs to address child labor in the hazelnut sector, it generally lacked significant, well-funded programs to address child labor in the other areas in which it was most prevalent, including other forms of migratory seasonal agriculture outside of the hazelnut sector, as well as in street work, and small and medium manufacturing enterprises.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Turkey (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure the law effectively prohibits work the government has identified as hazardous for children, such as work in small and medium manufacturing enterprises.	2017
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2017
	Ensure that the law provides explicit protections for children working in small agricultural enterprises.	2009 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2015 – 2017
Enforcement	Publish information on the Labor Inspectorate's funding and on the number of child labor penalties imposed that were collected.	2015 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the number of labor inspectors responsible for enforcing laws related to child labor to meet the ILO technical advice.	2014 – 2017
	Increase the penalties for violation of child labor laws to an amount sufficient to deter violations.	2014 – 2017
	Publish data relating to the criminal law enforcement of child labor laws including on the initial training for new employees, number of investigations, violations, prosecutions, and convictions.	2014 – 2017
	Ensure that laws prohibiting the trafficking of children are effectively enforced, including by taking steps to identify additional victims of child trafficking.	2015 – 2017
Social Programs	Continue to institute programs to increase access to education and health care for children working in migrant, seasonal agriculture, particularly outside the hazelnut sector.	2014 – 2017
	Continue to expand affordable education opportunities for Syrian refugee children, including by enforcing national directives affording Syrian children access to the Turkish school system at the local level.	2014 – 2017
	Continue to expand programs to address child labor in the sectors in which it is most prevalent, including migratory seasonal agriculture, street work, and small and medium manufacturing enterprises.	2015 – 2017

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*In 2017, Tuvalu made a minimal advancement in efforts to prevent the worst forms of child labor. The government passed the Labor and Employment Relations Bill, which reportedly includes provisions to bring national legislation into compliance with international standards on child labor. Despite new initiatives to address child labor, Tuvalu is receiving this assessment because it continued a practice that delayed advancement in eliminating the worst forms of child labor. In 2017, the government did not conduct worksite inspections at the national level, which impeded the enforcement of child labor laws. Tuvalu’s legal framework does not include a minimum age for hazardous work or prohibitions of forced labor or child trafficking, leaving children vulnerable to the worst forms of child labor. In addition, Tuvalu lacks data to determine the prevalence and nature of child labor in the country. Although research is limited, there is evidence that children in Tuvalu engage in child labor in fishing.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Tuvalu engage in child labor in fishing. (1; 2) Table 1 provides key indicators on children’s work and education in Tuvalu. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		112.2

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (3) Data were unavailable from Understanding Children’s Work Project’s analysis, 2018. (4)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**



Sector/Industry	Activity
Agriculture	Fishing, activities unknown (1)

Tuvalu lacks data to determine the prevalence and nature of child labor in the country.

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Tuvalu has ratified one key international convention concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Tuvalu’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for hazardous work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 84 of the Employment Act (5)
Minimum Age for Hazardous Work	No		Articles 85–87 of the Employment Act (5)
Identification of Hazardous Occupations or Activities for Children	No		Articles 85–87 of the Employment Act (5)
Prohibition of Forced Labor	No		Article 75 of the Employment Act; Articles 244 and 249 of the Penal Code; Article 68 of the Counter Terrorism and Transnational Organized Crime Act; Article 18 of the Constitution of Tuvalu (5; 6; 7; 8)
Prohibition of Child Trafficking	Yes		Article 68 of the Counter Terrorism and Transnational Organized Crime Act; Articles 136 and 244 of the Penal Code (6; 8)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 136–137, 139–143, and 166 of the Penal Code (6)
Prohibition of Using Children in Illicit Activities	No		Articles 141–142 of the Penal Code (6)
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	15	Education Order (9)
Free Public Education	No		

† No standing military (10)

Tuvalu has not determined by national law or regulation the types of hazardous work prohibited for children; existing provisions only apply to a male person under the age of 18 in the industry, mining, and fishing sector. (5) In 2017, the government enacted the Labor and Employment Relations Bill, which reportedly includes provisions on the minimum age for employment and prohibits the use of children in hazardous work. (2) However, the provisions reportedly do not specify the minimum age to engage in hazardous occupations or the types of work that are considered hazardous. (5)

Based on Tuvalu’s anti-forced labor provisions, it is a misdemeanor to unlawfully compel a person to perform labor against his or her will. (6) In addition, the laws do not explicitly prohibit debt bondage for children. (5)

Tuvalu’s laws prohibiting commercial sexual exploitation of children do not meet international standards, because the use, procurement, or offering of boys ages 15 through 17 is not criminally prohibited. (6; 11) In addition, the laws do not specifically criminalize the use, procurement, or offering of a child under 18 for pornography or pornographic performances, or for other illicit activities, such as the production and trafficking of drugs. (6; 12) Although child trafficking is prohibited in Tuvalu, the law prescribes a harsher punishment for individuals involved in the trafficking of adults than for those involved in the trafficking of children. (8) The laws do not prohibit recruiting children under age 18 into non-state armed groups. (2)

Laws in Tuvalu do not ensure free basic education, but there is a policy that sufficiently provides for free basic education. (13; 14; 15; 2)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the absence of worksite inspections conducted at the national level in Tuvalu impeded the enforcement of child labor laws during the year.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor	Enforce labor laws, including those related to child labor. (16)
Tuvalu Police Force	Enforce criminal laws related to the worst forms of child labor. (16)

#### *Labor Law Enforcement*

In 2017, the absence of worksite inspections conducted at the national level in Tuvalu impeded the enforcement of child labor laws (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (16)	\$0 (2)
Number of Labor Inspectors	2 (16)	2 (2)
Inspectorate Authorized to Assess Penalties	No (16)	No (2)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown (16)	N/A (2)
Training on New Laws Related to Child Labor	N/A (16)	N/A (2)
Refresher Courses Provided	Unknown (16)	No (2)
Number of Labor Inspections Conducted	Unknown (16)	0 (2)
Number Conducted at Worksites	Unknown (16)	0 (2)
Number of Child Labor Violations Found	0 (16)	0 (2)
Number of Child Labor Violations for Which Penalties were Imposed	N/A (16)	0 (2)
Number of Child Labor Penalties Imposed that were Collected	N/A (16)	N/A (2)
Routine Inspections Conducted	No (16)	No (2)
Routine Inspections Targeted	No (16)	No (2)
Unannounced Inspections Permitted	Yes (16)	Yes (2)
Unannounced Inspections Conducted	No (16)	No (2)
Complaint Mechanism Exists	No (16)	No (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (16)	Unknown (2)

Inadequate financial resources hamper the Labor Inspectorate's capacity to formally monitor and enforce child labor laws. (17; 2)

#### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Tuvalu took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (16)	No (2)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	No (2)
Refresher Courses Provided	Unknown (16)	No (2)
Number of Investigations	Unknown (16)	0 (2)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Violations Found	Unknown (16)	0 (2)
Number of Prosecutions Initiated	Unknown (16)	0 (2)
Number of Convictions	Unknown (16)	0 (2)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (16)	Yes (2)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

Research found no evidence that the government has established mechanisms to coordinate its efforts to address child labor. (2; 18)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 8). However, policy gaps exist that hinder efforts to address child labor, including incorporating child labor issues into relevant policies.

**Table 8. Key Policies Related to Child Labor‡**

Policy	Description
Free Education Policy	Establishes free basic education for children ages 6 through 13. (13; 14; 2)
Tuvalu National Human Rights Action Plan (2016–2020)†	Consolidates the government’s human rights coordination and delivery of services, including the UN CRC. (19)

† Policy was approved during the reporting period.

‡ The government had other policies that may have addressed child labor issues or had an impact on child labor. (20; 21)

Research found no evidence that the government has integrated child labor elimination and prevention strategies into the Free Education Policy or the UNDAF for the Pacific Region. (22; 23)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 9). However, gaps exist in these social programs, including programs addressing the problem in the fishing sector.

**Table 9. Key Social Programs to Address Child Labor**

Program	Description
Decent Work Country Program	ILO-implemented program that aims to strengthen Tuvalu’s labor laws, support the ratification of ILO C. 182, and improve data collection on child labor. (24; 25)
Education for All Program	Australian Government-funded program to improve access to quality education in Tuvalu. Objectives include increasing capacities in education planning and administration, teacher training, and early grade literacy. (14)
Government Vocational Training Programs†	Government-funded programs that provide vocational training to children who have finished compulsory primary education. Includes the Ministry of Education’s Community Post-Primary Vocational Programs, which serve children in the outer islands, and the High School Vocational Training Program at Motufoua Secondary School, which provides vocational training to students starting at year 13. (14)

† Program is funded by the Government of Tuvalu.

Research was unable to determine whether activities were undertaken to implement these social programs during the reporting period. Additionally, research found no evidence of programs to specifically address child labor in the fishing sector.

#### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Tuvalu (Table 10).

**Table 10. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO C. 182 on the Worst Forms of Child Labor.	2013 – 2017
	Ensure that the law establishes the minimum age for hazardous work as age 18.	2009 – 2017
	Determine the types of hazardous work prohibited for all children in consultation with employers' and workers' organizations.	2017
	Ensure that the law explicitly prohibits debt bondage for children.	2017
	Ensure that the law criminalize the use, procurement, and offering of boys ages 15 through 17 for prostitution, and all children for the production of pornography and/or for pornographic performances.	2009 – 2017
	Ensure that the law criminalize the use, procurement, and offering of all children for illicit activities, including the production and trafficking of drugs.	2013 – 2017
	Ensure that the law prescribes harsher penalties for child trafficking and forced labor.	2015 – 2017
	Ensure that the law criminalize the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Enforcement	Dedicate sufficient resources for child labor law enforcement.	2009 – 2017
	Conduct routine and targeted labor inspections.	2017
	Institutionalize training for labor inspectors and for investigators.	2017
	Authorize the labor inspectorate to assess penalties for child labor violations.	2015 – 2017
	Strengthen the inspection system by conducting unannounced inspections.	2016 – 2017
	Establish a mechanism to receive child labor complaints.	2015 – 2017
	Publish information on whether a reciprocal referral mechanism exists between labor authorities and social services.	2017
Coordination	Ensure that coordinating mechanisms function to combat child labor effectively.	2009 – 2017
Government Policies	Integrate child labor elimination and prevention strategies into the Free Education Policy and the UNDAF for the Pacific Region.	2010 – 2017
Social Programs	Conduct research to better understand the extent and nature of child labor, including its worst forms, in Tuvalu.	2010 – 2017
	Institute programs to address child labor in the fishing sector.	2009 – 2017

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*In 2017, Uganda made a moderate advancement in efforts to eliminate the worst forms of child labor. Police officers conducted 29 investigations of the worst forms of child labor. The government, in partnership with a local bank, contributed approximately \$9 million to a program that aims to reduce youth unemployment through enterprise development, job creation, and business skills training. However, children in Uganda engage in the worst forms of child labor in commercial sexual exploitation. Children also perform dangerous tasks in gold mining. Inadequate funding, training, and resources hampered the capacity of law enforcement agencies to conduct child labor inspections and investigations. Gaps in the legal framework persist, including contradicting laws regulating the minimum age for employment. In addition, existing programs are inadequate to address child labor in the country.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Uganda engage in the worst forms of child labor in commercial sexual exploitation. (1; 2; 3) Children also perform dangerous tasks in gold mining. (4; 5; 6; 7) Table 1 provides key indicators on children’s work and education in Uganda.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	30.9 (3,034,126)
Attending School (%)	5 to 14	88.7
Combining Work and School (%)	7 to 14	34.4
Primary Completion Rate (%)		52.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (8)

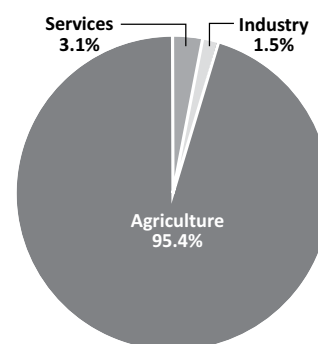
Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Labour Force Survey, 2011–12. (9)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating and harvesting cocoa, coffee, corn, tea,† tobacco,† rice,† sugarcane,† and vanilla, and acting as scarecrows in rice fields (10; 11; 12; 13; 14; 15; 16; 17)
	Working with livestock, including herding cattle (12; 17)
	Fishing,† including catching, smoking, and selling fish, and paddling† and loading boats† (4; 10; 12; 18)
	Producing charcoal (12)
Industry	Construction, including making and laying bricks (10; 17)
	Quarrying stone† and mining gold, sand,† and salt (4; 10; 12; 19; 20; 21; 22; 23; 24; 5)
	Manufacturing, including in steel rolling mills and carpentry workshops (12)
Services	Domestic work (25; 4; 2; 1; 26; 17)
	Street work, including vending,† begging,† car washing, working as porters,† scavenging,† and collecting and selling scrap metal (2; 1; 10; 12; 27; 28; 29; 30)
	Working in hotels,† restaurants,† bars,† and video halls† (1; 10; 12; 27; 17)

**Figure 1. Working Children by Sector, Ages 5-14**



# Uganda

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Collecting firewood for sale (31)
	Producing alcoholic beverages (32)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 1; 27; 3)
	Forced labor in agriculture, fishing, cattle herding, bars and restaurants, begging, brick making, mining, stone quarrying, street vending, and domestic work, each sometimes as a result of human trafficking (33; 34; 3; 30; 32)
	Use in the production of pornography (35)
	Use in illicit activities, including smuggling, sometimes as a result of human trafficking (1; 12; 29)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children from the Karamoja region are trafficked and willingly migrate to Kampala and other urban centers where they engage in begging, street vending, domestic work, and commercial sexual exploitation. (2; 29; 30; 3) Children from neighboring countries are exploited in forced agricultural labor and commercial sexual exploitation in Uganda. (3) During the reporting period, child trafficking victims from the Busoga sub-region in Uganda were used in armed conflict in the Democratic Republic of the Congo. (36)

Although the law provides for free compulsory education, the cost of school supplies, uniforms, and other materials often prohibits children from attending school. (4; 37; 38; 39; 7) Furthermore, research found that children experience physical and sexual abuse at school by teachers and classmates. (35; 39)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Uganda has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Uganda’s legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Section 7 of the Children (Amendment) Act (40)
Minimum Age for Hazardous Work	No	18	Section 7 of the Children (Amendment) Act; Sections 32(4) and 32(5) of the Employment Act; Regulation 5 of the Employment (Employment of Children) Regulations (40; 41; 42)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Regulation 6 and the First Schedule of the Employment (Employment of Children) Regulations; Section 7 of the Children (Amendment) Act (42; 40)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Section 5 of the Employment Act; Sections 3–5 of the Prevention of Trafficking in Persons Act (41; 43)
Prohibition of Child Trafficking	Yes		Sections 3–5 of the Prevention of Trafficking in Persons Act (43)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 8 of the Children (Amendment) Act; Sections 3–5 of the Prevention of Trafficking in Persons Act; Sections 131, 136–137, and 139 of the Penal Code; Section 14 of the Anti-Pornography Act (40; 43; 44; 45)
Prohibition of Using Children in Illicit Activities	Yes		Article 5(d) of the Prevention of Trafficking in Persons Act (43)
Prohibition of Military Recruitment			
State Compulsory	Yes*		
State Voluntary	Yes	18	Article 52(2)(c) of the Defense Forces Act (46)
Non-state	Yes	18	Section 5(b) of the Prevention of Trafficking in Persons Act (43)
Compulsory Education Age	No	13‡	Section 10(3)(a) of the Education Act (37)
Free Public Education	Yes		Section 10(3)(a) of the Education Act (37)

\* No conscription (46)

‡ Age calculated based on available information (37)

In 2016, the government approved the Children (Amendment) Act, which establishes age 16 as the minimum age for work and criminalizes the use of a child for commercial sexual exploitation. (40) The government is developing regulations to implement the Act. (47) The law's minimum age protections do not apply to children working without a formal employment relationship. (41)

Although Uganda has a list of hazardous occupations prohibited to children under 18, section 8 of the Employment of Children Regulations permits a Commissioner to allow children age 12 and older enrolled in an educational training or apprenticeship program to engage in hazardous work, in violation of international standards. (42)

Children in Uganda are required to attend school only up to age 13. This standard makes children ages 13 to 15 vulnerable to child labor because they are not required to attend school but are not legally permitted to work. (37)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Gender, Labor, and Social Development (MGLSD) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Gender, Labor, and Social Development (MGLSD)	Enforce labor laws throughout the country. (31) The Industrial Court makes judgments on labor dispute cases, which are referred to the court by labor officers. (12)
Ministry of Internal Affairs	Enforce criminal laws on the worst forms of child labor. (48) The Uganda Police Force's Child and Family Protection Unit (CFPU) investigates forced labor cases, the Special Investigations Division and the Anti-Human Trafficking Desk investigate cases related to human trafficking and the use of children in illicit activities, and the Sexual Offenses Desk investigates commercial sexual exploitation. (12) Liaison officers handle child labor complaints and overall child protection issues at police posts that do not have a CFPU officer. (48) The Immigration Department assists in identifying potential human trafficking victims. (49)
Ministry of Local Government	Oversee district labor officers who refer cases to the Industrial Court. (12) Deploy community development officers at the district level when district labor officers are not available. (31)
Directorate of Public Prosecutions	Prosecute criminal cases related to the worst forms of child labor that are referred by the Uganda Police Force. (50)

Research found that coordination among the various agencies responsible for child labor law enforcement remains an issue because labor officers are under the district governments' authority instead of the MGLSD's. (47; 51) The Industrial Court, however, is

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advocating for the MGLSD to supervise district labor officers with the hope that it will increase the number of child labor case referrals. (12) Research found that the Industrial Court has not heard any child labor cases since its inception. (51)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Uganda took actions to combat child labor (Table 6). However, gaps exist within the authority of the MGLSD that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$170,000 (35)	Unknown
Number of Labor Inspectors	53 (35)	47 (32)
Inspectorate Authorized to Assess Penalties	No (32)	No (32)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (35)	Yes (32)
Training on New Laws Related to Child Labor	Yes (35)	Yes (32)
Refresher Courses Provided	Yes (35)	Yes (32)
Number of Labor Inspections Conducted	220 (35)	Unknown
Number Conducted at Worksites	100 (35)	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (35)	Yes (32)
Routine Inspections Targeted	Unknown	Yes (32)
Unannounced Inspections Permitted	Yes (35)	Yes (32)
Unannounced Inspections Conducted	Yes (35)	Yes (32)
Complaint Mechanism Exists	Yes (35)	Yes (32)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (35)	Yes (32)

The number of labor inspectors is likely insufficient for the size of Uganda's workforce, which includes more than 20 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed countries, Uganda would employ about 500 inspectors. (52; 53; 54) Enforcement of child labor laws remains challenging due to the lack of resources for inspections. (32)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Uganda took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	No (32)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (36)
Refresher Courses Provided	Yes (55)	Yes (56)
Number of Investigations	Unknown	29 (36)
Number of Violations Found	Unknown	100 (36)
Number of Prosecutions Initiated	9 (3)	Unknown
Number of Convictions	6 (3)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (35)	Yes (32)



According to the government, there is not a sufficient number of criminal law enforcement officials responsible for investigating child labor. (12) Training is insufficient; some criminal law enforcement officials were not aware of key human trafficking laws, and some police officers did not understand the evidence needed to prosecute child labor cases. (3; 32) Of the 29 investigations conducted by police officials in 2017, 23 were investigations of domestic trafficking for labor and sexual exploitation, 4 were of international trafficking for labor exploitation, and 2 were of international trafficking for use in armed conflict. (36) Of the 100 violations found in 2017, among the domestic child trafficking victims, 77 experienced labor exploitation and 2 experienced sexual exploitation. Among the international child trafficking victims, 16 were used in armed conflict and 5 were exploited for labor. (36) The Ministry of Internal Affairs initiated 45 prosecutions and achieved 17 convictions for trafficking in persons; however, these data are not disaggregated by victims' age or exploitation, so information about the number of prosecutions initiated and convictions achieved for the worst forms of child labor is not available. (36) During the reporting period, the government removed 81 children from child labor and reintegrated children with their families or provided access to an alternative caregiver. (32)

Research found that street children, including potential human trafficking victims, are sometimes detained by police. (1; 3; 57) According to the government, police officers send street children to homes and shelters and do not keep them in detention facilities; however, some children may have been housed in juvenile rehabilitation centers as shelters are frequently full. Police intermittently rounded up street children, housed them in children's homes and shelters for several days while social workers completed background checks and family tracing, and then returned them to their families. (57) Some children from the Karamoja region were enrolled in a youth training center in Karamoja, where they were provided with counseling and vocational training before they were returned to their families. (50; 57)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee on the Elimination of Child Labor	Coordinate child labor issues and implement the National Action Plan on the Elimination of the Worst Forms of Child Labor. Led by MGLSD and includes members from several ministries, trade unions, development organizations, civil society, and media agencies. (58)
Stop Child Labor Partners Forum	Coordinate, monitor, and evaluate child labor-related programs and policies in Uganda. Led by the National Council for Children, with representatives from several ministries, CFPU, and civil society groups. (58)
Anti-Human Trafficking National Taskforce	Coordinate government efforts on human trafficking. Led by the Ministry of Internal Affairs, includes 30 members from government agencies and civil society. (58; 59)
National Child Protection Working Group	Monitor the quality of services provided to orphans and vulnerable children. Led by MGLSD, includes members from five government agencies and civil society organizations. (12)
National Council for Children's Inter-Ministerial Coordination Mechanism	Work to ensure that member organizations integrate child labor concerns into their policies and budgets. Members include 10 government agencies. (12)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Action Plan on the Elimination of the Worst Forms of Child Labor (2012/2013–2016/2017)	Aims to reduce the worst forms of child labor in Uganda by 2017. (60) In 2017, the government continued to review the Plan and began working with civil society to develop a new plan, which is expected to be approved in 2018. (32; 51)
National Action Plan to Combat Human Trafficking (2013–2018)	Guides the government's efforts to combat human trafficking. (61)
National Social Protection Policy	Aims to reduce poverty and socioeconomic inequalities for inclusive development by targeting vulnerable people, including child laborers. (62)
National Strategy for Girls' Education in Uganda (2015–2019)	Promotes girls' education and identifies child labor, particularly domestic work, as a key barrier to girls' access to education. (63)

<sup>‡</sup> The Government had other policies that may have addressed child labor issues or had an impact on child labor. (64; 65)

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### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
USDOL-Funded Projects	Country-Level Engagement and Assistance to Reduce Child Labor Project (CLEAR) (2013–2018), implemented by the ILO in 11 countries to build local and national capacity of the government to address child labor; and African Youth Empowerment and Development Initiative (AYEDI) (2013–2018), \$3.3 million project implemented by World Education, Inc. (66; 67) Additional information is available on the USDOL website.
Decent Work Country Program (2013–2017)	ILO-implemented program that outlined strategies for promoting decent work in Uganda. Priorities included youth employment and improved social protection for both formal and informal workers; also included a focus on the prevention and elimination of the worst forms of child labor. (68)
Combating Child Labor in Tobacco Growing (2015–2018)	Eliminating Child Labor in Tobacco Growing Foundation-funded program implemented by the ILO that improves the capacity of the government and social partners to develop and implement policies to combat child labor in agriculture. (69; 70)
Realizing Livelihood Improvement Through Savings and Education	NGO-implemented program in partnership with the government that provides technical assistance and capacity building to the MGLSD and the National Steering Committee on the Elimination of Child Labor. (35) The program was extended through 2018. (32)
Youth Venture Capital Fund <sup>†</sup>	Government program that aims to reduce youth unemployment through enterprise development, job creation, and business skills training. (12) In 2017, the government, in partnership with a local bank, contributed approximately \$9 million for fiscal year 2017/2018. (32)

<sup>†</sup> Program is funded by the Government of Uganda.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (71; 72; 73)

Although Uganda has programs that address child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in agriculture and commercial sexual exploitation.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Uganda (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Ensure that only minors age 16 and older who have received adequate, specific instruction or vocational training are permitted to perform hazardous work, and that their health, safety, and morals are fully protected.	2017
	Ensure that all children are protected by law, including children who do not work under a formal employment relationship.	2016 – 2017
	Ensure that the law requires free, compulsory education up to age 16 so that it is commensurate with the minimum age for work.	2009 – 2017
Enforcement	Ensure coordination between the Ministry of Gender, Labor, and Social Development and the Ministry of Local Government so that labor dispute cases are referred to the Industrial Court, and ensure that the Industrial Court hears child labor cases.	2015 – 2017
	Publish information on the Labor Inspectorate’s funding, number and type of labor inspections conducted, number of child labor violations found, number of child labor penalties imposed, and number of penalties collected.	2013 – 2017
	Publish disaggregated data on the prosecutions initiated and convictions achieved for the worst forms of child labor.	2017
	Authorize the Inspectorate to assess penalties.	2017
	Significantly increase the number of labor inspectors to meet the ILO’s technical advice.	2009 – 2017
	Ensure sufficient funding, training, and resources for law enforcement agencies so that child labor inspections and investigations can be properly conducted.	2013 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen mechanisms for referring street children, including potential human trafficking victims, to social services providers, and prevent these children from being detained.	2015 – 2017
Social Programs	Ensure that all children are able to attend school regardless of their ability to purchase school materials. Ensure that students are protected from physical and sexual abuse by teachers and classmates.	2012 – 2017
	Ensure the availability of shelters for victims of child labor, including child trafficking victims.	2017
	Expand existing social programs to address the scope of the child labor problem, particularly in agriculture and commercial sexual exploitation.	2009 – 2017

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*In 2017, Ukraine made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Ukraine is receiving this assessment because the government did not permit the Labor Inspectorate to conduct unannounced inspections without prior notice, which impeded the enforcement of child labor laws. Otherwise, the government made efforts by enacting legislation to improve the provision of services, including education, to children living in Russia-controlled areas of the country. Children in Ukraine perform dangerous tasks in street work and engage in the worst forms of child labor, including in the production of pornography. Legal prohibitions against child trafficking and commercial sexual exploitation of children are insufficient because they require evidence of the use of threats, force, or coercion to establish a crime, and law enforcement officials lack training on the treatment of victims of commercial sexual exploitation. These gaps put child victims of commercial sexual exploitation at risk of prosecution. In addition, national policies related to child labor lack sufficient funding for effective implementation. Russian aggression in the east of the country continued, which negatively impacted the government's ability to address the worst forms of child labor by limiting the budget available for social services and other domestic policy priorities and by increasing the vulnerability to exploitation of children living in Russia-controlled geographical areas.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ukraine engage in the worst forms of child labor, including commercial sexual exploitation in the production of pornography and perform dangerous tasks in street work. (1; 2; 3; 4; 5; 6) In 2017, in cooperation with the ILO, the government published a National Child Labor Survey. (6) Table 1 provides key indicators on children's work and education in Ukraine.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	9.7 (385,204)
Attending School (%)	5 to 14	97.2
Combining Work and School (%)	7 to 14	12.0
Primary Completion Rate (%)		103.4

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2018. (7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labour Survey, 2015. (8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1; 2; 5; 9; 6)
Industry	Construction, activities unknown (1; 10; 6) Mining, <sup>†</sup> including loading, transporting, and sorting coal, and extracting amber (5; 11; 12; 9)
Services	Street work, including distributing advertising leaflets, sales activities in kiosks, washing cars, and begging (1; 2; 5; 6)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Use in the production of pornography (1; 2; 3; 9) Commercial sexual exploitation, sometimes as a result of human trafficking (2; 10; 13; 14; 6) Recruitment of children by non-state armed groups for use in armed conflict (9; 15; 16) Forced begging, sometimes as a result of human trafficking (10; 14; 17; 9; 16)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



# Ukraine

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

In 2017, the conflict with Russia-led forces in the east of the country continued. The government’s continued policy focus on national security, as well as budget cuts associated with the conflict, negatively affected its ability to address the worst forms of child labor. (9) Russian aggression in eastern Ukraine has created more than 1.7 million internally displaced persons (IDPs), including more than 190,000 children. (18; 19; 20) The inability of many IDP families to access adequate shelter and available social benefits puts children at increased risk of exploitation in the worst forms of child labor. (21) In particular, the Ministry of Social Policy (MSP) noted an increased vulnerability to both domestic and international human trafficking among the IDP community. There have been reports of kidnapping of girls from conflict-affected areas for commercial sexual exploitation and labor exploitation. (10; 22; 17) Displaced individuals from the Roma community, an estimated 10 percent of whom lack identity documentation, have experienced difficulty registering as IDPs; this prevents Roma IDPs from accessing assistance and puts Roma children at even greater risk of exploitation. (23; 24; 25) An estimated 10,000 Roma people have been displaced by the conflict. (26)

Children from Ukraine are trafficked both internationally and domestically for commercial sexual exploitation and forced begging. (14; 17) Children with disabilities and homeless, orphaned, and poor children, especially those living in state-run institutions, are at high risk of being trafficked and targeted by recruiters for child pornography. (2; 18; 13; 14; 16) Ukraine is a destination and transit country for refugees from Afghanistan, Somalia, and Syria. Refugees lack access to state-run children’s shelters, have no formal means of acquiring food and other assistance from the government, and experience heightened vulnerability to child trafficking. (18)




During the reporting period, children continued to take part in active combat as part of the Russia-led forces. Recruitment of children by militant groups took place primarily in Russia-controlled territory and areas where the government was unable to enforce national prohibitions against the use of children in armed conflict. (9; 15) Russia-led forces employed children as soldiers, informants, and human shields during the reporting period. (9; 15)

Although Ukraine’s Constitution and Law on General Secondary Education guarantee free universal education, due to discrimination by school administrators, Roma children, in a limited number of cases, have been denied access to education, placed in segregated schools exclusively for Roma children, or erroneously placed in special education schools. (18; 27; 28) A source reported that the municipal governments in Ukraine were ineffective in compelling school administrators to enroll Roma children who were unfairly denied access to school. (25)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Ukraine has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Ukraine’s legal framework to adequately protect children from child labor, including the prohibition of commercial sexual exploitation of children.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 188 of the Labor Code; Article 150 of the Criminal Code; Article 21 of the Law on the Protection of Childhood (29; 30; 31)
Minimum Age for Hazardous Work	Yes	18	Article 190 of the Labor Code; Article 21 of the Law on the Protection of Childhood (30; 31)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Order of the Ministry of Health No. 46 on the approval of the list of heavy work and work with dangerous and harmful working conditions, in which the employment of minors is prohibited; Article 150-1 of the Criminal Code (29; 32)
Prohibition of Forced Labor	Yes		Article 43 of the Constitution of Ukraine; Article 1 of the Law on Employment; Articles 149, 172, and 173 of the Criminal Code (29; 33; 34)
Prohibition of Child Trafficking	Yes		Article 149 of the Criminal Code; Article 32 of the Law on the Protection of Childhood (29; 31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 301–303 of the Criminal Code; Articles 10 and 21 of the Law on the Protection of Childhood; the Law on Amendments to Certain Legislative Acts of Ukraine on Combating the Distribution of Child Pornography; Articles 1, 6, and 7 of the Law on the Protection of Public Morality (29; 31; 35; 36)
Prohibition of Using Children in Illicit Activities	Yes		Articles 304 and 307 of the Criminal Code; Articles 10 and 21 of the Law on the Protection of Childhood (29; 31)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 15 of the Law on Military Duty and Military Service; Decree No. 447 on Measures to Improve the Defense Capabilities of the State (37; 38)
State Voluntary	Yes	17	Articles 15 and 20 of the Law on Military Duty and Military Service (38)
Non-state	Yes	18	Article 30 of the Law on the Protection of Childhood (31)
Compulsory Education Age	Yes	17‡	Articles 12 and 20 of the Law on General Secondary Education (39)
Free Public Education	Yes		Article 53 of the Constitution of Ukraine; Article 2 of the Law on General Secondary Education (33; 39)

‡ Age calculated based on available information (39)

In March 2017, the government passed a law to strengthen social protection and access to education for children living in Russia-controlled areas, including government-paid full or partial tuition fees, free textbooks, scholarships, and free housing for students. (9)

In May 2017, the Resolution of the Cabinet of Ministers No. 295 entered into force, establishing a procedure for implementing labor legislation that governs inspection visits and offsite inspections. (9) The Resolution established, for the first time, the procedure by which local authorities may conduct labor law compliance inspections. (40) However, the new Resolution places several restrictions on the power of labor inspectors, including the frequency of labor inspections and requiring prior notice before inspections are conducted. (41; 42; 43) Act 877 on the Fundamental Principles of State Supervision and Monitoring of Economic Activity requires inspectors to provide advance notice prior to conducting an inspection. (43)

Ukraine's Parliament enacted a law in November 2017 that provides authorization for local governments to implement state anti-trafficking policy. (9)

Although the international minimum age for entering hazardous vocational training is 16, Order of the Ministry of Health Number 46 permits children in vocational training programs for hazardous occupations to perform hazardous work for less than 4 hours a day, beginning at age 14, as long as occupational health and safety standards are met. (1; 44)

# Ukraine

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, the exceptionally low number of worksite inspections conducted at the national level in Ukraine impeded the enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
State Labor Service (SLS) within the Ministry of Social Policy (MSP)	Enforce labor laws, including laws on child labor, by conducting inspections. (45)
Department on Adoption and Children's Rights Protection within the MSP	Identify children involved in the worst forms of child labor, most of whom are in the informal sector. (1; 46)
National Police	Enforce criminal laws against the worst forms of child labor, including child trafficking. (45)
State Migration Service	Assist refugees and migrants in need in the country, including victims of human trafficking. (1; 47)
State Border Guards Services	Protect the country's borders and identify cases of human trafficking. (47)
Office of the Ombudsman for Children's Rights	Monitor protection of the rights of children and fulfillment of international obligations to protect children's rights, including by preventing child labor. Coordinate the development of laws on child protection. (48) Inform the public of children's rights. (48)
National Referral Mechanism (NRM)	Identify victims of human trafficking, including children, and refer victims to appropriate government agencies for assistance and services. Led by the MSP. (10)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Ukraine took actions to combat child labor (Table 6). However, the exceptionally low number of worksite inspections conducted at the national level in Ukraine impede the enforcement of child labor laws.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	\$15 million (9)
Number of Labor Inspectors	510 (5)	648 (9)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (9)
Training for Labor Inspectors		
Initial Training for New Employees	No (5)	Yes (9)
Training on New Laws Related to Child Labor	Yes (5)	Yes (9)
Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections Conducted	4400 (5)	2726 (9)
Number Conducted at Worksites	4400 (5)	2726 (9)
Number of Child Labor Violations Found	158 (5)	99 (9)
Number of Child Labor Violations for Which Penalties were Imposed	177 (5)	102 (9)
Number of Child Labor Penalties Imposed that were Collected	158 (5)	Unknown
Routine Inspections Conducted	Yes (5)	Yes (9)
Routine Inspections Targeted	Yes (5)	Yes (9)
Unannounced Inspections Permitted	Yes (5)	No (42)
Unannounced Inspections Conducted	No (5)	No (9)
Complaint Mechanism Exists	Yes (5)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (9)

During the reporting period, legislation required the State Labor Service (SLS) to provide prior notice before conducting inspections. (49; 50)

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

Despite an increase in the number of labor inspectors in 2017, the SLS reported that an insufficient number of labor inspectors continued to hamper their capacity to enforce child labor laws. (9) According to the ILO’s technical advice of a ratio approaching 1 inspector for every 20,000 workers in transitioning economies, Ukraine would employ about 902 labor inspectors. (51; 52; 53)

The SLS reported that fines established for labor infractions, which range from \$35 to \$115, remain too low to be effective deterrents. (1; 5; 45; 54)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Ukraine took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for judges.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown (5)	Yes (16)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (5)	Unknown
Refresher Courses Provided	Yes (5)	Yes (16)
Number of Investigations	Unknown (5)	116 (9)
Number of Violations Found	Unknown (5)	4 (16)
Number of Prosecutions Initiated	Unknown (5)	3 (9)
Number of Convictions	Unknown (5)	Unknown (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (9)

The moratorium on inspections of private businesses also applied to the National Police, which impeded their investigations of criminal cases involving labor violations. (16)

During the reporting period, all new police officers received training on the identification and referral of human trafficking victims. (16) An additional 229 law enforcement officials received training on human trafficking from the IOM. (16) The IOM also coordinated the National Police, National School of Judges, and other law enforcement agencies in developing an interactive training on combating human trafficking, which was administered to 125 law enforcement personnel during the reporting period. (16)

Concerns have been raised that the existing curriculum for judicial training on human trafficking does not provide adequate information about child trafficking victims who may have been forced to commit crimes while being trafficked. (1) Data on child trafficking and other crimes related to labor exploitation of children are not disaggregated from overall law enforcement statistics; therefore, the data provided may not reflect all investigations, prosecutions, and convictions that occurred during the reporting period. (13)

In 2017, the MSP provided “victim of trafficking” status to 16 children. (16) Children who were discovered to be in dangerous situations during the course of criminal investigations were referred to the MSP Shelters and Centers for Socio-Psychological Rehabilitation of Children. (16)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR**

The government has established mechanisms to coordinate its efforts to address child labor (Table 8).

# Ukraine

## MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Ministry of Social Policy (MSP)	Lead the government’s efforts to combat child labor and human trafficking, including by drafting legislation and government regulations on these issues. (1; 13)
Interagency Council on Family, Gender Equality, Demographic Development, Prevention of Violence in the Family, and Counter-Trafficking Issues	Coordinate efforts to address the worst forms of child labor, including the trafficking of children. Chaired by the MSP, comprises representatives from the Ministries of Justice, Education, Security, Health, and Foreign Affairs, and from international and local NGOs. (1; 55)
Interagency Working Group to Protect the Rights of Civilians, Including Women and Children, During the Anti-Terrorist Operation in the Eastern Regions of Ukraine	Protect Internally Displaced Persons (IDPs) and other civilians from the negative consequences of the ongoing military operations in Ukraine, including the increased rates of domestic and international human trafficking. Established by the MSP, members include representatives from the Secretariat of the Verkhovna Rada Commissioner for Human Rights, the Authorized Representative of the President of Ukraine for Children’s Rights, and other government agencies and NGOs. (21)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established one policy related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including coverage of the worst forms of child labor other than child trafficking.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
State Program for Countering Human Trafficking (2016–2020)	Guide the work of the National Coordinator on Combating Human Trafficking through specific actions and timetables for preventing, protecting, and prosecuting human trafficking crimes. (17)
National Action Plan for Implementation of UN CRC (2017–2020)	Identifies priorities in the area of child protection, including improving measures to combat the worst forms of child labor and increasing coordination between government agencies and NGOs. (5; 56; 57)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project that aims to improve the evidence base on child labor and forced labor through data collection and research in Ukraine. (58) Additional information is available on the USDOL website.
Shelters and Centers for Socio-Psychological Rehabilitation of Children†	MSP-operated program to provide protection in 8 short-term shelters and 72 long-term rehabilitation centers for children in need, including street children. Short-term shelters provide accommodation for up to 90 days, and rehabilitation centers offer accommodation for up to 12 months. (1; 10; 13; 17; 21) Provide regular social, medical, psychological, and other types of services for non-residents. (10; 17) In 2017, received \$308 million in funding, and the socio-psychological rehabilitation centers for children received \$4.2 million in funding. (16)
Centers for Social Services for Family, Youth, and Children†	Government-run program to provide services for victims of human trafficking and other populations in need. (1; 17)
Multiplication of the Anti-Trafficking National Referral Mechanism in Ukraine†	Joint program by the MSP and the OSCE to train officials in several regions of Ukraine to identify and provide services to human trafficking victims. Involves collaborative work among local agencies and non-governmental partners. (13)
Countering Trafficking in Persons Project (2004–2018)	USAID-funded project implemented by the IOM; aims to reduce human trafficking by building the capacity of Ukrainian institutions to address the problem by strengthening the NRM and increasing government funding for counter-trafficking efforts. (59)

† Program is funded by the Government of Ukraine.

Ukraine has a variety of service providers for victims of human trafficking; however, the MSP must confer the official status of “victim of trafficking” on child trafficking victims to allow them to access available government services. (10; 13; 17) Research found that delays in this practice often result from insufficient documentation of the crime to the MSP by local administrations. (10; 13; 17)



Although the MSP provides services for children in shelters and socio-psychological rehabilitation centers, the current availability of shelters and trained personnel is insufficient to fully address the extent of the child labor problem. (60) The Centers for Social Services for Family, Youth, and Children have historically experienced a large turnover of staff due to an excessive workload and low pay. (61) In addition, the centers remain understaffed after budget cuts enacted in 2014 resulted in the layoff of 12,000 social workers. (62) Likewise, high turnover in the regions where local agencies are responsible for identifying human trafficking victims under the National Referral Mechanism (NRM) has hampered providing services to victims. (13)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Ukraine (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Prohibit all children under age 16 from working in hazardous occupations during vocational training.	2011 – 2017
Enforcement	Address legal provisions that have created obstacles to conducting criminal and labor inspections, and ensure that labor inspectors have the ability to conduct unannounced inspections.	2014 – 2017
	Increase the budget of the SLS to increase the number of inspectors in accordance with the ILO's technical guidance and ensure that the government conducts an adequate number of labor inspections.	2011 – 2017
	Ensure that fines imposed for violations of child labor laws are sufficient to effectively deter employers from violating child labor laws.	2013 – 2017
	Ensure that the curriculum for judicial training on human trafficking provides adequate coverage of the situation of child trafficking victims who have been forced to commit crimes while being trafficked.	2013 – 2017
	Track and publish data on the number of child labor penalties imposed that were collected and the number of criminal convictions made relating to violations of child labor laws.	2014 – 2017
Government Policies	Ensure that all IDPs are aware of the resources available to them and that internally displaced and refugee children are able to access adequate shelter and receive available social benefits, regardless of their ethnicity.	2014 – 2017
Social Programs	Develop programs to facilitate access to education for Roma children and ensure that municipal governments hold schools accountable for discrimination against Roma children.	2010 – 2017
	Ensure that all children who are victims of human trafficking are able to access government services available for victims including by assisting victims in obtaining necessary identity documentation.	2013 – 2017
	Ensure there is sufficient funding of socio-psychological rehabilitation centers to accommodate demand for these services including by increasing the staffing of the centers.	2013 – 2017
	Take steps to reduce turnover in the Centers for Social Services for Family, Youth, and Children and in local agencies that are part of the National Referral Mechanism to ensure that victims of human trafficking are provided with the services they require.	2012 – 2017

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# Uzbekistan

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*In 2017, Uzbekistan made moderate efforts to eliminate the worst forms of child labor. Uzbekistan is receiving an assessment of moderate advancement because, in contrast with previous years, the government took active measures to address the use of forced child labor in cotton harvest, and ILO monitoring, government monitoring, and monitoring by independent human rights activists each found that the systematic mobilization of children for the cotton harvest had ended. In 2017, President Shavkat Mirziyoyev expressed the government's commitment to eradicating all forms of forced labor in cooperation with the international community. The Prime Minister subsequently issued an order removing the requirement that teachers and certain other employees must work in cotton fields during the 2017 harvest. ILO and government monitoring identified cases of child labor in the cotton harvest but found no evidence of forced child labor. Independent human rights activists and private citizens reported only a small number of cases of forced child labor, at least some of which the Ministry of Employment and Labor Relations publicly acknowledged, investigated, and remediated. In addition, the government established a Parliamentary Commission to monitor implementation of prohibitions on both child labor and forced labor, and adopted two new national policies that incorporated the goal of eliminating child labor. However, the government maintained a quota system, which holds regional government authorities responsible for mobilizing sufficient labor to meet production targets in multiple sectors, including cotton and silk, and led to the mobilization of adults for forced labor in 2017. Although enforcement of prohibitions on child labor in the cotton harvest was strong, the pressures on regional government authorities imposed by the continued use of the quota system may have created an ongoing risk of the use of child labor. There remain several gaps in labor law enforcement, including a lack of public awareness and low usage of the Feedback Mechanisms for reporting violations during the cotton harvest and an insufficient number of labor inspectors to cover the workforce adequately. Moreover, a Presidential Decree prohibiting unscheduled inspections in private businesses came into effect in 2017, which inhibited the ability of the Labor Inspectorate to detect child labor violations in the private sector.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although enforcement of prohibitions on child labor in the cotton harvest was strong, and the systematic use of forced child labor in the cotton harvest has ended, the pressures on regional government authorities imposed by the continued use of the quota system may have created an ongoing risk of child labor during the reporting period. (1; 2; 3) Table 1 provides key indicators on children's work and education in Uzbekistan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.3 (244,095)
Attending School (%)	5 to 14	84.1
Combining Work and School (%)	7 to 14	5.0
Primary Completion Rate (%)		97.7

Source for primary completion rate: Data from 2017, published by UNESCO Institute for Statistics, 2018. (4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006. (5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating silk cocoons (6; 7; 8; 2)
Services	Street work, including vending and begging (9; 10; 11) Collecting scrap metal (12; 13; 14; 15; 16)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (17; 18) Forced labor in collecting scrap metal (12; 13; 14; 15; 16; 19; 20) Forced labor in cultivating silk cocoons (6; 7; 8; 2)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Cotton production in Uzbekistan is governed by a quota system, which holds regional and local government officials responsible for mobilizing sufficient labor to meet established production targets. (21) In past years, this practice led to the mass mobilization of children as young as 11 for forced child labor in the cotton harvest. However, in 2017, the use of child labor, including forced child labor, was reduced to an isolated incidence in the cotton harvest. (22; 3; 23) Only a small number of cases of the mobilization of classes of children in schools were reported, and at least some school officials were punished. (23; 24) The government and ILO monitoring found additional children in situations of child labor in which there was no evidence of force. (22; 25; 23). However, the quota system continued to impose pressure on regional and local government officials to meet production targets, which may have created an ongoing risk of exploitative labor practices, including child labor. (3; 1; 24)

In addition to the meaningful efforts made towards eliminating forced child labor, the Prime Minister also issued a decree forbidding the forcible use of teachers, healthcare workers, and adult students in the cotton harvest in September 2017. (22) Evidence still shows that government officials forced over 300,000 adults to pick cotton during the reporting period. (26; 27; 1; 24; 28) Limited evidence also suggests in isolated incidences school administrators required children to bring cotton to school; there is no evidence that suggests that it was children, not adults that picked the cotton in these cases. (24) However, observers reported that in contrast to previous years, schools were operating without interruptions during the 2017 harvest. (23; 3)


In 2017, the government took steps to address child labor in the scrap metal collection and silk production sectors. In the scrap metal sector, reports indicate an increase in the procurement price of scrap metal has incentivized private citizens to collect and sell scrap metal and decreased the need for government mobilization of labor in this sector. (3) In addition, in December 2017, the President issued a decree prohibiting regional government authorities from tasking educational and medical institutions with the collection of scrap metal in 2018. (23; 29) In the silk sector, government efforts to modernize silk production and increase the procurement price of silk cocoons are reportedly also ongoing. (3)

In 2017, detention of human rights activists monitoring in the cotton harvest and other sectors continued. (30; 31) However, the government formally engaged human rights activists at two roundtables in 2017, following a pledge at the Fourth Global Conference on the Sustained Eradication of Child Labor in Argentina to work with civil society groups and independent activists to eliminate forced labor risks in Uzbekistan. (22) Monitors reported positive engagement with the government and an improved monitoring environment in 2017, adding additional credibility to reports of progress in the 2017 cotton harvest. (23; 3)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Uzbekistan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**



Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓



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**Table 3. Ratification of International Conventions on Child Labor (cont)**

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Uzbekistan's legal framework to adequately protect children from the worst forms of child labor, including commercial sexual exploitation and minimum age for non-state compulsory recruitment.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 77 of the Labor Code; Article 20 of the Law on the Guarantees of the Rights of the Child; Article 49-1 of the Administrative Code (32; 33; 34; 35)
Minimum Age for Hazardous Work	Yes	18	Articles 241 and 245 of the Labor Code (34)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		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; Decree on Approval of Provision on Requirements on Prohibition of Use of Minors' Labor (36; 37)
Prohibition of Forced Labor	Yes		Article 37 of the Constitution; Article 7 of the Labor Code; Article 51 of the Administrative Code; Articles 135 and 138 of the Criminal Code (33; 34; 35; 38; 39)
Prohibition of Child Trafficking	Yes		Article 14 of the Law on Guarantees of the Rights of the Child; Article 135 of the Criminal Code (33; 39)
Prohibition of Commercial Sexual Exploitation of Children	No		Article 10 of the Law on Guarantees of the Rights of the Child; Articles 130 and 135 of the Criminal Code (33; 39)
Prohibition of Using Children in Illicit Activities	Yes		Article 10 of the Law on Guarantees of the Rights of the Child; Articles 127, 270, 273, and 276 of the Criminal Code (33; 39)
Minimum Age for Military Recruitment			
State Compulsory	Yes	18	Articles 4 and 46 of the Law on Universal Military Service (40; 41)
State Voluntary	Yes	18	Article 24 of the Law on Universal Military Service (41)
Non-state	No		
Compulsory Education Age	Yes	18‡	Article 3 of the Law on Education (42)
Free Public Education	Yes		Article 4 of the Law on Education; Article 41 of the Constitution (38; 42)

‡ Age calculated based on available information (42)

The government took several regulatory measures to prohibit the use of child and forced labor in cotton production. In September 2017, Prime Minister Aripov issued an order against the use of educational and medical sector employees in the cotton harvest, which led to a recall of these employees from the cotton fields throughout Uzbekistan. (23) Although, the Law on Guarantees of the Rights of the Child requires that the State protect children from involvement in prostitution, no law criminally prohibits the use of children in prostitution. (33; 35; 39)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Employment and Labor Relations (MOELR) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Labor Relations (MOELR)	Conduct labor inspections, including inspections for compliance with child labor laws. (43; 23)
Ministry of Interior Office for Combating Trafficking	Investigate crimes related to child trafficking, which may then be prosecuted by the Prosecutor General's Office. (44)
Prosecutor General's Office	Prosecute criminal violations involving the worst forms of child labor, including human trafficking, forced labor, and commercial sexual exploitation. (44)
Ministry of Public Education, Ministry of Higher and Secondary Special Education, and Center for Secondary and Vocational Education	Monitor elementary through secondary school students to prevent forced child labor, including in cotton production. Monitor employment of all graduates of all educational institutions for two years after graduation. (45; 46)
Youth Union	Monitor school attendance to ensure students do not miss class during the cotton harvest. (23)
Women's Committee of Uzbekistan	Monitor school attendance through the academic year, especially during the cotton harvest. (45) In 2017, conducted awareness-raising information seminars on the importance of education for girls.
Ministry of Employment and Labor Relations Human Trafficking Hotlines	Receive reports of incidents of human trafficking and refer reports to the relevant agencies. (47)
Feedback Mechanism	Receive complaints on the violation of workers' rights and labor laws through two telephone hotlines: one MOELR hotline that refers cases to the Labor Inspectorate and the Prosecutor General's Office, and one Federation of Trade Unions hotline that focuses on mediation of individual workers' rights complaints. (48; 23)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Uzbekistan took actions to combat child labor (Table 6). However, gaps exist within the authority of the MOELR that may hinder adequate labor law enforcement, including labor inspectors' inability to conduct unannounced inspections (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (48)	Unknown (25)
Number of Labor Inspectors	328 (49)	168 (23)
Inspectorate Authorized to Assess Penalties	Yes (50)	Yes (25)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	Yes (25)
Training on New Laws Related to Child Labor	N/A	Yes (25)
Refresher Courses Provided	Yes (49)	Yes (25)
Number of Labor Inspections Conducted	Unknown	4,141 (25)
Number Conducted at Worksites	498 (49)	4,141 (25)
Number of Child Labor Violations Found	13 (51)	18 (23)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown (25)
Number of Child Labor Penalties Imposed That were Collected	Unknown	Unknown (25)
Routine Inspections Conducted	Yes (48)	Yes (25)
Routine Inspections Targeted	Yes (48)	Yes (25)
Unannounced Inspections Permitted	Yes (48)	No (25)
Unannounced Inspections Conducted	Yes (48)	No (25)
Complaint Mechanism Exists	Yes (48)	Yes (25)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (48)	Yes (25)

In 2017, following the reorganization of the Ministry of Labor into the MOELR, the number of labor inspectors decreased by almost half. (25) However, MOELR officials report that there was also an increase in occupational safety and health inspectors at the regional level. (3) Despite this, the number of labor inspectors is likely insufficient for the size of Uzbekistan's workforce, which

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includes over 17.8 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 20,000 workers in transitioning economies, Uzbekistan's Labor Inspectorate would employ about 890 inspectors. (52; 53; 54) In addition, in January 2017, a Presidential Decree prohibiting unscheduled inspections of the private sector, including labor inspections, went into effect. However, unannounced inspections continued in the cotton sector. (23) Both national and regional labor inspectors received training from the ILO on child and forced labor during the reporting period. (23)

In addition to the MOELR-led inspections, there were also three separate mechanisms to monitor the cotton harvest in 2017. The Coordination Council on Decent Work (Coordination Council) led the government's harvest monitoring exercise. (25) Independent human rights activists conducted their own independent monitoring of the cotton harvest. The Uzbek-German Forum for Human Rights, a Berlin-based NGO, coordinates the publication of the findings of many independent activists, while others self-publish information. (1) Finally, the ILO conducted Third-Party Monitoring (TPM) of the cotton harvest, in collaboration with the Federation of Trade Unions of Uzbekistan (FTUU). (22) There has been some criticism of the TPM monitoring methodology, because ILO monitors travel with FTUU representatives to gain access to monitoring sites in Uzbekistan. In response to criticism that the presence of government-affiliated FTUU representatives had intimidated cotton pickers in previous years, FTUU officials recused themselves from monitoring interviews in 2017. (22)

In 2017, Coordination Council monitors discovered 18 children in the cotton fields. (23) The government issued administrative penalties in the amount of \$107 for using child labor. (23) A total of 14 local government officials and heads of institutions were sanctioned for labor violations during the harvest. Three regional governors were dismissed, while other officials were disciplined or encouraged to retire early. (22)

The ILO TPM mechanism identified an additional 12 children ages 10-14 in one field in Karakalpakstan. Local authorities immediately removed the children from the field, and the local *mahalla* leader, the local Ministry of Education representative, the district prosecutor, and the district *hokim* investigated. (22) Following the investigation, ILO monitors were confident that it was an isolated incident, and that children had not been forced to work. (22)

In 2017, independent human rights activists and private citizens reported few cases of child labor. For instance, one activist observed two cases of children forcibly mobilized by their schools in the Andijan region. (55; 24) In one of these cases in Andijan, children ages 11 and 12, from a school class were observed picking cotton in November and reported being mobilized by their school director. (55; 24) In contrast to previous years, when the activist reported this event to the MOELR, the government investigated the allegation, found it to be credible, and imposed penalties on the responsible party. (3)

In addition to monitoring of the cotton harvest, both the MOELR and the FTUU operated separate Feedback Mechanism (FBM) hotlines during the 2017 harvest, which workers and human rights activists could use to register complaints about child labor, forced labor, and other labor law violations. (22) The MOELR-supported hotline received 7,339 calls on various labor-related issues during the harvest, an 800 percent increase over 2016. (23) In addition to its FBM hotline, the FTUU also maintained a legal clinic to assist workers with resolving complaints. (22) The FTUU reports that no calls received during the harvest were related to child labor, although activists report using the hotline to provide information on the cases of child labor they observed. (3) An ILO-conducted telephone poll indicated that only about a quarter of the population is aware of the FBM hotlines. (22) Observers agreed that a lack of public confidence, in part due to reprisals against those who made use of the FBM in past years, inhibited the functioning of the hotlines during past harvests. (21; 56)

### ***Criminal Law Enforcement***

In 2017, criminal law enforcement agencies in Uzbekistan took actions to combat child labor (Table 7). However, limited information on the activities of criminal law enforcement authorities was available.

**Table 7. Criminal Law Enforcement Efforts Related Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (46)	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	Yes (57)	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	12 (57)	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (48)	Yes (48)

In March 2017, police officers raided car washes and bazaars in Tashkent, removing 1,400 children from child labor situations. (23)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including coordination between levels of government.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Coordination Council on Decent Work (Coordination Council)	Coordinate efforts to address child labor issues, including monitoring the cotton harvest; chaired by the FTUU. (49; 57) In 2017, led national child labor monitoring activities and collaborated with the ILO to host capacity-building seminars for government ministries, regional government authorities, and farmers on the implementation of national and international labor standards. (23) Previously the Coordination Council on Child Labor, in 2017 was renamed and expanded to include oversight on issues of forced labor. (23)
Parliamentary Commission on Ensuring Guaranteed Labor Rights of Citizens*	Monitor and regularly report to the Senate on the activities of central and local-level government bodies involved in ensuring the labor rights of citizens, including prevention of forced labor. Oversee implementation of the ILO Conventions on Decent Work, Child Labor, and Forced Labor. (23)
Interagency Working Group	Coordinate efforts to address labor rights issues, including child labor. (43; 58) Report to the ILO on the government's implementation of ratified conventions and its efforts to prevent forced labor and protect working minors. Headed by the MOELR. (58; 59; 60)
National Interagency Commission to Combat Trafficking in Persons	Oversee efforts to combat human trafficking, including by improving interagency cooperation, raising public awareness, and drafting legislation. (61) Chaired by the Prosecutor General. (44)

\* Mechanism to coordinate efforts to address child labor was created during the reporting period.

According to the TPM report, the prohibition on the use of forced labor is widely understood, and the systematic use of forced child labor has ended. (22) However, considering the speed of the reform, the ILO notes the need for continued coordination and capacity building to ensure that governments at the regional and district level are consistently enforcing national prohibitions on forced labor of adults, including teachers. In pursuit of this goal, the ILO in collaboration with the government held four regional roundtables to engage local government officials and members of the Farmer's Council, Women's Committee and Youth Union. These roundtables reached 330 stakeholders at the regional level. (22)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

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**Table 9. Key Policies Related to Child Labor**

Policy	Description
MOU Between the ILO and the Republic of Uzbekistan (2014–2020)	Establishes terms of agreement between the ILO and the government on cooperation to implement the Decent Work Country Program in Uzbekistan. (62) Represents an important step toward implementation of the ILO’s technical advice, including using ILO technical assistance and continuing to work with the ILO or other credible third parties to observe cotton harvests. (63; 64) In March 2017, the government signed an extension of the MOU through 2020. (22)
Senate Resolution on Measures to Ensure Guaranteed Labor Rights to the Citizens of Uzbekistan†	Establishes a plan to harmonize national legislation with the requirements of ILO conventions, including through developing relevant organizational structures and national programs; strengthening state and civil society capacity to guarantee the provision of labor rights; and carrying out an information campaign to inform citizens of their rights. (49)
National Development Strategy (2017–2021)†	Outlines measures for economic liberalization and modernization, including through a decrease in cotton production, an increased focus on the production of finished goods, and a reduction of the state regulation. Includes objectives for poverty reduction; development of education and social protection measures; capacity building for civil society and the press; and increased efficacy in anti-corruption measures. (25)
National Action Plan for the Application of ILO Conventions	Establishes a framework for implementing ILO Conventions 138 and 182 by coordinating the activities of ministries, departments, and local government authorities. (48; 65) Includes activities for the annual monitoring of the cotton harvest, which took place during the reporting period. (49; 65)
Action Plan on Improving Working Conditions, Employment, and Social Protection of Workers in Agriculture (2016–2018)	Demonstrates the government’s commitment to improving conditions for hiring of workers in agriculture; strengthening the FBM and national monitoring to prevent child and forced labor, providing increased information and guidance to advance decent work, increasing mechanization of agriculture, and improving social protection of workers in agriculture. (66; 67; 68)
Cabinet of Ministers Order 909F	Outlines steps to ensure decent working conditions by preventing child and forced labor. Lays out the government’s intentions to improve monitoring and feedback mechanisms, and to continue working with the ILO and World Bank to develop information materials and conduct public awareness campaigns on child and forced labor. (48)

† Policy was approved during the reporting period.

In 2017, the government began to introduce policies aimed at attracting a greater volume of voluntary workers. This included raising wages for cotton pickers, by increasing the price per kg of cotton from 61 percent for the first pass to 150 percent for the third pass. (22) However, the government maintained cotton production policies that mandate harvest quotas that offer strong incentives for local administrators to mobilize forced labor, which in turn creates an ongoing risk that children may be mobilized if local authorities do not adhere to national legislation including bans on child labor. (57; 1)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that included the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor†**

Program	Description
Support for the Decent Work Country Program in Uzbekistan (2014–2019)	\$6 million USDOL-funded project awarded in December 2014 to the ILO to enhance the capacity of the government and workers’ and employers’ representatives to prevent and reduce child and forced labor and promote decent work in Uzbekistan. (69; 70) In 2017, developed tailored training on preventing child and forced labor for national and local stakeholders, and provided training on child and forced labor to 6,300 people from organizations involved recruiting cotton pickers. (23)
Efforts to Prevent Child Labor in the Cotton Harvest†	Includes initiatives to provide extracurricular activities for students who might otherwise participate in the cotton harvest after school, and raise awareness about the prohibition of child labor in the harvest. (49) In 2017, as part of the ILO TPM project, the ILO and government partners distributed 44,500 posters to education institutions with information on the prohibition of child labor and the availability of the FBM hotlines, and 100,000 flyers disseminated to farmers and employers. (23; 22)
Global Partnership for Education	Multilateral initiative to coordinate the efforts of developing countries, donors, international organizations, teachers, NGOs, and the private sector to secure universal access to quality education in developing countries. (71; 72)
School Assistance†	Ministry of Public Education program to provide winter clothes and other educational resources for needy families to support school attendance. (48)



**Table 10. Key Social Programs to Address Child Labor‡ (cont)**

Program	Description
Family Support Assistance†	Government program provides an allowance to low-income families on the condition that their children continue their education up to age 18. (48)
Child Protection Assistance	UNICEF program with the government to develop a national child protection system to prevent child abuse, exploitation, and violence and respond to children who are victims or at risk. (73)
National Rehabilitation Center†	Ministry of Labor-operated shelter provides human trafficking victims with emergency medical and social services and assists in social rehabilitation. (49)
Fund for Community Works*†	Established in October 2017 under the Ministry of Employment and Labor Relations, offers the unemployed opportunities for paid public works, including seasonal agricultural work. Matches job seekers with labor needs in the cotton harvest to reduce the risk of forced labor. (74)

\* Program was launched during the reporting period.

† Program is funded by the Government of Uzbekistan.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor, including its worst forms. (75; 51)

The government has implemented programs to combat child labor in the cotton harvest and to address human trafficking. (55; 23; 76; 77; 12; 78; 79; 21; 80) However, research did not find evidence of programs designed to address the potential of child labor concerns in other sectors.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Uzbekistan (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Criminally prohibit and penalize the use of a child for prostitution.	2015 – 2017
	Criminally prohibit the recruitment of children under 18 by non-state armed groups.	2016 – 2017
Enforcement	Continue to allow independent observers unrestricted access to monitor labor conditions during the cotton harvest through unannounced site visits. Punish officials who threaten or detain observers or require children to bring cotton to school.	2017
	Publish information about the Labor Inspectorate's funding, number of child labor violations for which penalties were imposed, and number of penalties imposed that were collected.	2015 – 2017
	Continue to build public trust in the FBM hotlines and other mechanisms for receiving child labor complaints, especially by ensuring individuals who use these mechanisms do not experience retaliation.	2017
	Increase the number of labor inspectors to meet the ILO's technical advice.	2015 – 2017
	Ensure that labor inspectors are permitted to conduct unannounced inspections in all sectors.	2016 – 2017
	Publish all data on criminal law enforcement efforts related to child labor.	2011 – 2017
Coordination	Increase coordination efforts directed at regional and district governments to ensure they are aware of and committed to implementing the laws and policies prohibiting child labor, and ensure that appropriate remediation action is taken when they are not.	2015 – 2017
Government Policies	Revise policies that mandate cotton harvest quotas and that set purchase prices below market value to help prevent forced involvement of children under age 18 in the cotton harvest.	2012 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2013 – 2017
	Expand programs to address the worst forms of child labor in sectors other than cotton harvesting.	2009 – 2017

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# Vanuatu

## MINIMAL ADVANCEMENT

In 2017, Vanuatu made a minimal advancement in efforts to eliminate the worst forms of child labor. The government launched the Vanuatu Child Safeguarding Policy, which provides guidelines for the protection of children from abuse, including child labor. Although research is limited, there is evidence that children in Vanuatu engage in dangerous tasks in forestry. Vanuatu's minimum ages of 12 for work and 15 for hazardous work do not comply with international standards.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Vanuatu engage in dangerous tasks in forestry. (1) Table 1 provides key indicators on children's work and education in Vanuatu. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		93.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (2) Data were unavailable from Understanding Children's Work Project's analysis, 2018. (3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**




Sector/Industry	Activity
Agriculture	Forestry, including logging (1)
Services	Street vending (1)

Vanuatu lacks data to determine the nature and prevalence of child labor in the country. (4) Children living in remote areas face difficulties accessing education, increasing the risk of children's involvement in child labor. (5; 6)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Vanuatu has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Vanuatu's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work and the prohibition of using children in forced labor.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Section 38 of the Employment Act (7)
Minimum Age for Hazardous Work	No	15	Section 40 of the Employment Act (7)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Section 40 of the Employment Act (7)
Prohibition of Forced Labor	No		Section 7 of the Employment Act; Section 102 of the Penal Code; Organized Crime Act (7; 8; 9)
Prohibition of Child Trafficking	Yes		Section 35 of the Counter Terrorism and Transnational Organized Crime Act (9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 101B–D and 147A–B of the Penal Code (8)
Prohibition of Using Children in Illicit Activities	No		Section 35 of the Penal Code (8)
Prohibition of Military Recruitment			
State Compulsory	N/A†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	No		
Free Public Education	No		

† No standing military (10)

The minimum age for work does not meet international standards because the Employment Act permits children as young as 14 years of age to work. (7) In addition, the Employment Act permits children ages 12 and 13 to work in agricultural light work, but it does not specify the activities and hours per week that are allowed. (11; 7)

The government has yet to pass the Employment Relations Bill of 2012 that prohibits the engagement of children under the age of 18 in hazardous work, and it has not determined by national law or regulation the types of hazardous work prohibited for children. (5) The minimum age of 15 for hazardous work is not in compliance with international standards and does not protect children from work that could jeopardize their health and safety. (7)

Laws related to forced labor are not sufficient, as debt bondage is not criminally prohibited. (11; 7; 8) In addition, the Penal Code does not include heightened penalties for inciting children to engage in criminal activities, including drug production and drug trafficking. (8) There is no compulsory age for education, and although it does not appear that there are any laws that provide free basic education, the Primary Education School Fee Grant Policy sufficiently provides free basic education in government-owned schools for children in grades one to six. (12)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Department of Labor, and Ministry of Justice and Community Services that may hinder adequate enforcement of their child labor laws.



# Vanuatu

## MINIMAL ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor	Enforce provisions set forth in the Employment Act, including child labor laws. (11)
Ministry of Justice and Community Services (MJCS)	Support of agencies that review laws, make new laws, and implement relevant UN Conventions. (13) The Child Desk strengthens national planning, integrates international goals (United Nations Convention on the Rights of the Child), develops a system of protection for children, and supports community efforts to prevent child abuse. (14; 13)
Vanuatu Police Force	Enforce all criminal laws related to the worst forms of child labor. (11)

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Vanuatu took actions to combat child labor (Table 6). However, gaps exist within the operations of the Department of Labor that may hinder adequate labor law enforcement, including the collection of data on labor inspectorate funding, number of labor inspections conducted, and number of child labor violations found.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown (1)
Number of Labor Inspectors	4 (15)	Unknown (1)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown (1)
Training for Labor Inspectors		Unknown (1)
Initial Training for New Employees	Yes (15)	Unknown (1)
Training on New Laws Related to Child Labor	Unknown	Unknown (1)
Refresher Courses Provided	Unknown	Unknown (1)
Number of Labor Inspections Conducted	185 (15)	Unknown (1)
Number Conducted at Worksites	185 (15)	Unknown (1)
Number of Child Labor Violations Found	Unknown	Unknown (1)
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown (1)
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown (1)
Routine Inspections Conducted	Yes (15)	Unknown (1)
Routine Inspections Targeted	No (15)	Unknown (1)
Unannounced Inspections Permitted	Yes (15)	Unknown (1)
Unannounced Inspections Conducted	Yes (15)	Yes (1)
Complaint Mechanism Exists	Yes (15)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15)	Unknown (1)

### *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in Vanuatu took actions to combat child labor (Table 7). Gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including the lack of information regarding the number of investigations, violations, prosecutions initiated, and convictions.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown* (11)	Unknown (1)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown (1)
Refresher Courses Provided	Unknown (11)	Unknown (1)
Number of Investigations	Unknown* (11)	Unknown (1)
Number of Violations Found	Unknown* (11)	Unknown (1)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Prosecutions Initiated	Unknown* (11)	Unknown (1)
Number of Convictions	Unknown* (11)	Unknown (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (11)	Unknown (1)

\* The government does not publish this information.

Based on the most recent data available from 2012, the Vanuatu Police Force employs 50 investigators, who are responsible for enforcing laws against the worst forms of child labor. (4)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Child Protection Working Group	Serves as the primary forum for exchanging information on child protection and the commercial sexual exploitation of children. Chaired by the Director General of the Ministry of Justice and Community Services and comprises representatives from the government, UN agencies, civil society organizations, and NGOs. (15; 16; 1; 17) Research was unable to determine whether this coordinating body was active during the reporting period.

Although the government has established a National Child Protection Working Group to combat the commercial sexual exploitation of children, research found no evidence that there is a coordinating mechanism to address all forms of child labor. (1)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including addressing illicit activities.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
Vanuatu National Child Protection Policy (2016–2026)	Aims to create an environment that protects children from abuse, exploitation, human trafficking, neglect, and violence. Provides children with equitable access to services to support reintegration and recovery when needed. (16)
Vanuatu Child Safeguarding Policy (2017–2020)†	Provides guidelines for protecting children from abuse, including child labor, violence, sexual abuse, neglect, and exploitation. Provides a reporting mechanism for identifying and responding to child abuse. (18; 1)
Sector Infrastructure Plan	Launched in 2017 with the support from the Stretem Rod Blong Jastis and Sefti (SRBJS) program. (14)

† Policy was approved during the reporting period.

The National Child Protection Policy aims to protect children from the worst forms of child labor, including commercial sexual exploitation and human trafficking. However, this policy continues to leave children vulnerable to illicit activities. (16; 1) Research was unable to determine whether activities were undertaken to implement the above listed policies during the reporting period.

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to preventing child labor, which cover the main sectors where child labor has been identified in the country (Table 10).

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
CFP Review workshop†	MJCS coordinated workshop with UNICEF and Ministry of Youth and Sports Development and Training to ensure that Community Child Protection Committees and community members have the capacity to prevent, identify and respond to child abuse. Twenty-seven people were trained during the workshop. (14)

† Program is funded by the Government of Vanuatu.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Vanuatu (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2014 – 2017
	Pass the Employment Relations Bill of 2012.	2016 – 2017
	Establish a minimum age for work of at least 15 years.	2016 – 2017
	Establish a minimum age for hazardous work as age 18 and identify hazardous occupations and activities prohibited for children.	2009 – 2017
	Ensure that the law protects children ages 12 and 13 employed in light agricultural work by specifying the activities and hours per week that are allowed.	2009 – 2017
	Ensure that debt bondage is criminalized.	2015 – 2017
	Ensure that the law criminalizes the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Ensure that the law specifically prohibits the use of children in illicit activities, including in the production and trafficking of drugs.	2016 – 2017
	Establish by law a compulsory education age that extends to the minimum age for employment.	2016 – 2017
Enforcement	Establish by law free basic public education.	2016 – 2017
	Provide information regarding funding to the Labor Inspectorate to enforce laws prohibiting child labor.	2015 – 2017
	Train labor inspectors on enforcing child labor laws and train criminal investigators on enforcing laws prohibiting the worst forms of child labor, and make the results of these efforts public.	2014 – 2017
	Publish data on labor law and criminal law enforcement actions taken to address child labor, including its worst forms.	2012 – 2017
	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2016 – 2017
	Establish referral mechanisms among the Department of Labor, the Vanuatu Police Force, and social welfare services to protect and rehabilitate children involved in child labor, including its worst forms.	2014 – 2017
Coordination	Establish a coordinating mechanism to combat child labor, including its worst forms.	2012 – 2017
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, such as the use of children in illicit activities.	2016 – 2017
	Publish information about the activities that were undertaken to implement the Vanuatu National Child Protection Policy.	2017
Social Programs	Collect and publish data, such as a national child labor survey, to determine the prevalence and nature of child labor in Vanuatu.	2014 – 2017
	Increase access to education for children living in remote locations.	2012 – 2017
	Implement programs to address child labor, specifically in forestry.	2012 – 2017

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# West Bank and the Gaza Strip

## MINIMAL ADVANCEMENT

*In 2017, the Palestinian Authority made a minimal advancement in efforts to eliminate the worst forms of child labor in the areas of the West Bank under its control. In December 2017, Palestinian Authority officials acceded to the Palermo Protocol on Trafficking in Persons and the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography. The Palestinian Authority also supported social programs that improved children's access to education. However, children in the West Bank and the Gaza Strip engage in the worst forms of child labor, including in construction and illicit activities. Children also engage in child labor in street vending. The legal framework does not criminally prohibit all elements of child trafficking. In addition, programs to prevent or eliminate child labor are insufficient.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the West Bank and the Gaza Strip engage in the worst forms of child labor, including in construction and illicit activities. Children also engage in child labor in street vending. (1; 2; 3; 4) Table 1 provides key indicators on children's work and education in the West Bank and the Gaza Strip. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		93.4

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (5)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating asparagus, dates, eggplants, onions, sweet peppers, grapes, tomatoes, and marijuana (3; 7; 8; 9; 10; 11; 12; 13; 14)
	Fishing, <sup>†</sup> including working on fishing boats and repairing nets (1; 3; 4; 15; 16)
	Raising livestock, including poultry and sheep (1; 3; 17)
Industry	Construction, <sup>†</sup> including demolishing buildings and collecting rubble and gravel for construction purposes (1; 2; 3; 4; 18; 19)
	Manufacturing, including working in pottery workshops (1; 2; 4)
	Blacksmithing <sup>†</sup> (1)
Services	Street vending and portering (1; 2; 3; 4; 20; 18; 21)
	Working in auto body shops and metal workshops (1; 2; 3; 20)
	Working in shops, restaurants, bakeries, and hotels (1; 4; 15; 20)
	Domestic work (4; 19)
	Transporting goods (3; 22)
	Collecting scrap metal, cement bricks, and solid waste <sup>†</sup> (1; 13; 17)
Categorical Worst Forms of Child Labor <sup>‡</sup>	Use in illicit activities, including smuggling drugs and food (3; 4; 25)
	Begging as a result of human trafficking (26; 17)
	Commercial sexual exploitation (17)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

There are reports of child trafficking from the West Bank and the Gaza Strip into Israel, primarily for forced begging. (26; 17) Children are vulnerable to child labor in the agricultural sector, partly because the Palestinian Authority (PA) does not have jurisdiction to enforce laws in Area C's agricultural fields and Israeli settlements in the West Bank. There are reports of child



labor in Israeli agricultural settlements in the Jordan Valley, where children work in excessive heat and are exposed to dangerous pesticides. (4; 7; 13; 14; 25) The PA has documented cases in which child laborers were injured at work in the settlements and taken to hospitals in the West Bank. (4)




In the Gaza Strip, many school structures, which had been damaged, destroyed, or repurposed during the war of 2014, have not been repaired or replaced. (4) Most schools in the Gaza Strip worked on a double-shift schedule, limiting class time to only 4 hours each day. (27; 28) In the West Bank and the Gaza Strip, attacks on schools, settler violence, military operations, delays at checkpoints, and school closures hinder children's access to schools. (29; 30; 31; 32; 33; 34; 35) Schools are overcrowded, poorly equipped, and, at times, unhygienic or susceptible to weather conditions. (36; 37) Violence and discrimination by teachers against students who work, as well as the cost of transportation, contribute to a school dropout rate of 16 percent. (38; 39)

According to UNICEF, child labor is on the rise in the Gaza Strip. (18) The UN warned that due to population growth coinciding with a decrease in real gross domestic product per capita, deterioration of social services such as health and education, projected depletion of the only water source, and damages to the economy and basic infrastructure, the Gaza Strip would likely become unlivable by 2020. (28)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

The PA has Non-Member Observer status at the UN. In April 2014, PA officials presented letters of accession to 15 UN treaties to UN officials, including the UN CRC and its Optional Protocol on the Involvement of Children in Armed Conflict. In December 2017, PA officials acceded to the Palermo Protocol on Trafficking in Persons and the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	N/A
ILO C. 182, Worst Forms of Child Labor	N/A
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The penal code applicable in the West Bank is Jordanian Law No. 16 of 1960 (Jordanian Penal Code for the West Bank). The penal code applicable to Gaza is Penal Code No. 74 of 1936, which was enacted during the British Mandate (Penal Code for Gaza). (40) The PA has established laws and regulations related to child labor (Table 4). However, gaps exist in the West Bank and the Gaza Strip's legal framework to adequately protect children from the worst forms of child labor, including child trafficking.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 93 of the Labor Law for the West Bank and the Gaza Strip; Article 14 of the Palestinian Child Law for the West Bank and the Gaza Strip (41; 42)
Minimum Age for Hazardous Work	Yes	18	Article 95 of the Labor Law for the West Bank and the Gaza Strip (42)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 1 of Minister of Labor's Decree on Hazardous Work for the West Bank and the Gaza Strip (43)
Prohibition of Forced Labor	No		Article 1 of Minister of Labor's Decree on Hazardous Work for the West Bank and the Gaza Strip (43)

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**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	No		Article 1 of Minister of Labor’s Decree on Hazardous Work for the West Bank and the Gaza Strip (43)
Prohibition of Commercial Sexual Exploitation of Children	No		Article 36 of the Palestinian Child Law for the West Bank and the Gaza Strip; Articles 306 and 310 of the Jordanian Penal Code for the West Bank; Articles 165 and 167 of the Penal Code for the Gaza Strip (41; 44; 45)
Prohibition of Using Children in Illicit Activities	Yes		Articles 27 and 44 of the Palestinian Child Law for the West Bank and the Gaza Strip; Article 389 of the Jordanian Penal Code for the West Bank; Article 193 of the Penal Code for the Gaza Strip (41; 44; 45)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes†	18	Article 46 of the Palestinian Child Law for the West Bank and the Gaza Strip (41)
Non-state	No		Article 46 of the Palestinian Child Law for the West Bank and the Gaza Strip (41)
Compulsory Education Age	Yes	16	Articles 3, 15, and 18 of the Palestinian Education Act for the West Bank and the Gaza Strip (46)
Free Public Education	Yes		Article 37 of the Palestinian Child Law for the West Bank and the Gaza Strip (41)

\* No conscription in the West Bank and the Gaza Strip (25)

† No standing military in the West Bank (25)

Although human trafficking and forced labor are on the hazardous work list, the law does not criminally prohibit child trafficking or forced labor in accordance with international standards. (42; 43) The law does not sufficiently prohibit commercial sexual exploitation, as the use of children in prostitution and the use, procurement, or offering of children for pornographic performances are not criminally prohibited. (45) There are no criminal penalties for recruiting children into non-state armed groups. (41)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The PA has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL), Labor Inspection Office	Enforce labor laws, including those related to child labor. (47)
Ministry of Social Affairs (MOSA), Child Protection Department	Protect children’s rights, including through the provision of services to children found involved in the worst forms of child labor. (48)
Police	Investigate violations of criminal laws, including the commercial sexual exploitation of children. (48)
Office of the Attorney General	Prosecute cases of child exploitation, including child labor. (48)

*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 jurisdiction in the areas of the West Bank designated Area A and Area B, which represent approximately 39 percent of the West Bank’s land area and contain approximately 94 percent of the Palestinian population. The Israeli Government has control over the city of Jerusalem and Area C; the latter represents 61 percent of the West Bank’s land area and approximately 6 percent of the Palestinian population, as well as the vast majority of the West Bank’s agricultural areas, where many Palestinian children work. (49; 50; 51) Although PA laws apply in the Gaza Strip, the PA had little authority in the Gaza Strip, where Hamas exercises de facto control. (50)*

## *Labor Law Enforcement*

Research did not find information on whether labor law enforcement agencies in the West Bank took actions to combat child labor (Table 6).

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	67 (51)	Unknown
Inspectorate Authorized to Assess Penalties	No (3)	No (3)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (52)	Unknown
Training on New Laws Related to Child Labor	Yes (52)	N/A
Refresher Courses Provided	Yes (52)	Unknown
Number of Labor Inspections Conducted	4,200 (4)	Unknown
Number Conducted at Worksites	4,200 (4)	Unknown
Number of Child Labor Violations Found	7 (51)	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown (52)	Unknown
Routine Inspections Conducted	Yes (52)	Unknown
Routine Inspections Targeted	Yes (4)	Unknown
Unannounced Inspections Permitted	Yes (53)	Yes (53)
Unannounced Inspections Conducted	Yes (4)	Unknown
Complaint Mechanism Exists	Yes (17)	Yes (17)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (17)	Yes (17)

In previous years, the Ministry of Labor reported that it was unable to inspect as many businesses per year as required by the Labor Law, due to inadequate funding. (4; 17)

## *Criminal Law Enforcement*

Research did not find information on whether criminal law enforcement agencies in the West Bank took actions to combat child labor (Table 7).

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (52)	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	Yes (52)	N/A
Refresher Courses Provided	Yes (52)	Unknown
Number of Investigations	40 (52)	Unknown
Number of Violations Found	40 (52)	Unknown
Number of Prosecutions Initiated	3 (52)	Unknown
Number of Convictions	0 (4)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (17)	Yes (17)

PA officials previously stated that inadequate resources hampered their capacity to enforce criminal laws related to the worst forms of child labor. (4)

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### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The PA has established mechanisms to coordinate its efforts to address child labor (Table 8).

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Committee on Child Labor	Create national policy on child labor. Led by the MOL and includes representatives from four other ministries, as well as international organizations. (22) Research was unable to determine whether the National Committee on Child Labor was active during the reporting period.
MOSA Child Protection Networks	Coordinate at the district level among service providers, law enforcement, and the Attorney General to protect vulnerable children, including those involved in child labor. (48; 54) Composed of MOSA, other PA agencies, and international organizations. The role of some agencies is to provide services to vulnerable children; others ensure that crimes against children are prosecuted in accordance with the law. (48; 54) Research was unable to determine whether the MOSA Child Protection Networks were active during the reporting period.

### V. GOVERNMENT POLICIES ON CHILD LABOR

The PA has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Policy Agenda (2017 – 2022)*	Aims to alleviate poverty through social programs for vulnerable groups and job creation programs for women and youth, improve primary and secondary school curricula, ensure equal access to education for marginalized areas, and ensure that technical and vocational training is aligned with labor market needs. (55) Research was unable to determine whether activities were undertaken to implement the National Policy Agenda during the reporting period.

\* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the PA funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
MOSA Social Protection Programs†	MOSA programs in the West Bank provide cash assistance, health insurance, and free education. (54) Families are assessed for eligibility; one of the goals is to prevent families from resorting to child labor. MOSA and the Ministry of Education also make efforts to ensure that children who have dropped out are sent back to school. (54) Research was unable to determine what steps were taken in 2017 in the implementation of this program.
MOSA Vocational Centers‡	MOSA program in the West Bank that operates 13 vocational centers for children who have dropped out of school. (48) Research was unable to determine what steps were taken in 2017 in the implementation of this program.
UN Education Programs	UN Relief and Works Agency for Palestine Refugees in the Near East programs that provide educational support for children and youth in refugee camps, as well as microfinance and other forms of support to families in the West Bank and the Gaza Strip. (56) In 2017, UNICEF continued reconstruction and rehabilitation of schools, partially through children's art. UNICEF arranged for 16 students to travel from the Gaza Strip to the West Bank to attend the opening ceremony of an art exhibit, as an activity to support psychosocial services to children. (27) Limited school hours of 4 hours or fewer per day necessitated psychosocial services for approximately 230,000 students. Some of the artwork addressed the subject of child labor. (27) Moreover, during the reporting period, UNICEF provided protective services to over 8,100 students in the West Bank, aiming to enable them to attend school, and delivered school bags and supplies to 13,000 school children in the Gaza Strip. (57)

† Program is partially funded by the PA.

‡ In 2016, the PA had other social programs that may have included the goal of eliminating or preventing child labor. (58)

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MOSA previously indicated that additional educational programs are needed to address child labor, but it lacks sufficient funding to implement them. (17) Although there are programs in the West Bank and the Gaza Strip that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including in construction, street work, illicit activities, and agriculture.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in the West Bank (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits all stages of child trafficking, including trafficking for forced labor and commercial sexual exploitation, and both domestic and international trafficking, in accordance with international standards.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
	Ensure that slavery and practices similar to slavery, including forced labor, are criminally prohibited.	2017
	Ensure that the use, procurement, and offering of children for all forms of commercial sexual exploitation are criminally prohibited.	2017
Enforcement	Ensure that child labor laws are enforced in the Gaza Strip.	2010 – 2017
	Publish information on the labor and criminal enforcement of child labor laws, including the amount of funding, the number of labor inspectors, the number and type of inspections, the training provided to inspectors and investigators, the number of child labor violations, and penalties issued and collected, as well as the number of investigations, prosecutions, and convictions.	2010 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2016 – 2017
	Provide further resources and staff to the MOL and MOSA to conduct labor inspections and criminal investigations.	2010 – 2017
Coordination	Ensure all coordinating bodies are able to carry out their intended mandates.	2017
Government Policies	Integrate child labor elimination and prevention strategies into the National Policy Agenda.	2017
	Implement the National Policy Agenda.	2017
Social Programs	Expand programs to improve access to education; for example, through ensuring that children are not subject to violence and that schools are weather-proof and provided with necessary equipment and hygienic facilities.	2011 – 2017
	Ensure that MOSA social programs are implemented.	2017
	Expand programs to further address child labor, specifically in construction, street work, illicit activities, and agriculture.	2010 – 2017

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# West Bank and the Gaza Strip

## MINIMAL ADVANCEMENT

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*In 2017, Morocco, which administers an estimated 75 percent of the territory of the Western Sahara, made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Morocco passed two decrees in support of the recent Law on Setting Up Employment Conditions of Domestic Workers, which limits the employment of children between the ages of 16 and 18 for domestic work. In addition, the government operated child protection centers and continued to fund the Tayssir Conditional Cash Transfer Program, providing direct cash transfers to qualifying families whose children meet school attendance criteria. However, some children in Western Sahara engage in the worst forms of child labor in commercial sexual exploitation. The low number of labor inspectors may hinder adequate labor law enforcement. In addition, the scope of government programs that target child labor is insufficient to fully address the extent of the problem. Although the government made meaningful efforts in all relevant areas during the reporting period, laws related to the minimum age for work and the use of children for illicit activities do not meet international standards. Research also could not determine if penalties were applied for violations related to the worst forms of child labor. In addition, programs to address child labor are insufficient to fully address the extent of the problem.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Although research is limited, there is evidence that children in Western Sahara engage in the worst forms of child labor, including in commercial sexual exploitation. Commercial sexual exploitation of migrant girls occurs and is reportedly more prevalent in fishing villages and on fishing boats. (1) Some children with disabilities beg in the streets. Children, particularly in rural areas, are vulnerable to child labor due to similar barriers to educational opportunities faced in internationally recognized Morocco, such as deficient facilities, lack of reliable and safe transport, and unqualified teachers. (2; 1; 3)

In general, research has not been conducted on the extent of child labor in Western Sahara, nor has research explored education levels, and data on key indicators of children’s work and education are not available from the sources used in this report. (4)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

The Moroccan-administered portion of the territory of Western Sahara is subject to the same laws as internationally recognized Morocco. (5; 6; 7; 8) The Popular Front for the Liberation of the *Saguia el-Hamra* and *Rio de Oro* (Polisario Front), a Sahrawi national liberation movement, controls the remaining roughly 25 percent of the territory; information on the laws applicable in this sparsely populated area is unavailable. (9; 10; 3) Morocco has ratified all key international conventions concerning child labor, which extend to the areas in Western Sahara administered by the Government of Morocco (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government of Morocco has established laws and regulations related to child labor (Table 2). However, gaps exist in Morocco’s legal framework to adequately protect children from child labor, including the prohibition of using children in illicit activities.

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**Table 2. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 143 of the Labor Code (11)
Minimum Age for Hazardous Work	Yes	18	Articles 147 and 181 of the Labor Code (11)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Hazardous Child Labor List, Decree No. 2-10-183; Article 181 of the Labor Code (11; 12)
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code (11)
Prohibition of Child Trafficking	Yes		Articles 448.1 and 448.4–448.5 of the Law on Trafficking in Human Beings (13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 503 of the Penal Code (14)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 4 of Royal Decree of 9 June 1966 (15)
Non-state	Yes	18	Articles 448.1 and 448.4 of the Law on Trafficking in Human Beings (13)
Compulsory Education Age	Yes	15	Article 1 of Law No. 04-00 (16)
Free Public Education	Yes		Article 1 of Law No. 04-00 (16)

\* No Conscription (17)

In 2017, the Government of Morocco passed two decrees related to the recent Law on Setting Up Employment Conditions of Domestic Workers that provides protections for child domestic workers. The two decrees together prohibited specific activities in the employment of domestic workers between ages 16 and 18 and provided a work contract model for domestic workers. (18; 19; 20; 3; 21; 22; 23)

The Labor Code does not apply to self-employed children, those who work in the traditional artisan or handicraft sectors for businesses with fewer than five employees, or those who work on private farms and in residences. This leaves children vulnerable to exploitation, which does not conform to international standards that require all children to be protected under the law establishing a minimum age for work. (24; 11; 10; 25) The types of hazardous work prohibited for children do not fully cover sectors in which child labor is known to occur or sectors in which work may be undertaken under conditions that harm children's health, safety, and morals. (12) Moroccan law does not provide increased penalties or a separate crime for using, procuring, and offering children for both the production and trafficking of drugs. (26; 8)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The Government of Morocco has established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 3). Information about labor law and criminal law enforcement in Western Sahara is unavailable.

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Vocational Integration (MOLVI)	Enforce child labor laws and oversee programs on child labor through its child labor task force. (27; 24; 28; 26) Provide occupational health and safety services, administer social security, and organize labor inspections and employment services through nationwide satellite offices. (28) Renamed from the Ministry of Employment and Social Affairs, and maintains the same functions. (3)
Ministry of the Interior	Enforce prohibitions on prostitution and other exploitive crimes involving minors, as established in the Penal Code. (24; 29)
General Prosecutor ( <i>Procureur General</i> )	Prosecute criminal offenses against children and process cases involving women and children within the court system through the Child Labor Units. Formerly under the Ministry of Justice and Liberties but made independent during the reporting period. (3)

In 2017, labor inspectors visited 25 companies in the 2 largest regions of the Moroccan-administered portion of the territory of Western Sahara. They removed 6 children under the age of 15 from work and registered 21 children between the ages of 15 and 17 at work. (30)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The Government of Morocco has established mechanisms to coordinate its efforts to address child labor (Table 4).

**Table 4. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
Technical Committee Under the Special Ministerial Commission for the Protection and Improvement of Childhood	Ensure inter-sectoral coordination and monitoring of the implementation of international conventions on the issue of children through a committee of 25 government bodies, chaired by the Head of the Government of Morocco. Establish strategies and mechanisms to implement national policies and plans in the area of child protection and in coordination efforts managed primarily at the local and regional levels. (26; 31)
MOLVI	Coordinate policies and efforts to combat child labor, providing guidance and limited funding to NGOs working against child labor through its Office for the Fight Against Child Labor. (28; 32; 33)
Ministry of Solidarity, Women, Family, and Social Development (MSWFSD)	Continue child protection and child labor elimination efforts. Increase children’s access to education. (29; 34) Responsible for implementing the Integrated Public Policy on the Protection of Children. (24; 35) Support 142 Child Reception Centers that provide services to child victims of violence. (26)
Ministry of Foreign Affairs and International Cooperation	Coordinate efforts to reduce migrant vulnerability to child labor through its Delegate Ministry in Charge of Moroccans Living Abroad and Migration Affairs. Promote migrant children’s access to public education facilities in addition to other social services and assistance. (28; 26; 36; 3)
Ministry of National Education, Vocational Training, Higher Education, and Scientific Research	Provide education and job training to former child workers, including former child domestic workers and migrant youth. (24; 26)

The Ministry of Employment and Social Affairs was renamed the Ministry of Labor and Vocational Integration. (3) The Ministry in Charge of Moroccans Living Abroad and Migration Affairs became a delegate ministry under the Ministry of Foreign Affairs and International Cooperation. (3) In addition, the Ministry of National Educational and Vocational Training was renamed the Ministry of National Education, Vocational Training, Higher Education, and Scientific Research. (3)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The Government of Morocco has established policies related to child labor (Table 5). However, policy gaps exist that hinder efforts to address child labor, including the lack of inclusion of child labor elimination and prevention strategies into the National Migration Strategy.

**Table 5. Key Policies Related to Child Labor**

Policy	Description
MSWFSD’s Integrated Public Policy on the Protection of Children in Morocco	Promotes an interdisciplinary approach to respond to child exploitation, among other issues. (24; 28; 35; 31) In 2017, activities included an informational workshop and training on social standards for implementing partners; the development of terms of reference for technical support for the promotion of good parenting; and the development of terms of reference to raise awareness on the 2016 Law on Setting Up Employment Conditions of Domestic Workers, specifically the implications for domestic workers between the ages of 16 and 18. (8; 37; 3)

The Government of Morocco has not included child labor elimination and prevention strategies into the National Migration Strategy. (28; 38; 33; 39; 40)

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the Government of Morocco funded and participated in programs that include the goal of eliminating or preventing child labor, which extended to Western Sahara (Table 6). However, gaps exist in these social programs, including the adequacy of efforts to address the problem in all sectors—in particular, children victims of commercial sexual exploitation.

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**Table 6. Key Social Programs to Address Child Labor‡**

Program	Description
Tayssir Conditional Cash Transfer Program†	MSWFSD program that provides direct cash transfers to qualifying families whose children meet school attendance criteria and that aims to increase school enrollment and reduce dropout rates, particularly in rural areas, with 832,500 project participants in 2015–2016 and 509,475 in 2016–2017. (27; 7; 28; 29; 35; 37; 10; 30) The cash transfer program demonstrated a significant improvement in school participation and a modest improvement in test scores. (41; 42)

† Program is funded by the Government of Morocco.

‡ The Government of Morocco had other social programs that may have included the goal of eliminating or preventing child labor. (7; 8; 28; 33; 37; 3)

Although the government has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including children victims of commercial sexual exploitation. (8; 3; 28; 43)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Western Sahara (Table 7).

**Table 7. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit children from being used, procured, or offered in illicit activities, including for the production and trafficking of drugs.	2014 – 2017
	Ensure that the types of hazardous work prohibited for children under 18 that may be undertaken in conditions that harm children’s health, safety, and morals are comprehensive.	2016 – 2017
	Ensure that all children are protected by law, including children who are self-employed, work for artisan and handicraft businesses with fewer than five employees, or work on private farms and in residences.	2017
Government Policies	Continue the integration of child labor elimination and prevention strategies into the National Migration Strategy policy.	2016 – 2017
Social Programs	Conduct a comprehensive study of children’s work activities to determine whether they are engaged in or at risk of being involved in child labor, and determine the number of child laborers and education levels.	2013 – 2017
	Remove barriers to rural children’s ability to access educational opportunities.	2015 – 2017
	Expand existing programs to address the scope of the child labor problem, including child victims of commercial sexual exploitation.	2017

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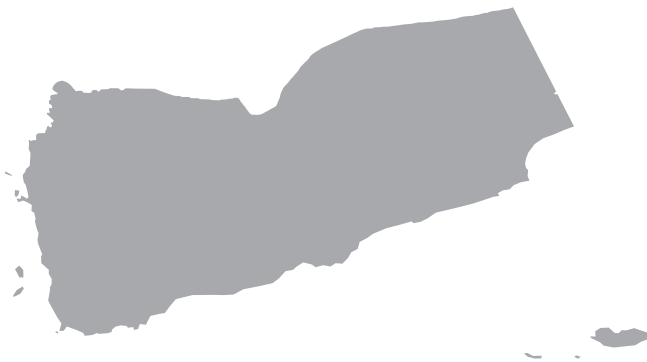


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# Yemen

## MINIMAL ADVANCEMENT

*In 2017, Yemen made a minimal advancement in efforts to eliminate the worst forms of child labor. The Republic of Yemen Government signed the Safe Schools Declaration, which aims to promote and protect the right to education during armed conflict. The Republic of Yemen Government also participated in programs that supported educational and social services. However, children in Yemen engage in the worst forms of child labor, including in commercial sexual exploitation and armed conflict. Children also engage in child labor in fishing. Due to the ongoing armed conflict, the internationally recognized Republic of Yemen Government had limited operational control of its ministries in Yemen. As a result, it was unable to provide demobilization and rehabilitation services to children who have been recruited and used by various groups engaged in armed conflict.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Yemen engage in the worst forms of child labor, including in commercial sexual exploitation and armed conflict. (1; 2; 3; 4; 5) Children also engage in child labor in fishing. (6; 7; 8) According to the 2010 National Child Labor Survey, most working children were in the agricultural and domestic work sectors. (6) Table 1 provides key indicators on children's work and education in Yemen.

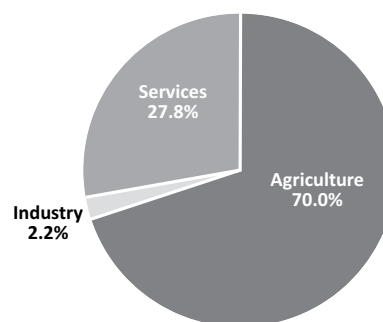
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	13.6 (834,866)
Working Children by Sector	5 to 14	
Attending School (%)	5 to 14	68.0
Combining Work and School (%)	7 to 14	10.3
Primary Completion Rate (%)		71.6

Source for primary completion rate: Data from 2016, published by UNESCO Institute for Statistics, 2018. (9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labour Survey, 2010. (10)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming,† activities unknown (7; 11)
	Fishing,† activities unknown (6; 7; 8)
	Hunting, activities unknown (6)
Industry	Quarrying and mining† (6; 7; 8)
	Construction,† activities unknown (6)
	Working in carpentry† and welding† workshops (12; 13)
Services	Street work, including selling items, begging, and scavenging garbage (6; 14; 15; 16; 17; 18)
	Working in auto repair and mechanic shops† (7; 8)
	Domestic work† (6; 11)
	Selling goods in stores (6)
	Voluntarily recruited children used in hostilities by state armed groups (3)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (19; 20; 4; 5)
	Use in illicit activities, including in drug trafficking (21; 5)
	Domestic work, begging, and working in small shops, each as a result of human trafficking (5)
	Recruitment of children by non-state armed groups for use in armed conflict (1; 2; 3; 22)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The civil war in Yemen continued throughout 2017. The UN called the situation the world’s worst humanitarian crisis. (23) In 2017, nearly 75 percent of the population, including 11.3 million children, were in need of humanitarian assistance. (23) The conflict led to the internal displacement of more than 2 million people, and the country was on the verge of famine. (24) Approximately 400,000 children were suffering from severe, acute malnutrition. (25) The Republic of Yemen Government had limited operational control over its ministries and remained unable to enforce regulations. (7) As of December 2017, there were 280,000 refugees and asylum seekers, primarily from Somalia and Ethiopia, at risk of exploitation in Yemen. (26; 27)

Reports indicate that, due to economic hardships, commercial sexual exploitation of children has increased over the past several years. Girls are subjected to human trafficking for commercial sexual exploitation within Yemen in hotels and clubs located in Aden, Sana’a, Ta’iz, and other cities. (5) Also, there is evidence that Yemeni children, mostly boys, migrate to Sana’a, Aden, and Saudi Arabia, where they are engaged in forced labor for domestic work, begging, or work in small shops. Limited evidence points to the existence of chattel slavery, as children are sold and inherited as property in the Al Hudaydah and Al Mahwit governorates. (5) In 2017, IOM stated that 25 percent of its services in Yemen were provided to unaccompanied child migrants, mostly boys ages 14 to 17 from Ethiopia. Some of these children were subjected to human trafficking. (21)

Various armed groups, including the Houthis, the Houthi-affiliated Popular Committees, Al Qaeda in the Arabian Peninsula, and government forces, recruited and used child soldiers to serve as guards or fighters. (1; 2; 22; 3; 28) To remain alert, some child soldiers use *qat*, a mild narcotic that is legal in Yemen. (3) The UN documented that at least four child soldiers were killed during hostilities in Yemen in 2017, two of whom were affiliated with Al Qaeda in the Arabian Peninsula. (28)



Limited evidence suggests that child recruitment increased because many children were unable to attend school. (1) There were 1,669 schools that were either partially or totally destroyed due to the conflict. According to UNICEF, more than 2 million children were unable to attend school. (24) Many families could not afford transportation costs to schools, and approximately 12,000 schools were closed because teachers were not being paid. (1; 29) UNICEF predicted that during the 2017–2018 academic year, 4.5 million children would be unable to resume classes. (30)

Among the *Muhamasheen* (“marginalized”) minority group, generally of sub-Saharan African origin, illiteracy rates are high, and child labor in the form of begging is prevalent. (14)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Yemen has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	

The Republic of Yemen Government has established laws and regulations related to child labor (Table 4). However, gaps exist in Yemen's legal framework to adequately protect children from the worst forms of child labor, including child trafficking.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	14	Article 5 of Ministerial Order No. 11 of 2013 (31)
Minimum Age for Hazardous Work	Yes	18	Article 7 of Ministerial Order No. 11 of 2013 (31)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 7–8 and 15 of Ministerial Order No. 11 of 2013 (31)
Prohibition of Forced Labor	No		Articles 6(b) and 26 of Ministerial Order No. 11 of 2013; Article 248 of the Penal Code (31; 32)
Prohibition of Child Trafficking	No		Article 26 of Ministerial Order No. 11 of 2013; Article 248 of the Penal Code (31; 32)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 147 and 163 of the Child Rights Law; Article 279 of the Penal Code; Article 25 of Ministerial Order No. 11 (33; 32; 31)
Prohibition of Using Children in Illicit Activities	Yes		Section 24 of Ministerial Order No. 11 of 2013; Articles 148 and 162 of the Child Rights Law (31; 33)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 149 of the Child Rights Law (33)
Non-state	No		
Compulsory Education Age	Yes	15‡	Article 18 of the General Education Law (34)
Free Public Education	Yes		Article 87 of the Child Rights Law (33)

\* No conscription (35)

‡ Age calculated based on available information

While Article 248 of the Penal Code criminalizes buying, selling, and dealing in human beings, the legal framework does not appear to prohibit forced labor.

The legal framework does not adequately prohibit using, procuring, or offering a child in pornography and pornographic performances, or using a child in prostitution.

Ministerial Order No. 11 of 2013 does not explicitly include all phases of child trafficking, such as harboring, transporting, and transferring children for exploitation. (31)

Research was unable to discover any law to criminally prohibit recruitment of children under 18 by non-state armed groups.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The Republic of Yemen Government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, research found no evidence that the Republic of Yemen Government's law enforcement agencies took actions to combat child labor, including its worst forms.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Affairs and Labor's Child Labor Unit	Enforce child labor laws, conduct inspections, inform the Ministry of the Interior of any violations, and refer children found during inspections to appropriate social services. (8)
Ministry of the Interior	Enforce child labor laws. Police departments within the Ministry of the Interior handle human trafficking investigations. (8)
Ministry of Justice	Enforce child labor laws and prosecute and adjudicate child labor cases. (8)
Ministry of Human Rights, Ministry of Legal Affairs, Parliament, and the Social Fund for Development	Maintain supporting roles in combating child trafficking. (8)

### *Labor Law Enforcement*

Research did not find information on whether the Republic of Yemen Government's labor law enforcement agencies took actions to combat child labor in 2017. During the previous year, the Republic of Yemen Government was unable to enforce child labor laws due to the civil war. (7) Likewise, in 2016, no funding and training were provided for labor inspection, and there was no mechanism to receive child labor complaints. (7)

The Ministry of Social Affairs and Labor does not have the authority to enforce child labor laws in casual employment, farming, and domestic work. (36)

### *Criminal Law Enforcement*

Research did not find information on whether the Republic of Yemen Government's criminal law enforcement agencies took actions to combat child labor.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The Republic of Yemen Government has established mechanisms to coordinate its efforts to address child labor (Table 6).

**Table 6. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee to Combat Child Labor	Coordinate child labor issues in Yemen. Comprises representatives from the Ministry of Social Affairs and Labor, other state agencies, ILO-IPEC, and local NGOs. (8) Research was unable to determine whether the National Steering Committee to Combat Child Labor was active during the reporting period.
Technical Committee for Combating Trafficking in Persons	Develop a national strategy to combat human trafficking. (37) Research was unable to determine whether the Technical Committee for Combating Trafficking in Persons was active during the reporting period.
National Network for Child Protection	Implement training programs and media awareness campaigns, and advocate progress on children's issues. (8) Research was unable to determine whether the National Network for Child Protection was active during the reporting period.
Joint Technical Committee to Prevent Recruitment of Children in the Yemeni Armed Forces	Implement and monitor the Action Plan to End and Prevent the Recruitment of Children by the Yemeni Armed Forces. Comprises the Ministry of Defense, the Higher Council for Motherhood and Childhood, the Civil Status and Registration Authority, and UN representatives. (38) Research was unable to determine whether this Committee was active during the reporting period.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The Republic of Yemen Government has established policies related to child labor (Table 7). However, policy gaps exist that hinder efforts to address child labor, including covering all worst forms of child labor.



# Yemen

## MINIMAL ADVANCEMENT

**Table 7. Key Policies Related to Child Labor**

Policy	Description
Action Plan to End and Prevent the Recruitment of Children by the Yemeni Armed Forces	Ensures that national laws comply with international standards, prohibit the recruitment and use of children in armed forces, investigate allegations of violations, and facilitate UN access to monitor compliance. (39) Research was unable to determine whether activities were undertaken to implement this policy during the reporting period.

In 2017, the Republic of Yemen Government signed the Safe Schools Declaration, which aims to promote and protect the right to education during armed conflict by deterring parties to the conflict from using schools and by investigating violations. (40; 41)

Although the Republic of Yemen Government has adopted the Action Plan to End and Prevent the Recruitment of Children by the Yemeni Armed Forces, research found no evidence of a policy on other worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the Republic of Yemen Government participated in programs that include the goal of eliminating child labor (Table 8). However, gaps exist in these social programs, including adequacy of services to address the full scope of the problem.

**Table 8. Key Social Programs to Address Child Labor**

Program	Description
Child Protection Activities	UNICEF-funded programs designed to provide psychosocial support, including access to sports and arts, in community-based and mobile centers. (42) In 2017, UNICEF provided psychosocial support to more than 519,000 children in 16 governorates through fixed and mobile child-friendly spaces and youth clubs. More than 323,000 children received skills training on how to protect themselves in emergency situations. (24)
Educational Activities	UNICEF-funded programs conducted in cooperation with the Republic of Yemen Government that provide educational support activities and services. (42) In 2017, 600,000 students gained access to education through the rehabilitation of 430 schools and the provision of temporary learning spaces. More than 409,000 students received school bags and recreational kits. (24) UNICEF also provided community-based classes, which brought 30,000 out-of-school children back to school. (24)

Although Yemen has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in commercial sexual exploitation, child soldiering, and fishing.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Yemen (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Accede to the Palermo Protocol on Trafficking in Persons.	2013 – 2017
	Ensure that forced labor and all phases of child trafficking are criminally prohibited.	2015 – 2017
	Ensure that the law is sufficiently comprehensive to prohibit using a child for prostitution and using, procuring and offering a child for pornography and pornographic performances.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
Enforcement	Ensure that the Labor Inspectorate has the capacity to enforce labor laws, including reestablishing a mechanism to receive child labor complaints.	2015 – 2017
	Ensure that labor inspectors have proper funding and training to conduct inspections.	2009 – 2017
	Ensure that authorities enforce minimum age protections in all sectors in which the worst forms of child labor are prevalent, including in agriculture and domestic work.	2009 – 2017
	Ensure that criminal law enforcement agencies enforce child labor laws.	2015 – 2017
Coordination	Ensure all coordinating bodies are able to carry out their intended mandates.	2017

**Table 9. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Implement the Action Plan to End and Prevent the Recruitment of Children by the Yemeni Armed Forces.	2009 – 2017
	Adopt a policy that addresses all relevant worst forms of child labor, such as commercial sexual exploitation and child trafficking.	2009 – 2017
Social Programs	Expand programs to improve children's access to education.	2013 – 2017
	Institute a rehabilitation and reintegration program for children engaged in armed conflict and children involved in other worst forms of child labor, including in commercial sexual exploitation, child soldiering, and fishing.	2011 – 2017

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# Yemen

## MINIMAL ADVANCEMENT

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In 2017, Zambia made a minimal advancement in efforts to eliminate the worst forms of child labor. The government launched an Education Enhancement Project, which aims to strengthen teacher training and increase access to education in rural areas. However, children in Zambia continue to engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in agriculture. The government drastically reduced the number of labor inspectors and funding for the Labor Inspectorate during the reporting period. In addition, the Education Act does not specify the school-going or compulsory education age, and human trafficking laws are discordant with international standards because they require threats, the use of force, or coercion to be established for the crime of child trafficking.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Zambia engage in the worst forms of child labor, including commercial sexual exploitation, sometimes as a result of human trafficking. Children also engage in child labor in agriculture. (1; 2) Table 1 provides key indicators on children's work and education in Zambia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	28.1 (992,722)
Attending School (%)	5 to 14	65.2
Combining Work and School (%)	7 to 14	27.6
Primary Completion Rate (%)		78.7

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (3)

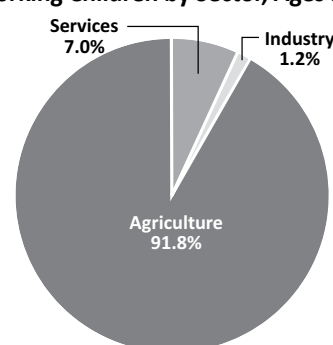
Source for all other data: Understanding Children's Work Project's Analysis of Statistics from the Labour Force Survey (LFS), 2008. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Work in the production of cotton,† tobacco,† and other cash crops, including applying fertilizers, grading or ridging fields, harvesting crops, spraying pesticides,† transplanting, watering, and weeding crops (1; 5; 6)
	Raising and herding† cattle (7; 8; 6)
	Fishing,† working on boats, cutting and smoking fish (9; 6)
	Production of charcoal† (6)
Industry	Mining gems, including amethysts and emeralds (10)
	Mining ore, including lead, zinc, iron ore, and copper (10)
	Work in quarries, including carrying heavy loads,† conducting rudimentary mine drilling,† crushing stones, and scavenging mine dump sites (8; 11; 6)
Services	Domestic work (12; 13; 6)
	Street work, including begging and vending (12; 6)

**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor <sup>‡</sup>	Commercial sexual exploitation, sometimes as a result of human trafficking (2) Forced labor in agriculture, construction, domestic work, mining, and textile production, each sometimes as a result of human trafficking (2)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children trafficked inside Zambia are primarily trafficked from rural to urban areas for domestic work and forced labor in agriculture. (10; 14; 15) Some children in Zambia are forced by *Jerabo* gangs, which are illegal mining syndicates in the Copperbelt province, to load trucks with stolen copper ore. (16; 2) Along Zambia’s borders, the commercial sexual exploitation of children is common. (14) The government has yet to release information on child labor from its 2008, 2012, or 2014 Labour Force Surveys, although the general Labour Force Survey results, which did not include data on child labor, were released in 2011, 2014, and 2016. (17; 18)

Long distances to schools create a barrier to education. (1; 19; 20) Families also face costs for basic education, including fees for school supplies, which prevent some children from attending school. (16; 1; 13) Inadequate educational infrastructure, materials, and a high student-teacher ratio further hinder students. (6; 20)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Zambia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Zambia’s legal framework to adequately protect children from the worst forms of child labor, including an undefined age range for compulsory education.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article 24 of the Constitution; Article 12 of the Employment Act (21; 22; 23)
Minimum Age for Hazardous Work	Yes	18	Article 17 of the Employment of Young Persons and Children Act; Article 3 of the Prohibition of Employment of Young Persons and Children (Hazardous Labour) Order (24; 25)
Identification of Hazardous Occupations or Activities for Children	Yes		Prohibition of Employment of Young Persons and Children (Hazardous Labour) Order (25)
Prohibition of Forced Labor	Yes		Articles 14 and 24 of the Constitution; Articles 143 and 263 of the Penal Code; Article 3 of the Anti-Human Trafficking Act of 2008 (21; 23; 26; 27)



**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Child Trafficking	No		Article 24 of the Constitution; Article 143 of the Penal Code; Articles 2–3 (1 – 4) of the Anti-Human Trafficking Act of 2008 (21; 23; 26; 27)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 144 of the Penal Code; Article 2 of the Employment of Young Persons and Children Act (24; 27)
Prohibition of Using Children in Illicit Activities	Yes		Article 2 of the Employment of Young Persons and Children Act (24)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 14 of the Defence Act (28)
Non-state	Yes	18	Article 3 of the Anti-Human Trafficking Act of 2008 (26)
Compulsory Education Age	No		Article 16 of the Education Act, 2011 (29)
Free Public Education	Yes		Article 15 of the Education Act, 2011 (29)

\* No conscription (28)

Penalties for child prostitution violations in the Employment of Young Persons and Children Act are different from those in the Penal Code. Although the Penal Code treats child prostitution as a felony, with a minimum 20-year jail sentence, the Employment of Young Persons and Children Act treats it as a civil penalty and imposes a fine of \$35 to \$165 and possible discretionary prison time. In practice, the heavier statute of the Penal Code would be applied; however, research did not uncover any such prosecutions in recent years. (27; 25) In addition, human trafficking provisions remain discordant with international standards because they require threats, the use of force, or coercion to be established for the crime of child trafficking. (26)

The Education Act requires the government to provide free education up to the seventh grade and stipulates that education is compulsory for children of “school-going age.” (10; 29; 30) The Act, however, does not set a specific age or define “school-going age,” which may allow children to leave school before they are legally able to work. (29) The lack of standards in this area may increase the risk of children’s involvement in the worst forms of child labor.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor and Social Security (MLSS) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)	Implement, enforce, and regulate child labor laws. (10; 31; 18) Advise other government agencies on child labor issues and coordinate government efforts to combat child labor. (18; 6)
Zambia Police Service Child Protection Unit	Work with the MLSS, District Street Children Committees, and the Ministry of Youth, Sports, and Child Development to identify and remove vulnerable children from the streets. Place rescued street children with families, in foster care, or in children’s homes. (17) Work with immigration officials to combat child trafficking; with local officials to combat crimes against children; and with schools to educate and sensitize children about abuse. Collaborate with the Ministry of Justice to investigate and prosecute child labor cases. (32)
Zambia Police Service Victim Support Unit	Handle the enforcement of laws against human trafficking, commercial sexual exploitation, and the use of children in illicit activities. (31; 33)
Ministry of Community Development, Mother and Child Health (MCDMCH)	Provide social services to victims of human trafficking or sexual abuse. Operate one government shelter in Luapula province and oversee two NGO shelters. (2)
Ministry of Justice	Investigate and prosecute child labor cases. (32)

# Zambia

## MINIMAL ADVANCEMENT

### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Zambia took actions to combat child labor (Table 6). However, gaps exist within the operations of the MLSS that may hinder adequate labor law enforcement, including human and financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$350,049 (34)	Unknown (35)
Number of Labor Inspectors	110 (2)	Unknown (35)
Inspectorate Authorized to Assess Penalties	No (6)	No (6)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (34)	N/A (6)
Training on New Laws Related to Child Labor	Yes (34)	N/A (6)
Refresher Courses Provided	Yes (17)	No (6)
Number of Labor Inspections Conducted	980 (34)	723 (6)
Number Conducted at Worksites	980 (34)	723 (6)
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (34)	Yes (6)
Routine Inspections Targeted	Yes (34)	Yes (6)
Unannounced Inspections Permitted	Yes (34)	Yes (6)
Unannounced Inspections Conducted	Yes (34)	Yes (6)
Complaint Mechanism Exists	Yes (34)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (34)	Yes (6)

In 2016, the MLSS employed 110 labor inspectors, but the figure for 2017 was unknown. (6; 34) Without a documented increase, the number of labor inspectors likely remains insufficient for the size of Zambia's workforce, which includes approximately 6.9 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed economies, Zambia would employ about 172 inspectors. (36; 37; 38) The MLSS has stated that an insufficient budget, insufficient office space, inadequate training, and a lack of transportation and fuel have prevented it from adequately conducting inspections countrywide. (6; 39) The MLSS conducts labor inspections in registered private institutions only; it does not conduct investigations, allowed by law, in unregistered institutions, where child labor is more likely to be found. (40) A referral mechanism exists through District Child Labor Committees that allows labor officers to refer cases to NGOs; however, not all districts have a committee due to a lack of government funding. (31) The MLSS has stated that all penalties are administrated by the courts. (6)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Zambia took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including with training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (2)	N/A (6)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (34)	N/A (6)
Refresher Courses Provided	Yes (41)	No (6)
Number of Investigations	Unknown	Unknown
Number of Violations Found	14 (2)	Unknown

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Criminal Law Enforcement	2016	2017
Number of Prosecutions Initiated	0 (2)	Unknown
Number of Convictions	0 (2)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (34)	Yes (6)

Research was unable to determine specific enforcement activities and their results. (6)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efficacy in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
MLSS-CLU	Coordinate with District Child Labor Committees (DCLCs) in Zambia's 114 districts to increase local awareness and mobilize communities against child labor, including its worst forms. (10; 31) Research was unable to determine coordination activities performed during the year.
DCLCs	Respond to child labor complaints at the local level and file complaints to the MLSS. Serve as the main referral mechanism for social welfare services. Comprises the Zambia Police Service; the MLSS; the Ministry of Community Development, Mother, and Child Health; and civil society stakeholders. (10) In 2017, the DCLC for the Chipata district was active, convening several meetings to assess current efforts and to plan activities to combat child labor. (42)
National Steering Committee on Child Labor	Advise and oversee on child labor matters, including implementation of the Hazardous Work Statutory Instrument. Comprises government representatives, employers, trade unions, and civil society members. (6; 33)

The Anti-Trafficking Interministerial Committee met during the year and hosted the Malawi anti-trafficking inter-ministerial committee. (43) In addition, due to overlapping responsibilities and communication lapses, individual agency mandates may not be effective in some cases. (43)

#### V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Child Labor Policy	Created an action plan and designates responsible agencies to address child labor issues. (10; 30; 44) Research was unable to determine whether activities were undertaken to implement the policy during the reporting period.
National Employment and Labor Market Policy	Aims to eliminate child labor. Research was unable to determine whether activities were undertaken to implement the policy during the reporting period.
UN's Sustainable Development Partnership Framework (2016–2021)	\$806 million framework that builds upon the previous UNDAF but with a stronger emphasis on partnership. (45) Aims to prevent the worst forms of child labor and protect children. (46)

In 2017, the government was in the process of revising the National Action Plan for the Elimination of Child Labor. (6) Research found no evidence of implementation of the National Child Labor Policy and National Employment and Labor Market Policy during the reporting period. The Seventh National Development Plan outlines some activities that indirectly aim at reducing child labor. (6) In addition, the government has not included child labor elimination and prevention strategies into the Education Policy and the National Youth Policy. (10; 17)

# Zambia

## MINIMAL ADVANCEMENT

At the 2017 Global Conference on the Sustained Eradication of Child Labor, the government made pledges concerning the ratification and domestication of international labor standards related to eliminating child labor; amending legislation to effectively address child labor; reviewing the Action Plan on Child Labor to take into account outside advice; adopting a strategy and action plan for youth employment, school to work transition and empowerment; and developing a social protection policy to better protect child labor and forced labor victims and their families. (47)

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that included the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address all relevant sectors.

**Table 10. Key Social Programs to Address Child Labor‡**

Program	Description
USDOL-funded Projects	USDOL projects which aim to combat child labor. Includes: EMPOWER: Increasing Economic and Social Empowerment for Adolescent Girls and Vulnerable Women in Zambia, \$5 million, 4-year project implemented by Winrock International and the Global Action Program on Child Labor Issues Project, implemented by the ILO in approximately 40 countries. (48; 49) Additional information is available on the USDOL website.
ARISE: Achieving Reduction of Child Labor in Support of Education	Joint initiative between Japan Tobacco International, Winrock International, and the ILO - that provides strategies to reduce the worst forms of child labor in tobacco-growing communities in Brazil, Malawi, Tanzania, and Zambia. (50; 51; 19)
Social Cash Transfer Program†	Provides funds to families and increases school enrollment. (17; 31; 52; 53) Participants reached through the Ministry of Community Development and Social Welfare increased to 590,000 households from 242,000 in 2016. (43)
Zambia National Service Skills Training Camps†	Provides life-skills training camps for at-risk youth, including for victims of the worst forms of child labor. (30) In 2017 the government established youth skills training centers within the Zambia National Service Skills Training Camps. (43)
World Bank-Funded Projects	Projects to improve access to education, particularly for girls. Includes: Education Enhancement Project (2017 – 2022)*, a \$60 million project to improve math and science instruction in primary and secondary schools and Girls' Education and Women's Empowerment and Livelihood Project (GEWEL) (2015-2020), a \$64 million project to provide livelihoods support to extremely poor households and increase secondary school enrollment for girls. (54; 55) By the end of 2017, the GEWEL Project supported 8,669 girls in secondary school. (56)

\* Program was launched during the reporting period.

† Program is funded by the Government of Zambia.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (10; 57)

Although Zambia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem in all relevant sectors because no programs target child labor in agriculture, domestic work, or commercial sexual exploitation. In addition, shelter space is insufficient, resulting in some victims being temporarily housed in jail. (58; 2)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Zambia (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Accede to the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2017
	Determine through statutory instrument the “school-going age” for compulsory education, consistent with international law.	2012 – 2017
	Harmonize legislation to ensure that penalties for child commercial sexual exploitation are consistent.	2009 – 2017
	Ensure that laws prohibiting child trafficking do not require threats, the use of force, or coercion to be considered child trafficking.	2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Institutionalize training for labor inspectors, investigators, and law enforcement, including through periodic refresher courses.	2010 – 2017
	Authorize the Labor Inspectorate to assess penalties.	2017
	Publish complete information on Labor Inspectorate funding, number of labor inspectors, number of violations found, penalties imposed and collected, investigations conducted, prosecutions initiated, and convictions achieved.	2014 – 2017
	Ensure the number of labor inspectors is sufficient to meet the ILO's technical advice.	2012 – 2017
	Ensure that labor inspectors receive adequate resources to enforce labor laws throughout the country and that inspections cover all areas in which children work, including registered and unregistered businesses.	2010 – 2017
	Establish District Child Labor Committees in remaining districts.	2011 – 2017
Coordination	Improve lines of communication and clarify responsibilities among agencies to improve effectiveness and referrals to social services.	2011 – 2017
Government Policies	Provide sufficient funding to implement existing policies.	2012 – 2017
	Integrate child labor elimination and prevention strategies into the Education Policy and National Youth Policy.	2013 – 2017
Social Programs	Publish the data on child labor from the 2008, 2012, and 2014 Labor Force Surveys.	2011 – 2017
	Provide free education to all children as required by law, improve school infrastructure, decrease the distance students must travel to access education, and increase the number of qualified teachers.	2012 – 2017
	Expand existing programs to address the full scope of the child labor problem in all relevant sectors, including agriculture, domestic work, and commercial sexual exploitation.	2011 – 2017

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In 2017, Zimbabwe made a moderate advancement in efforts to eliminate the worst forms of child labor. The government established anti-human trafficking task forces in 7 out of 10 provinces, and the Stop Child Labor Program developed a bridge school that provided education and social services to former child laborers. The government also continued funding its cash transfer program, arrested perpetrators engaged in commercial sexual exploitation of children, and withdrew children from the worst forms of child labor. However, children engage in the worst forms of child labor, including in commercial sexual exploitation and mining. Children also engage in child labor in agriculture. Zimbabwe continues to lack specific social programs targeting sectors in which child labor is most prevalent. In addition, gaps remain in the country's legal framework against child labor, such as lack of free basic education, which increases children's vulnerability.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Zimbabwe engage in the worst forms of child labor, including in commercial sexual exploitation and mining. Children also engage in child labor in agriculture. (1; 2; 3; 4; 5) Table 1 provides key indicators on children's work and education in Zimbabwe. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	Unavailable
Attending School (%)	5 to 14	Unavailable
Combining Work and School (%)	7 to 14	Unavailable
Primary Completion Rate (%)		88.9

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2018. (6)  
Data were unavailable from Understanding Children's Work Project's analysis, 2018. (7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including the production of tea, cotton, tobacco, corn, and sugarcane (8; 9; 10; 11; 12; 13; 14; 4; 15)
	Fishing, including casting nets, hauling fish loads, and sorting fish (8; 9; 10; 12; 15)
	Forestry, such as dragging logs from felling sites and loading logs for transport (8; 11; 12)
	Cattle herding (8; 12)
Industry	Mining gold and chrome, using dangerous chemicals such as cyanide and mercury, and extracting material from underground passages and quarries† (8; 9; 16; 17)
Services	Street work, including vending and begging (8; 10; 11; 18; 19; 20; 15)
	Domestic work (8; 11; 12; 21; 22; 5; 15)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including drug trafficking and gambling (9)
	Commercial sexual exploitation, sometimes as a result of human trafficking (8; 9; 11; 12; 23; 24; 1; 25; 2; 3)
	Working in agriculture, mining for the production of gold and chrome, and domestic work, each as a result of human trafficking (9; 23; 5)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Zimbabwean children are trafficked to South Africa, Mozambique, and Zambia, where they become victims of commercial sexual exploitation and forced labor in domestic work. Zimbabwean children, especially orphans, are sometimes lured by relatives with

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the promise of education or adoption, but instead are recruited to work within the country as domestic workers or forced to work in mining, drug smuggling, or other illegal activities. (5) The deterioration of Zimbabwe's economy also contributes to an increase in child labor. (26; 27; 28) An NGO conducted research that revealed that girls under age 18 engaged in commercial sex due to push factors such as the breakdown of the family unit, poverty, and gender-based violence. (2; 29) In 2017, UNICEF reported that Zimbabwe experienced flooding that damaged schools in Tsholotsho, Hwange, Bubi, Masvingo, and Gokwe North, resulting in the displacement of hundreds of people, including children, from their homes. (30; 31) These push factors increase children's vulnerability to child labor, including its worst forms. (9)

Citizenship is derived from birth, but many children, especially orphans and children living in rural areas, are not registered due to poverty and lack of awareness of the requirements. (9; 24) Beginning in grade seven, children are unable to sit for exams without a birth registration, leading some to enter the workforce at a young age. (9; 15) School fees are often prohibitively expensive and limit access to education. (10; 32) According to the UN, children with disabilities, especially in rural areas, experience greater abuse, violence, stigma, and exclusion, and, therefore, have limited access to education. (24)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Zimbabwe has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Zimbabwe's legal framework to adequately protect children from child labor, including access to free public education.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Section 3 of the Labor Amendment Act (33)
Minimum Age for Hazardous Work	Yes	18	Section 11(4) of the Labor Act (33)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Section 11(4) of the Labor Act; Section 10A of the Children's Act (33; 34)
Prohibition of Forced Labor	Yes		Sections 54–55 of the Constitution; Section 4A of the Labor Act (33; 35)
Prohibition of Child Trafficking	Yes		Section 3 of the Trafficking in Persons Act (36)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 87 of the Criminal Law Act; Section 3 of the Sexual Offenses Act; Section 8(2) of the Children's Protection and Adoption Act; Section 3 of the Trafficking in Persons Act (36; 37; 38; 39)
Prohibition of Using Children in Illicit Activities	Yes		Section 156 of the Criminal Law Act; Section 10 of the Children's Protection and Adoption Act (9; 38; 39)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Section 9 of the National Service Act (40)
State Voluntary	Yes	16	Sections 5 and 10 of the National Service Act (40)

**Table 4. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Non-state	No		
Compulsory Education Age	Yes	12‡	Section 5 of the Education Act (41)
Free Public Education	No		

‡ Age calculated based on available information (42)

Zimbabwean law does not mandate free basic education for children. (43) Lack of access to basic education may increase the risk of children's involvement in child labor. (9) In addition, children in Zimbabwe are required to attend school only up to age 12. This standard makes children ages 12–15 vulnerable to child labor because they are not required to attend school and not legally permitted to work. (42)

In 2017, the Mines and Minerals Amendment Bill was under legislative review and awaited final approval. The newly proposed amendments would allow for the revocation of a mining license if miners engaged in the use of child labor. (32)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Public Service, Labor, and Social Welfare (MPSLSW) that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service, Labor, and Social Welfare (MPSLSW)	Enforce labor laws and investigate labor-related complaints, including complaints involving child labor. Established a Department for Child Welfare and Probation Services responsible for child protection services, including investigating, intervening in, and reporting on child abuse cases. (9; 11)
Zimbabwe Republic Police (ZRP)	Enforce laws related to the worst forms of child labor in conjunction with the MPSLSW and the Ministry of Justice and Home Affairs. (9) Address issues related to child labor through victim-friendly units in every district. Conduct transnational trafficking investigations through an anti-trafficking desk at Zimbabwe's INTERPOL office. (9)
Ministry of Justice and Legal Affairs	Oversee all courts, including labor courts. Address trafficking and child victim cases through victim-friendly courts. (9)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Zimbabwe took actions to combat child labor (Table 6). However, gaps exist within the operations of the MPSLSW that may hinder adequate labor law enforcement, including penalty assessment authorization.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown* (12)	Unknown* (32)
Number of Labor Inspectors	120 (12)	120 (32)
Inspectorate Authorized to Assess Penalties	No (12)	No (32)
Training for Labor Inspectors		
Initial Training for New Employees	N/A (12)	N/A (32)
Training on New Laws Related to Child Labor	N/A (12)	N/A (32)
Refresher Courses Provided	Unknown* (12)	Unknown* (32)
Number of Labor Inspections Conducted		
Number Conducted at Worksites	866 (12)	Unknown* (32)
Number of Child Labor Violations Found	436 (12)	Unknown* (32)

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Number of Child Labor Violations for Which Penalties were Imposed	Unknown* (12)	Unknown* (32)
Number of Child Labor Penalties Imposed that were Collected	Unknown* (12)	Unknown* (32)
Routine Inspections Conducted	Yes (12)	Yes (32)
Routine Inspections Targeted	Yes (12)	Yes (32)
Unannounced Inspections Permitted	Yes (12)	Yes (32)
Unannounced Inspections Conducted	Yes (12)	Yes (32)
Complaint Mechanism Exists	Yes (12)	Yes (32)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (32)

\* The government does not publish this information.

The MPSLSW's inspectorate has assigned designated agents who conduct inspections in specific regions and labor inspectors who conduct inspections in all regions. (44) It is unclear whether designated agents conduct child labor investigations in the informal sector. Labor inspectors also oversee arbitration and conciliation, which strains their capacity to conduct onsite investigations to combat child labor. (44)

In 2017, the MPSLSW conducted investigations and removed 73 children from commercial sexual exploitation. (25) The MPSLSW transported 53 girls subjected to commercial sexual exploitation to a safe location to receive assistance. (32) The number of labor inspectors is likely insufficient for the size of Zimbabwe's workforce, which includes approximately 7.9 million workers. According to the ILO's technical advice of a ratio approaching 1 inspector for every 15,000 workers in developing economies, Zimbabwe would employ about 527 labor inspectors. (45; 46) Research indicates that the government continues to lack sufficient resources, mainly financial, to investigate child labor law violations. (8; 47)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Zimbabwe took actions to combat child labor (Table 7). However, gaps exist within the operations of the MPSLSW that may hinder adequate criminal law enforcement, including the publication of enforcement data.

**Table 7. Criminal Law Enforcement Efforts Related Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown* (12)	Unknown (32)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown* (12)	Unknown (32)
Refresher Courses Provided	Unknown* (12)	Unknown (32)
Number of Investigations	Unknown* (12)	Unknown (32)
Number of Violations Found	Unknown* (12)	4 (48)
Number of Prosecutions Initiated	Unknown* (12)	Unknown (32)
Number of Convictions	Unknown* (12)	Unknown (32)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (12)	Yes (32)

\* The government does not publish this information.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the efficacy of coordination activities.



**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Steering Committee to Address the Worst Forms of Child Labor	Address the worst forms of child labor. Chaired by the MPSSLW and includes the Ministries of Health and Child Care; Primary and Secondary Education; and Youth Development, Indigenization, and Empowerment. (49) Also includes international organizations and civil society groups, such as workers' and employers' organizations. (49; 50) It is unclear whether the committee met to address child labor. (32)
Ministry-Level Committee on Children's Issues	Coordinate government ministries' efforts related to children's issues, including child labor. Includes the MPSSLW and the Ministries of Education; Women's Affairs; and Youth Development, Indigenization, and Empowerment. (9; 11; 49) Research could not find information about the activities and achievements of this coordinating body.
Child Protection Committees	Operate at the village, ward, district, provincial, and national levels to discuss issues affecting children, including child labor. Representatives include ministries, civil society, local volunteers, and teachers. Report to the ministry-level Committee on Children's Issues. (32) Research could not find information about the activities and achievements of this coordinating body.
National Task Force on Street Children	Outline strategies to combat child labor, including feeding street children at drop-in centers, reuniting children with their families, and offering counseling sessions. Chaired by the MPSSLW and includes NGOs that work on street children's issues. (9; 49) Also includes the Ministry of Home Affairs, represented by the ZRP. (32) Research could not find information about the activities and achievements of this coordinating body.
Anti-Trafficking Inter-Ministerial Committee	Create a national action plan to combat human trafficking and promote the reintegration and rehabilitation of trafficking victims, including children. (8; 51) The committee met twice during the year. In addition, 7 of 10 provinces established anti-trafficking in persons provincial taskforces led by local community leaders. (32)

The National Steering Committee on Victim Friendly Courts met during the year to discuss child protection issues in court proceedings. In addition, the government collaborated with the Zimbabwe National Council for the Welfare of Children (ZNCWC) to develop a child labor handbook that explains the child labor laws to labor inspectors, child protection services staff, and representatives from labor unions. (32) The ZNCWC also signed a Memorandum of Understanding with state broadcaster Zimbabwe Broadcasting Corporation to allow ZNCWC to publish content on child labor issues. (32)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including mainstreaming child labor issues into relevant policies.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Child Labor	Strengthens understanding of child labor issues and creates an entity to coordinate responses to the findings of this analysis. Consists of three focus areas: education assistance, poverty assistance through a cash transfer scheme, and health assistance. (9) Research could not determine whether actions were taken during the year.
Trafficking in Persons National Plan of Action (2016–2018)	Aims to implement the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons through the development of strategies to combat human trafficking, with emphasis on prevention, protection, prosecution, and partnership. The plan was developed with technical support from IOM, UNODC, and the Southern African Development Community, and officially launched in July 2016. (52) During the implementation of the plan, victims received medical assistance, and there were awareness-raising campaigns. (53)
Zimbabwe UN Assistance Development Framework (2016–2020)	Integrates child labor prevention strategies in the Education for All campaign headed by the UN. Promotes gender equality, reduction of HIV/AIDs prevalence, and allocates social resources to address child labor. (54) Research could not determine whether actions were taken during the year.

Although the MPSSLW, in collaboration with the ILO, previously conducted a child labor rapid assessment that prompted the development of the National Action Plan to Combat Child Labor, the government took no actions to operationalize the plan and did not use the results of the assessment to inform policies or programs. (8) In 2017, all ministries approved the National Social Protection Policy Framework that includes social protection strategies to address poverty, social insurance, and labor market interventions. Despite this, the policy does not explicitly include child labor prevention and elimination measures. (32)

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### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Phase III of the National Action Plan for Orphans and Vulnerable Children (2016–2020)	UNICEF Child Protection Fund program that includes a focus on equity and access to quality education for children and provides child protection services. Provides a cash transfer program that encourages families to keep children in school. (55) During the year, cash transfers reached at least 63,095 poor households in 23 districts, and provided child protection and welfare services to 57,596 children. (53)
Stop Child Labor Program	Hivos-funded program that establishes child labor-free zones throughout the country. The program includes the Ministry of Labor, Coalition Against Child Labor in Zimbabwe, African Network for the Prevention and Protection Against Child Abuse and Neglect, Progressive Teachers Union of Zimbabwe, Zimbabwe Teachers' Association, and the General Agriculture and Plantation Workers Union. (12) Teachers, labor inspectors, police officers, and other stakeholders support this initiative by sending child laborers back to school. (56) In 2017, the Progressive Teachers Union of Zimbabwe and the Coalition Against Child Labor in Zimbabwe developed a bridging school for dropout students. To date, the school has served 92 ex-child laborers. (57) The program funding expired in April 2017. (32)
Basic Education Assistance Module (BEAM)†	Government program, supported by the UK Department for International Development, that provides basic financial assistance to families for education costs, such as tuition and examination fees. Aims to keep children in school and to enroll children who lack access to school as a result of economic hardship. (58) The Government continued support throughout the year, but it is unclear how many students benefitted. (32) BEAM's primary school beneficiaries totaled 298,186 children, and secondary school beneficiaries totaled 90,284 children. (53)

† Program is funded by the Government of Zimbabwe.

In 2017, the Registrar General's office implemented a mobile birth registration program across the country to ensure that citizens receive identity documents, including birth certificates. (53) Although Zimbabwe has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially the commercial sexual exploitation of children.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Zimbabwe (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Ensure that the age up to which education is compulsory is the same as the minimum age for work.	2016 – 2017
	Ensure that the law establishes free basic education for children through age 15.	2009 – 2017
Enforcement	Ensure that inspectors have sufficient time and resources to conduct core inspection duties such as child labor inspections.	2017
	Authorize the labor inspectorate to assess penalties for labor law violations.	2017
	Increase the number of labor law inspectors to provide sufficient coverage of the workforce to meet the ILO's technical advice.	2016 – 2017
	Ensure adequate funding, human resources, and training for the labor inspectorate to conduct child labor inspections.	2009 – 2017
	Publish information about the Labor Inspectorate's funding and training, and the penalties collected.	2016 – 2017
	Publish information about the training system for criminal investigators, the number of criminal investigations, the number of prosecutions initiated, and the number of convictions achieved.	2015 – 2017
Coordination	Ensure that child labor committees meet regularly to address the worst forms of child labor.	2016 – 2017

**Table 11. Suggested Government Actions to Eliminate Child Labor (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Implement the National Action Plan to Combat Child Labor.	2010 – 2017
	Integrate child labor prevention and elimination measures in relevant policies, such as the National Social Protection Policy Framework.	2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
	Ensure that children are registered at birth to facilitate their entrance into secondary school.	2014 – 2017
	Ensure that children with disabilities have equal access to education.	2016 – 2017
	Expand existing programs to address the scope of the child labor problem, especially to address commercial sexual exploitation of children.	2010 – 2017

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# Zimbabwe

## MODERATE ADVANCEMENT

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# Non-Independent Countries and Territories

*Limited information is available regarding child labor and government efforts to combat it in non-independent countries and territories eligible for Generalized System of Preferences (GSP) benefits. Obtaining data on the prevalence and distribution of the worst forms of child labor in these countries is difficult, and statistics on children's work and school attendance are often unavailable 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 territories. In these cases, when laws appear to meet the guidelines called for in ILO C. 182 and embodied in the Trade and Development Act (TDA), and when the territory has a good enforcement framework, no suggested actions have been included.*

With regard to ratification of key international conventions concerning child labor, these non-independent countries and territories generally are not eligible to become members of the ILO. However, although they are not members of the ILO, ILO C. 138 and ILO C. 182 may apply to some of them. (1; 2) Ratification of other conventions, such as the UNCRC, may apply to some of them.

Across non-independent countries and territories, research found various legal structures that govern laws and regulations related to child labor, including its worst forms. Some territories are self-governing, except in the areas of foreign affairs and defense. Domestic laws in the metropolis do not generally apply to these territories, unless explicitly extended. In other territories, certain domestic laws of the metropolis apply, and in a few territories, all domestic laws in the metropolis apply.

Research found some information on the efforts of non-independent countries and territories in the areas of laws and regulations, enforcement, coordination, policies, and programs; however, this information, in many cases, was limited.

## 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 are assessed in this report. 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 or territory is one in which the population of children is either nonexistent or extremely small (fewer than 50). For this reason, ILAB does not write profiles on these territories. The three territories that fit this category are the British Indian Ocean Territory, Heard Island and McDonald Island, and the Pitcairn Islands. Heard Island and McDonald Island are uninhabited, and the population of the Pitcairn Islands is fewer than 50 people. (3) The British Indian Ocean Territory is inhabited by U.S. and U.K. military personnel. (4)

The second type of non-independent country or territory is one with no evidence of a worst form of child labor problem and with a good legal and enforcement framework. Given both the lack of a demonstrated problem and the presence of a preventive legal and enforcement framework, ILAB does not assess the efforts of these territories or include suggested actions for them. Such entities are marked "No Assessment." Wallis and Futuna was the only territory not assessed in 2017.

The third type of non-independent country or territory is one assessed by advancement. A country or territory in this group received an assessment of advancement, indicating whether it was making Significant, Moderate, Minimal, or No Advancement in its efforts to prevent or eliminate the worst forms of child labor. For 2017, the Cook Islands and Western Sahara received an assessment of Moderate Advancement; Anguilla, the British Virgin Islands, and the West Bank and Gaza Strip received an assessment of Minimal Advancement; and Christmas Island, the Cocos (Keeling) Islands, the Falkland Islands (Islas Malvinas), Montserrat, Niue, Norfolk Island, Saint Helena, Ascensión, and Tristán da Cunha, and Tokelau received an assessment of No Advancement.

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# Overseas Territories of Australia

## CHRISTMAS ISLAND

### NO ADVANCEMENT

*In 2017, Christmas Island made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor exists in Christmas Island. However, a gap in the legal framework for light work leaves children vulnerable to involvement in child labor. The law also does not prohibit the involvement of children in illicit activities.*

## COCOS (KEELING) ISLANDS

### NO ADVANCEMENT

*In 2017, the Cocos (Keeling) Islands made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor exists in the Cocos (Keeling) Islands. However, a gap in the legal framework for light work leaves children vulnerable to involvement in child labor. The law also does not prohibit the involvement of children in illicit activities.*

## NORFOLK ISLAND

### NO ADVANCEMENT

*In 2017, Norfolk Island made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor exists in Norfolk Island. However, the legal framework does not have a minimum age for work for children. The law also does not fully protect children from commercial sexual exploitation or hazardous work.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor exists in Christmas Island, the Cocos (Keeling) Islands, or Norfolk Island. (1; 2)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Christmas Island (CI), the Cocos (Keeling) Islands (CKI), and Norfolk Island (NI) are included as part of the territory of the Australian Commonwealth, which provides for their defense. (1; 3; 4; 5; 6) All legislation of the Federal Parliament applies, unless specifically excluded. (7)

Because Australia has ratified most key international conventions concerning child labor, the following conventions apply to Christmas Island, the Cocos (Keeling) Islands and Norfolk Island (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

	Convention	Ratifications		
		CI	CKI	NI
	ILO C. 138, Minimum Age			
	ILO C. 182, Worst Forms of Child Labor	✓	✓	✓
	UN CRC	✓	✓	✓
	UN CRC Optional Protocol on Armed Conflict	✓	✓	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓	✓	✓
	Palermo Protocol on Trafficking in Persons	✓	✓	✓

# Overseas Territories of Australia

## CHRISTMAS ISLAND AND COCOS (KEELING) ISLANDS

Christmas Island and the Cocos (Keeling) Islands are subject to the laws and regulations related to child labor of the Commonwealth of Australia and the state of Western Australia (Table 2). (1) However, gaps exist in their legal framework to adequately protect children from child labor including the prohibition of child trafficking.

**Table 2. Laws and Regulations on Child Labor**

CHRISTMAS ISLAND/COCOS (KEELING) ISLANDS			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Section 190 of the Western Australia Children and Community Services Act (8)
Minimum Age for Hazardous Work	Yes	18	Section 10.4 of the Western Australia Mines Safety and Inspection Regulations (9)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Section 10.4 of the Western Australia Mines Safety and Inspection Regulations (9)
Prohibition of Forced Labor	Yes		Sections 270.6–270.7 of the Commonwealth Criminal Code Act of Australia; Sections 270.6–270.7 and 271.9 of the Crimes Legislation Amendment Act (10; 11)
Prohibition of Child Trafficking	No		Sections 271.1A, 271.4 and 271.7 of the Commonwealth Criminal Code Act of Australia (10)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 16 of the Western Australia Prostitution Act; Section 192 of the Western Australia Children and Community Services Act (8; 12)
Prohibition of Using Children in Illicit Activities	Yes		Sections 309–310 of the Commonwealth Criminal Code Act of Australia (10)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Canberra Act 2600 (13)
State Voluntary	Yes	18	Canberra Act 2600 (13)
Non-state	No		
Compulsory Education Age	Yes	17.5	Section 6 of the Western Australia School Education Act (14)
Free Public Education	Yes		Section 98 of the Western Australia School Education Act (14)

\* No conscription (13)

In Christmas Island and the Cocos (Keeling) Islands, the Government of Western Australia's Children and Community Services Act sets the minimum age for light work in delivery employment at 10 years if the child is accompanied by a parent or an authorized adult. This is not in compliance with international standards, which set the minimum age for light work at age 13. (8; 15)

Laws related to child trafficking are not sufficient as the recruitment, harboring, transfer, and receipt of children for forced labor and commercial sexual exploitation is not clearly criminalized. (10)

For Christmas Island and the Cocos (Keeling) Islands, the Western Australia School Education Act notes that education is compulsory until the end of the year in which a child reaches age 17 years and 6 months, until the child finishes the minimum requirements for secondary school graduation under the Curriculum Council Act of 1997, or until the child reaches age 18, whichever comes first. (14)

## NORFOLK ISLAND

Norfolk Island is subject to the laws and regulations related to child labor of the Commonwealth of Australia and is transitioning to the law of the state of New South Wales. (16; 6) Certain Norfolk Island-specific laws related to child labor, including the Norfolk Island Employment Act and the Norfolk Island Criminal Code, remained in effect during the reporting period. (17) The government has established laws and regulations related to child labor. However, gaps exist in Norfolk Island's legal framework to adequately protect children from child labor, including the minimum age for work.

# Overseas Territories of Australia

**Table 2. Laws and Regulations on Child Labor (cont)**

NORFOLK ISLAND			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No		Article 24 of the Norfolk Island Employment Act (18)
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Sections 270.6–270.7 of the Commonwealth Criminal Code Act of Australia; (10)
Prohibition of Child Trafficking	No		Sections 271.1A, 271.4 and 271.7 of the Commonwealth Criminal Code Act of Australia (10)
Prohibition of Commercial Sexual Exploitation of Children	No		Section 93N of the Criminal Law Amendment Act; Articles 122–124 of the Norfolk Island Criminal Code Act (19; 20)
Prohibition of Using Children in Illicit Activities	No		Sections 303, 305 of the Norfolk Island Criminal Code 2007 (20)
Prohibition of Military Recruitment			
State Compulsory	N/A*		Canberra Act 2600 (13)
State Voluntary	Yes	18	Canberra Act 2600 (13)
Non-state	No		
Compulsory Education Age	Yes	17	Section 21(B) of the New South Wales Education Act (21)
Free Public Education	Yes		Section 31 of the New South Wales Education Act (21)

\* No conscription (13)

Norfolk Island does not have a minimum age for work. Under the Norfolk Island Employment Act, children younger than age 15 may begin working with certain limitations. (22; 18) This is not in compliance with international standards because it allows the employment of children under the age of 15. It also fails to meet international standards because it is lower than the compulsory age for education and may increase the risk of children's involvement in child labor. (15)

In addition, the government is not in compliance with international standards because it does not have a minimum age for hazardous work and has not identified hazardous occupations prohibited for children. The prohibitions on commercial sexual exploitation do not protect children age 16 and 17 and do not criminalize using or procuring a child for prostitution. The Norfolk Island Criminal Code does not criminalize forced labor, child trafficking, or the use of children in illicit activities, including in the production of drugs. (20)

On June 1, 2016, the Norfolk Island Administration Act went into effect, which established that New South Wales' (NSW) state laws apply to Norfolk Island. This includes raising the compulsory education age to 17. (2; 23; 16) Although this legislation has the potential for improving legal protections for children engaged in child labor, it is unclear when NSW's child labor laws will be implemented on Norfolk Island. (2; 23)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

Although there is no evidence of a problem, the Government of Australia has established institutional mechanisms for the enforcement of laws and regulations on child labor, which apply to Christmas Island, the Cocos (Keeling) Islands, and Norfolk Island. Norfolk Island also has its own institutional mechanisms to enforce labor laws and regulations on child labor (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

CHRISTMAS ISLAND/COCOS (KEELING) ISLANDS	
Organization/Agency	Role
Australian Federal Police, the Department of Immigration, and the Department of Regional Development	Enforce criminal laws related to the worst forms of child labor. (24) In the case of the Child Protection Operations Team, coordinate and investigate online and multi-jurisdictional online child sex exploitation issues, including child pornography. (25) In the case of Human Trafficking Teams, investigate human trafficking for the purpose of transnational sexual and labor exploitation. (26)

# Overseas Territories of Australia

**Table 3. Agencies Responsible for Child Labor Law Enforcement (cont)**

CHRISTMAS ISLAND/COCOS (KEELING) ISLANDS	
Organization/Agency	Role
Australian Department of Child Protection	Issue orders to stop a child from working if there is a risk of harm. (27)

Western Australian WorkSafe Inspectors provide services on Christmas Island and the Cocos (Keeling) Islands, where they have the right to enter, at any time, any workplace including aircraft, ships, and vehicles in which employees work or are likely to be in the course of their work. Inspectors have unrestricted access to workplaces, except where there is a statutory restriction, to determine whether employers are in compliance with the Occupational Safety and Health Act. (28; 29)

NORFOLK ISLAND	
Organization/Agency	Role
Norfolk Island Employment Inspectors and Child Welfare Officers	Monitor the employment of young workers and take action with regard to their protection. Work to prevent the production of child pornography. (26)
Australian Federal Police	Be responsible for law enforcement services on Norfolk Island, including combating transnational crimes. (30; 31)

Norfolk Island no longer maintains its own inspectors since the Australian state of NSW assumed social service responsibilities in July 2016. (29)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 4).

**Table 4. Key Mechanisms to Coordinate Government Efforts on Child Labor**

CHRISTMAS ISLAND/COCOS (KEELING) ISLANDS/NORFOLK ISLAND	
Coordinating Body	Role and Description
Interdepartmental Committee on Human Trafficking	Chaired by the Attorney General's Department, deals with child labor issues from a human trafficking perspective and consists of 10 government agencies. (32)

## V. GOVERNMENT POLICIES ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor in Christmas Island, the Cocos (Keeling) Islands, and Norfolk Island (Table 5).

**Table 5. Suggested Government Actions to Prevent Child Labor**

CHRISTMAS ISLAND/COCOS (KEELING) ISLANDS		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Raise the minimum age for all light work to age 13 to comply with international standards.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017

# Overseas Territories of Australia

**Table 5. Suggested Government Actions to Prevent Child Labor (cont)**

NORFOLK ISLAND		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the minimum age for work of age 17 is in compliance with international standards.	2016 – 2017
	Establish laws to prohibit children under age 18 from engaging in hazardous work and identify hazardous occupations and activities prohibited for children in consultation with employers' and workers' organizations.	2010 – 2017
	Ensure that the law prohibits using, offering, and procuring a child under age 18 for commercial sexual exploitation, including prostitution.	2017
	Ensure that laws related to illicit activities criminalize the use of children in the production of drugs.	2016 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
	Publish information on the applicability and implementation of New South Wales' laws related to child labor.	2016 – 2017

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## WALLIS AND FUTUNA

### NO ASSESSMENT

*For the 2017 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.*




### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in Wallis and Futuna. Wallis and Futuna has a population of 12,200 inhabitants, including 3,420 children. (1; 2)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

Wallis and Futuna is considered a French Overseas Collectivity and therefore Wallis and Futuna cannot ratify international conventions; however, France's ratification of such conventions applies to Wallis and Futuna. (3) France has ratified all key international conventions concerning child labor (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

French law applies in Wallis and Futuna. (1; 4) The Government of France has established laws and regulations, which are in line with relevant international standards (Table 2).

**Table 2. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 118 of the Labor Code of Wallis and Futuna (5)
Minimum Age for Hazardous Work	Yes	18	Article 115 of the Labor Code of Wallis and Futuna (5)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles R234-6 of the Labor Code; Decree No. 2013-915, Relative to Work That is Prohibited and Regulated for Young People Less Than 18 Years (6; 7)
Prohibition of Forced Labor	Yes		Articles 212-1, 224-1, 225-4-1, 225-14-1, 225-14-2, and 711-1 of the Penal Code; Article 2 of the Labor Code of Wallis and Futuna (5; 8)
Prohibition of Child Trafficking	Yes		Articles 225-4-1 to 225-4-9 and 711-1 of the Penal Code (8)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 225-5 to 12 and 711-1 of the Penal Code (8)
Prohibition of Using Children in Illicit Activities	Yes		Articles 222-35, 227-15 to 227-28-3, and 711-1 of the Penal Code (8)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	N/A		
Non-state	Yes		Articles 461-7 of the Penal Code (8)

# Overseas Territory of France

**Table 2. Laws and Regulations on Child Labor (cont)**

Standard	Meets International Standards: Yes/No	Age	Legislation
Compulsory Education Age	Yes	16	Articles L131-1 and L161-1 of the Education Code of France (9)
Free Public Education	Yes		Articles L132-1, L132-2, and L161-1 of the Education Code of France (9)

\* No conscription (10)

## III. ENFORCEMENT OF LAWS ON CHILD LABOR

Even with no evidence of a problem, the Government of France has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Service of Labor and Social Affairs Inspection of Wallis and Futuna	Enforce labor laws and report violations involving children to local social assistance personnel. (1; 2; 11) There were three labor inspectors in 2017. (11)
Defender of Rights	Promote children's rights, including through the prohibition of child labor. (12)
French National Police	Oversee the health and safety of children. (1)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor.

## V. GOVERNMENT POLICIES ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT CHILD LABOR

Based on the reporting above, there are no actions needed to advance the continued prevention of child labor in Wallis and Futuna.

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# Overseas Territories of New Zealand

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## COOK ISLANDS

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### MODERATE ADVANCEMENT

In 2017, the Cook Islands made a moderate advancement in efforts to eliminate the worst forms of child labor. The government released its National Policy Framework for Children, which aims to protect the rights of children, and enacted the Family Protection and Support Bill, which includes protection for children from abuse and neglect. Research found no evidence that child labor exists in the Cook Islands. However, the government has not established adequate legal protection to prevent the worst forms of child labor. The law does not criminally prohibit the use, procuring, or offering of a child for prostitution, the production of pornography, or pornographic performances, or the use of children for illicit activities, including for the production and trafficking of drugs. In addition, the minimum age for work in the Cook Islands is not in compliance with international standards.

## NIUE

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### NO ADVANCEMENT

In 2017, Niue made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor exists in Niue. However, the government has not established adequate legal protection to prevent the worst forms of child labor. The law does not criminally prohibit the use, procuring, or offering of a child for prostitution, the production of pornography, or pornographic performances, or the use of children for illicit activities, including for the production and trafficking of drugs. In addition, Niue has not established a minimum age for work and lacks a law that prohibits hazardous occupations and activities for children.

## TOKELAU

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### NO ADVANCEMENT

In 2017, Tokelau made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor exists in Tokelau. However, the government has not established adequate legal protection to prevent the worst forms of child labor. The law does not criminally prohibit forced labor and child trafficking. In addition, Tokelau has not established a minimum age for work and does not prohibit hazardous occupations and activities for children.

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in the Cook Islands, Niue, and Tokelau.

### II. LEGAL FRAMEWORK FOR CHILD LABOR

#### COOK ISLANDS

The Cook Islands is a self-governing territory in free association with New Zealand, and it follows a combination of its own laws and some of the laws of New Zealand and the United Kingdom that were enacted prior to self-government in 1965. (1; 2)

Since 1988, no treaty signed, ratified, accepted, approved, or acceded to by New Zealand extends to the Cook Islands, unless New Zealand acted expressly on behalf of the Cook Islands. (1) The Cook Islands has ratified one key international convention concerning child labor (Table 1).

#### NIUE

Niue is a self-governing territory of New Zealand and is fully responsible for its internal affairs. (3)

Since 1988, no treaty signed, ratified, accepted, approved, or acceded to by New Zealand extends to Niue, unless it was done expressly on behalf of Niue. (1) Niue has ratified one key international convention concerning child labor (Table 1).







# Overseas Territories of New Zealand

## TOKELAU

Tokelau is a non-self governing territory of New Zealand; however, New Zealand statutory law does not apply to Tokelau unless it is expressly extended to Tokelau. (4)

International treaties are applied only with the consent of the Government of Tokelau. New Zealand's ratification of conventions does not apply automatically to Tokelau. (1; 5; 4) Tokelau has not ratified any key international conventions concerning child labor (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention	Ratifications		
	Cook Islands	Niue	Tokelau
 ILO C. 138, Minimum Age			
 ILO C. 182, Worst Forms of Child Labor			
 UN CRC	✓	✓	
 UN CRC Optional Protocol on Armed Conflict			
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography			
 Palermo Protocol on Trafficking in Persons			

The Governments of the Cook Islands, Niue, and Tokelau have established laws and regulations related to child labor (Table 2). However, gaps exist in their legal frameworks to adequately protect children from child labor, including the prohibition of using children in illicit activities.

There are no armed forces in the Cook Islands, Niue, and Tokelau. (6) New Zealand is responsible for the defense of the territories at their request and consultation. (6)

**Table 2. Laws and Regulations on Child Labor**

COOK ISLANDS			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 30 of the Employment Relations Act (7)
Minimum Age for Hazardous Work	Yes	18	Article 73(2) of the Employment Relations Act (7)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 73 of the Employment Relations Act; Articles 52–53 of the Industrial and Labor Ordinance (7; 8)
Prohibition of Forced Labor	Yes		Article 3 of the Prohibition of Forced or Compulsory Labor Ordinance; Article 109I of the Crimes Amendment Act (9; 10)
Prohibition of Child Trafficking	Yes		Article 109I of the Crimes Amendment Act (10)
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	Yes	18	Articles 36–37 of the Government of New Zealand's Defense Act (11)
Non-state	No		
Compulsory Education Age	Yes	16	Article 23.1 of the Education Act (12)

# Overseas Territories of New Zealand

**Table 2. Laws and Regulations on Child Labor (cont)**

COOK ISLANDS			
Standard	Meets International Standards: Yes/No	Age	Legislation
Free Public Education	Yes		Article 22.2 of the Education Act (12)

\* No conscription (11)

† No standing military (6)

The Employment Relations Act prohibits children younger than age 13 from being employed. (7; 13) The Act also prohibits a school-aged person, defined as ages 13 to 16, from working during normal school hours, working for more than 10 hours a week outside of school hours, or doing work that is not considered light work. (7; 13) However, legislation does not determine the activities in which light work is permitted. (7) The Cook Islands does not criminalize the use of children in illicit activities, particularly the production and trafficking of drugs. The law does not criminally prohibit non-state armed groups from recruiting children under age 18. (11)

NIUE			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	No		
Prohibition of Child Trafficking	No		Articles 3 and 37 of the Terrorism Suppression and Transnational Crimes Act (14)
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	Yes	17	Article 33 of the Government of New Zealand's Defense Act (11)
Non-state	No		
Compulsory Education Age	Yes	16	Articles 2 and 24 of the Education Act (15)
Free Public Education	Yes		Article 19 of the Education Act (15)

\* No conscription (16)

† No standing military (6)

Although Niue's Public Service Regulations prohibit the permanent employment of any person under age 18 in public service, minimum age protections do not apply to children working in the private sector. (17; 18) Niue has not established a minimum age for hazardous work or determined by law or regulation the types of work which are hazardous for children. (17) Niue's trafficking provision does not clearly criminalize domestic trafficking or trafficking of children in the absence of force, fraud, or coercion. (14) Niue does not criminalize the use, procurement, or offering of children for prostitution, pornography, or pornographic performances. Niue does not criminalize the use of children in illicit activities, particularly the production and trafficking of drugs. (17) The law does not criminally prohibit non-state armed groups from recruiting children under 18. (11)

TOKELAU			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		



# Overseas Territories of New Zealand

TOKELAU			
Standard	Meets International Standards: Yes/No	Age	Legislation
Identification of Hazardous Occupations or Activities Prohibited for Children	No		
Prohibition of Forced Labor	No		
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	Yes	17	Article 33 of the Government of New Zealand's Defense Act (11)
Non-state	No		
Compulsory Education Age	Yes	16	Article 63(1) of the Tokelau Crimes, Procedures, and Evidence Rules Act (19; 20)
Free Public Education	Yes		Legislation title unknown (20; 21)

\* No conscription (24)

† No standing military (21)

Tokelau has not established a minimum age for work or hazardous work or identified hazardous occupations for children. (17) Tokelau has not criminally prohibited forced labor, trafficking, or the commercial sexual exploitation of children. Tokelau has also not criminalized the use of children in illicit activities, including the production and trafficking of drugs, or their recruitment by non-state armed groups. (11; 17)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The Governments of the Cook Islands, Niue, and Tokelau have established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

COOK ISLANDS	
Organization/Agency	Role
Ministry of Internal Affairs and Social Services, Labor and Employment Relations Office	Provide child services. (22) In the case of the Labor and Consumer Affairs Division, implement child labor laws in the Cook Islands. (13; 23)
Cook Islands Police Service	Enforce child labor laws. (22)
NIUE	
Organization/Agency	Role
Niue Police Department	Enforce all laws, including those related to child labor. (22)
Department of Justice	Investigate crimes, including cases involving the worst forms of child labor. (22)
TOKELAU	
Organization/Agency	Role
New Zealand Ombudsmen	Address citizens' complaints against a government office related to child labor, child health, safety, and education. (24)

# Overseas Territories of New Zealand

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor.

## V. GOVERNMENT POLICIES ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor in the Cook Islands, Niue, and Tokelau. However, the Government of the Cook Islands has established policies related to child labor (Table 4).

**Table 4. Key Policies Related to Child Labor**

COOK ISLANDS	
Policy	Description
Cook Islands National Youth Policy (2015–2020)	Identifies priority areas for youth, including education and work opportunities, health, and youth risk and resilience. (25)
National Policy Framework for Children (2017–2020)†	Provides a framework to protect the rights of children with outcomes focused on their health, education, safety, economic opportunities, and international connectivity. (26) Aims to protect the rights of children by strengthening data collection on children to improve the government’s understanding of their abuse and experience in the legal system and improving collaboration between the government, parents, and the community. (13; 26)

† Policy was approved during the reporting period.

In 2015, the Cook Islands released a youth study that indicated that children and young adults ages 15 through 24 were employed in restaurants, accommodations, offices, and other areas in the Cook Islands; however, the report did not specifically address whether children under age 18 were involved in child labor. (23)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor in the Cook Islands, Niue, and Tokelau (Table 5).

**Table 5. Suggested Government Actions to Prevent Child Labor**

COOK ISLANDS		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO Convention 182; the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; and the Palermo Protocol on Trafficking in Persons.	2016 – 2017
	Ensure that the law’s light work provisions are specific enough to prevent children from involvement in child labor.	2017
	Ensure that the Crimes Act addresses and criminalizes commercial child sexual exploitation, including using, procuring, and offering a child for prostitution, for the production of pornography, and for pornographic performances.	2012 – 2017
	Ensure that the law prohibits the use of children in illicit activities, including the production and trafficking of drugs.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Government Policies	Clarify whether children identified in the youth study were involved in child labor.	2015 – 2017

# Overseas Territories of New Zealand

**Table 5. Suggested Government Actions to Eliminate Child Labor (cont)**

NIUE		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO Convention 182; the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; and the Palermo Protocol on Trafficking in Persons.	2016 – 2017
	Establish a minimum age for work of at least 15 years.	2013 – 2017
	Establish age 18 as the minimum age for hazardous work and determine the types of hazardous work prohibited for children under age 18 in consultation with employers' and workers' organizations.	2013 – 2017
	Ensure that laws criminally prohibit the use, procuring, and offering of a child for prostitution, the production of pornography, and pornographic performances.	2016 – 2017
	Ensure that laws criminally prohibit trafficking of children domestically and internationally for commercial sexual exploitation and forced labor, and do not require the use of force to be established for the crime of trafficking.	2016 – 2017
	Ensure that laws criminally prohibit forced labor, including debt bondage, the sale and trafficking of children, and slavery.	2016 – 2017
	Ensure that laws criminally prohibit the use of children for illicit activities, including for the production and trafficking of drugs.	2013 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 into non-state armed groups.	2016 – 2017
TOKELAU		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO Convention 182; the UN CRC; the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; and the Palermo Protocol on Trafficking in Persons.	2016 – 2017
	Establish age 18 as the minimum age for hazardous work and determine the types of hazardous work prohibited for children under age 18 in consultation with employers' and workers' organizations.	2016 – 2017
	Establish a minimum age for work of at least 15 years.	2016 – 2017
	Ensure that laws prohibit trafficking of children domestically and internationally for commercial sexual exploitation and forced labor, and do not require the use of force to be established for the crime of trafficking.	2016 – 2017
	Ensure that laws criminally prohibit using, procuring, and offering a child for prostitution, the production of pornography, and pornographic performances.	2017
	Establish laws that criminally prohibit forced labor, including debt bondage, the sale and trafficking of children, and slavery.	2013 – 2017
	Ensure that laws criminally prohibit the use of children for illicit activities, including for the production and trafficking of drugs.	2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017

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# Overseas Territories of the United Kingdom

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## ANGUILLA

### MINIMAL ADVANCEMENT

*In 2017, Anguilla made a minimal advancement in efforts to eliminate the worst forms of child labor. After two category five hurricanes impacted Anguilla, the Ministries of Health, Education, and Human Development, in cooperation with UNICEF, worked together to provide recovery assistance to children. In addition, the Minister of Labor from Anguilla attended the 10th ILO Meeting of Caribbean Ministers of Labor: Realizing Decent Work Under the 2030 Agenda, where there were discussions about a regional initiative to eliminate child labor in the Caribbean. Research found no evidence that child labor exists in Anguilla. However, the law does not prohibit the involvement of children in illicit activities and the minimum age for work does not meet international standards.*

## BRITISH VIRGIN ISLANDS

### MINIMAL ADVANCEMENT

*In 2017, the British Virgin Islands made a minimal advancement in efforts to eliminate the worst forms of child labor. After two category five hurricanes impacted the British Virgin Islands, the Ministry of Education and UNICEF worked together to reopen schools and provide recovery assistance to children. In addition, the Minister of Labor from the British Virgin Islands attended the 10th ILO Meeting of Caribbean Ministers of Labor: Realizing Decent Work Under the 2030 Agenda, where there were discussions about a regional initiative to eliminate child labor in the Caribbean. Research found no evidence that child labor exists in the British Virgin Islands. However, the law does not prohibit the involvement of children in illicit activities, and the minimum age for recruitment by non-state armed groups does not meet international standards.*

## FALKLAND ISLANDS (ISLAS MALVINAS)

### NO ADVANCEMENT

*In 2017, the Falkland Islands made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor, including its worst forms, exists in the Falkland Islands. However, the minimum age for work and hazardous work do not meet international standards. The law also does not prohibit the involvement of children in illicit activities.*

## MONTSERRAT

### NO ADVANCEMENT

*In 2017, Montserrat made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor, including its worst forms, exists in Montserrat. However, the law does not prohibit the involvement of children in illicit activities, and the minimum age for recruitment by non-state armed groups does not meet international standards.*

## SAINT HELENA, ASCENSIÓN, AND TRISTÁN DA CUNHA (FORMERLY SAINT HELENA)

### NO ADVANCEMENT

*In 2017, Saint Helena, Ascensión, and Tristán da Cunha (formerly Saint Helena) made no advancement in efforts to eliminate the worst forms of child labor. Research found no evidence that child labor, including its worst forms, exists in Saint Helena, Ascensión, and Tristán da Cunha. However, there is not a minimum age for work and the law does not prohibit the involvement of children in illicit activities. Gaps also remain in legislation related to forced child labor and the trafficking of children for labor exploitation.*



# Overseas Territories of the United Kingdom

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

### ANGUILLA, BRITISH VIRGIN ISLANDS, FALKLAND ISLANDS, MONTserrat, AND SAINT HELENA, ASCENSIÓN, AND TRISTÁN DA CUNHA

Research found no evidence that child labor exists in Anguilla (A), the British Virgin Islands (BVI), the Falkland Islands (FI), Montserrat (M), and Saint Helena, Ascensión, and Tristán da Cunha (SH). (1; 2; 3; 4)

Table 1 provides one key indicator on children's education in the BVI and M, the only Overseas Territories (OTs) of the United Kingdom for which information is available. Data on other key indicators for the UK OTs are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Territory				
		A	BVI	FI	M	SH
Working (% and population)	5 to 14	Unavailable	Unavailable	Unavailable	Unavailable	Unavailable
Attending School (%)	5 to 14	Unavailable	Unavailable	Unavailable	Unavailable	Unavailable
Combining Work and School (%)	7 to 14	Unavailable	Unavailable	Unavailable	Unavailable	Unavailable
Primary Completion Rate (%)		Unavailable	88.1	Unavailable	68.9	Unavailable




Source for primary completion rate: Data from 2007 published by UNESCO Institute for Statistics, 2018. (5)

Data were unavailable from Understanding Children's Work Project's analysis, 2015. (6)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

British Overseas Territories recognize the jurisdiction and sovereignty of the United Kingdom, but they are constitutionally not part of the UK. They are self-governing, except in the areas of foreign affairs and defense. (7) Domestic UK law does not generally apply unless explicitly extended in Anguilla, the British Virgin Islands, and Montserrat. The Falkland Islands and Saint Helena, Ascensión, and Tristán da Cunha generally incorporate English Law Ordinances to the extent permitted by local circumstances and subject to modification by local laws. (3) Under Article 35(4) of the ILO Constitution, when the UK ratifies a Convention, the Territory must consider if it will accept the Convention. If the Convention is accepted, it is considered applicable to that territory. (3; 7) The following conventions have been extended to the Overseas Territories of the UK (Table 2).

**Table 2. Ratification of International Conventions on Child Labor**

Convention	Ratifications				
	A	BVI	FI	M	SH
 ILO C. 138, Minimum Age					
ILO C. 182, Worst Forms of Child Labor			✓		✓
 UN CRC	✓	✓	✓		✓
UN CRC Optional Protocol on Armed Conflict					
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography					
 Palermo Protocol on Trafficking in Persons					

The Governments of the Overseas Territories of the UK have established laws and regulations related to child labor (Table 3). However, gaps exist in their legal frameworks to adequately protect children from child labor, including prohibition of using children in illicit activities.

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**Table 3. Laws and Regulations on Child Labor**

ANGUILLA			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	12	Articles 1 and 3–4 of the Employment of Women, Young Persons and Children Act; Articles 1–2 of the Employment of Children (Restriction) Act (8; 9)
Minimum Age for Hazardous Work	No	14	Articles 1 and 3–4 of the Employment of Women, Young Persons and Children Act; Articles 1–2 of the Employment of Children (Restriction) Act (8; 9)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Article 6 of the Employment of Women, Young Persons and Children Act (8)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution Order; Articles 147–148 and 152–153 of the Criminal Code (10; 11)
Prohibition of Child Trafficking	Yes		Articles 152–153 of the Criminal Code (10)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 147–148, 150 and 152–153 of the Criminal Code (10)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	17	Article 117 of the Education Act (12)
Free Public Education	Yes		Article 106 of the Education Act (12)

\* No conscription (13)

† No standing military (7; 13)

The minimum work age of 12 does not meet international standards. There is also a minimum work age of 14, but it only applies to industrial undertakings, transportation of passengers or goods by roads or rail, and work on ships. (8; 9) Moreover, the minimum age of 14 for hazardous work does not meet international standards. However, there is a prohibition of night work for children under age 16 in manufacturing of raw sugar, and a prohibition of night work in other industrial undertakings for children under 18. (8) Additionally, Anguilla does not prohibit the use of children in illicit activities, including the production and trafficking of drugs. (10; 14; 15) The law does not criminally prohibit the recruitment of children by non-state armed groups. (10)

BRITISH VIRGIN ISLANDS			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Article 128 of the Labor Code (16)
Minimum Age for Hazardous Work	Yes	18	Article 130 of the Labor Code (16)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Articles 130 and 146 of the Labor Code (16)
Prohibition of Forced Labor	Yes		Article 14 of the Constitution Order; Section 201A of the Criminal Code; Article 130 of the Labor Code (16; 17; 18)
Prohibition of Child Trafficking	Yes		Section 201A of the Criminal Code (18)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 284A of the Criminal Code; Article 130 of the Labor Code (16; 18)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	N/A†		

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BRITISH VIRGIN ISLANDS			
Standard	Meets International Standards: Yes/No	Age	Legislation
Non-state	No		
Compulsory Education Age	Yes	17	Section 2b of the Education Amendment Act of 2014; Division 3, Paragraph 28 of the Education Act (19; 20)
Free Public Education	Yes		Article 22 of the Constitution Order; Section 17 of the Education Act (17; 19)

\* No conscription (21)

† No standing military (7; 21)

In the British Virgin Islands, the Labor Code specifies that hazardous work is to be defined by the Minister of Labor, but the Minister of Labor has not defined hazardous work for children. (3; 4) In addition, the minimum age of 14 for light work is not in compliance with international standards. The law does not criminally prohibit the recruitment of children by non-state armed groups. (18)

FALKLAND ISLANDS			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	14	Section 3 of the Employment of Children Ordinance (22)
Minimum Age for Hazardous Work	No	16	Section 3 of the Employment of Children (Amendment) Ordinance; Sections 3 and 4A of the Employment of Women, Young Persons, and Children Act (22; 23)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Section 3 of the Employment of Children (Amendment) Ordinance; Section 3 of the Employment of Women, Young Persons, and Children Act (22; 23)
Prohibition of Forced Labor	No		Chapter 1, Section 4 of the Constitution Order (24)
Prohibition of Child Trafficking	No		Part 1, Sections 57–60 of the Sexual Offences Act (25)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Part 1 of the Sexual Offences Act (25)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	17	
Non-state	No		
Compulsory Education Age	Yes	16	Education Amendment Ordinance; Chapter 1, Section 12 of the Constitution Order (24; 26)
Free Public Education	Yes		Education Amendment Ordinance; Chapter 1, Section 12 of the Constitution Order (24; 26)

\* No conscription (27)

The minimum age of 14 for work is not in compliance with international standards. (22) The minimum age of 16 for hazardous work is not in compliance with international standards. (22; 23)

The law does not prohibit adults from using, procuring, and offering a child in the production and trafficking of drugs in the Falkland Islands. Although child trafficking has not been identified as a problem, the law does not criminalize trafficking children for labor exploitation. (28; 25; 24) Also, the law does not criminally prohibit the recruitment of children by non-state armed groups.

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MONTSERRAT			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Part 9 of the Labor Code (29)
Minimum Age for Hazardous Work	Yes	18	Parts 9–10 of the Labor Code (29)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Part 9 of the Labor Code (29)
Prohibition of Forced Labor	Yes		Schedule II, No. 55 of the Constitution Order; Part VIII-A, Sections 138A and 202D of the Penal Code (30; 31)
Prohibition of Child Trafficking	Yes		Part VIII-A, Sections 138A–B, and Part XIV-A of the Penal Code (30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Part VIII-A, Sections 138A–B of the Penal Code (30)
Prohibition of Using Children in Illicit Activities	No		Articles 3 and 96(8) of the Labor Code (29)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	N/A		
Non-state	No		Articles 3 and 96(8) of the Labor Code (29)
Compulsory Education Age	Yes	16	Chapter II, Part 3 of the Education Act (32)
Free Public Education	Yes		Chapter II, Part 1 of the Education Act (32)

\* No conscription (33)

Children under age 18 may not be employed at night, or in occupations designated as hazardous. (29) The Minister of Labor for Montserrat is entrusted with the responsibility of deciding what constitutes hazardous work but Montserrat has not determined by national law or regulation the types of hazardous work prohibited for children. (29) The law does not criminally prohibit the recruitment of children by non-state armed groups. The law does not criminally prohibit the use of children in illicit activities. (27)

SAINT HELENA, ASCENSIÓN, AND TRISTÁN DA CUNHA			
Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	16	Section 157B of the Welfare of Children Ordinance (34)
Minimum Age for Hazardous Work	Yes	18	Sections 157B and 158 of the Welfare of Children Ordinance (34)
Identification of Hazardous Occupations or Activities Prohibited for Children	No		Sections 157A and 158 of the Welfare of Children Ordinance (34)
Prohibition of Forced Labor	No		Sections 8 (Saint Helena), 125 (Ascensión), and 190 (Tristán da Cunha) of the Constitution Order (35)
Prohibition of Child Trafficking	No		Articles 57–60 of the Sexual Offences Act (25)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 47–51 of the Sexual Offences Act; Sections 145–147 of the Welfare of Children Ordinance (25; 34)
Prohibition of Using Children in Illicit Activities	No		
Prohibition of Military Recruitment			
State Compulsory	N/A*†		
State Voluntary	N/A†		
Non-state	No		
Compulsory Education Age	Yes	16	Section 34 of the Education Ordinance (Saint Helena and Tristán da Cunha) (36)
		16	Ascensión Island Education Policy (Ascensión) (37)
Free Public Education	Yes		Section 16 (Saint Helena), Section 132 (Ascensión), and Section 198 (Tristán da Cunha) of the Constitution Order; Section 43 (Saint Helena) of the Education Ordinance; and Education Policy (Ascensión) (35; 36; 37)

\* No conscription (38)

† No standing military (38)

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Saint Helena, Ascensión, and Tristán da Cunha (STATC) have not determined by national law or regulation the types of work prohibited to children, other than work on vessels engaged in maritime navigation. (34) The laws prohibiting forced labor in STATC are not sufficient as debt bondage and slavery are prohibited constitutionally, but not criminally. (35) While the UK Sexual Offences Act, which is applicable to this territory, prohibits trafficking for sexual exploitation, there are no laws prohibiting the trafficking of children for labor exploitation. (39) The law also does not criminally prohibit the recruitment of children by non-state armed groups.

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor. However, in Anguilla, the British Virgin Islands, the Falkland Islands, and Montserrat, the UK government has established an institutional mechanism for the enforcement of labor laws. (Table 4).

**Table 4. Agencies Responsible for Child Labor Law Enforcement**

ANGUILLA	
Organization/Agency	Role
Department of Labor of the Ministry of Finance, Economic Development, Investments, and Tourism	Enforce child labor laws through the Labor Commissioner, pursuant to the Employment of Children (Restriction) Act. (40)
Department of Social Development of the Ministry of Social Development	Safeguard the well-being of children and investigate reports of child abuse. (41; 42)
Royal Anguilla Police Force	Investigate child protection cases. (41; 42)
BRITISH VIRGIN ISLANDS	
Organization/Agency	Role
Ministry of Labor	Enforce labor laws and collect data and statistics on violations of the Labor Code. (16)
FALKLAND ISLANDS	
Organization/Agency	Role
Royal Falkland Islands Police	Enforce laws protecting children against abuses, including sexual abuses. (43)
MONTSERRAT	
Organization/Agency	Role
Department of Labor	Prohibit employment of children, pursuant to the Labor Code of 2012, under the Labor Commissioner. (44; 40)
Royal Montserrat Police Service	Enforce laws involving children outside of the labor law. (40)
Department of Social Services	Employ social workers to work on child protection issues. (40)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

As there is no evidence of a problem, there appears no need for mechanisms to coordinate efforts to address child labor. However, the Governments of Anguilla and the Falkland Islands have established mechanisms to coordinate their efforts to address child labor (Table 5).

**Table 5. Key Mechanisms to Coordinate Government Efforts on Child Labor**

ANGUILLA	
Coordinating Body	Role and Description
Ministry of Social Development	Implement child protection efforts and ensure that Anguilla complies with the CRC. (45)
FALKLAND ISLANDS	
Coordinating Body	Role and Description
Falkland Islands Safeguarding Children Board	Ensure children's welfare, including protection from sexual abuses. Chaired by the Director of Health and Social Services, members include the Education Department, the Attorney General's Chambers, Social Services, Royal Falkland Islands Police, healthcare professionals, members of the Legislative Assembly, and a representative from the military community. (46)



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## V. GOVERNMENT POLICIES ON CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor. However, the Government of Anguilla has established the Child Protection National Action Plan, Safeguarding and Child Protection Protocols and Procedures, and an Inter-Agency Child Protection Protocol. All of these policies may contribute to the prevention of child labor. (47; 48; 45; 41; 42; 49; 50; 51)

During the reporting period, the ministers of labor from Anguilla and the British Virgin Islands attended the 10<sup>th</sup> ILO Meeting of Caribbean Ministers of Labor: Realizing Decent Work Under the 2030 Agenda, where they discussed and participated in a regional initiative to eliminate child labor in the Caribbean. (52; 53)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor. However, the Government of Anguilla established the Safeguarding Children in Anguilla Project and Child Safeguarding in the Overseas Territories Regional Project that may contribute to the prevention of child labor. (45; 54; 55; 56) In addition, the Government of the British Virgin Islands has established child protection programs promoting children's rights, which may contribute to the prevention of child labor. (2; 40)

In 2017, two category five hurricanes impacted Anguilla and the British Virgin Islands, and had minor impacts on Montserrat. (4) During this time, all education services were temporarily disrupted. (4) When schools reopened after the hurricanes in Anguilla, the Ministries of Health, Education, and Human Development, in cooperation with UNICEF, supported children who experienced emotional trauma. (57; 58; 40) Likewise, the Ministry of Education and UNICEF worked together to reopen schools through recovery assistance in the British Virgin Islands. (58; 40)

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor in Anguilla, the British Virgin Islands, the Falkland Islands, Montserrat, and Saint Helena, Ascension, and Tristan da Cunha (Table 6).

**Table 6. Suggested Government Actions to Prevent Child Labor**

ANGUILLA		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law establishes age 15 as the minimum age for work in all sectors.	2016 – 2017
	Establish 18 as the minimum age for all hazardous work.	2011 – 2017
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2017
	Ensure the law prohibits the use of children in illicit activities, including drug trafficking and production.	2014 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017
BRITISH VIRGIN ISLANDS		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2012 – 2017
	Raise the minimum age for light work to age 15 to comply with international standards.	2017
	Ensure that the use of children in illicit activities, including the production and trafficking of drugs, is criminally prohibited.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017

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FALKLAND ISLANDS		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law establishes age 15 as the minimum age for work in all sectors.	2017
	Ensure that the minimum age for hazardous work is age 18; that children receive adequate training in the type of work they perform; and that the health, safety, and morals of children are protected.	2015 – 2017
	Ensure that the law protects all children under age 18 from being trafficked for any purpose, including labor exploitation.	2016 – 2017
	Ensure that the law prohibits the use of children in illicit activities, including in the production and trafficking of drugs.	2013 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2012 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017

MONTserrat		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2017
	Raise the minimum age for light work to 15 to comply with international standards.	2017
	Ensure that the law criminally prohibits the use of children in illicit activities.	2011 – 2017
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2017

SAINT HELENA, ASCENSIÓN, AND TRISTÁN DA CUNHA		
Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2013 – 2017
	Ensure that forced labor, debt bondage, and slavery are criminally prohibited.	2017
	Establish laws to prohibit the use of children in illicit activities.	2015 – 2017
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016 – 2017
	Establish laws to criminally prohibit trafficking of children for labor exploitation.	2014 – 2017
Social Programs	Collect and publish data on the extent and nature of child labor to inform policies and programs.	2017

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**Appendix 1.**

## Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
<b>SIGNIFICANT ADVANCEMENT</b>		
Argentina	LAC	Significant Advancement
Brazil	LAC	Significant Advancement
Colombia	LAC	Significant Advancement
Costa Rica	LAC	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Ecuador	LAC	Significant Advancement
Guatemala	LAC	Significant Advancement
Honduras	LAC	Significant Advancement
India	AP	Significant Advancement
Mauritius	AF	Significant Advancement
Paraguay	LAC	Significant Advancement
Peru	LAC	Significant Advancement
Rwanda	AF	Significant Advancement
Serbia	EUR	Significant Advancement
South Africa	AF	Significant Advancement
Thailand	AP	Significant Advancement
Tunisia	MENA	Significant Advancement
<b>MODERATE ADVANCEMENT</b>		
Afghanistan	AP	Moderate Advancement
Albania	EUR	Moderate Advancement
Algeria	MENA	Moderate Advancement
Angola	AF	Moderate Advancement
Bahrain	MENA	Moderate Advancement
Bangladesh	AP	Moderate Advancement
Belize	LAC	Moderate Advancement
Benin	AF	Moderate Advancement
Bolivia	LAC	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Burkina Faso	AF	Moderate Advancement
Cabo Verde	AF	Moderate Advancement
Cambodia	AP	Moderate Advancement
Cameroon	AF	Moderate Advancement
Central African Republic	AF	Moderate Advancement
Chile	LAC	Moderate Advancement
Cook Islands	AP	Moderate Advancement
Dominican Republic	LAC	Moderate Advancement
Egypt	MENA	Moderate Advancement
El Salvador	LAC	Moderate Advancement
Ethiopia	AF	Moderate Advancement

**Appendix 1.**

## Country Assessments, by Assessment (Continued)

COUNTRY	REGION	ASSESSMENT
Fiji	AP	Moderate Advancement
Gambia, The	AF	Moderate Advancement
Ghana	AF	Moderate Advancement
Guinea	AF	Moderate Advancement
Haiti	LAC	Moderate Advancement
Indonesia	AP	Moderate Advancement
Jamaica	LAC	Moderate Advancement
Jordan	MENA	Moderate Advancement
Kazakhstan	AP	Moderate Advancement
Kenya	AF	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Lebanon	MENA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Mali	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Montenegro	EUR	Moderate Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Namibia	AF	Moderate Advancement
Nepal	AP	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Oman	MENA	Moderate Advancement
Pakistan	AP	Moderate Advancement
Panama	LAC	Moderate Advancement
Philippines	AP	Moderate Advancement
Saint Lucia	LAC	Moderate Advancement
Sri Lanka	AP	Moderate Advancement
Timor-Leste	AP	Moderate Advancement
Togo	AF	Moderate Advancement
Turkey	EUR	Moderate Advancement
Uganda	AF	Moderate Advancement
Uzbekistan	AP	Moderate Advancement
Western Sahara	MENA	Moderate Advancement
Zimbabwe	AF	Moderate Advancement



Appendix 1.

## Country Assessments, by Assessment (Continued)

COUNTRY	REGION	ASSESSMENT
<b>MINIMAL ADVANCEMENT</b>		
Anguilla	EUR	Minimal Advancement
Bhutan	AP	Minimal Advancement
Botswana	AF	Minimal Advancement
British Virgin Islands	EUR	Minimal Advancement
Burundi	AF	Minimal Advancement
Chad	AF	Minimal Advancement
Comoros	AF	Minimal Advancement
Congo, Democratic Republic of the	AF	Minimal Advancement
Djibouti	AF	Minimal Advancement
Dominica	LAC	Minimal Advancement
Eswatini (formerly called Swaziland)	AF	Minimal Advancement
Gabon	AF	Minimal Advancement
Grenada	LAC	Minimal Advancement
Guinea-Bissau	AF	Minimal Advancement
Guyana	LAC	Minimal Advancement
Kiribati	AP	Minimal Advancement
Kyrgyz Republic	AP	Minimal Advancement
Maldives	AP	Minimal Advancement
Nicaragua	LAC	Minimal Advancement
Papua New Guinea	AP	Minimal Advancement
Saint Vincent and the Grenadines	LAC	Minimal Advancement
Samoa	AP	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement
Senegal	AF	Minimal Advancement
Solomon Islands	AP	Minimal Advancement
Suriname	LAC	Minimal Advancement
Vanuatu	AP	Minimal Advancement
West Bank and the Gaza Strip	MENA	Minimal Advancement
Yemen	MENA	Minimal Advancement
Zambia	AF	Minimal Advancement
<b>MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW, POLICY, OR PRACTICE THAT DELAYED ADVANCEMENT</b>		
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Congo, Democratic Republic of the	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Iraq	MENA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Mongolia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement

Appendix 1.

## Country Assessments, by Assessment (Continued)

COUNTRY	REGION	ASSESSMENT
Sierra Leone	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Tanzania	AF	Minimal Advancement – Efforts Made but Continued Policy and Practice that Delayed Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
<b>MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW, POLICY, OR PRACTICE THAT DELAYED ADVANCEMENT</b>		
Azerbaijan	EUR	Minimal Advancement – Efforts Made but Regression in Law that Delayed Advancement
Mauritania	AP	Minimal Advancement - Efforts Made but Regression in Practice and Continued Policy that Delayed Advancement
Tuvalu	AP	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
<b>NO ADVANCEMENT</b>		
Christmas Island	AP	No Advancement
Cocos (Keeling) Islands	AP	No Advancement
Falkland Islands (Islas Malvinas)	EUR	No Advancement
Montserrat	EUR	No Advancement
Niue	AP	No Advancement
Norfolk Island	AP	No Advancement
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement
Tokelau	AP	No Advancement
Tonga	AP	No Advancement
<b>NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR</b>		
Burma	AP	No Advancement – Efforts Made but Complicit in Forced Child Labor
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
<b>NO ASSESSMENT</b>		
Wallis and Futuna	EUR	No Assessment

**Appendix 1.**

## Country Assessments, *by Country*

COUNTRY	REGION	ASSESSMENT
Afghanistan	AP	Moderate Advancement
Albania	EUR	Moderate Advancement
Algeria	MENA	Moderate Advancement
Angola	AF	Moderate Advancement
Anguilla	EUR	Minimal Advancement
Argentina	LAC	Significant Advancement
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement – Efforts Made but Regression in Law that Delayed Advancement
Bahrain	MENA	Moderate Advancement
Bangladesh	AP	Moderate Advancement
Belize	LAC	Moderate Advancement
Benin	AF	Moderate Advancement
Bhutan	AP	Minimal Advancement
Bolivia	LAC	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Botswana	AF	Minimal Advancement
Brazil	LAC	Significant Advancement
British Virgin Islands	EUR	Minimal Advancement
Burkina Faso	AF	Moderate Advancement
Burma	AP	No Advancement – Efforts Made but Complicit in Forced Child Labor
Burundi	AF	Minimal Advancement
Cabo Verde	AF	Moderate Advancement
Cambodia	AP	Moderate Advancement
Cameroon	AF	Moderate Advancement
Central African Republic	AF	Moderate Advancement
Chad	AF	Minimal Advancement
Chile	LAC	Moderate Advancement
Christmas Island	AP	No Advancement
Cocos (Keeling) Islands	AP	No Advancement
Colombia	LAC	Significant Advancement
Comoros	AF	Minimal Advancement
Congo, Democratic Republic of the	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Congo, Republic of the	AF	Minimal Advancement
Cook Islands	AP	Moderate Advancement
Costa Rica	LAC	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Djibouti	AF	Minimal Advancement
Dominica	LAC	Minimal Advancement
Dominican Republic	LAC	Moderate Advancement

**Appendix 1.**

## Country Assessments, by Country (Continued)

COUNTRY	REGION	ASSESSMENT
Ecuador	LAC	Significant Advancement
Egypt	MENA	Moderate Advancement
El Salvador	LAC	Moderate Advancement
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Eswatini (formerly called Swaziland)	AF	Minimal Advancement
Ethiopia	AF	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	No Advancement
Fiji	AP	Moderate Advancement
Gabon	AF	Minimal Advancement
Gambia, The	AF	Moderate Advancement
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Ghana	AF	Moderate Advancement
Grenada	LAC	Minimal Advancement
Guatemala	LAC	Significant Advancement
Guinea	AF	Moderate Advancement
Guinea-Bissau	AF	Minimal Advancement
Guyana	LAC	Minimal Advancement
Haiti	LAC	Moderate Advancement
Honduras	LAC	Significant Advancement
India	AP	Significant Advancement
Indonesia	AP	Moderate Advancement
Iraq	MENA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Jamaica	LAC	Moderate Advancement
Jordan	MENA	Moderate Advancement
Kazakhstan	AP	Moderate Advancement
Kenya	AF	Moderate Advancement
Kiribati	AP	Minimal Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	AP	Minimal Advancement
Lebanon	MENA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	AP	Minimal Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Minimal Advancement – Efforts Made but Regression in Practice and Continued Policy that Delayed Advancement
Mauritius	AF	Significant Advancement

Appendix 1.

## Country Assessments, by Country (Continued)

COUNTRY	REGION	ASSESSMENT
Moldova	EUR	Moderate Advancement
Mongolia	AP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Montenegro	EUR	Moderate Advancement
Montserrat	EUR	No Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Namibia	AF	Moderate Advancement
Nepal	AP	Moderate Advancement
Nicaragua	LAC	Minimal Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Niue	AP	No Advancement
Norfolk Island	AP	No Advancement
Oman	MENA	Moderate Advancement
Pakistan	AP	Moderate Advancement
Panama	LAC	Moderate Advancement
Papua New Guinea	AP	Minimal Advancement
Paraguay	LAC	Significant Advancement
Peru	LAC	Significant Advancement
Philippines	AP	Moderate Advancement
Rwanda	AF	Significant Advancement
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement
Saint Lucia	LAC	Moderate Advancement
Saint Vincent and the Grenadines	LAC	Minimal Advancement
Samoa	AP	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement
Senegal	AF	Minimal Advancement
Serbia	EUR	Significant Advancement
Sierra Leone	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement
Solomon Islands	AP	Minimal Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
South Africa	AF	Significant Advancement
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Sri Lanka	AP	Moderate Advancement
Suriname	LAC	Minimal Advancement
Tanzania	AF	Minimal Advancement – Efforts Made but Continued Policy and Practice that Delayed Advancement



**Appendix 1.**

## Country Assessments, by Country (Continued)

COUNTRY	REGION	ASSESSMENT
Thailand	AP	Significant Advancement
Timor-Leste	AP	Moderate Advancement
Togo	AF	Moderate Advancement
Tokelau	AP	No Advancement
Tonga	AP	No Advancement
Tunisia	MENA	Significant Advancement
Turkey	EUR	Moderate Advancement
Tuvalu	AP	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
Uganda	AF	Moderate Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Uzbekistan	AP	Moderate Advancement
Vanuatu	AP	Minimal Advancement
Wallis and Futuna	EUR	No Assessment
West Bank and the Gaza Strip	MENA	Minimal Advancement
Western Sahara	MENA	Moderate Advancement
Yemen	MENA	Minimal Advancement
Zambia	AF	Minimal Advancement
Zimbabwe	AF	Moderate Advancement

**Appendix 1.**

## Comparisons in Assessments from 2016 to 2017, by Country

COUNTRY	REGION	2016 ASSESSMENT	2017 ASSESSMENT
Afghanistan	AP	Moderate Advancement	Moderate Advancement
Albania	EUR	Significant Advancement	Moderate Advancement
Algeria	MENA	Moderate Advancement	Moderate Advancement
Angola	AF	Moderate Advancement	Moderate Advancement
Anguilla	EUR	Minimal Advancement	Minimal Advancement
Argentina	LAC	Significant Advancement	Significant Advancement
Armenia	EUR	Minimal Advancement - Efforts Made but Regression in Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Regression in Law that Delayed Advancement
Bahrain	MENA	Moderate Advancement	Moderate Advancement
Bangladesh	AP	Minimal Advancement	Moderate Advancement
Belize	LAC	Minimal Advancement	Moderate Advancement
Benin	AF	Minimal Advancement	Moderate Advancement
Bhutan	AP	Moderate Advancement	Minimal Advancement
Bolivia	LAC	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement	Moderate Advancement
Botswana	AF	Moderate Advancement	Minimal Advancement
Brazil	LAC	Significant Advancement	Significant Advancement
British Virgin Islands	EUR	Minimal Advancement	Minimal Advancement
Burkina Faso	AF	Moderate Advancement	Moderate Advancement
Burma	AP	No Assessment	No Advancement – Efforts Made but Complicit in Forced Child Labor
Burundi	AF	Minimal Advancement	Minimal Advancement
Cabo Verde	AF	Moderate Advancement	Moderate Advancement
Cambodia	AP	Moderate Advancement	Moderate Advancement
Cameroon	AF	Moderate Advancement	Moderate Advancement
Central African Republic	AF	Moderate Advancement	Moderate Advancement
Chad	AF	Moderate Advancement	Minimal Advancement
Chile	LAC	Significant Advancement	Moderate Advancement
Christmas Island	AP	No Advancement	No Advancement
Cocos (Keeling) Islands	AP	No Advancement	No Advancement
Colombia	LAC	Significant Advancement	Significant Advancement
Comoros	AF	Moderate Advancement	Minimal Advancement
Congo, Democratic Republic of the	AF	Significant Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Congo, Republic of the	AF	Minimal Advancement	Minimal Advancement
Cook Islands	AP	Minimal Advancement	Moderate Advancement
Costa Rica	LAC	Significant Advancement	Significant Advancement

Appendix 1.

## Comparisons in Assessments from 2016 to 2017, by Country (Continued)

COUNTRY	REGION	2016 ASSESSMENT	2017 ASSESSMENT
Côte d'Ivoire	AF	Significant Advancement	Significant Advancement
Djibouti	AF	Minimal Advancement	Minimal Advancement
Dominica	LAC	Minimal Advancement	Minimal Advancement
Dominican Republic	LAC	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Moderate Advancement
Ecuador	LAC	Significant Advancement	Significant Advancement
Egypt	MENA	Moderate Advancement	Moderate Advancement
El Salvador	LAC	Moderate Advancement	Moderate Advancement
Eritrea	AF	No Advancement – No Efforts Made and Complicit in Forced Child Labor	No Advancement – Efforts Made but Complicit in Forced Child Labor
Eswatini (formerly called Swaziland)	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	Minimal Advancement
Ethiopia	AF	Significant Advancement	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement	No Advancement
Fiji	AP	Moderate Advancement	Moderate Advancement
Gabon	AF	Minimal Advancement	Minimal Advancement
Gambia, The	AF	Moderate Advancement	Moderate Advancement
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Ghana	AF	Significant Advancement	Moderate Advancement
Grenada	LAC	Minimal Advancement	Minimal Advancement
Guatemala	LAC	Significant Advancement	Significant Advancement
Guinea	AF	Moderate Advancement	Moderate Advancement
Guinea-Bissau	AF	Moderate Advancement	Minimal Advancement
Guyana	LAC	Moderate Advancement	Minimal Advancement
Haiti	LAC	Moderate Advancement	Moderate Advancement
Honduras	LAC	Moderate Advancement	Significant Advancement
India	AP	Moderate Advancement	Significant Advancement
Indonesia	AP	Moderate Advancement	Moderate Advancement
Iraq	MENA	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Jamaica	LAC	Moderate Advancement	Moderate Advancement
Jordan	MENA	Moderate Advancement	Moderate Advancement
Kazakhstan	AP	Moderate Advancement	Moderate Advancement
Kenya	AF	Moderate Advancement	Moderate Advancement
Kiribati	AP	Minimal Advancement	Minimal Advancement
Kosovo	EUR	Significant Advancement	Moderate Advancement
Kyrgyz Republic	AP	Moderate Advancement	Minimal Advancement
Lebanon	MENA	Moderate Advancement	Moderate Advancement
Lesotho	AF	Minimal Advancement	Moderate Advancement

**Appendix 1.**
**Comparisons in Assessments from 2016 to 2017, by Country (Continued)**

COUNTRY	REGION	2016 ASSESSMENT	2017 ASSESSMENT
Liberia	AF	Moderate Advancement	Moderate Advancement
Macedonia	EUR	Moderate Advancement	Moderate Advancement
Madagascar	AF	Moderate Advancement	Moderate Advancement
Malawi	AF	Moderate Advancement	Moderate Advancement
Maldives	AP	Moderate Advancement	Minimal Advancement
Mali	AF	Significant Advancement	Moderate Advancement
Mauritania	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	Minimal Advancement – Efforts Made but Regression in Practice and Continued Policy that Delayed Advancement
Mauritius	AF	Moderate Advancement	Significant Advancement
Moldova	EUR	Moderate Advancement	Moderate Advancement
Mongolia	AP	Moderate Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Montenegro	EUR	Moderate Advancement	Moderate Advancement
Montserrat	EUR	Minimal Advancement	No Advancement
Morocco	MENA	Significant Advancement	Moderate Advancement
Mozambique	AF	Minimal Advancement	Moderate Advancement
Namibia	AF	Moderate Advancement	Moderate Advancement
Nepal	AP	Moderate Advancement	Moderate Advancement
Nicaragua	LAC	Moderate Advancement	Minimal Advancement
Niger	AF	Moderate Advancement	Moderate Advancement
Nigeria	AF	Moderate Advancement	Moderate Advancement
Niue	AP	No Advancement	No Advancement
Norfolk Island	AP	Minimal Advancement	No Advancement
Oman	MENA	Moderate Advancement	Moderate Advancement
Pakistan	AP	Moderate Advancement	Moderate Advancement
Panama	LAC	Significant Advancement	Moderate Advancement
Papua New Guinea	AP	Minimal Advancement	Minimal Advancement
Paraguay	LAC	Significant Advancement	Significant Advancement
Peru	LAC	Significant Advancement	Significant Advancement
Philippines	AP	Significant Advancement	Moderate Advancement
Rwanda	AF	Moderate Advancement	Significant Advancement
Saint Helena, Ascension, and Tristan da Cunha	EUR	Minimal Advancement	No Advancement
Saint Lucia	LAC	Moderate Advancement	Moderate Advancement
Saint Vincent and the Grenadines	LAC	Moderate Advancement	Minimal Advancement
Samoa	AP	Moderate Advancement	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement	Minimal Advancement
Senegal	AF	Minimal Advancement	Minimal Advancement
Serbia	EUR	Moderate Advancement	Significant Advancement

Appendix 1.

## Comparisons in Assessments from 2016 to 2017, by Country (Continued)

COUNTRY	REGION	2016 ASSESSMENT	2017 ASSESSMENT
Sierra Leone	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement
Solomon Islands	AP	Minimal Advancement	Minimal Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
South Africa	AF	Moderate Advancement	Significant Advancement
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	No Advancement – Efforts Made but Complicit in Forced Child Labor
Sri Lanka	AP	Moderate Advancement	Moderate Advancement
Suriname	LAC	Minimal Advancement	Minimal Advancement
Tanzania	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Policy and Practice that Delayed Advancement
Thailand	AP	Significant Advancement	Significant Advancement
Timor-Leste	AP	Moderate Advancement	Moderate Advancement
Togo	AF	Moderate Advancement	Moderate Advancement
Tokelau	AP	No Advancement	No Advancement
Tonga	AP	Minimal Advancement	No Advancement
Tunisia	MENA	Significant Advancement	Significant Advancement
Turkey	EUR	Moderate Advancement	Moderate Advancement
Tuvalu	AP	Minimal Advancement	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
Uganda	AF	Significant Advancement	Moderate Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Uzbekistan	AP	No Advancement – Efforts Made but Complicit in Forced Child Labor	Moderate Advancement
Vanuatu	AP	Minimal Advancement	Minimal Advancement
Wallis and Futuna	EUR	No Assessment	No Assessment
West Bank and the Gaza Strip	MENA	Minimal Advancement	Minimal Advancement
Western Sahara	MENA	Significant Advancement	Moderate Advancement
Yemen	MENA	Minimal Advancement	Minimal Advancement
Zambia	AF	Moderate Advancement	Minimal Advancement
Zimbabwe	AF	Moderate Advancement	Moderate Advancement





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Indigenous children at school at a Ngäbe-Buglé community.  
Chiriquí, Panama. May 13, 2010.

## Appendix 2.

## Laws and Ratifications, by Country

Country	Region	2017 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	Compulsory Education Age	Free Public Education
Afghanistan	AP	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Albania	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Algeria	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Angola	AF	Moderate Advancement	X	X	X	X	X	X	14	18	12	X
Anguilla	EUR	Minimal Advancement			X				12	14	17	X
Argentina	LAC	Significant Advancement	X	X	X	X	X	X	16	18	18	X
Armenia	EUR	Minimal Advancement - Efforts Made but Continued Law that Delayed Advancement	X	X	X	X	X	X	16	18	17	X
Azerbaijan	EUR	Minimal Advancement - Efforts Made but Regression in Law that Delayed Advancement	X	X	X	X	X	X	15	18	15	X
Bahrain	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Bangladesh	AP	Moderate Advancement		X	X	X	X		14	18	10	X
Belize	LAC	Moderate Advancement	X	X	X	X	X	X	12	14	14	X
Benin	AF	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Bhutan	AP	Minimal Advancement	N/A	N/A	X	X	X		13	18	N/A	X
Bolivia	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	17	X
Bosnia and Herzegovina	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Botswana	AF	Minimal Advancement	X	X	X	X	X	X	15	18	N/A	X
Brazil	LAC	Significant Advancement	X	X	X	X	X	X	16	18	17	X
British Virgin Islands	EUR	Minimal Advancement			X				16	18	17	X
Burkina Faso	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X

Appendix 2.

Laws and Ratifications, by Country (Continued)

Country	Region	2017 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	Compulsory Education Age	Free Public Education
Burma	AP	No Advancement – Efforts Made but Complicit in Forced Child Labor		X	X	X		X	14	16	10	X
Burundi	AF	Minimal Advancement	X	X	X	X		X	16	18	12	X
Cabo Verde	AF	Moderate Advancement	X	X	X	X		X	15	18	15	X
Cambodia	AP	Moderate Advancement	X	X	X	X		X	15	18	N/A	X
Cameroon	AF	Moderate Advancement	X	X	X	X		X	14	18	12	X
Central African Republic	AF	Moderate Advancement	X	X	X	X		X	14	18	15	X
Chad	AF	Minimal Advancement	X	X	X	X		X	14	18	16	X
Chile	LAC	Moderate Advancement	X	X	X	X		X	15	18	18	X
Christmas Island	AP	No Advancement		X	X	X		X	15	18	17.5	X
Cocos (Keeling) Island	AP	No Advancement		X	X	X		X	15	18	17.5	X
Colombia	LAC	Significant Advancement	X	X	X	X		X	15	18	18	X
Comoros	AF	Minimal Advancement	X	X	X	X		X	15	18	12	X
Congo, Dem Rep of	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	X	X	X	X		X	16	18	12	X
Congo, Rep of	AF	Minimal Advancement	X	X	X	X		X	16	18	16	X
Cook Islands	AP	Moderate Advancement		X	X				16	18	16	X
Costa Rica	LAC	Significant Advancement	X	X	X	X		X	15	18	17	X
Côte d'Ivoire	AF	Significant Advancement	X	X	X	X		X	16	18	16	X
Djibouti	AF	Minimal Advancement	X	X	X	X		X	16	18	16	X

## Appendix 2.

## Laws and Ratifications, by Country (Continued)

Country	Region	2017 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	Compulsory Education Age	Free Public Education	
Dominica	LAC	Minimal Advancement	X	X	X	X	X	X	16	N/A	16	X	
Dominican Republic	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	18	X	
Ecuador	LAC	Significant Advancement	X	X	X	X	X	X	15	18	15	X	
Egypt	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X	
El Salvador	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	18	X	
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	X		X	X	X	X	14	N/A	14		
Eswatini (formerly called Swaziland)	AF	Minimal Advancement	X	X	X	X	X	X	15	18	12/13	X	
Ethiopia	AF	Moderate Advancement	X	X	X	X	X	X	14	18	N/A		
Falkland Islands (Islas Malvinas)	EUR	No Advancement		X	X				14	16	16	X	
Fiji	AP	Moderate Advancement	X	X	X			X	15	18	15		
Gabon	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X	
Gambia, The	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X	
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	X	X	X	X	X	X	16	18	15	X	
Ghana	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X	
Grenada	LAC	Minimal Advancement	X	X	X	X	X	X	16	N/A	16	X	
Guatemala	LAC	Significant Advancement	X	X	X	X	X	X	14	18	15	X	
Guinea	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X	
Guinea-Bissau	AF	Minimal Advancement	X	X	X	X	X	X	14	18	15		

Appendix 2.

Laws and Ratifications, by Country (Continued)

Country	Region	2017 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	Compulsory Education Age	Free Public Education	
Guyana	LAC	Minimal Advancement	X	X	X	X	X	X	15	18	15	X	
Haiti	LAC	Moderate Advancement	X	X	X	X	X	X	16	18	15	X	
Honduras	LAC	Significant Advancement	X	X	X	X	X	X	14	18	17	X	
India	AP	Significant Advancement	X	X	X	X	X	X	14	18	15	X	
Indonesia	AP	Moderate Advancement	X	X	X	X	X	X	15	18	15	X	
Iraq	MENA	Minimal Advancement - Efforts Made but Continued Practice that Delayed Advancement	X	X	X	X	X	X	15	18	12	X	
Jamaica	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	16	X	
Jordan	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X	
Kazakhstan	AP	Moderate Advancement	X	X	X	X	X	X	16	18	17	X	
Kenya	AF	Moderate Advancement	X	X	X	X	X	X	16	18	14	X	
Kiribati	AP	Minimal Advancement	X	X	X	X	X	X	14	18	16	X	
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	15	X	
Kyrgyz Republic	AP	Minimal Advancement	X	X	X	X	X	X	16	18	15	X	
Lebanon	MENA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X	
Lesotho	AF	Moderate Advancement	X	X	X	X	X	X	15	18	13	X	
Liberia	AF	Moderate Advancement	X	X	X	X	X	X	16	18	15	X	
Macedonia	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	16	X	
Madagascar	AF	Moderate Advancement	X	X	X	X	X	X	15	18	16	X	
Malawi	AF	Moderate Advancement	X	X	X	X	X	X	14	18	18	X	
Maldives	AP	Minimal Advancement	X	X	X	X	X	X	16	18	16	X	
Mali	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X	



## Appendix 2.

## Laws and Ratifications, by Country (Continued)

Country	Region	2017 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	Compulsory Education Age	Free Public Education
Mauritania	AF	Minimal Advancement - Efforts Made but Regression in Practice and Continued Policy that Delayed Advancement	X	X	X	X		X	14	18	14	X
Mauritius	AF	Significant 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	AP	Minimal Advancement - Efforts Made but Continued Practice that Delayed 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							16	18	16	X
Morocco	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Mozambique	AF	Moderate 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	AP	Moderate Advancement	X	X	X	X	X	X	15	17	13	X
Nicaragua	LAC	Minimal Advancement	X	X	X	X	X	X	14	18	12	X
Niger	AF	Moderate Advancement	X	X	X	X	X	X	14	18	N/A	X
Nigeria	AF	Moderate Advancement	X	X	X	X	X	X	12	18	15	X
Niue	AP	No Advancement			X				N/A	N/A	16	X
Norfolk Island	AP	No Advancement		X	X	X	X	X	N/A	N/A	17	X
Oman	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Pakistan	AP	Moderate Advancement	X	X	X	X	X		15	15	16	X
Panama	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Papua New Guinea	AP	Minimal Advancement	X	X	X	X			16	18	N/A	
Paraguay	LAC	Significant Advancement	X	X	X	X	X	X	14	18	15	X
Peru	LAC	Significant Advancement	X	X	X	X	X	X	14	18	17	X

Appendix 2.

Laws and Ratifications, by Country (Continued)

Country	Region	2017 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	Compulsory Education Age	Free Public Education	
Philippines	AP	Moderate Advancement	X	X	X	X	X	X	15	18	18	X	
Rwanda	AF	Significant Advancement	X	X	X	X	X	X	16	18	16	X	
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement		X	X				16	18	16	X	
Saint Lucia	LAC	Moderate Advancement		X	X	X	X	X	15	18	15	X	
Saint Vincent and the Grenadines	LAC	Minimal Advancement	X	X	X	X	X	X	14	N/A	16	X	
Samoa	AP	Minimal Advancement	X	X	X	X	X	X	15	18	14		
São Tomé and Príncipe	AF	Minimal Advancement	X	X	X			X	14	18	12	X	
Senegal	AF	Minimal Advancement	X	X	X	X	X	X	15	18	16	X	
Serbia	EUR	Significant Advancement	X	X	X	X	X	X	15	18	15	X	
Sierra Leone	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	X	X	X	X	X	X	15	18	15	X	
Solomon Islands	AP	Minimal Advancement	X	X	X				12	N/A	N/A		
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement		X	X				15	18	14	X	
South Africa	AF	Significant Advancement	X	X	X	X	X	X	15	18	15	X	
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	X	X	X				14	18	13	X	
Sri Lanka	AP	Moderate Advancement	X	X	X	X	X	X	14	18	16	X	
Suriname	LAC	Minimal Advancement		X	X	X	X	X	14	18	12	X	

## Appendix 2.

## Laws and Ratifications, by Country (Continued)

Country	Region	2017 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	Compulsory Education Age	Free Public Education
Tanzania	AF	Minimal Advancement - Efforts Made but Continued Policy and Practice that Delayed Advancement	X	X	X	X	X	X	14	18	14	
Thailand	AP	Significant Advancement	X	X	X	X	X	X	15	18	16	X
Timor-Leste	AP	Moderate Advancement		X	X	X	X	X	15	17	16	X
Togo	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Tokelau	AP	No Advancement							N/A	N/A	16	X
Tonga	AP	No Advancement			X				N/A	N/A	18	
Tunisia	MENA	Significant 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
Tuvalu	AP	Minimal Advancement - Efforts Made but Regression in Practice that Delayed Advancement			X				14	N/A	15	
Uganda	AF	Moderate Advancement	X	X	X	X	X	X	16	18	13	X
Ukraine	EUR	Minimal Advancement - Efforts Made but Continued Law that Delayed Advancement	X	X	X	X	X	X	16	18	17	X
Uzbekistan	AP	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Vanuatu	AP	Minimal Advancement		X	X	X	X	X	14	15	N/A	
Wallis and Futuna	EUR	No Assessment	X	X	X	X	X	X	16	18	16	X
West Bank and the Gaza Strip	MENA	Minimal Advancement	N/A	N/A	X	X	X	X	15	18	16	X
Western Sahara	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Yemen	MENA	Minimal Advancement	X	X	X	X	X	X	14	18	15	X
Zambia	AF	Minimal Advancement	X	X	X		X	X	15	18	N/A	X
Zimbabwe	AF	Moderate Advancement	X	X	X	X	X	X	16	18	12	

# Reference Materials: Key Concepts and Definitions

## CHILDREN'S WORK AND EDUCATION STATISTICS: SOURCES AND DEFINITIONS

In this report, 121 countries include a statistical table (Table 1. Statistics on Children's Work and Education) with data on the percentage of working children, school attendance rate, percentage of children who combine school and work, and/or primary completion rate. For a smaller set of profiles, a chart lists the percentages of children who work by sector.

This appendix provides definitions and descriptions of the sources for these data and some of the strengths and weakness inherent in these data. In a few cases more current sources of data may be available than the ones used in this report; however, the most reliable, standardized sources available to date are used to allow for cross-country comparisons. Because reliable child labor surveys are not available for many countries, in some cases USDOL uses statistics from child labor surveys that are more than 10 years old (data from 2007) when this report was written. If data did not exist from the sources described below, if no other reliable and publicly available source of data exists for a country, or if data exists but has not been analyzed to allow for cross-country comparisons, this report concludes that the statistics are "unavailable."

### Working Children

Many of the statistical tables in the country profiles in this report present data on the percentage and number of working children, or children in employment. Data presented in the current report may differ from data that were presented in previous reports because more updated data have become available.

#### Definition

"Working children" or "children in employment" describes children engaged in any economic activity for at least 1 hour during the reference period. Economic activity includes market production and certain types of non-market production, principally the production of goods and services for own use. The work children perform may be in the formal or informal economy, inside or outside family settings, or for pay or profit. This includes children working in domestic service outside the child's own household for an employer, paid or unpaid. This definition is in accordance with the Resolution Concerning Statistics of Child Labour (Resolution II), adopted by the 18th International Conference of Labour Statisticians in 2008, and the report, *Marking Progress Against Child Labour*, published by the ILO in 2013. (1; 2)

#### Working Children versus Children Engaged in Child Labor

This report presents statistics on "working children" rather than on "children involved in child labor." These terms are defined precisely in the section, "Definitions Related to Child Labor." The definition of working children does not vary among countries, and therefore, statistics on working children are comparable across the country profiles. In contrast, the definition of "children involved in child labor" is based on national legislation, including, for example, the minimum age for work, which varies from country to country. As a result, child labor data are not comparable across countries.

#### Data Sources and Limitations

Data are from the UCW project analysis of primarily four survey types: (a) the ILO's SIMPOC surveys; (b) UNICEF's Multiple Indicator Cluster Surveys (MICS); (c) national Labor Force Surveys (LFS); and (d) other national and regional level household surveys, including Demographic and Health Surveys (DHS). (3)

According to the UCW researchers, typical surveys on children's work do not collect sufficiently detailed information on children's activities to accurately measure economic activity. (4) This observation was repeated in December 2008 at the 18th International Conference of Labor Statisticians. A resolution adopted at the conference provides guidelines for governments on collecting child labor data. Specifically, the guidance indicates that countries can choose to use a broad framework to measure children's work and child labor that encompasses unpaid household services or that countries can 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, the 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 reports include household chores in their definition of work, while SIMPOC reports do not. To the extent possible, the UCW applied a common definition of work to the micro-data described. To date, this has resulted in the individual analysis of more than 184 data sets. While every attempt was made to present a standardized child work statistic, differences across the surveys have the potential to affect the comparability of statistics across countries and across years. Some of these differences are explained in greater detail here but, in general, they 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 ages 5 to 14, but some of the profiles present a work statistic for children ages 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 affect the

results. For example, the question on work in these surveys usually refers to work during the past 7 days; however, some surveys may refer to work activities during the past 12 months, and therefore, they are likely to capture a higher proportion of working children than surveys with 7-day timeframes. The purpose of the survey—whether specifically to measure children’s work and child labor (SIMPOC surveys) or to measure the labor force participation of adults—may affect estimates of children’s work. (6) In addition, sample design may impact survey results. For example, children’s work is often clustered geographically; SIMPOC surveys are designed to capture children’s work in such geographic areas. As a result, estimates of working children vary across surveys that do not use the same sample design. (7) The ILO, UNICEF, and the UCW continue to investigate the effects of these survey differences on estimates of children’s work.

As noted, some country profiles also include the sector in which children reportedly work. For some surveys, sector of work was not reported by the entire sample of working children. Therefore, the distribution of children working by sector—agriculture, industry, and services—represents children with non-missing data for the sector of work. Additional information on the sectors of work reported in the chart appear in Table 1 under “Formats.”

### **Percentage 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 working children, the age group for which attendance statistics are calculated for children is generally ages 5 to 14. In some cases, however, different age categories are used, usually ages 6 to 14 or 7 to 14.

### **Percentage of Children Combining Work and School**

The percentage of children who combine work and school is the share of all children within a specified age group reporting both working and attending school. The UCW project data described earlier under “Working Children” are used to develop country-specific statistics on children combining work and school. The age group for which these statistics are calculated is usually for children ages 7 to 14.

### **Primary Completion Rate**

This report uses the “gross intake ratio to the last grade of primary education” 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 education. A high ratio indicates a high degree of current primary education completion. The calculation includes all new entrants to the last grade, regardless of age. Therefore, the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late or early or repeat grades.

#### *Data Sources and Limitations*

Unlike the other statistics presented in the country profile data tables, which are all based on the UCW analysis described earlier, primary completion rate data are from the UNESCO Institute for Statistics. The data were downloaded on January 4, 2018, and are available at <http://data.uis.unesco.org/>. Further information on this statistic is available from the UNESCO Institute for Statistics Glossary at <http://uis.unesco.org/en/glossary>.

UNESCO uses population estimates from the United Nations Population Division (UNDP) to calculate some of the rates it publishes, including the gross intake ratio to last grade of primary education. These population estimates change over time. The last revision that affected the statistics used in this report was in 2018. All population-based indicators, including gross intake ratio to last grade of primary education, for all years are re-calculated using these latest estimates. For some countries and years, when the new UNDP population estimates are found to be inconsistent with education data, related indicators are removed. All updates made to UNESCO data on gross intake ratio to last grade of primary education are reflected in the primary completion rate statistic included in this report.

## **LABOR LAW ENFORCEMENT: SOURCES AND DEFINITIONS**

### **Labor Force Calculation**

This report uses data from the CIA World Factbook, which lists the most recent estimates for countries’ total labor force. This number is used to calculate a “sufficient number” of labor inspectors based on the country’s level of development, as determined by the UN. (8)

### **Country Classification**

For analyses, the Development Policy and Analysis Division (DPAD) of the Department of Economic and Social Affairs of the United Nations Secretariat (UN/DESA) classifies all countries of the world into one of four broad categories: (a) developed economies, (b) economies in transition, (c) developing economies, and (d) least developed countries. The composition of these groupings is intended to reflect basic economic country conditions. Several countries, in particular the economies in transition, have characteristics that could place them in more than one category; however, for analyses, the groupings have been made mutually exclusive. This is decided upon by the United Nations Economic and Social Council and, ultimately, by the General Assembly deciding on the list of the least developed countries based on recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met for per capita GNI, a human assets index, and an economic vulnerability index. For the *Findings on the Worst Forms of Child Labor Report*, “developed economies” equate to the ILO’s classification of “industrial market economies,” “economies in transition” to “transition economies,” “developing economies” to “industrializing economies,” and “the least developed countries” equates to “less developed



countries.” Countries that appear on both “developing countries” and “least developed countries” lists are considered “least developed countries” for calculating a “sufficient number” of labor inspectors. (9)

### **Number of Labor Inspectors**

Article 10 of ILO Convention No. 81 calls for a “sufficient number” of inspectors to do the work required. Because each country assigns different priorities of enforcement to its inspectors, there is no official definition for a “sufficient number” of inspectors. The factors that need to be considered include the number and size of establishments and the total size of the workforce. No single measure is sufficient, but in many countries, the available data sources are weak. The ratio of inspectors per workforce is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries. (10)

### **ILO Committee of Experts on the Application of Conventions and Recommendations**

The ILO CEACR examines and makes two types of comments upon the application of international labor standards by states that are party to the relevant conventions. Direct requests contain the Committee’s technical comments or questions about the state’s application of a particular convention, and these requests are sent directly to governments. Observations, which are published in the Committee’s annual report, contain comments on fundamental questions raised by a state’s application of a particular convention and recommendations for the state. (11)

## **GLOSSARY OF OTHER TERMS**

### **Basic Education**

Article 7(c) of ILO C. 182 requires countries to “ensure access to free basic education.” According to the International Standard Classification of Education, basic education corresponds to the first 9 years of formal schooling and comprises primary and lower secondary education. Primary education is considered to be the first stage of “basic education” and covers 6 years of full-time schooling, with the legal age of entrance normally being no younger than 5 years or older than 7 years. Primary education is designed to give pupils a sound basis in reading, writing, and mathematics, along with an elementary understanding of other subjects, such as history, geography, natural science, social science, religion, art, and music. Lower secondary education is more subject-focused and requires specialized teachers. It corresponds to about 3 years of schooling and marks the end of compulsory education where it exists. Basic education can also include various non-formal and informal public and private educational activities offered to meet the defined basic learning needs of groups of people of all ages.

Article 13 of the 1966 International Covenant on Economic, Social and Cultural Rights indicates that primary education should be compulsory and free to all. Secondary education, including technical and vocational education, should be available and accessible to all, and free education should be progressively introduced. Article 28 of the 1989 Convention on the Rights of the Child affirms the right of the child to education and the state’s duty to ensure that primary education is free and compulsory. (12; 13; 14; 15; 16)

### **Bonded Labor, Debt Bondage**

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). (17)

Bonded labor typically occurs when a person who needs a loan and has no security to offer, pledges his or her labor, or that of someone under his or her control, as 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. (18; 19)

Bonded labor is prohibited as one of the worst forms of child labor in ILO C. 182. (16)

### **Child Domestic Worker**

Child domestic workers are children who work in third-party private households under an employment relationship. Child domestic workers engage in various tasks that include cleaning, cooking, gardening, collecting water, and caring for children and the elderly. Child domestic workers sometimes have live-in arrangements, whereby they live in their employer’s household and work in exchange for room, board, and sometimes education. Child domestic workers are vulnerable to the worst forms of child labor, including sexual, physical, and verbal abuse, in large part because they often depend on their employers for basic needs and work in locations hidden from public view. (20; 21)

### **Child Labor Elimination Projects**

Since 1995, USDOL has funded more than 300 projects in over 90 countries. ILAB currently oversees more than \$270 million of active programming to combat exploitative child labor. To date, USDOL-funded child labor elimination projects have rescued close to 2 million children from exploitative child labor and have improved livelihoods for approximately 185,000 vulnerable families to reduce their reliance on child labor. (22)

## **Child Trafficking**

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, (“Palermo Protocol”) provides a commonly accepted definition of “human trafficking,” which states: “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.” Therefore, there does not need to be abuse of power, control, coercion, or fraud present to constitute child trafficking, as the definition for adults requires. The Palermo Protocol states in Article 3(a) that trafficking in persons means “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.” (23)

The trafficking of children is prohibited as a worst form of child labor in ILO C. 182, Article 3(a). (16)

## **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.” (24; 25; 26) The remuneration dynamic distinguishes CSEC from the sexual abuse of a child, which does not include commercial gain; however, sexual exploitation also includes abuse. The definition of CSEC includes these activities:

- 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; and
- The use of children in sex shows (public or private).

ILO C. 182 Article 3(b) prohibits using, procuring, or offering of a child for prostitution or for the production of pornography or for pornographic performances. (16)

## **Compulsory Education Age**

The age up to which children and youth are legally required to attend school. (12)

## **Convention on the Rights of the Child**

The Convention on the Rights of the Child spells out the basic rights of children, such as the right to survival; to develop to the fullest; to be protected 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.” (27)

## **Hazardous Work**

Article 3(d) of ILO C. 182 sets forth the following as a worst form of 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.” This is colloquially referred to as “hazardous work.” Countries must determine what type of work is considered hazardous work by law or regulation. ILO Recommendation 190 (ILO R. 190) includes options for consideration in determining which types of work are hazardous. (28; 16)

## **Illicit Activities**

ILO C. 182, Article 3(c) prohibits “the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs.” Illicit activities in this context can include crimes, but the activity need not be illegal to be considered illicit. (16) According to ILO R. 190 and the General Survey on the Fundamental Conventions Concerning Rights at Work, illicit activities can include “activities which involve the unlawful carrying or use of firearms or other weapons,” and “the use of children by criminal organizations for transporting weapons and carrying out arson attacks or destroying public or private property, illicit activities such as housebreaking and petty theft, and that there are reports of children being engaged by adults in car breaking, housebreaking, selling drugs and selling stolen goods, ...use of children for forced or organized begging, gambling, the unlawful carrying or use of firearms or other weapons, or for the commission of an offence or a crime using violence or the threat of violence.” (28; 29)

## **ILO Recommendation 190 (ILO R. 190): Worst Forms of Child Labor**

ILO R. 190 supplements the provisions of ILO C. 182 and provides guidance to ratifying countries regarding its implementation. It provides guidelines to assist countries in determining what type of work should be considered hazardous and thus what type of work countries should prohibit for all children as a worst form of child labor, in accordance with Article 4 of ILO C. 182. The ILO R. 190 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 also provides guidance regarding specific steps countries that have ratified ILO C. 182 should take 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. (28)

### **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 was established for data collection to delineate the “informal sector” as unincorporated, small, 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 from that of its owners, 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 whose activities are not covered or are insufficiently covered by law or whose activities are not covered by law in practice, meaning that the relevant law is not applied or enforced. Workers in such enterprises often lack the benefits of regular, stable, and protected employment. Because employers in the informal sector are generally either not covered by labor laws or are not held accountable for complying with labor protections, including occupational safety measures, children who work in “hazardous” or “ultra-hazardous” informal settings likely face increased risk of exploitation, including injury. In addition, because businesses in the informal sector are not usually included in official statistics, children working in informal sector enterprises may not be counted in labor force activity rates. (30; 31)

### **Light Work**

This report uses the definition of “light work” as established in ILO C. 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 may permit the employment or work of persons ages 12 to 14 in light work as defined in Article 7(1), but should specify limitations on their hours of work, as well as activities and conditions in which light work may be undertaken. (32)

### **Minimum Age for Work**

The minimum age for work is the age at which a child can enter into work. ILO C. 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 age 15, or age 14 for developing countries that specified a minimum legal age of 14 upon ratification of ILO C. 138. (18)

### **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. (18)

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

This optional UN 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 C. 182, Article 3(a). (33)

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

This optional UN 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 as defined in ILO C. 182, Article 3(b). (34)

### **Poverty Reduction Strategy Paper**

This document is 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 poverty reduction strategy paper (PRSP) should be used to 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 3 years to continue receiving assistance from international financial institutions such as the World Bank. (35)

### **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 supplements the United Nations Convention against Transnational Organized Crime and covers the trafficking of children, also delineated as a worst form of child labor under ILO C. 182, Article 3(a). (23) See Child Trafficking above.

## Ratification

Ratification is a serious undertaking whereby a state formally accepts the terms of an international agreement, thus becoming legally bound to apply it. Other ways of becoming bound to an international agreement include acceptance, approval, accession, signature, or through an exchange of notes.

To ratify an agreement, a country must adopt new laws and regulations, if necessary, 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. (36)

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, because 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 that would defeat the objective and purpose of the international agreement, unless it makes clear its intention not to become a party to the international agreement. 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 ILO's depositary. (37)

In the case of ILO Conventions, ILO procedures provide the option to ratify or not ratify a Convention, but they 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. (36; 16; 32)

## Hazardous Unpaid Household Services

For this report, the term "unpaid household services" by children refers to the domestic and personal services a child performs within the child's own household, under the following conditions: (a) for long hours; (b) in an unhealthy environment, including equipment or heavy loads; or (c) in dangerous locations. (2)

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# Reference Materials: Research Framework and Organization of Country Profiles

## RESEARCH METHODS

This section describes the research methods used for data collection and sources and information analysis, and the limitations of these methods in this report.

### 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, NGOs, international organizations, foreign governments, and U.S. government agencies. Information was also collected from U.S. government-funded technical assistance and field research projects.

Examples of sources used in this report are the most recent available editions 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. (1)

U.S. Department of State and U.S. embassies and consulates abroad provided important information by gathering data from contacts, conducting site visits, and reviewing local media sources. A request for information from the public was published in the *Federal Register*, and a copy of the request was mailed to the Washington, D.C.-based foreign embassies of the countries included in this report. (2) Data were also gathered through site visits to certain countries covered in this report, and included the collection of additional documents and key informant interviews.

### 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. Victims of the worst forms of child labor are often unable to claim their rights or even communicate the abuse they are suffering because they are traumatized, unaware of their rights under the law, or politically underrepresented or marginalized. These factors make information on the worst forms of child labor difficult to obtain. Therefore, to compile a credible and comprehensive report, ILAB used the following criteria to assess information:

#### *Nature of the information.*

Whether the information about child labor and government efforts to combat it gathered from research, public submissions, or other sources was relevant and probative, and covered the “worst forms of child labor” and “government efforts” as used in this report (see “Key Definitions”). Specific evidence of government efforts was preferred when it was available.

#### *Date of the information.*

Whether the source information about child labor was no more than 5 years old. More current information was given priority, and, to the extent possible, ILAB used sources published during the reporting period. Information from sources older than 5 years was generally not considered.

In the case of child labor statistics, however, 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 the number of surveys have increased recently. To present an overall picture of children’s work in as many countries as possible, ILAB used statistics, that are, in some cases, more than 10 years old (from 2007) as of the writing of this report. For more information on the statistics used in this report, see the “Children’s Work and Education Statistics: Sources and Definitions” section in Appendix 3.

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 more than 5 years old 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.

#### *Source of the information.*

Whether the information, either from primary or secondary sources, was from a source in which methodology, prior publications, degree of familiarity and experience with international labor standards, or reputation for accuracy and objectivity warranted a determination that it was relevant and probative.

#### *Extent of the corroboration.*

Whether the information about the use of child labor was corroborated by other sources.

## 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 the impression that a country has less serious problems with the worst forms of child labor than it has in reality. At the same time, a dearth of information may create the impression that a government is doing less than it should when, in fact, efforts to combat child labor 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 collect information on child labor are in a better position to eliminate the problem than countries in which such information is suppressed, because with better information 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 5 governments out of the 132 countries submitted information in response to the request. (2) In addition, the lack of in-country data collection and access to other in-country sources of information in the majority of the countries may have affected the reporting.

Due to the inability to travel to each country covered in the report, ILAB relies on U.S. embassies, internet research, and submissions received in response to the *Federal Register* notice to gather primary and secondary sources of information. For countries where internet access and technology are 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. When ILAB was unable to find information about report topics, including the content of important laws or enforcement efforts, this was noted in the report.

Most of ILAB's online research was conducted in English; however, we also gathered and read source materials written in Spanish, French, and, to a limited extent, Portuguese, Russian, Bosnian, Serbian, and Arabic. Materials written in other languages were generally not reviewed.

Despite ILAB's best efforts to cover relevant topics as comprehensively as possible, the report cannot address every salient issue that may affect children's involvement in the worst forms of child labor. For example, there are many factors that affect whether a household sends a child to school, to work, or both. A lack of available information, however, limits the discussion of these issues for some countries. In these cases, we note that the profile's information is incomplete. Furthermore, ILAB chose to limit its reporting of education to the issue of access, and generally does not cover the quality of education because research on the relationship between quality of education and child labor is lacking.

## 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 that the President should consider certain criteria when determining whether a country has met its obligation under the Generalized System of Preferences (GSP) program to implement its international commitments to eliminate the worst forms of child labor. (3) Each country profile contains an introductory paragraph that provides an assessment of government actions to advance efforts in eliminating the worst forms of child labor, six sections that describe the problem and different aspects of government efforts to address it, and a set of suggested actions. The following section describes the content in the country profiles.

### Content of Country Profiles

Each country profile begins with an overview of 2017 in a single paragraph, beginning with a statement identifying the assessment level assigned to the country for 2017. (See "Framework for Country Assessments" in Section 7 of this appendix for more detail on the criteria used to determine a country's assessment.) Following the statement of assessment, the summary includes meaningful efforts taken by a government to implement its commitments to eliminate child labor. The summary also notes where children are engaged in the worst forms of child labor or if no worst forms of child labor exist, where they are engaged in tasks for which there is evidence that such tasks fall into the categories suggested by R. 190 of hazardous work—referred to as "dangerous tasks" in the report. Depending on the situation in the country, the summary may also discuss child labor that does not rise to the level of hazardous work. Finally, the paragraph highlights areas in which key gaps in government efforts remain.

### Section I: Prevalence and Sectoral Distribution of Child Labor

The first section of each country profile attempts to provide, to the extent that information is available, a comprehensive picture of child labor in the country. This section begins with a review of available data on working children and school attendance, followed by a presentation of the most common sectors and activities in which children are engaged. The narrative also provides information about the nature and conditions of the work, specific populations that are particularly vulnerable to child labor, government complicity in the use of forced child labor, circumstances that make accessing education difficult, and events during the year that destabilized the country.

### Section II: Legal Framework for Child Labor

The second section of each country profile provides information on whether the country has adequate laws and regulations proscribing the worst forms of child labor. This section describes a country's legal framework with regard to child labor and assesses the adequacy of that legal framework by comparing it, in general, to the standards set forth in ILO C. 182 and ILO C. 138, and to other international instruments, including the Palermo Protocol and the Convention on the Rights of the Child and its Optional Protocols. ILAB considered whether the laws criminally prohibited the categorical worst forms of child labor in ILO C. 182, 3(a)–(c), as suggested by ILO R. 190. In line with the ILO Committee of Experts, ILAB considered any law that could be used to prohibit child labor, including its worst forms. ILAB also considered whether the country had ratified key international instruments related to child labor.

It is important to note that ILAB analyzes a country's legal framework regarding compliance with international standards, regardless of whether a problem exists in a country. This is to ensure that legal frameworks also serve as preventive mechanisms. For example, even in the case of a country that does not have a problem with the use of children in illicit activities, if there are no laws to prohibit the use of children in illicit activities, the report points out a gap when comparing laws on this issue against international standards.

The corresponding table indicates where the legal framework meets international standards and where it does not. For example, the table indicates whether the country's minimum age for work complies with the international standard.

ILAB assessed whether a country's laws prohibit forced labor, human trafficking, and debt bondage. For child trafficking specifically, ILAB reviewed the adequacy of existing legal protections related to international and domestic trafficking for both commercial sexual exploitation and forced labor against the Palermo Protocol's standard for child trafficking, including whether the legal protections prohibit the five possible elements of the human trafficking process—recruiting, harboring, transporting, transferring, and receiving persons.

In all cases in which countries maintain a military force, ILAB assessed whether the country prohibited the compulsory military recruitment of children and whether the minimum age for voluntary military recruitment is at least 16, with certain safeguards to ensure voluntariness. For all countries, ILAB assessed whether the recruitment of children under age 18 by non-state armed groups is prohibited, even if non-state armed groups are not present in the country.

For the issue of commercial sexual exploitation of children, ILAB assessed whether a country's laws criminally prohibit the using, procuring, and offering of children for prostitution; the production of child pornography; and the use of children in pornographic performances. For illicit activities, ILAB assessed whether laws criminally prohibit the using, procuring, and offering of a child in the production and trafficking of drugs.

ILAB assessed whether a country has created a hazardous work list and whether the types of hazardous work prohibited are comprehensive, based on whether there is evidence that children engage in work where, according to ILO R. 190, the work may be hazardous. Because the standards on the 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 up to which education is compulsory. (1) ILO C. 138 establishes that countries should set a minimum age of 15 for work, or age 14 for countries with less-developed economies where the country has specified an age of 14 upon ratification of the convention. The profile also indicates that, if a country permits children to engage in light work, whether it has set a minimum age of 13 for light work, or age 12 for less-developed economies, and whether legislation related to light work determines permitted activities, the number of hours per week, and the conditions under which light work may be conducted.

ILAB assessed whether the age up to which compulsory education aligns with the minimum age for work, in accordance with ILO C. 138, which states that the minimum age for work should not be less than the age up to which education is compulsory, and that it should be at least age 15, or age 14 for developing countries. However, the opposite situation—if the minimum age for work is higher than the upper cut-off age for compulsory education—should also be avoided because when children are not required to be in school or permitted to work they are susceptible to falling into the worst forms of child labor. The section points out when a country's age up to which education is compulsory is below or above the minimum age for employment and suggests that the government rectify this gap. It also notes whether a country has free public education through at least the basic level.

### **Section III: Enforcement of Laws on Child Labor**

The third section of the country profiles addresses the second and third criteria included in the TDA Conference Committee report, concerning whether the country has “adequate laws and regulations for the implementation and enforcement of such measures,” and “established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor.” (3) This section describes the roles of government agencies in enforcing laws relevant to child labor, including its worst forms, and reports on labor law and criminal law enforcement efforts during the reporting period.

In this section, ILAB analyzes whether and to what degree the country defines enforcement agency roles and investigates and addresses complaints related to allegations of child labor. Because ILO C. 182 discusses enforcement only to a limited extent, other international standards and practices are also considered as general evaluating guidelines, including from ILO C. 81 and ILO C. 129 on Labor Inspection and Labor Inspection in Agriculture, respectively. To the extent possible, ILAB assesses whether the country has taken these actions:

- Established labor inspection systems, including a functioning Labor Inspectorate;
- Provided sufficient funding and resources to enforce child labor laws and regulations;
- Employed a sufficient number of inspectors, according to the ILO's technical advice, to enforce the country's child labor laws and regulations;
- Provided sufficient training for inspectors, including initial training for new employees, training on new laws related to child labor, and refresher courses;
- Developed and implemented an adequate labor inspection strategy that allows for different types of on-site inspections of worksites—such as routine, targeted, complaint-driven, and unannounced—and conducted inspections with sufficient frequency and in all relevant sectors;
- Provided sufficient authority to the Labor Inspectorate to penalize child labor violations and follow through with sanctions where appropriate;
- Published information on specific inspection results and fines or sanctions imposed for violation of child labor laws and regulations, including the worst forms of child labor;
- Established a complaint mechanism for labor violations; and
- Set up a reciprocal referral mechanism between labor authorities and social services.

Although ILAB researched and requested law enforcement information on the topics for this year's report, the information was not available in all cases. For example, in many cases, ILAB did not have enough information to determine whether the number of inspectors was sufficient in the country. Only in certain situations, where a country's government acknowledged it did not have a sufficient number of labor inspectors or ILAB obtained information indicating that the number of labor inspectors was small relative to the size of the country's workforce, did ILAB issue findings of insufficiency. In the latter situation, and in determining whether a finding should be included, ILAB considered the ILO's recommendation that the number of labor inspectors in relation to workers should approach 1:10,000 in industrial market economies, 1:15,000 in industrializing economies, 1:20,000 in transition economies, and 1:40,000 in less developed countries. (4)

In addition, ILO R. 190 states that countries should criminally prohibit the categorical worst forms of child labor as set forth in ILO C. 182 Articles 3(a)–(c). Therefore, the report also assesses whether, for criminal law enforcement, the country has taken these actions:

- Established criminal investigation systems;
- Provided sufficient funding and resources to enforce the worst forms of child labor laws and regulations;
- Provided sufficient training for investigators, including initial training for new employees, training on new laws related to child labor, and refresher courses;
- Conducted a sufficient number of investigations related to the worst forms of child labor;
- Published information on specific investigation results and violations, prosecutions, and convictions related to the worst forms of child labor; and
- Established a reciprocal referral mechanism between criminal authorities and social services.

#### **Section IV: Coordination of Government Efforts on Child Labor**

The fourth section of the country profiles also addresses the third criterion included in the TDA Conference Committee report, whether the country has established “formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor.”

(3) This section provides information on key institutions in the country charged with coordinating overall efforts to combat child labor, including its worst forms. Although the Conference Committee report speaks only to whether such mechanisms are in place with 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 the enforcement of child labor laws. However, because the term *monitor* is often associated exclusively with enforcement activities, ILAB uses the term *coordinate* to describe this function.

#### **Section V: Government Policies on Child Labor**

The fifth section of the country profiles provides information on the fourth criterion in the TDA Conference Committee report on whether the country has “a comprehensive policy for the elimination of the worst forms of child labor.” (3) This section describes a country’s key policies and plans to combat child labor, including its worst forms.

ILAB used the framework provided in ILO 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.” (5) In ILO C. 182 and in comments from the ILO Committee of Experts, the terms *programs* and *plans of action* are often used interchangeably. Indeed, in some cases, it is difficult to distinguish among a policy, a plan, or a program. (6) For the TDA Conference Committee report, a policy on 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, the actual adoption of laws and program implementations are reported in the “Legal Framework for the Worst Forms of Child Labor” or the “Social Programs to Address Child Labor” sections of the profiles.

Specifically, ILAB assessed whether governments have achieved the following activities:

- Established specific child labor policies, 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 have an impact on the problem. (ILAB determined that because so few governments distinguish between worst forms of child labor and child labor, any policy on child labor, whether targeted toward the worst forms of child labor or not, would be reported.)
- Ensured that these policies include specific action plans, assign responsibilities, establish goals, and set timetables.
- Implemented established policies and plans.

#### **Section VI: Social Programs to Address Child Labor**

The sixth section of each country profile provides information on the fifth criterion in the TDA Conference Committee report on 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.” (3) This section of the profiles reports key programs focused on child labor because countries often do not distinguish between the two when creating child labor programs. This section of the profiles also reports programs that focus on child labor specifically, and programs that address poverty, education, and other related matters that could have a beneficial impact on child labor. Only programs launched or implemented during the reporting period are included in this section.

ILAB generally considers the implementation of projects through international organizations to be government efforts because the projects can be carried out only with the consent of the government, and such efforts are sometimes considered part of a country’s national budget.

ILAB applied standards embodied in Articles 6 and 7 of ILO C. 182 to assess country programs to combat child labor. ILO R. 190 is also considered to determine the types of efforts that governments might make, such as giving special attention to girls, providing training to employers and workers, and raising awareness. With this in mind, ILAB assesses whether governments have taken the following actions:

- Participated in any social programs to combat child labor, including programs aimed at directly preventing and withdrawing children from participation in 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.

#### **Section VII: Suggested Government Actions to Eliminate Child Labor**

The last section of the country profiles 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 in which the action was included in the report and not addressed.

# FRAMEWORK FOR COUNTRY ASSESSMENTS

## Objective for Country Assessments

ILAB is using an assessment tool to clearly indicate and highlight the status of efforts by each country that benefits from U.S. trade preferences to eliminate the worst forms of child labor.

## 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?”

## Scope of Country Assessment

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

- 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;
- Whether the country has established formal institutional mechanisms to investigate and address complaints related to allegations of the worst forms of child labor;
- Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;
- 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
- Whether the country is making continual progress toward eliminating the worst forms of child labor.

The country assessment tool is intended to inform the sixth criterion on 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, grouping them into the same five areas addressed in the individual country profiles: laws and regulations, enforcement, coordination, policies, and social programs. The assessment is based on an analysis of the status of each country’s efforts in these five areas considered as a whole and compared to the country’s prior efforts. The assessments do not take into account the impact of government actions on the problem, or whether they have a documented effect in eliminating 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. It is important to note that the assessment is not intended to reflect a determination of “whether a country has implemented its commitments to eliminate the worst forms of child labor.” That determination is reserved for the President.

## Method for Determining a Country Assessment

Each country profile in this report identifies a set of suggested actions for governments to take to advance its 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 the previous reporting period.

After ILAB identified and assessed a country’s efforts, we considered the significance of the efforts—actions that could have an impact in eliminating the worst forms of child labor—undertaken during the reporting period, and the extent to which these efforts addressed the first five TDA criteria, outlined above, in a limited or meaningful manner during the reporting period. In addition, ILAB reviewed whether the government established or failed to remedy a regressive or significantly detrimental law, policy, or practice that delayed advancement in eliminating child labor. Finally, ILAB also examined whether countries had a policy or demonstrated a practice of being *complicit in forced child labor* in more than isolated incidents at the national, regional, or local level.

To promote consistency and transparency, and to operationalize these first five TDA criteria, each country’s efforts were analyzed according to a uniform set of guidance questions related to the five general areas of laws and regulations, enforcement, coordination, policies, and social programs. These guidance questions are listed in Appendix 5. Detailed information is given in the “Country Assessments” section of this report.

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2. **U.S. Department of Labor.** Child Labor, Forced Labor, and Forced or Indentured Child Labor in the Production of Goods in Foreign Countries and Efforts by Certain Foreign Countries To Eliminate the Worst Forms of Child Labor. Federal Register. October 27, 2017: 82 FR 49855. <https://www.federalregister.gov/documents/2017/10/27/2017-23319/child-labor-forced-labor-and-forced-or-indentured-child-labor-in-the-production-of-goods-in-foreign>.
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# Reference Materials: TDA Criteria and Corresponding Guidance Questions

## ASSESSMENT LEVEL

### TDA Conference Report Criterion:

- “Whether the country is making continual progress toward eliminating the worst forms of child labor”

### Guidance Questions

- What efforts did the country make to address child labor during the year?
- Has the government instituted minimally acceptable laws and regulations, mechanisms, and programs to address and prevent child labor (see Box 13)?
- \*Did the government of the country establish or fail to remedy a regressive or significantly detrimental law, policy, or practice that delayed advancement in the elimination of child labor?
- \*Was the government of the country complicit in forced child labor in more than isolated incidents?

### BOX 13

## Minimally Acceptable Laws and Regulations, Mechanisms, and Programs to Address and Prevent the Worst Forms of Child Labor

A country must have—

- Established a minimum age for work that meets international standards;
- Established a minimum age for hazardous work that meets international standards;
- Established legal prohibitions against forced labor that meet international standards;
- Established legal prohibitions against commercial sexual exploitation of children that meet international standards;
- Established legal prohibitions against the use of children for illicit activities that meet international standards;
- Designated a competent authority or institutional mechanisms for the enforcement of laws and regulations on child labor;
- Imposed penalties for violations related to the worst forms of child labor;
- Directly funded a social program that includes the goal of eliminating child labor or addressing root causes of the problem, such as a lack of education opportunities, poverty, or discrimination; and
- Ensured that child victims are not inappropriately incarcerated, penalized, or physically harmed solely for unlawful acts as a direct result of being a victim of the worst forms of child labor.

## PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

### Guidance Questions

- \*Were government officials complicit in the use of forced child labor in more than isolated incidences?
- What are the prevalent types of child labor in each country?
- Has the government conducted research on the prevalence and nature of the worst forms of child labor and made the results publicly available?
- Are specific populations vulnerable to child labor due to gender, race, ethnicity, origin, disability, language, or socio-economic status?
- Were there events during the year that destabilized the country, such as armed conflict; health epidemics and natural disasters; or other social, economic, and political crises?

## LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

### TDA Conference Report Criterion:

- “Whether the country has adequate laws and regulations proscribing the worst forms of child labor”

### Guidance Questions

- Did laws meet international standards?
- Is the minimum age for admission to employment in line with ILO Convention 138?
- Is the minimum age for admission to hazardous work in line with ILO Conventions 138 and 182?

\* Note: A “yes” response likely means the country will automatically receive an assessment of Minimal Advancement or No Advancement.

- Are criminal prohibitions on forced child labor, child trafficking, commercial sexual exploitation of children, and use of children in illicit activities in line with ILO Convention 182?
- Is the prohibition against recruitment of children under age 18 for state compulsory military service in line with ILO Convention 182 and the UN CRC Optional Protocol on Armed Conflict?
- Is the minimum age for recruitment into state voluntary military service in line with the UN CRC Optional Protocol on Armed Conflict?
- Is the prohibition against recruitment of children under age 18 by non-state armed groups in line with ILO Convention 182?
- Does the age up to which education is compulsory align with the minimum age for work and meet the standards in ILO Convention 138?
- Is the provision of free public basic education in line with ILO Convention 182?
- If the law permits light work, is the minimum age in line with ILO Convention 138 and are there appropriate safeguards as outlined in ILO Convention 138?
- Has the country ratified ILO Conventions 182 and 138, as well as other relevant conventions and protocols?
- 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?
- Are laws related to child labor available to the public?
- \*Did the country establish or fail to remedy a regressive or significantly detrimental law that delayed its advancement in the elimination of child labor?

## ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

### TDA Conference Report Criteria:

- "Whether the country has adequate laws and regulations for the implementation and enforcement of such measures"
- "Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor"

In this section of the country profiles, ILAB analyzes whether, or to what degree, a country has defined enforcement agency roles, conducted routine and unannounced inspections, and investigated and addressed complaints related to allegations of the worst forms of child labor. The analysis is based on the following guidance questions.

### Guidance Questions

- Does the country have a Labor Inspectorate?
- Does the country have labor inspectors? Are its labor inspectors public servants as opposed to contractors?
- What was the amount of funding for the Labor Inspectorate? Was there an increase or decrease in the funding and resources to enforce child labor laws and regulations, and were these resources adequate given the incidence of child labor in the country?
- Was there an increase or reduction in the number of labor inspectors to enforce child labor laws and regulations, and was the number of labor inspectors adequate given the size of the country's workforce?
- Did the country offer initial training to new labor inspectors and investigators, including specialized training on child labor; training on new laws related to child labor, including its worst forms; and refresher courses?
- \*Did the Labor Inspectorate conduct labor inspections during the reporting period?
- \*Is the Labor Inspectorate legally authorized to conduct unannounced inspections?
- Did the inspectorate conduct unannounced inspections?
- Did the government develop and implement a labor inspection strategy that allowed for different types of on-site inspections of worksites, such as routine, targeted, complaint-driven, or unannounced?
- Were inspections conducted with sufficient frequency and in all relevant sectors?
- Did the government provide the Labor Inspectorate with sufficient authority to sanction child labor violations?
- Did the country make available information on labor law enforcement efforts related to child labor, including the number of labor inspections conducted at worksites and by desk review, the number of child labor violations found, and the number of child labor violations for which penalties were imposed and collected?
- Does the government have a mechanism for filing and resolving complaints expeditiously regarding child labor?
- Does a reciprocal referral mechanism exist between labor and criminal authorities and social services?
- Did the country make available information on criminal law enforcement efforts related to the worst forms of child labor, including the number of investigations, violations found, prosecutions initiated, and convictions?
- Did the government establish or improve a process for information sharing among enforcement authorities?
- Did the government ensure that all children engaged in the worst forms of child labor were protected from inappropriate incarceration, penalties, or physical harm?
- \*Did the country establish or fail to remedy a regressive or significantly detrimental law enforcement practice that delayed its advancement in the elimination of child labor?

## COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

### TDA Conference Report Criterion:

- "Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor"

\* Note: A "yes" response likely means the country will automatically receive an assessment of Minimal Advancement or No Advancement.

In this section, ILAB analyzes whether, or to what degree, the country has institutions charged with coordinating overall efforts to combat child labor, including its worst forms. The analysis is based on the following guidance questions.

### Guidance Questions

- Does the government have an agency or committee created to coordinate government efforts to combat the worst forms of child labor? Did it create such an agency or committee during the reporting period?
- Does the agency or committee address all sectors of child labor that are prevalent in the country, or does it address only certain sectors?
- Did such an agency or committee meet regularly and take actions, or did it not meet regularly and take few or no actions?

## GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

### TDA Conference Report Criterion:

- “Whether the country has a comprehensive policy for the elimination of the worst forms of child labor”

### Guidance Questions

- 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?
- 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?
- Did the government establish poverty reduction, development, educational, or other social policies, such as poverty reduction strategy papers, 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 it or them?
- If the country established any of the above policies or plans, do they designate responsibilities, establish goals, and set timelines?
- Did the government effectively implement existing policies and plans?
- \*Did the country establish or fail to remedy a regressive or significantly detrimental policy that delayed its advancement in the elimination of child labor?

## SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

### TDA Conference Report Criterion:

- “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

- Did the government fund or participate in any new or ongoing programs that aim to eliminate or prevent the worst forms of child labor?
- Did the government fund or participate in any social protection programs that could reasonably be expected to have an impact on child labor? Were any of the country’s programs shown, through research, to have an impact on child labor?
- Did the government make efforts to reduce children’s vulnerability to the worst forms of child labor by addressing factors such as—
  - country- and region-specific practices that make children vulnerable to the worst forms of child labor and
  - barriers to education, such as a lack of teachers; lack of schools or inadequate facilities; lack of infrastructure to access schools; lack of transportation; violence, including physical and sexual abuse; birth registration requirements; and the charging of school fees.
- Are the country’s programs sufficient to combat particular forms of child labor, considering the scope and magnitude of those problems?
- Do the programs provide services directly to children?
- Do the programs adequately target at-risk populations?
- Were the programs fully funded?
- Are the programs meeting their goals?
- Are the program efforts sustainable?
- Did existing government programs improve or worsen in quality or effectiveness compared with the previous year?
- \*Did the country establish or fail to remedy a regressive or significantly detrimental social program or other practice that delayed its advancement in the elimination of child labor?

\* Note: A “yes” response likely means the country will automatically receive an assessment of Minimal Advancement or No Advancement.





On the cover: © AP PHOTO/Lefteris Pitarakis

Mohammed, a Syrian refugee child works at a clothing workshop in Gaziantep, southeastern Turkey. June 2, 2016.

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Child Herder in Bolivia. Following the death of his father, Alvaro Kalancha Quispe, 9, helps his family survive by herding. July 26, 2011.

Figure 22

# WHAT CAN YOU



## DO TO HELP ADDRESS CHILD LABOR AND FORCED LABOR?

### ASK QUESTIONS.

Could some of the goods I buy be made by child labor or forced labor?

Do workers have a voice to speak out against labor abuses?

What are companies doing to end child labor and forced labor in global supply chains?

What are governments doing to combat child labor and forced labor?

### TAKE ACTION.

Empower yourself with knowledge and download USDOL's *Sweat & Toil* and *Comply Chain* apps.

Make your voice heard by spreading the word among friends, family, and the companies you buy from and invest in.

Show your support for organizations that are working to end these abuses.

### DEMAND CHANGE.

#### Advocate for a world in which:

Workers everywhere can raise their voices against child labor, forced labor, and other abuses.

Companies make serious commitments to ensure that global supply chains are free of products made by child labor and forced labor, especially those on USDOL's *List of Goods Produced by Child Labor or Forced Labor*.

Your investments have a positive social impact by promoting responsible labor practices.

Governments work vigorously to adopt the country-specific suggested actions in USDOL's *Findings on the Worst Forms of Child Labor*.



Learn more: [dol.gov/EndChildLabor](https://dol.gov/EndChildLabor)  
To contact us, please email [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov)





**[www.dol.gov/ilab](https://www.dol.gov/ilab)**

For more information or to contact us, please visit USDOL's Web site at:

<https://www.dol.gov/agencies/ilab/resources/reports/child-labor/findings> or email us at: [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov)



**Office of Child Labor, Forced Labor, and Human Trafficking**

Bureau of International Labor Affairs

UNITED STATES DEPARTMENT OF LABOR

Access our Sweat & Toil mobile app, containing this and other USDOL reports on international child labor and forced labor:

