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2017 FINDINGS
ON THE WORST FORMS
OF **CHILD LABOR**

Required by the Trade and Development Act of 2000

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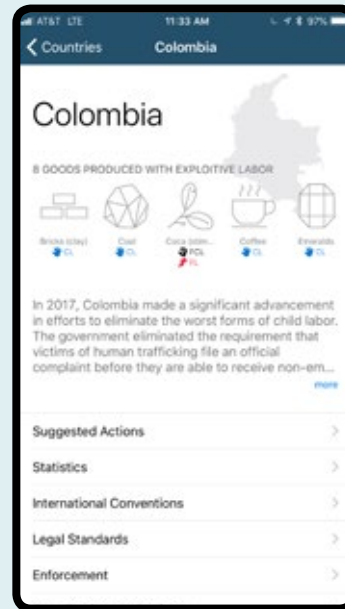


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The USDOL *Comply Chain: Business Tools for Labor Compliance in Global Supply Chains* mobile application contains best practice guidance for companies on ways to develop strong social compliance systems to reduce child labor and forced labor in supply chains. The application includes eight modules ranging from stakeholder engagement to code of conduct provisions, and from auditing to remediation to reporting. Companies that are new to social compliance can work through the modules in order, and more experienced companies can select modules based on their continuous improvement goals. You can download the free App from the iTunes or Google Play store, or access it on the USDOL website: <https://www.dol.gov/general/apps/ilab-comply-chain>.



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 to request hard copies or download them from the USDOL website at <https://www.dol.gov/ilab/reports>.

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 17th edition of the annual Findings on the Worst Forms of Child Labor, and the 8th 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. The reports are also available on the Web at <http://www.dol.gov/ilab/>. Comments on the reports are also welcomed and may be submitted to GlobalKids@dol.gov.



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Sôburn, 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

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

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



© Marica van der Meer/Arterra Picture Library/Alamy Stock Photo
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 17th annual report on the *2017 Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA).⁽¹⁾ 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.^(2;3) 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.”⁽⁴⁾ 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.

⁽⁴⁾ 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.⁽¹⁾ 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.”^(1;5)

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.⁽⁶⁾ 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.⁽⁶⁾ 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.

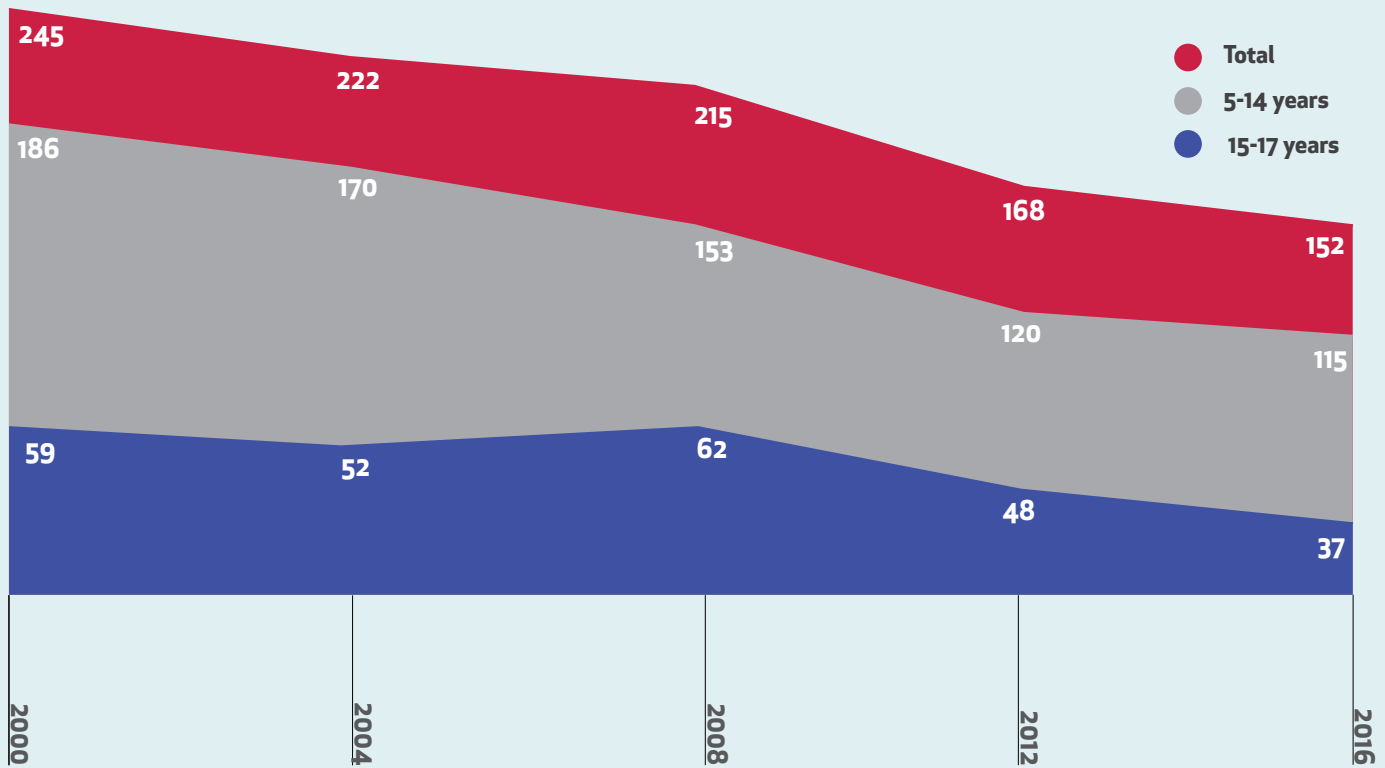
The Global March organized a virtual march in May and June 2018, commemorating the Global March's 20th anniversary, and spreading awareness about hazardous child labor and the safety and health of young workers. It also advocated for the universal ratification and implementation of ILO C. 138, which 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.⁽⁷⁾ 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).⁽⁶⁾

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.^(8; 9; 10) 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. ⁽¹¹⁾

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.⁽¹²⁾ 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.⁽¹³⁾

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.⁽¹⁴⁾ 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.⁽¹⁵⁾ 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.⁽¹²⁾

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 190¹ 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

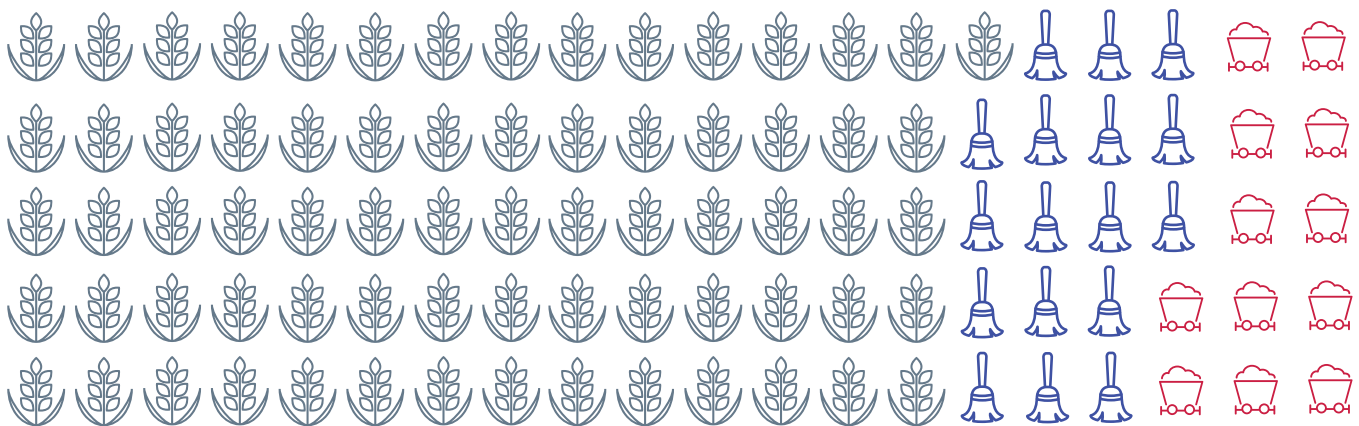


Work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer

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.^(16; 17) 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.⁽¹⁸⁾

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.⁽⁵⁾

Gangs in Colombia, El Salvador, Guatemala, Honduras, and other countries forcibly recruit children to transport and sell drugs.^(19; 20; 21; 22) 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.^(23; 24) Children also find themselves in unsafe communities torn apart by turf wars, and have little or no access to education.^(17; 23) 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.⁽²⁴⁾

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*.⁽⁴¹⁾ 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 20). 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

13%

45%

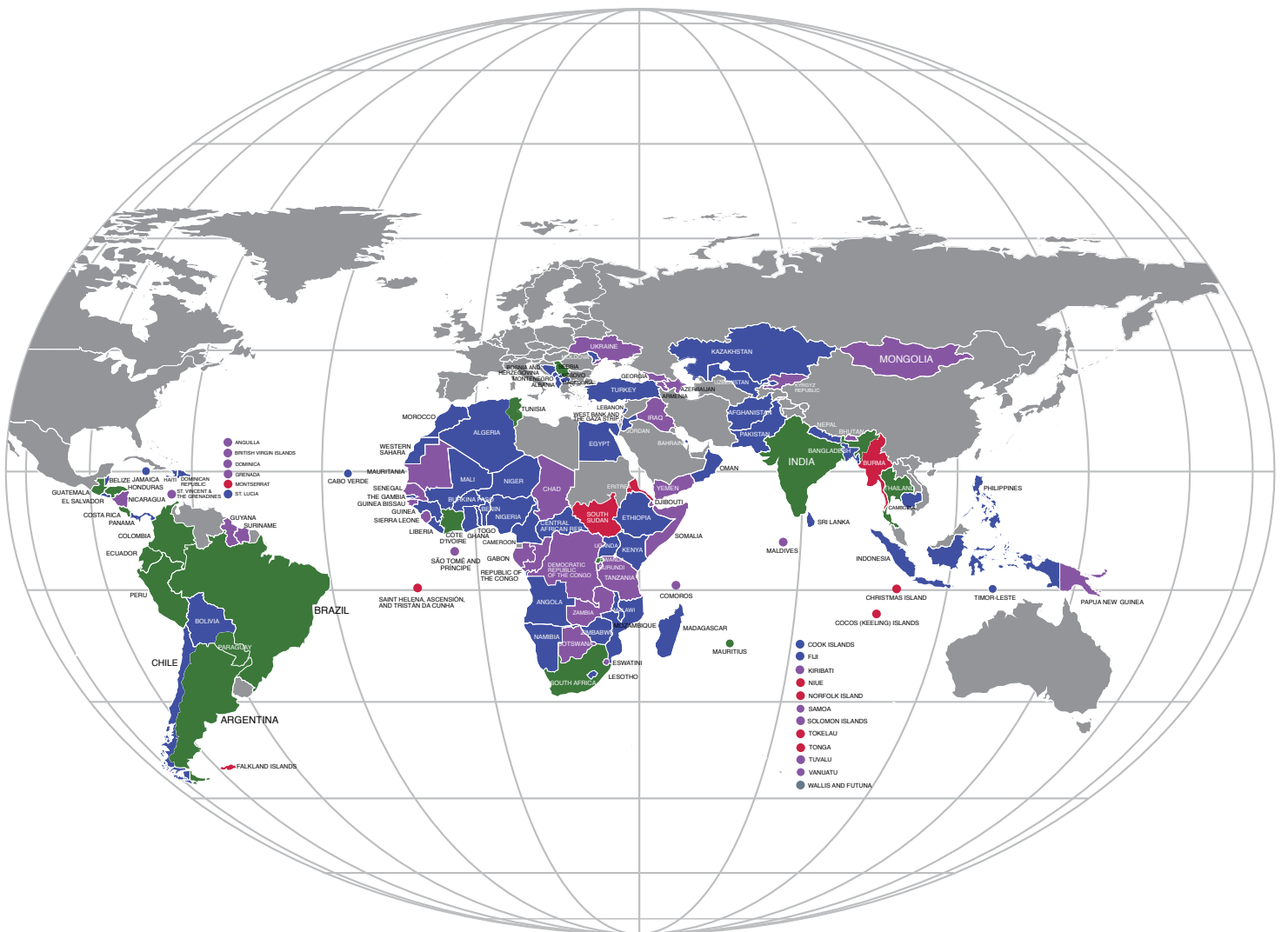
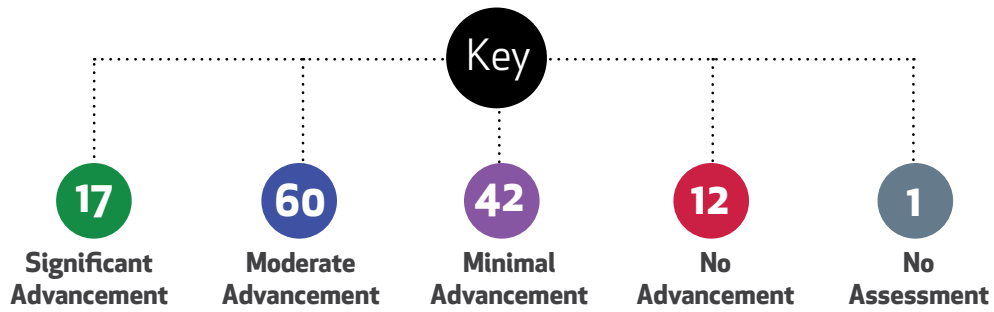
32%

9%

1%

* 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





© 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.

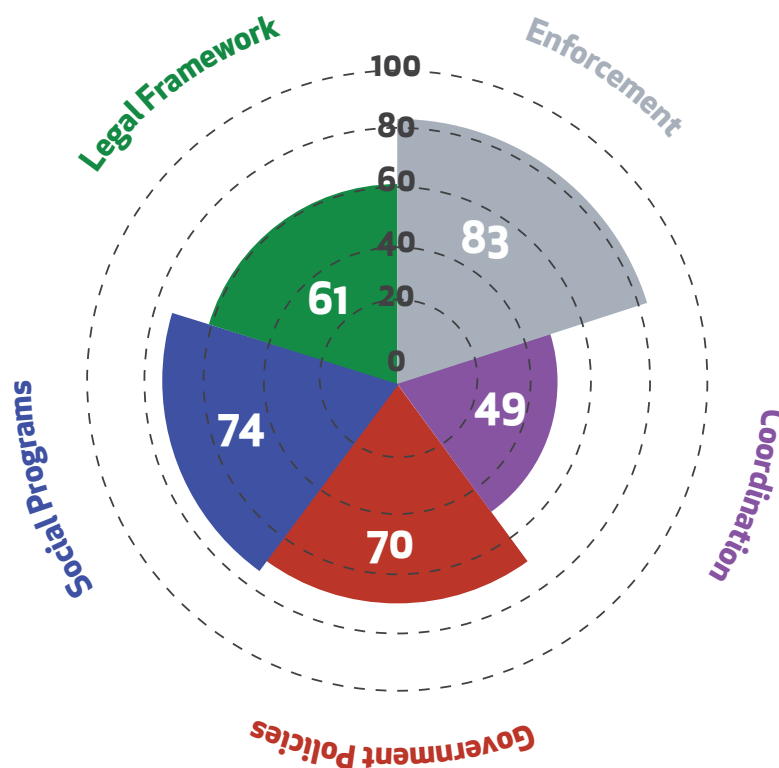
The report also details substantial gaps that remain and the considerable actions that countries need to take to continue to make progress toward eliminating child labor. The 2017 report notes that, in every region of the world,

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.^(25; 26; 27; 28; 29)

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.⁽³⁰⁾ 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



*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. 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.

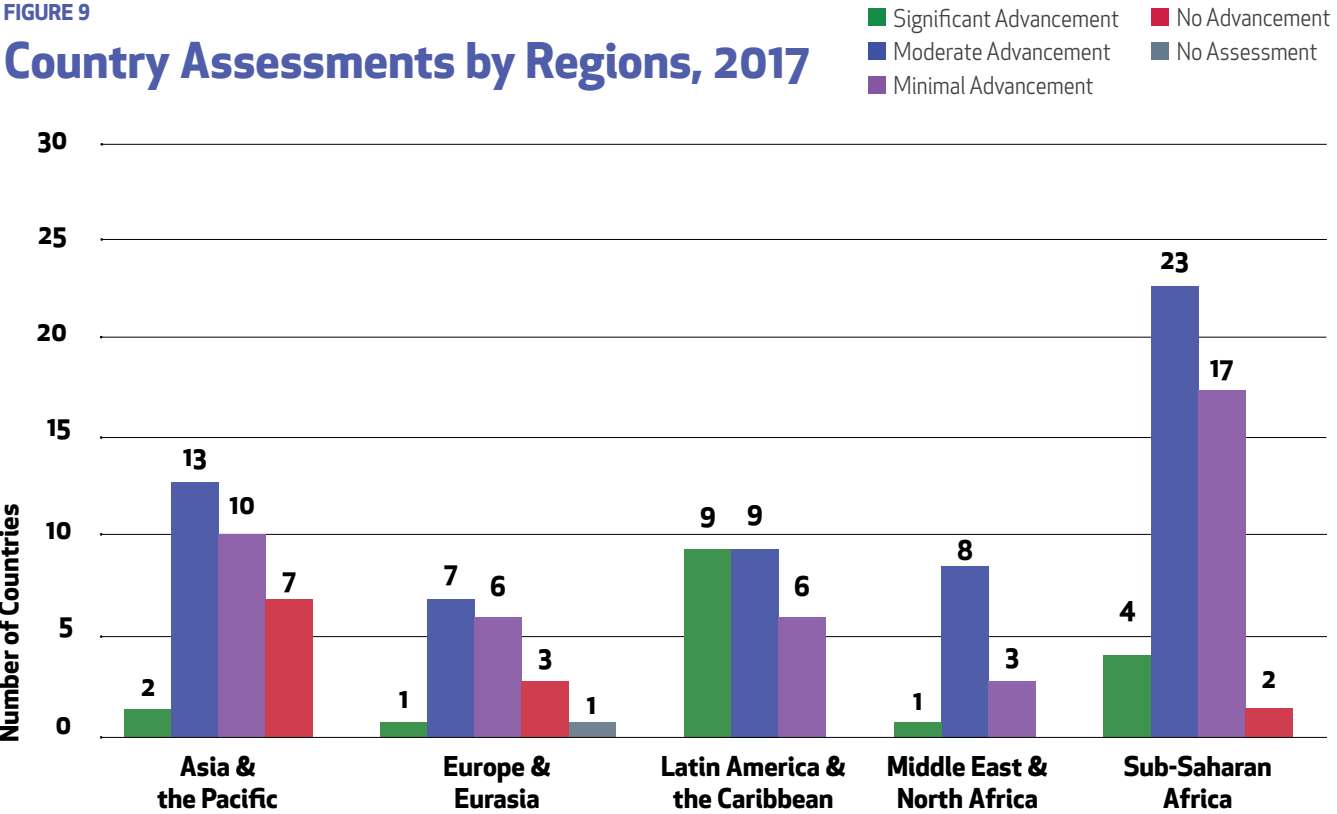


© David Price/Alamy
Six year old girl turning bricks at a brick factory in Nepal. December 19, 2008.

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, the Middle East and North Africa, and Latin America and the Caribbean.

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.⁽³¹⁾ 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.

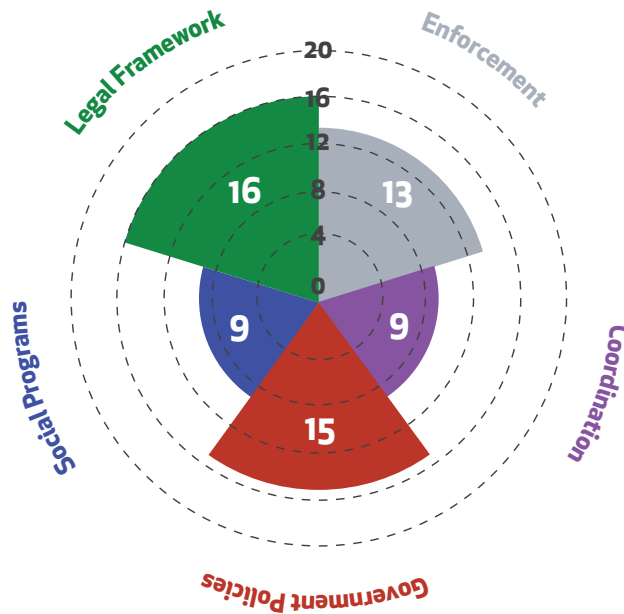
Through the My-PEC partnership, the Government of Burma has started to formulate a strategy to combat the worst forms of child labor. Furthermore, it now has child labor data, which were collected this past year as part of the National Labor Force Survey, although

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

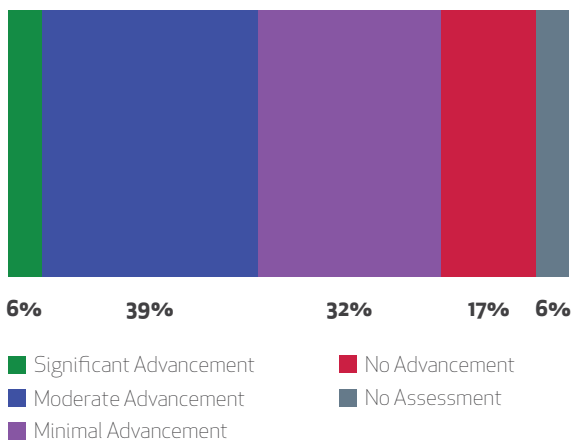
Meaningful Efforts

- 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.⁽³¹⁾ 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

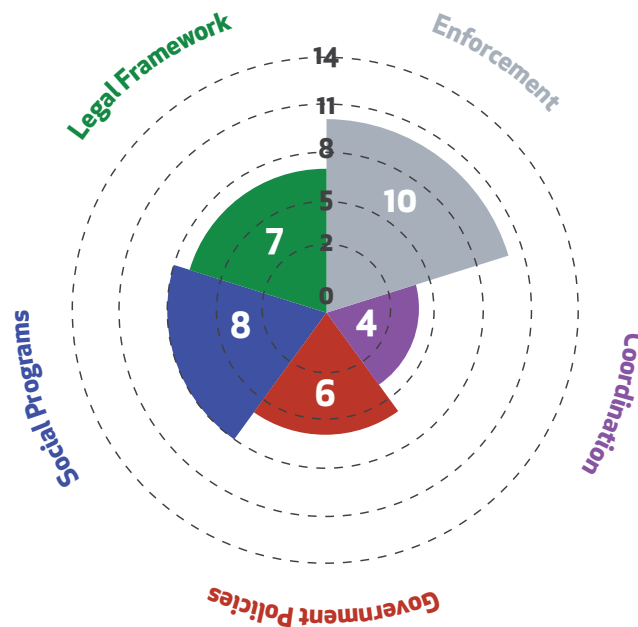
- Labor Inspectorates in some countries are not fully functioning.
- Mechanisms to coordinate efforts to address child labor are not established or do not function.
- Minorities and other disadvantaged children face barriers to access education.

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

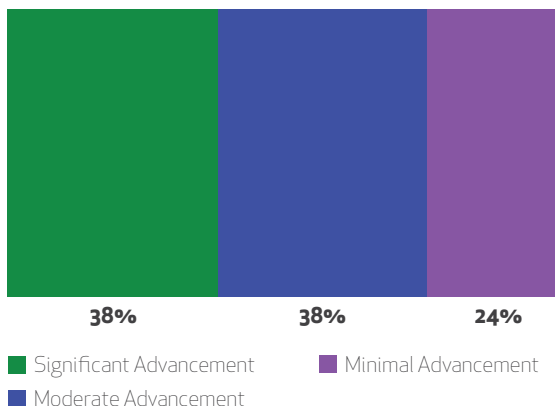
2017 Regional Outlook



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.⁽³¹⁾ 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

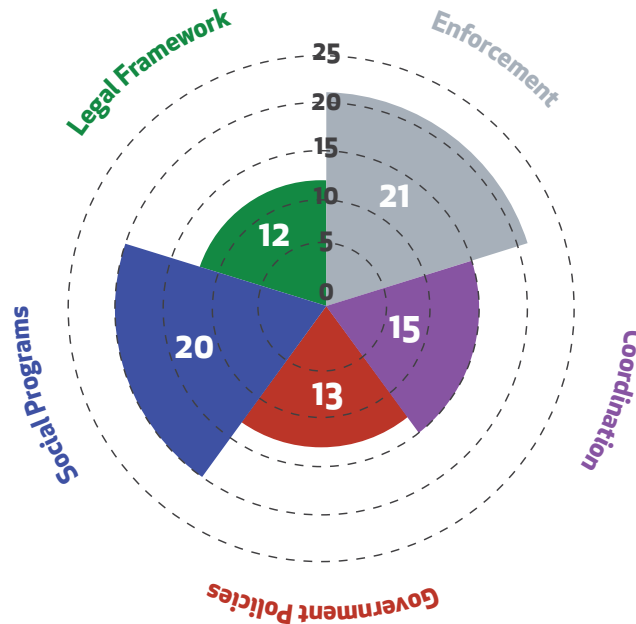
- Gaps exist within the authority or operations of enforcement agencies to monitor the informal sector.
- Prosecution levels related to the commercial sexual exploitation of children are low.
- Natural disasters, violent crime, and migration prevent children from accessing education.

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.

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

—Lizeth Mendoza, Somos Tesoro Participant



© 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 *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

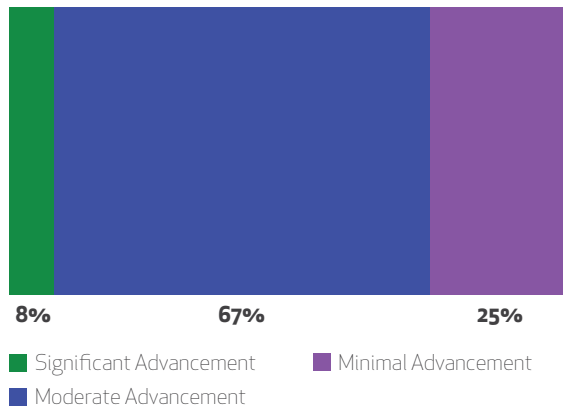
2017 Regional Outlook



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.⁽³¹⁾ 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.

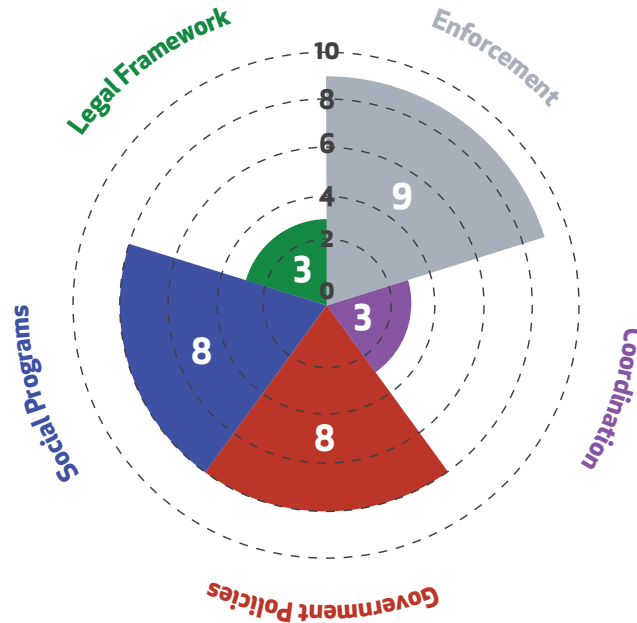
Challenges and Existing Gaps

- 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



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.

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

—Hayat, Promise Pathways participant



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

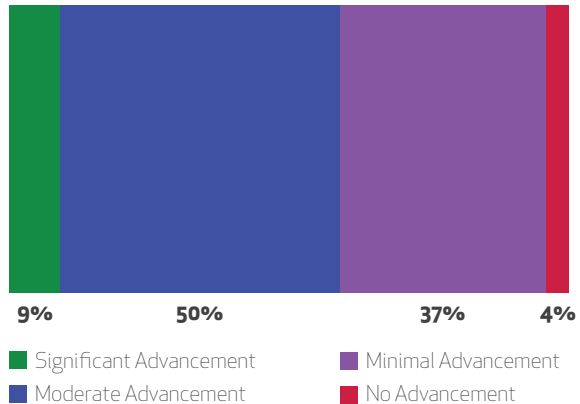
- Adopted and expanded laws that identify hazardous occupations or activities prohibited for children.
- Established new mechanisms to coordinate efforts to address child labor.
- Launched new and expanded existing social programs that aim to increase resources for youth training and development.

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

⁽³¹⁾ 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.⁽³²⁾

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

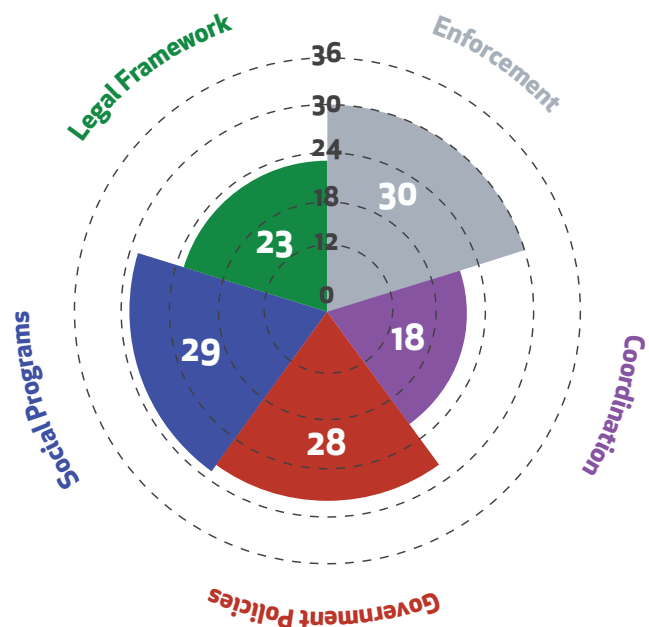
for Creative Leadership (see project description in Box 12), provide youth with training and skills that help them secure decent work opportunities.

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



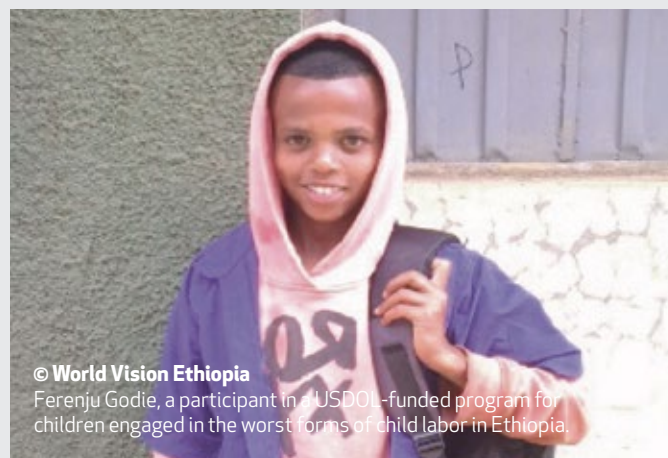
association with armed groups, and detained them for periods of up to 1 year in cells with adults, during which time they were interrogated and beaten. Somali officials continued to detain children for alleged associations with non-state armed groups, and more than 30 children were prosecuted and given 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 auto industry. Dearborn, Michigan. June 1, 2017.

The U.S. Experience

“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

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.⁽³³⁾ 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.⁽³⁴⁾



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>.

“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

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.⁽³⁵⁾

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.⁽³⁶⁾

“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

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.⁽³⁷⁾ 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.⁽³⁸⁾

"[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

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.⁽³⁹⁾ 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.⁽⁴⁰⁾



"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

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.

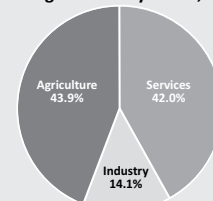
Table 1. Statistics on Children's Work and Education

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[‡]

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)
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)

- 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.^(42; 43)

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.^(42; 44)

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.⁽⁴⁵⁾ 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.⁽⁴⁶⁾ Forced labor occurs during unfree recruitment, work or life under duress, or the inability to leave the employer.⁽⁴⁷⁾

Forced child labor is a categorical worst form of child labor under ILO C. 182.⁽⁵⁾ 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.⁽⁴⁷⁾

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.⁽⁵⁾ 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."⁽⁵⁾

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.⁽⁴³⁾

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.⁽⁴⁸⁾ 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.⁽⁴⁹⁾

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.⁽⁵⁾

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.⁽⁴⁵⁾

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.⁽⁵⁰⁾

Protocol of 2014 to the Forced Labor Convention, 1930

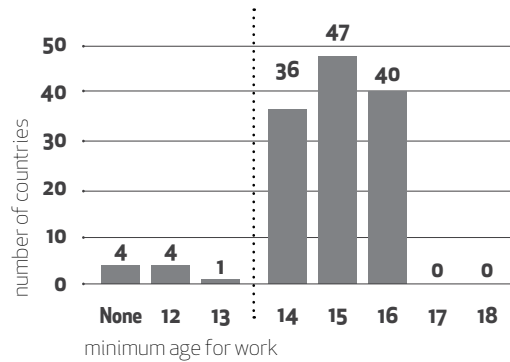
The Forced Labor Protocol requires ratifying countries to take effective measures to prevent and eliminate forced and compulsory labor, to sanction perpetrators, and to provide protections and appropriate remedies, such as compensation. It also requires ratifying countries to develop a national policy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

FIGURE 21



Minimum Age* for Work

15 years



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

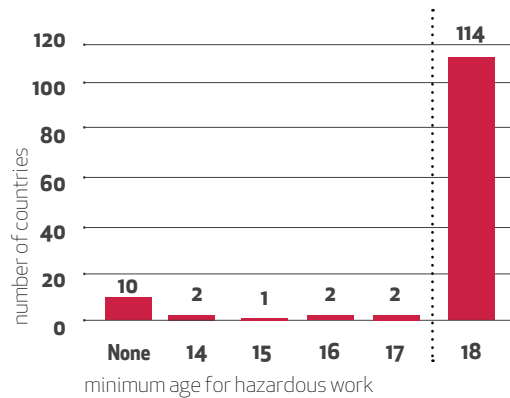
Anguilla • Belize • Bhutan • Nigeria • Niue • Norfolk Island • Solomon Islands • Tokelau • Tonga

*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



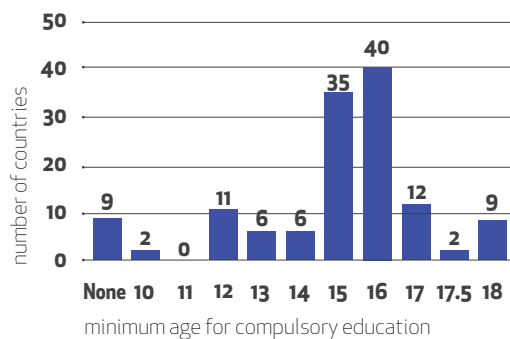
Countries that do not have a minimum age for hazardous work at 18 years

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.

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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Appendix 1.

Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
SIGNIFICANT ADVANCEMENT		
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
MODERATE ADVANCEMENT		
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
MINIMAL ADVANCEMENT		
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, 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
MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW, POLICY, OR PRACTICE THAT DELAYED ADVANCEMENT		
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Congo, Democratic Republic of	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
MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW, POLICY, OR PRACTICE THAT DELAYED ADVANCEMENT		
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
NO ADVANCEMENT		
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, Ascensión, and Tristán da Cunha	EUR	No Advancement
Tokelau	AP	No Advancement
Tonga	AP	No Advancement
NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR		
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
NO ASSESSMENT		
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 Tristán 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	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		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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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 1)?
- *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 1

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.

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
To contact us, please email GlobalKids@dol.gov



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**



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:

