

# AFRICA REGIONAL CONSULTATION

## In preparation of the V Global Conference on Child Labour

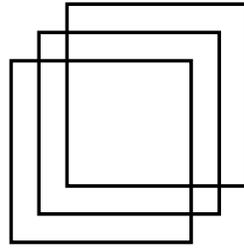
In Hybrid format in Johannesburg, 18-19 November 2021



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# SESSION 1

Joint ILO/ AU presentation on child labour statistics and key regional challenges to end child labour



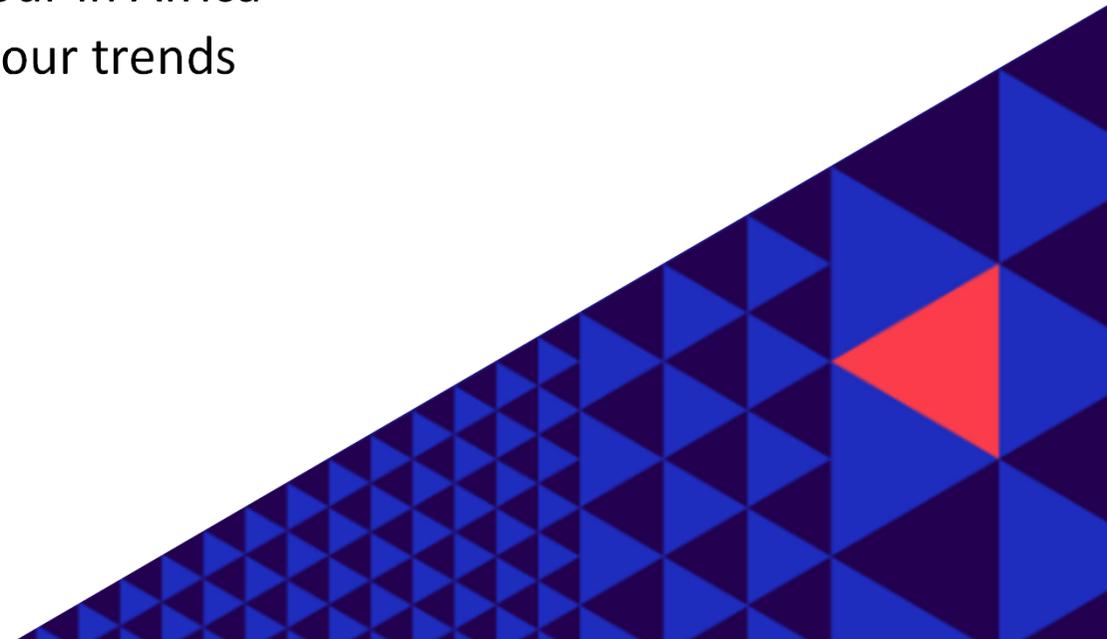
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# Part 1. Child labour in Africa

- 1.1 Definitions and legal framework
- 1.2 Data availability
- 1.3 Key characteristics of child labour in Africa
- 1.4 Available evidence on child labour trends



# 1.1 Definitions

**Child labour:** work by children below the official minimum age for employment for a given type of work:

- In general 15 years or the age of completion of compulsory schooling, if higher
- 18 years for hazardous work
- 13 years for light work

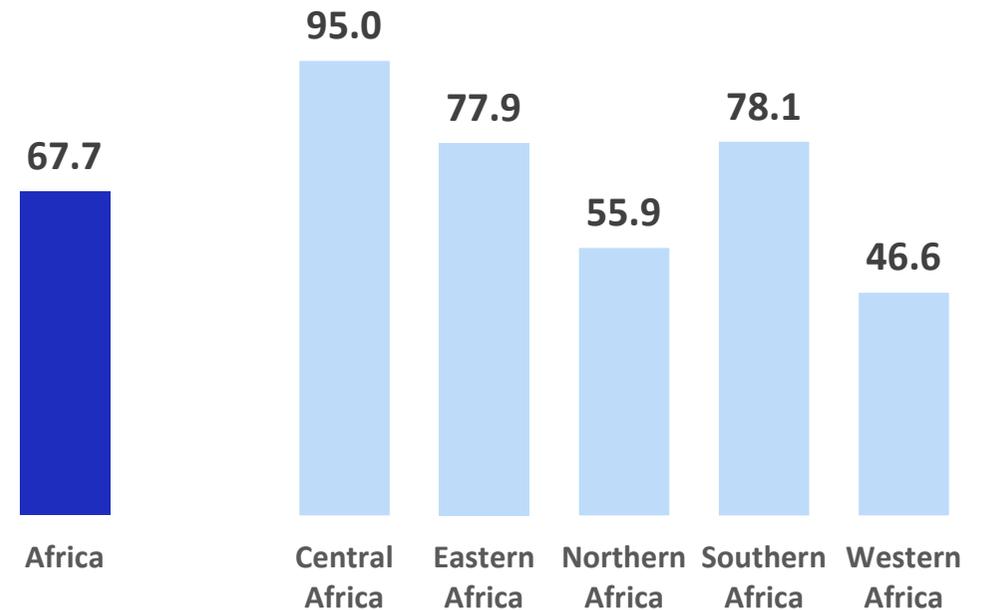
**Worst forms of child labour:**

- a. All forms of slavery or similar practices (e.g., trafficking, debt bondage and serfdom, forced labour, forced or compulsory recruitment for use in armed conflict);
- b. Use, procuring or offering of a child for prostitution or pornography;
- c. Use, procuring or offering of a child for illicit activities (esp. production and trafficking of drugs);
- d. Work likely to harm the health, safety or morals of children

## 1.2 Data availability

- The main sources of child labour data in Africa are national Child Labour Surveys, national Labour Force Surveys, Multiple Indicator Cluster Surveys, and Demographic and Health Surveys.
- Representative data for the 2016 – 2020 period is available for only about two-thirds of the total child population in Africa.
- Child labour data coverage varies considerably between the AU regions (see chart).
- Most countries lack child labour data that is comparable over time.

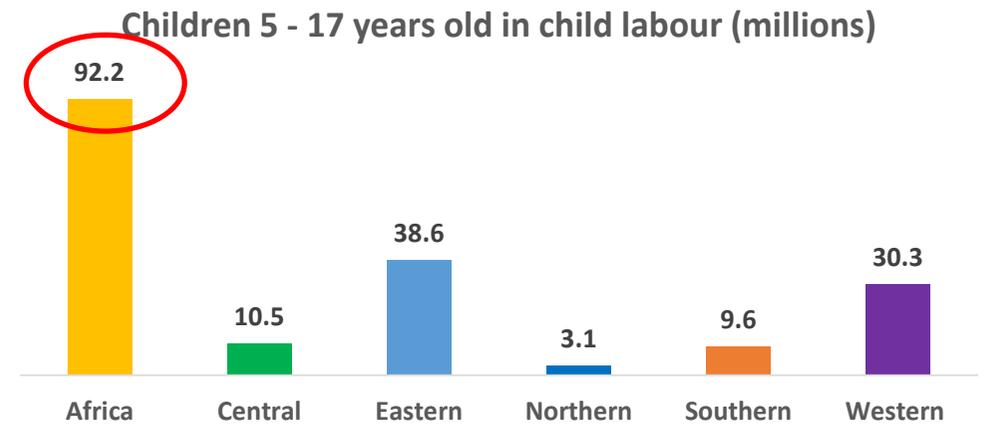
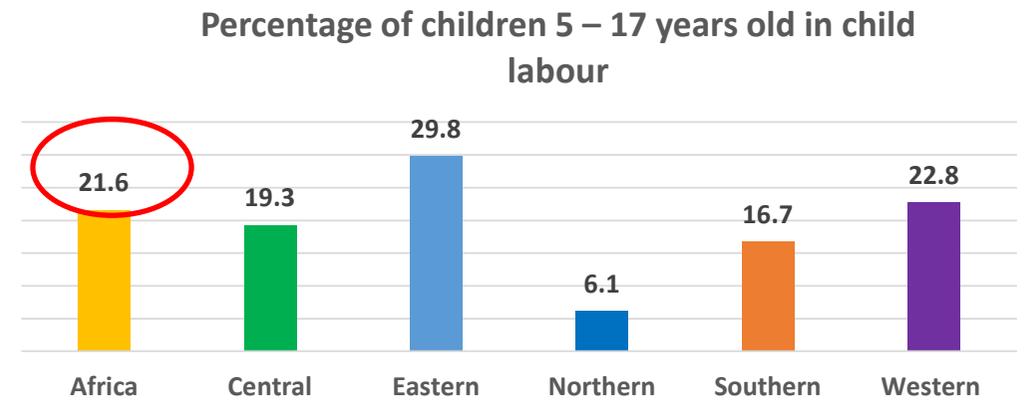
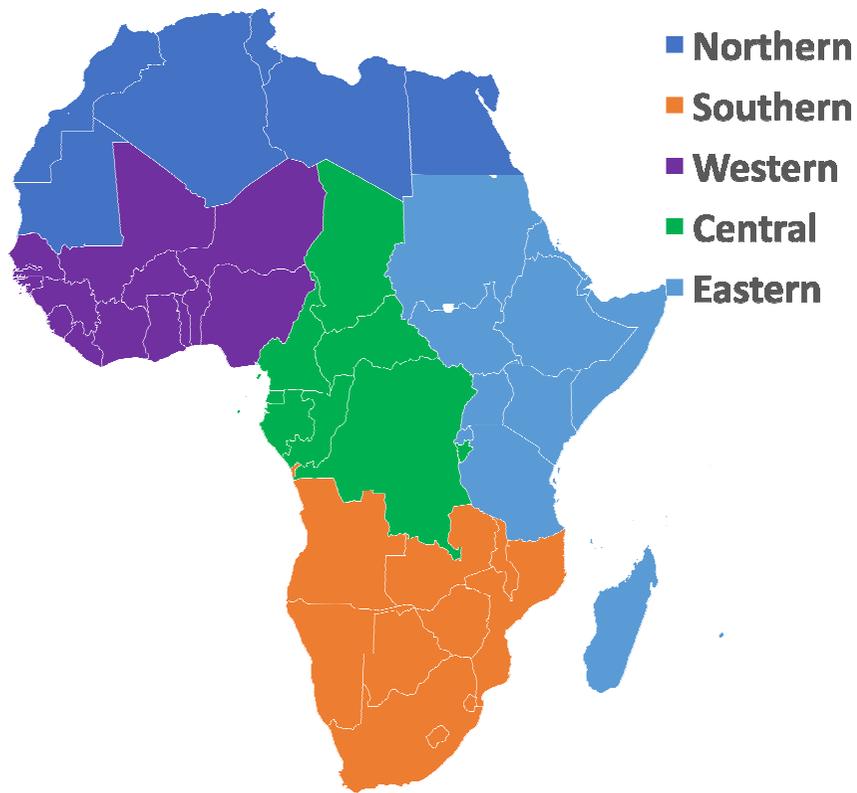
Percentage of child population for which representative data are available for the 2016 - 2020 period



## 1.3 Resumé of key characteristics of child labour

- Child labour is more prevalent in Africa's **middle belt** than in the northern and southern regions.
- Child labour is prevalent among children in all age groups ; however, most child labourers are **very young**.
- Child labour is **more prevalent among boys than girls**; however, the gender gap narrows when household chores are taken into account.
- Child labour is **predominantly a rural and agricultural phenomenon**; however, certain forms such as child domestic work are more common in urban areas.
- Child labour occurs predominantly in **family production units/family-based enterprises**, particularly in subsistence and small-scale agriculture.
- Many children in child labour are doing **hazardous work**.
- Many children in child labour are **combining school with work**; large numbers are out of school.

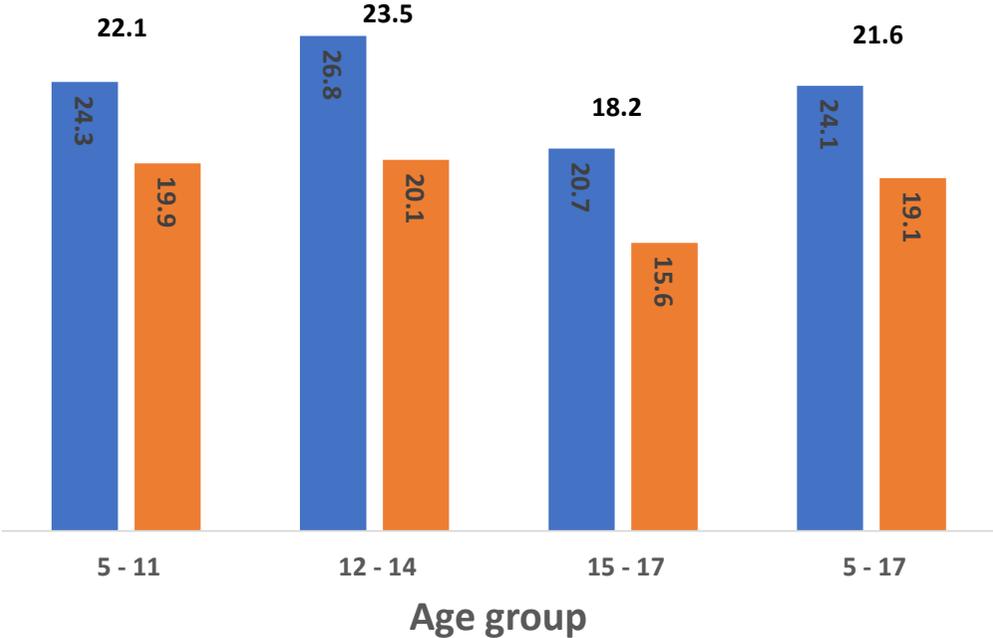
# 1.3.1 Child labour levels by AU Region



# 1.3.2 Most child labourers are very young

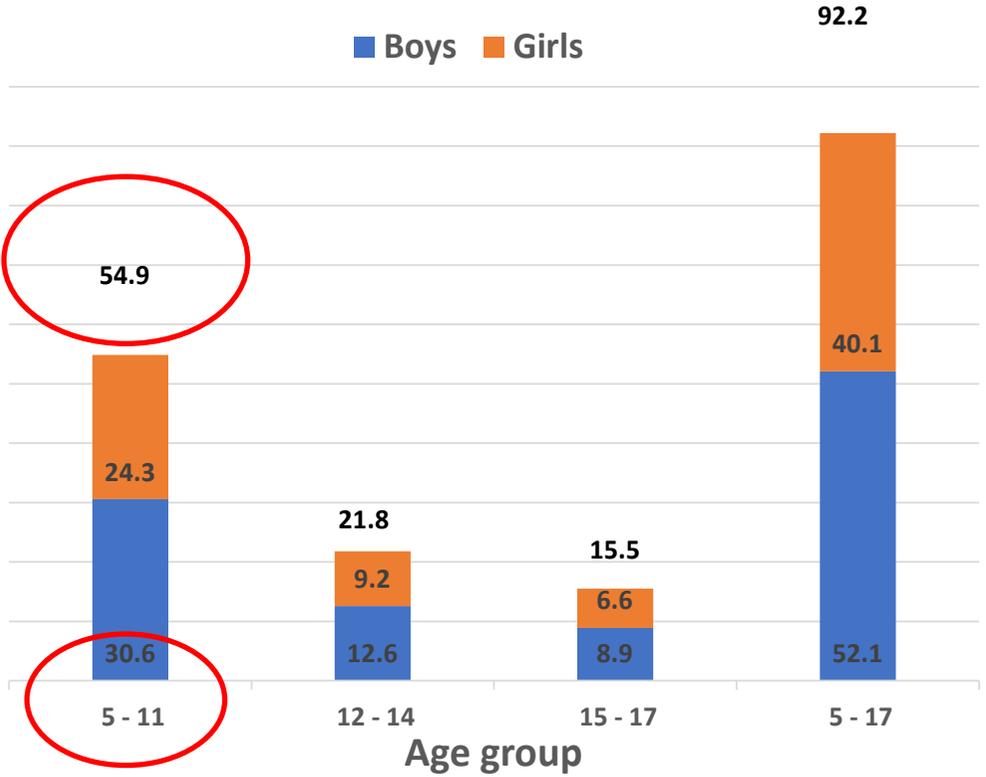
Percentage of children in child labour by age and sex

Boys Girls



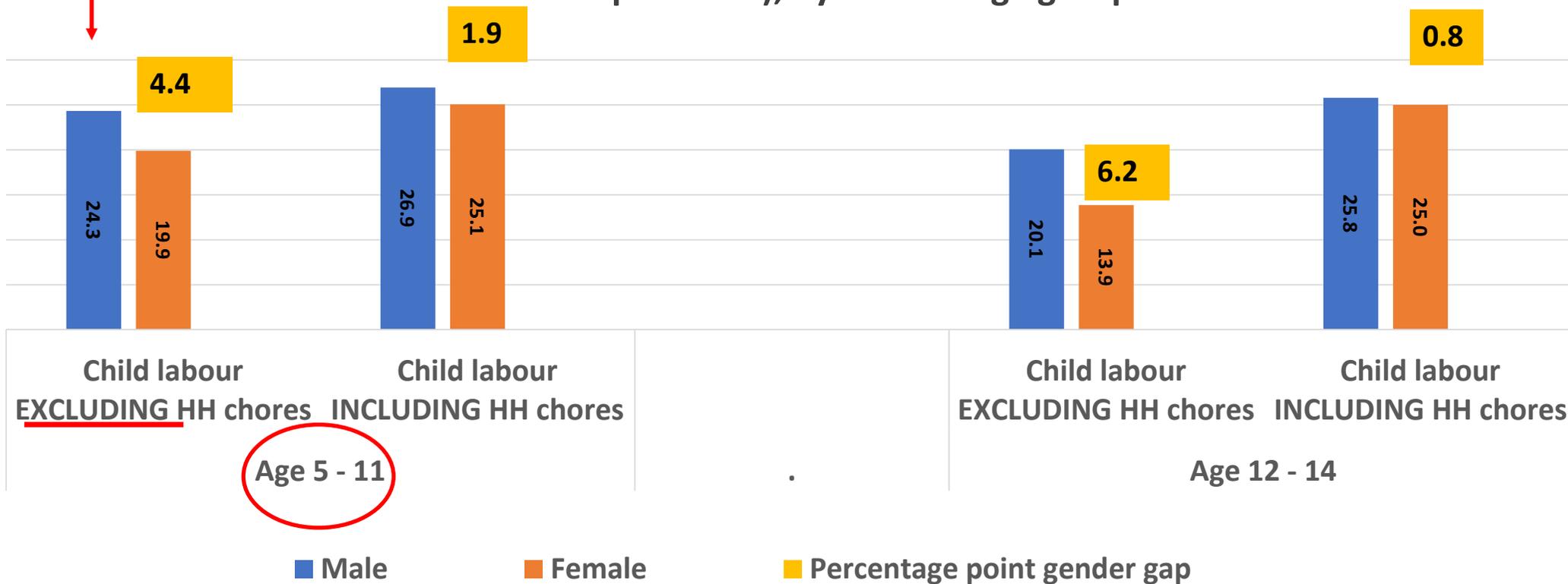
No. of children in child labour by age and sex (millions)

Boys Girls



# 1.3.3 Child labour is more prevalent among boys than girls...however, girls work is often undercounted

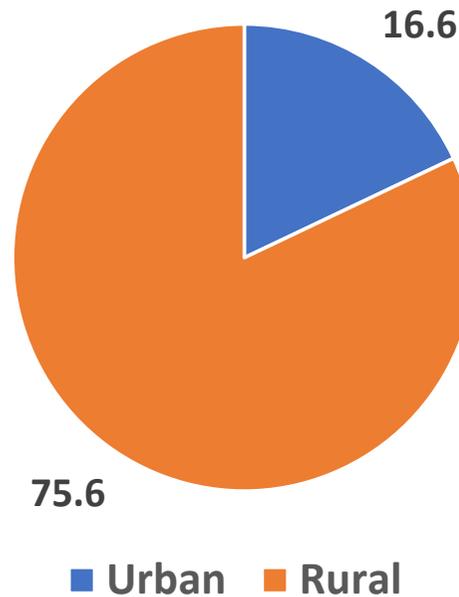
Percentage of children in child labour (including and excluding household chores of 21 hours or more per week), by sex and age group



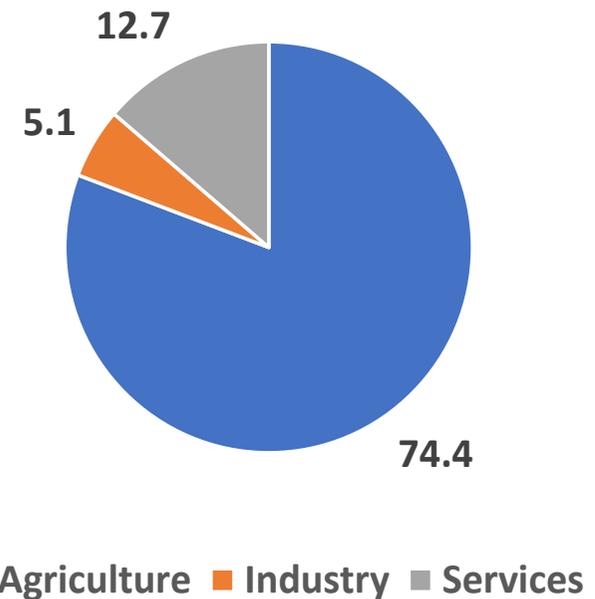
## 1.3.4 Child labour is predominantly a rural and agricultural phenomenon

- 82 % of children in child labour live in rural areas (75.6 million)
- 80.7 % of children in child labour work in agriculture (74.4 million)

Distribution of child labourers aged 5 - 17 years by residence type (millions)



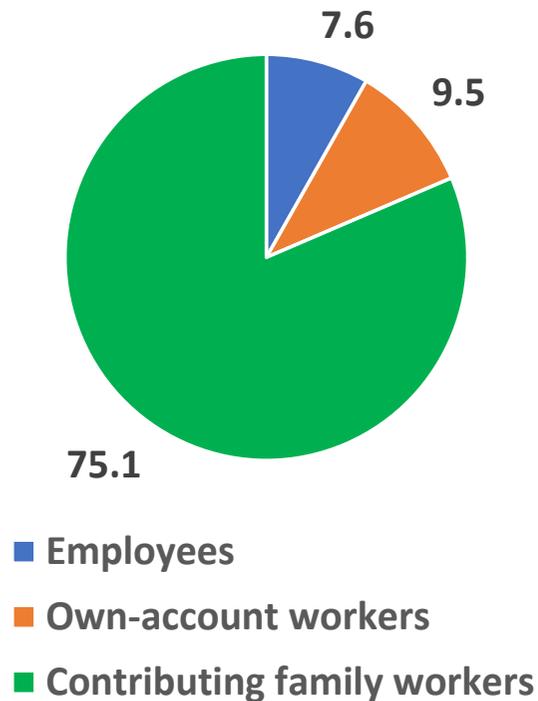
Distribution of child labourers aged 5 - 17 years by sector of economic activity (millions)



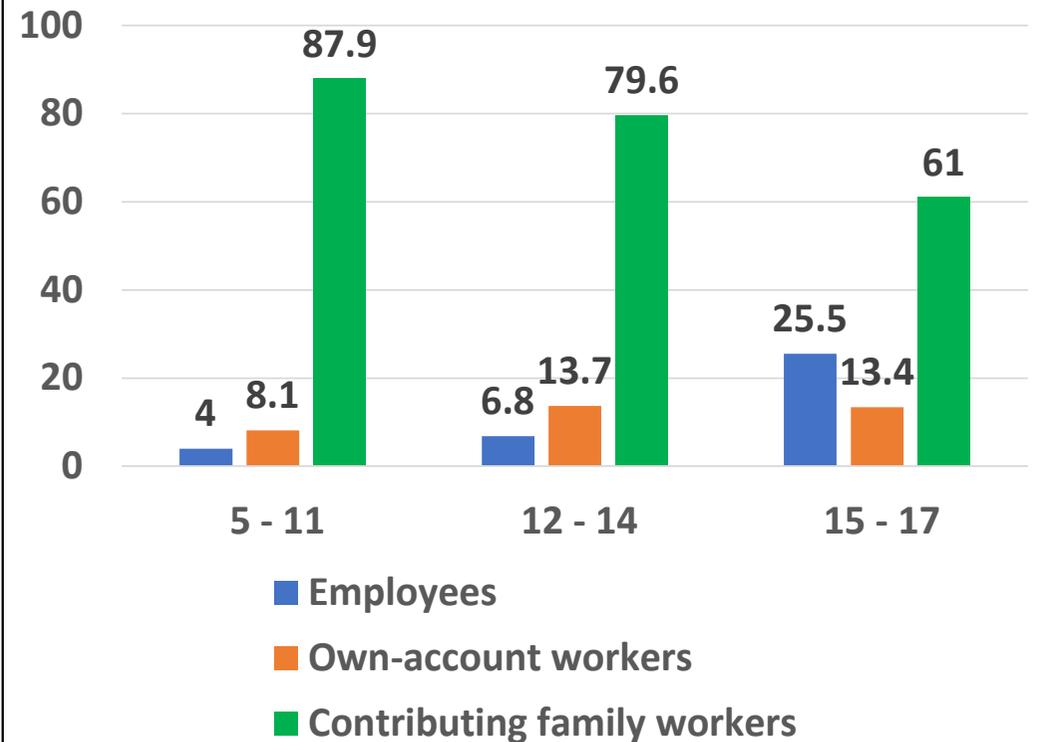
# 1.3.5 Child labour occurs predominantly in family production units

- 81.4 % of children in child labour are contributing family workers (75.1 million)
- The proportion of contributing family workers decreases with age group, in favour of work as employees.

Distribution of child labourers by status in employment (millions)



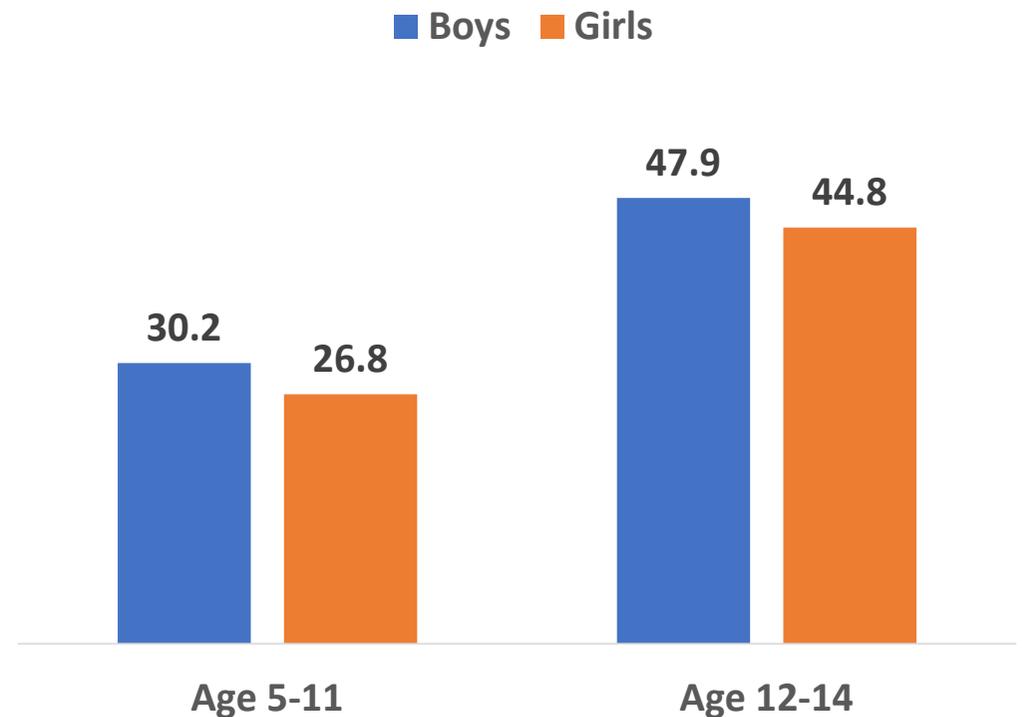
Distribution of child labourers by status in employment and age group (%)



## 1.3.6 Many child labourers are doing hazardous work [1/2]

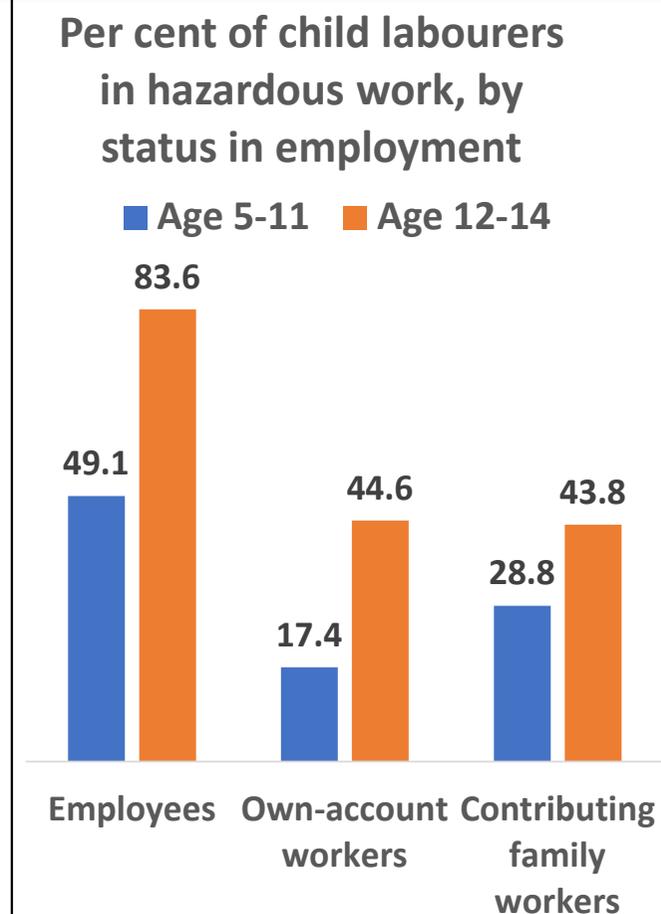
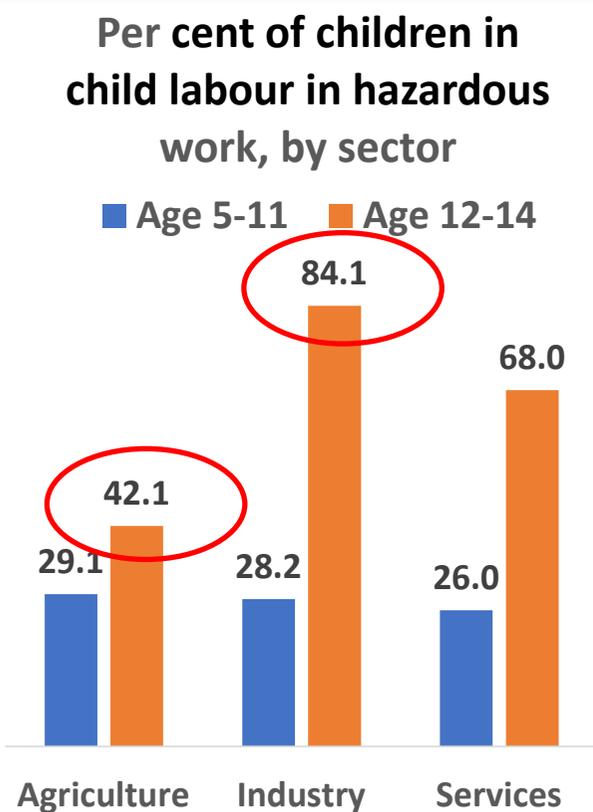
- 28.7 % of children in child labour aged 5 - 11 and 46.6 % of those aged 12 – 14 are in hazardous work.
- The proportions are slightly higher for boys than for girls, but the levels are substantial for both.

Percentage of child labourers doing hazardous work, by age and sex



## 1.3.6 Many children in child labour are doing hazardous work

- The proportions of children in hazardous work are higher in industry and in services than in agriculture
- A much higher proportion of child labourers working as employees are in hazardous work than own-account workers and contributing family workers

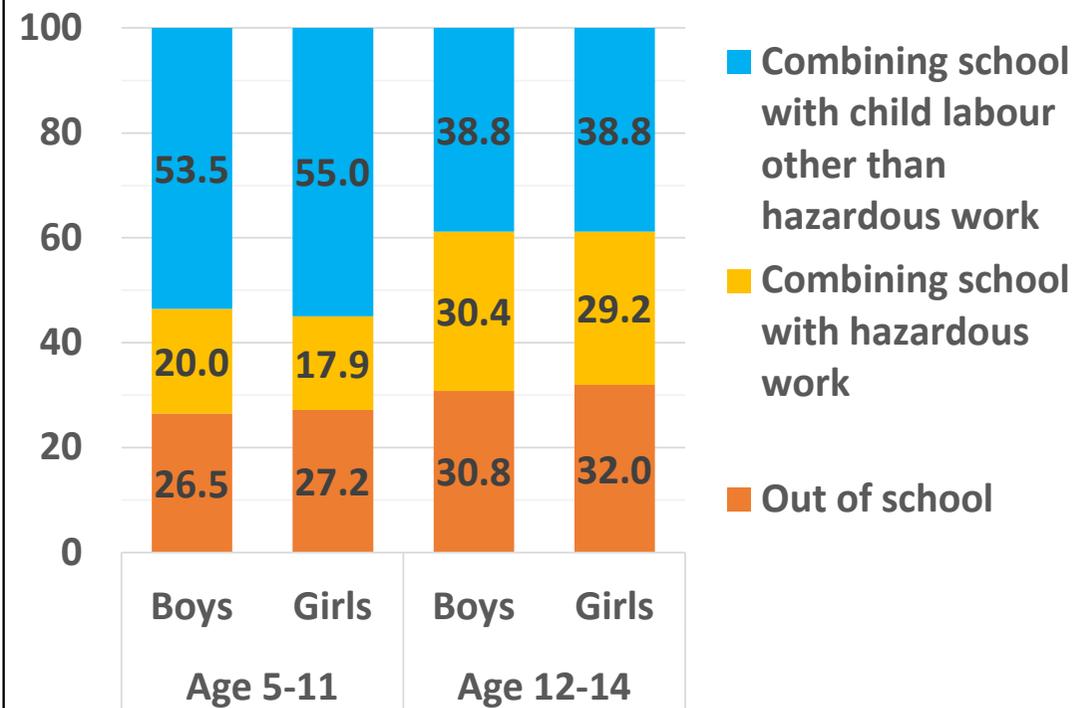


## 1.3.7 Many child labourers are combining school with work; large numbers are out of school

Among children in child labour

- More than a quarter of children in child labour aged 5 - 11 years and nearly a third of those aged 12 – 14 years are out of school (orange)
- 19 % of children in child labour in the 5-11 age group and nearly 30 % of those in the 12-14 age group are carrying out hazardous work while attending school (yellow)

Per cent distribution of child labourers aged 5-14 years by sex and school attendance

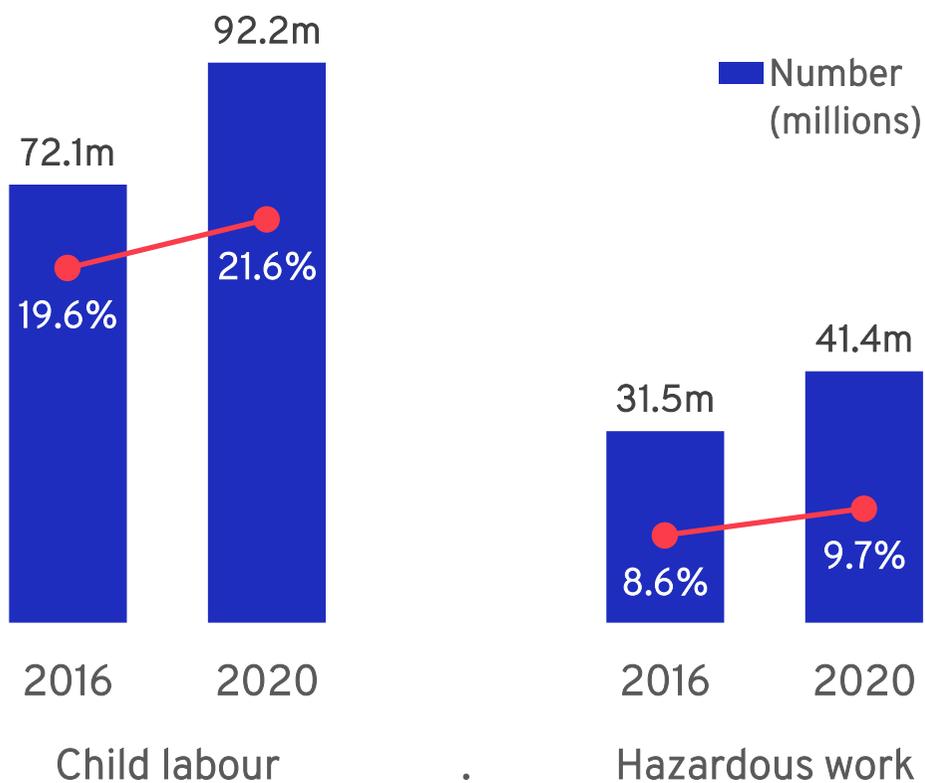


## 1.4 Available evidence on child labour trends

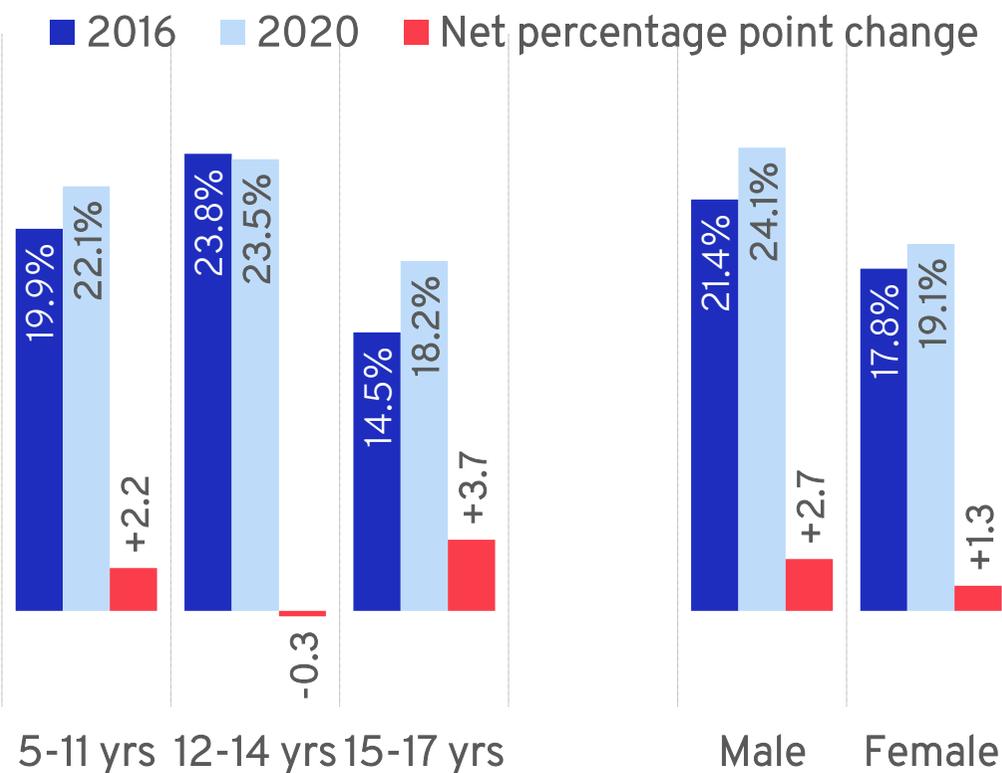
- ILO analysis indicates child labour increased between 2016 and 2020, both in terms of the proportion of children involved and the number of child labourers.
- Few countries have data that are comparable over time for use in estimating trends.

# 1.4.1 ILO estimates of child labour trends in Africa

No. and per cent of children in child labour and hazardous work, 2016 and 2020, Africa



Per cent of children in child labour, by age group and sex, 2016 and 2020



# Part 2. Key development challenges affecting child labour in Africa

- 2.1 Introduction to factors underlying the child labour problem in Africa
- 2.2 Poverty, vulnerability and inequality
- 2.3 Access to education
- 2.4 Predominance of agricultural and informal employment
- 2.5 Inadequacy of social protection
- 2.6 Other important causal factors
- 2.7 COVID-19, conflicts and effects of climate change



## 2.1 Introduction to factors underlying child labour in Africa

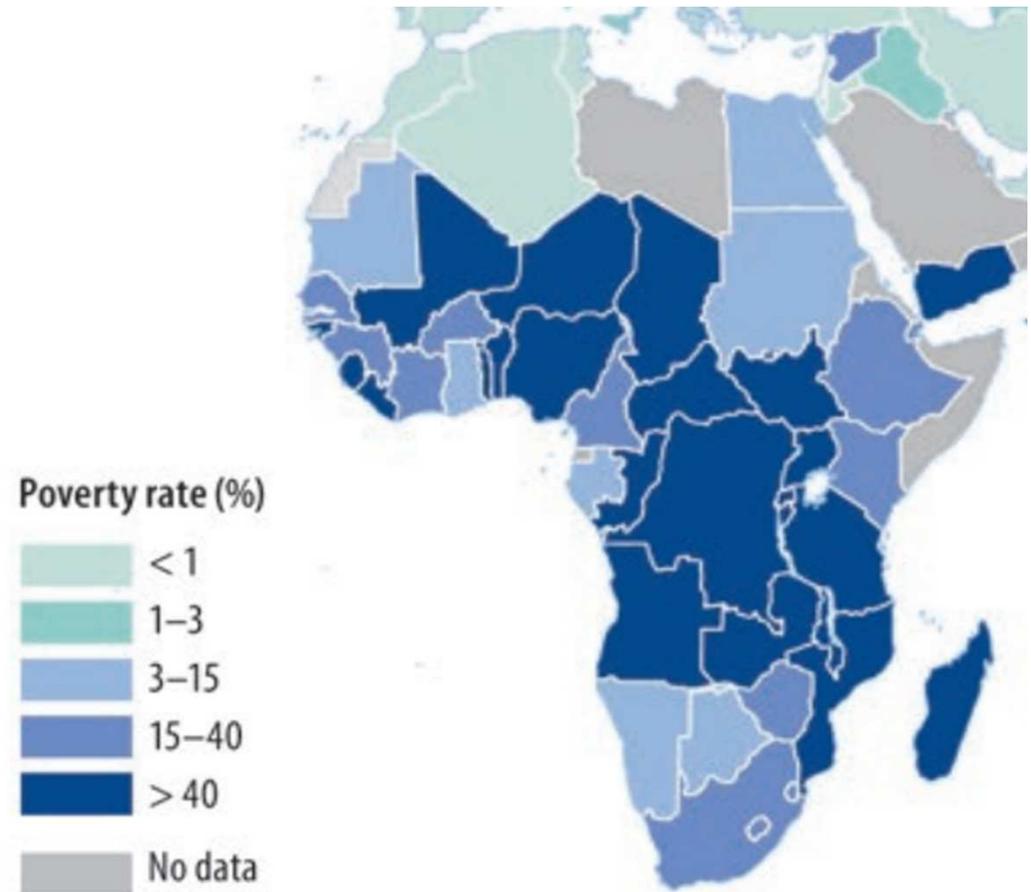
The high concentration of child labour in rural areas in agriculture and in family or own-account production units underscores its close link with poverty and related factors such as informal employment.

The major root causes of child labour include:

- **Widespread poverty** linked to the predominance of subsistence farming and the informal economy;
- Poor access to social services such as quality education and health care;
- **Vulnerability to external shocks** in the absence of adequate social protection and social safety nets;
- **Socio-cultural factors** such as gender roles and gender inequality, practices such as child fostering, and lack of awareness of child labour and the risks faced by child labourers;
- Additional risk factors such as **precarious migration**, **conflict** and disruptions linked to **climate change**; and
- Institutional factors such as inadequate laws and weak law enforcement.

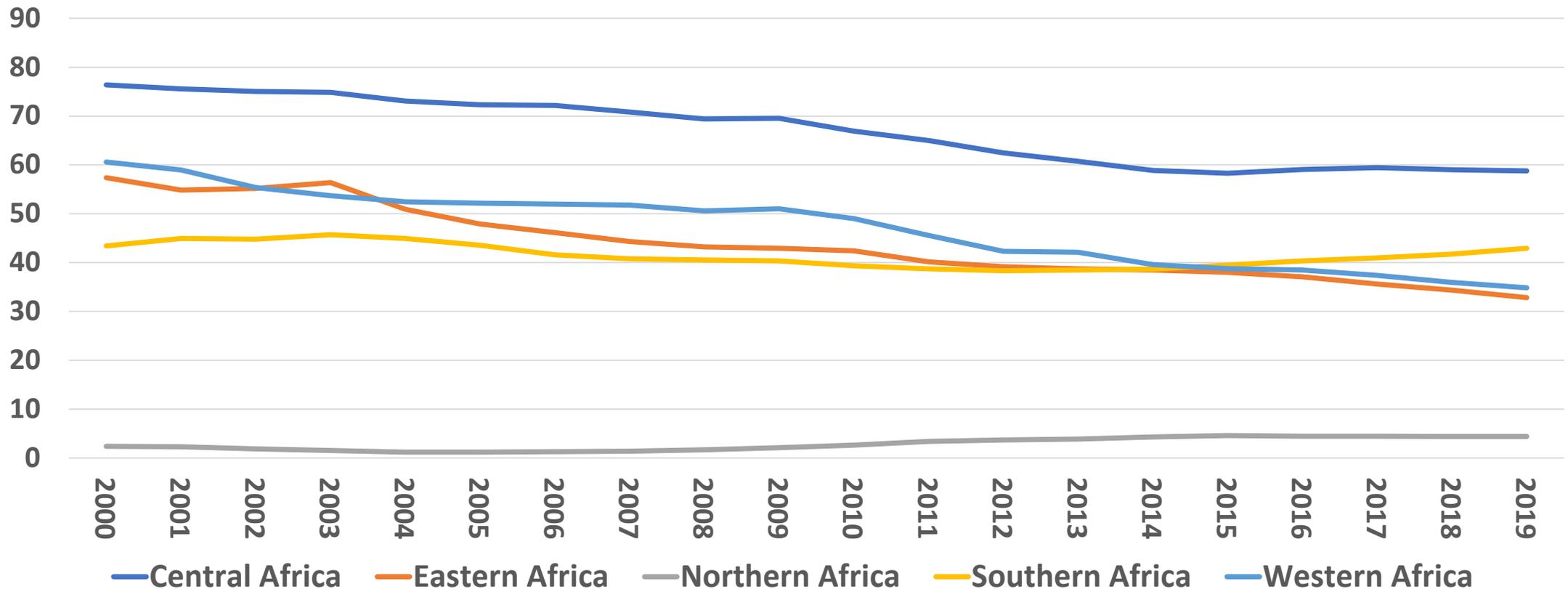
## 2.2 Large proportions of the population are poor Distribution of extreme poverty

Central, Eastern and the northern parts of Western Africa have the highest levels of extreme poverty. Northern Africa has the lowest levels, with Southern Africa in between



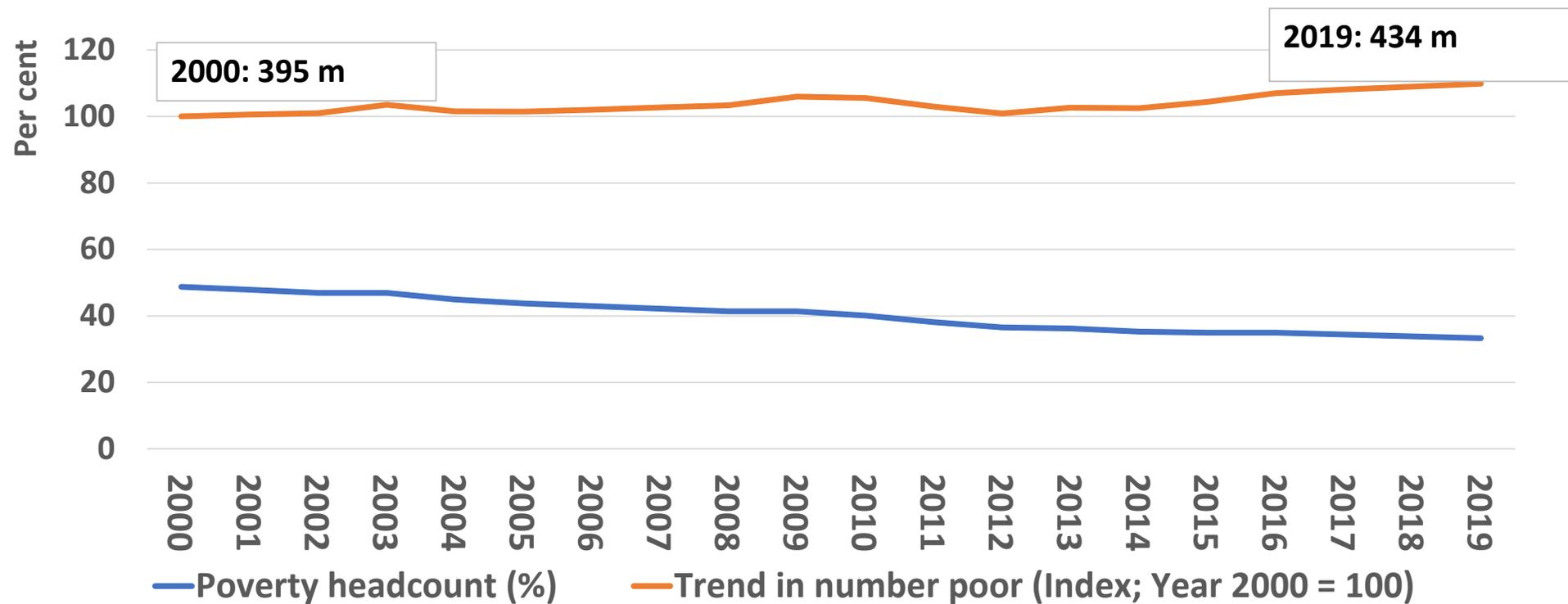
## 2.2.1 Decline in extreme poverty has slowed in all AU Regions

Poverty headcount at \$1.90 PPP by AU Region, 2000 - 2019 (%)



## 2.2.2 The numbers of extreme poor have continued to rise

Africa, Poverty headcount ratio and numbers poor at \$1.90 PPP



## 2.3.1 There has been a substantial improvement in access to education

The [proportion of children out of school decreased in Africa](#)

(reduction by 60 % at the Primary levels between 1990 and 2018 in Sub-Saharan Africa)

- However, [progress has not been fast enough](#) in Sub-Saharan Africa, with rapid population growth and, in some countries, conflict, natural disasters and other factors constituting challenges. [Many millions of children of school-going age remain out of school.](#)

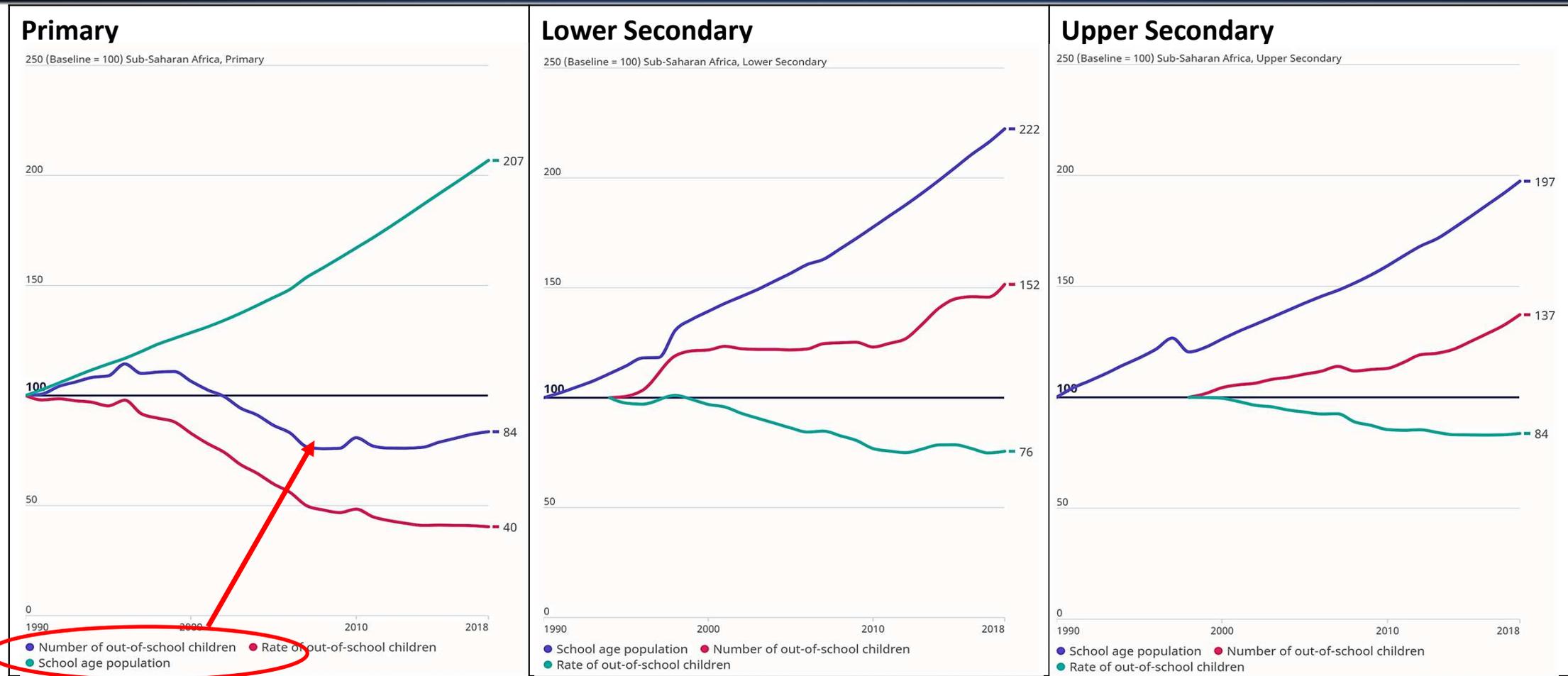
## 2.3.2 Millions of children are out of school

Children out of school in Sub-Saharan Africa, 2018

	Out-of-school Rate (%)			Number out of school (millions)		
	Both sexes	Male	Female	Both sexes	Male	Female
Primary	18.8	16.3	21.4	32.2	14.1	18.1
Lower Sec.	36.7	35.3	38.1	28.3	13.7	14.5
Upper Sec.	57.5	54.5	60.5	37.0	17.7	19.3
Primary, Lower & Upper Sec.	31.2	28.9	33.6	97.5	45.5	52.0

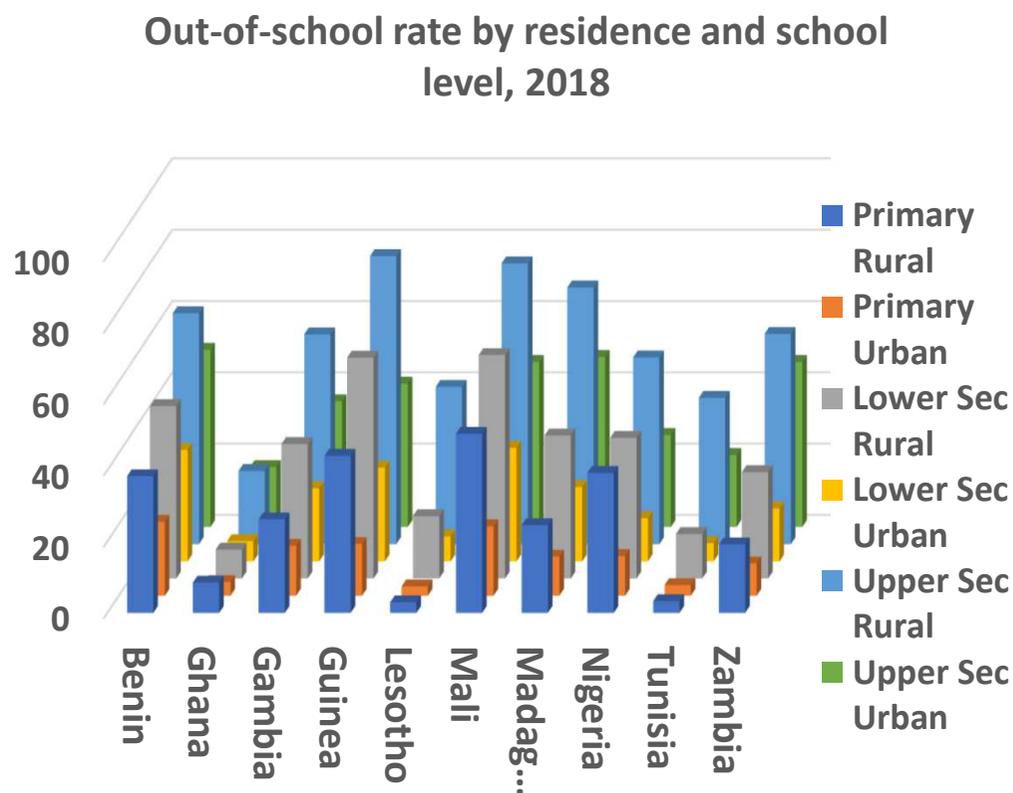
# 2.3.3 Progress has not been fast enough

Children out of school, out-of-school rate and school-going population, Sub-Saharan Africa 1990 - 2018



## 2.3.4 Big inequalities persist in access to education

- The **relative rural disadvantage** is real in all countries, especially at the Secondary level
- The traditional **disadvantage of girls** is evident at all levels in most of the countries.
- Moreover, **these disadvantages are often cumulative**, with girls in poor rural households usually having the least access.

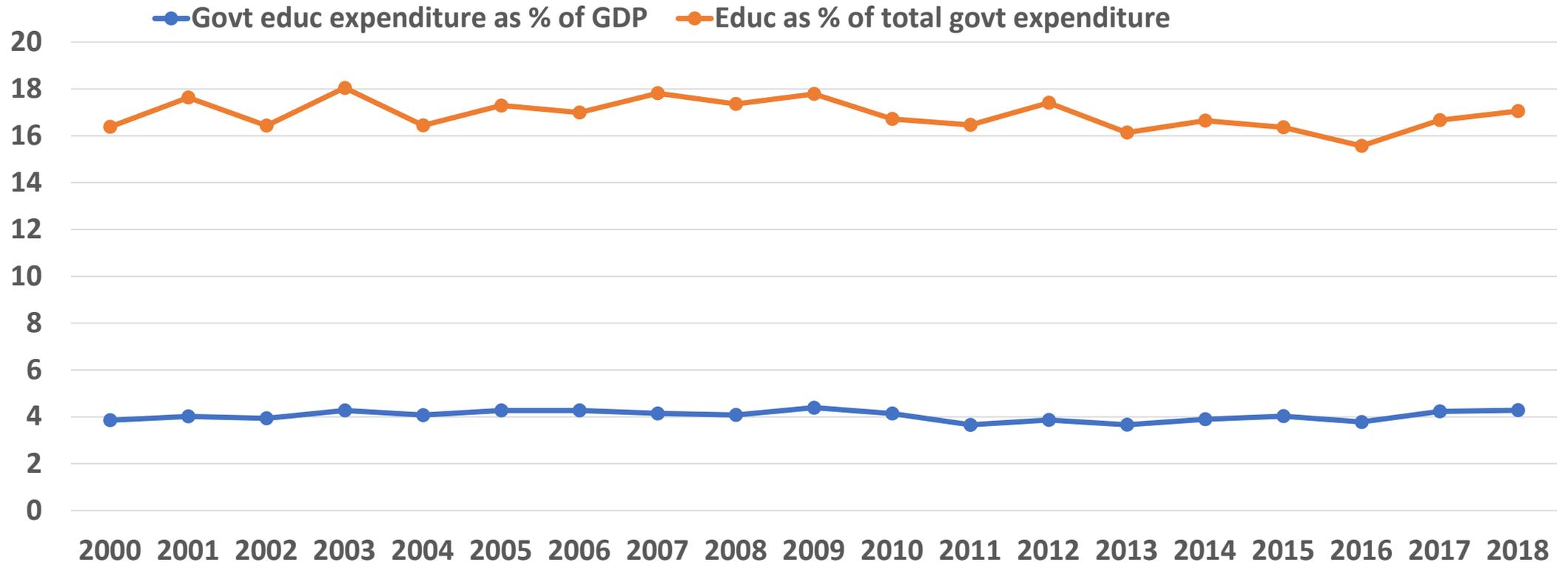


## 2.3.5 School completion rates remain low

- Completion rates are relatively low, even at the lower levels of education.
- Factors responsible for high drop-out rates include the existence of important quality gaps in relation to infrastructure, teaching/learning materials, and teaching and learning outcomes, and affordability, all of which affect perceptions about expected returns to schooling.

## 2.3.6 Government expenditure on education has been relatively flat despite growing need

Government expenditure on education as share of GDP and of total government expenditure



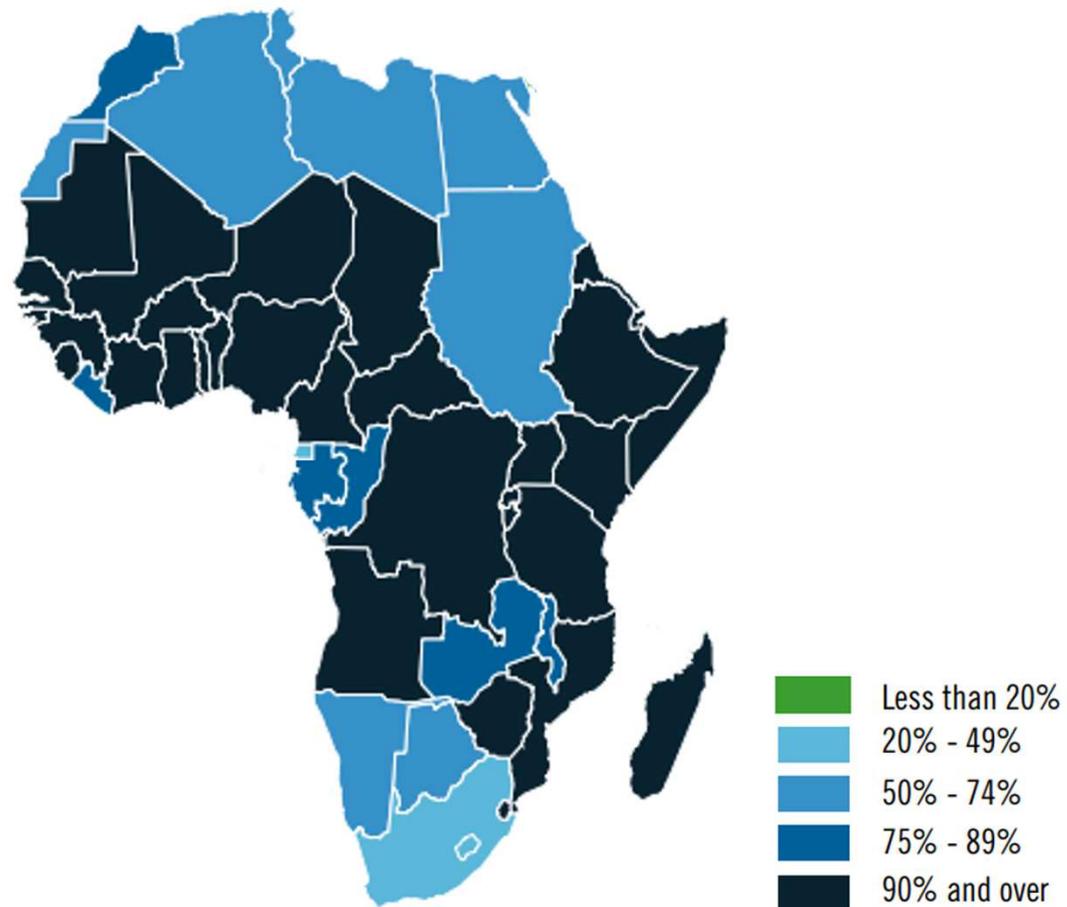
## 2.4 Predominance of agricultural and informal employment

- Most child labour takes place within the informal economy
- Though there is a wide variety of situations/conditions, **most employment in the informal economy** is characterized by precarity, low pay (or low income), poor occupational safety and health conditions, and other decent work deficits.

## 2.4.1 Regional differences in level of informal employment

Region	Total	Female	Male	Rural	Urban
Africa	85.8	89.7	82.7	88.3	76.3
Central Africa	91.0	95.2	87.1	84.8	89.0
Eastern Africa	91.6	94.0	89.1	90.6	80.0
Northern Africa	67.3	62.2	68.5	75.6	58.1
Southern Africa	40.2	42.4	38.4	57.1	32.7
Western Africa	92.4	95.0	89.8	95.2	87.3

## 2.4.2 Proportion of informal employment in total employment



## 2.5 Inadequacy of Social Protection

- The COVID-19 pandemic has demonstrated the value of, and need for, adequate social protection in all countries.
- 46.9 % of the global population are effectively covered by at least one social protection benefit (SDG 1.3). However, there are **wide disparities between (and within) the world regions** [1]:
  - Africa: 17.4 %
  - Arab States: 40 %
  - Asia and the Pacific: 44.1 %
  - Americas: 64.3 %
  - Europe and Central Asia: 83.9 %.
- **Lack of social protection results in vulnerability among the poor**, particularly for informal economy workers and, especially, women. [2]
- There is a **strong relationship between the share of GDP spent on public social protection programmes and the level of poverty**.

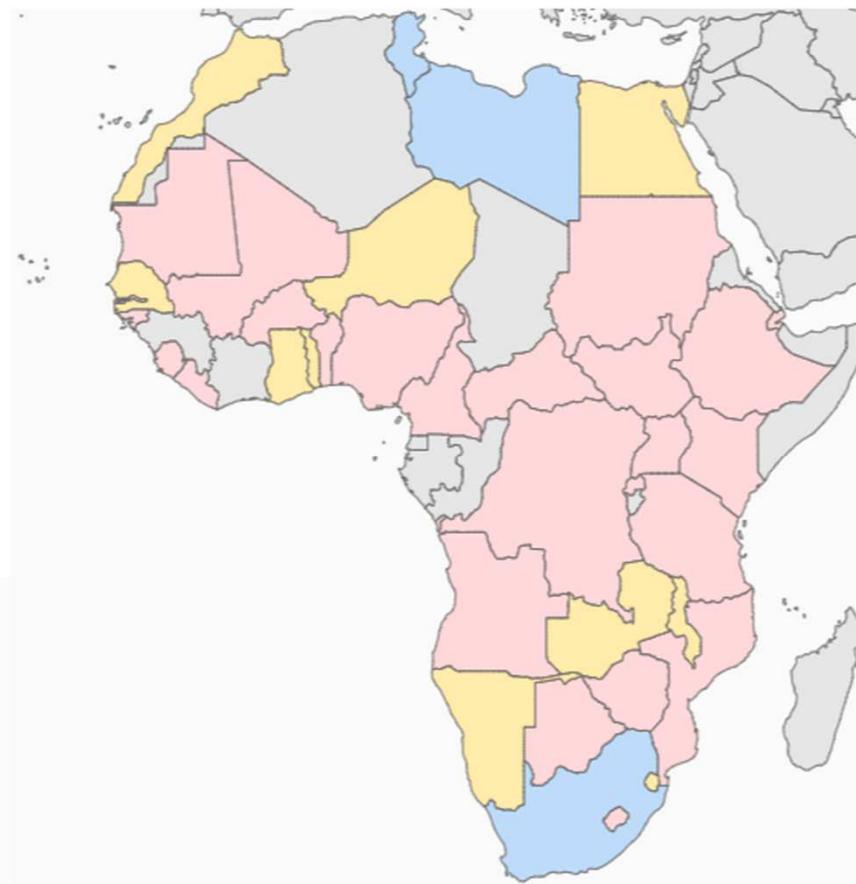
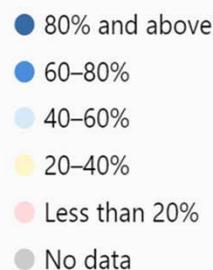
## 2.5.1 Rates of effective coverage of social protection in Africa are low [1/2]

Type of social protection system	% covered
Population covered by at least one social protection benefit (excl. health) [SDG 1.3.1]	17.4
Children	12.6
Mothers with new-borns	14.9
Workers in case of work injury	18.4
Persons with severe disabilities	9.3
Unemployed	5.3
Older persons	27.1
Labour force covered by pension scheme (active contributors)	13.4
Vulnerable persons covered by social assistance	9.3
Universal health coverage [SDG 3.8.1]	47.9

## 2.5.1 Rates of effective coverage of social protection in Africa are low [2/2]

Proportion of population covered by at least one social protection benefit (SDG 1.3.1)

17.4% Population covered by at least one social protection benefit (excl. health) [SDG 1.3.1]



## 2.5.2 Types of child and family social protection schemes

Social protection schemes designed to benefit children include:

- **income security child or family cash benefits**:- universal or targeted, conditional or unconditional, contributory or non-contributory, or tax rebates for families with children;
- **social protection benefits** for care-givers of infants or children with disabilities or illness;
- access to relevant **services during the pre-school period**, such as healthcare and childcare;
- **benefits/services preparing for school and while of school age**:- school feeding, vaccination or health programmes and other in-kind transfers such as free school uniforms, schoolbooks and after-school care;
- **benefits/services for families in specific need**, such as social pensions or unemployment benefits.
- **Old age pensions** in multi-generational households

## 2.5.3 Social protection coverage and child labour

- Extensive research indicates that schemes such as conditional cash transfers have been effective in reducing child labour among poor households, especially when combined with complementary interventions such as provision of educational infrastructure.
- Over the last decade or two, more and more African countries have been introducing social protection schemes targeting vulnerable population groups, including children and families. However, effective coverage rates are low in most countries.

## 2.6 Other important causal factors

- **Socio-cultural and traditional factors** facilitate or contribute to the labour exploitation of children. They may also affect the strength of social and political support for dealing with child labour.
- National efforts at addressing a number of development issues that underlie child labour are made more difficult by demographic and related health factors.

## 2.6.1 Pervasive socio-cultural factors facilitate the exploitation of children in child labour

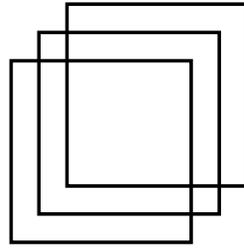
- Lack of knowledge or awareness of child labour
- Low levels of adult literacy (or education)
- Traditional gender roles and inequalities
- Some traditional and religious practices
- Inadequate social and political support

## 2.6.2 Demographic factors have an impact on child labour

- High fertility and **rapid population growth** create pressures in a number of areas relevant to socio-economic development
- **High morbidity and mortality from pandemics** such as HIV/AIDS and COVID-19 can result in large numbers of dependent vulnerable people, including orphans.
- **Precarious migration is an important risk factor**; migrants, especially those in irregular migration, are vulnerable to smugglers, human traffickers and debt bondage
- Given current rural-urban differentials in poverty, educational access, rate of informal employment, and child labour levels, the **continuation or acceleration of rural-urban migration** may have a positive impact on the incidence of child labour

## 2.7 COVID-19, conflicts and effects of climate change

- **COVID-19** has had a huge destructive impact on public health, employment, education and livelihoods.
- **Conflicts** have long-lasting destructive effects on livelihoods, schooling, healthcare and security, often causing large population displacements and forced migration of children and aggravating poverty and vulnerability
- **Natural disasters from climate change** have similar effects on livelihoods, schooling, health and security, consequently pushing children into child labour



# RESULTS OF THE AUDIENCE INTERACTION (SLIDO)

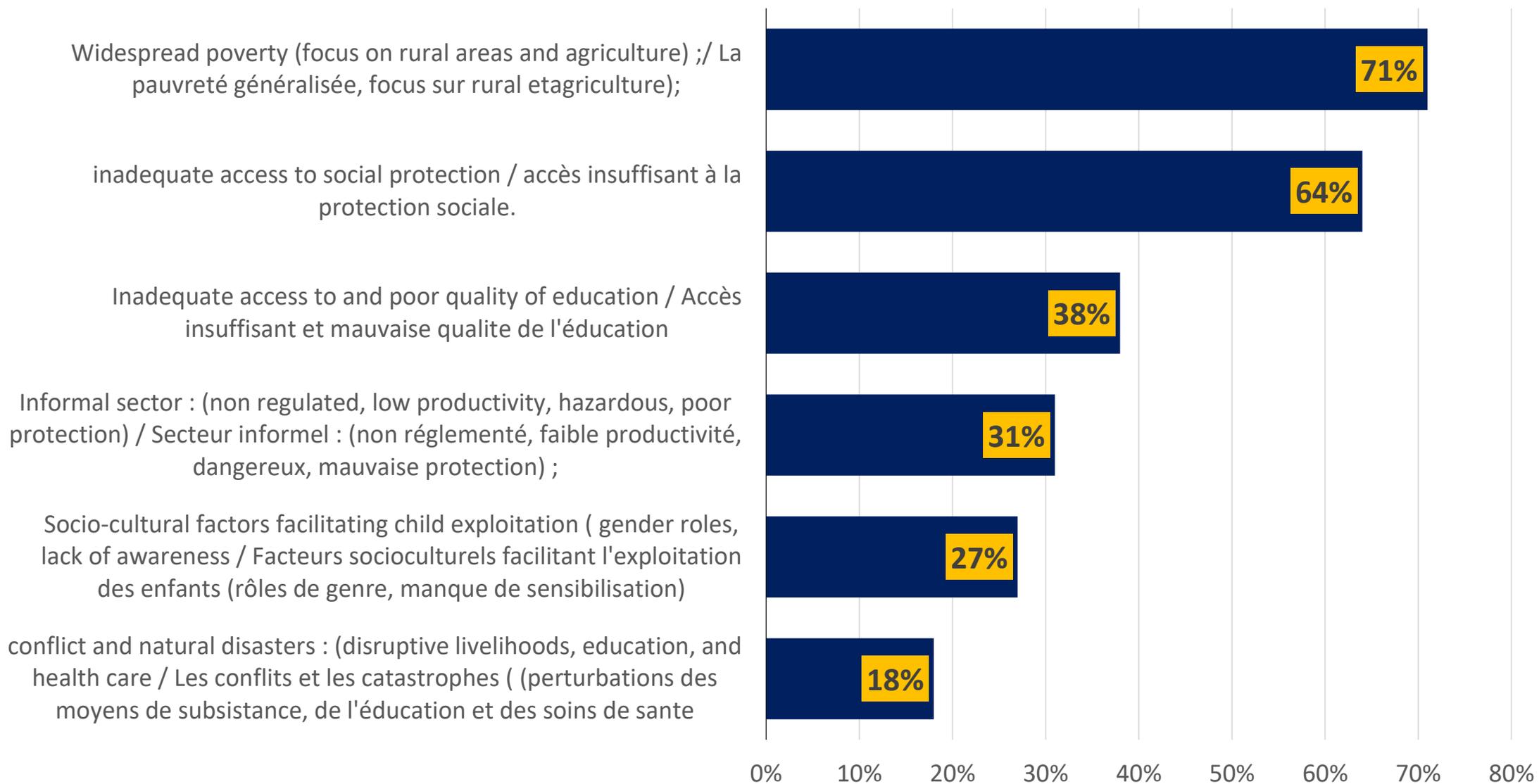
ON KEY REGIONAL CHALLENGES TO END CHILD LABOUR



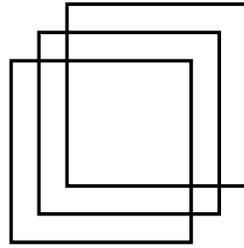
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*Multiple responses (3)*



# SESSION 2

Joint ILO/ AU presentation on key responses to child labour in Africa



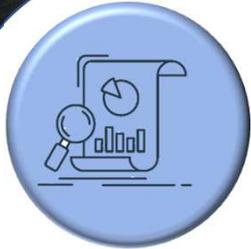
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This presentation is informed by :

- The preliminary results of an ILO/AU analytical review of key regional challenges to ending child labour and their implications for policy
- The results of the online survey sent out to participants, in particular of the questionnaire for Member States



## Background to Findings from the survey

- Survey sent out to all participants of the Africa consultation (specific questionnaire for MoL)
- Received 103 responses from 33 countries

Central (2)	Eastern (9)	Northern (3)	Southern (6)	Western (11)
Cameroon	Comoros	Mauritanie	Angola	Bénin
Gabon	Ethiopia	Morocco	Botswana	Burkina Faso
	Kenya	Tunisia	Eswatini	Cabo Verde
	Mauritius		Malawi	Côte d'Ivoire
	Rwanda		Mozambique	Gambia
	Seychelles		South Africa	Liberia
	Somalia		Zimbabwe	Mali
	South Sudan			Niger
	Uganda			Nigeria
				Sénégal
				Sierra Leone
				Togo



For most countries, current policy responses to child labour may be summed up as follows:

- ✓ **Strengthening legislation against child labour**, mainly through domestication of relevant international conventions into national legislation following their ratification.
- ✓ **Policies addressing the underlying causes of child labour**, mainly poverty, access to education and other social services, and lack of awareness about child labour and its consequences.
- ✓ **Measures targeting WFCL in specific sectors or areas**, such as agriculture and herding, fishing, mining and quarrying, domestic work, CSEC and child trafficking.
- ✓ **Identification and withdrawal of children from WFCL** and provision of education and training alternatives.
- ✓ **Sensitization/awareness raising** on child labour and related issues.
- ✓ **Improving the knowledge base** on child labour.

- ✓ These measures are often **conceived as components of National Action Plans (NAP)** and/or National Child Labour Policies.
- ✓ **NAP components largely reflect provisions in C. 138, C. 182** and their accompanying Recommendations.
- ✓ **At least 30 countries have adopted NAPs**, with several of them on their second or third phases.[1]
- ✓ Perhaps the most visible impact of NAP implementation in many countries is the **adoption of new legislation**, including official lists of hazardous activities prohibited to children.

- African Member States of the ILO have achieved [universal ratification of the Worst Form of Child Labour Convention, C. 182](#). All but 2 (Liberia and Somalia) have also ratified the Minimum Age Convention, C. 138.
- Most countries have carried out one or more of the following [actions to align national legislation](#) with the international instruments:
  - ✓ Establish or update definitions of child labour
  - ✓ Fix minimum ages for employment or work
  - ✓ Enact or strengthen legislation prohibiting specific worst forms of child labour (human trafficking, commercial sexual exploitation of children, and other forms of forced labour)
  - ✓ Establish lists of hazardous occupations or activities prohibited to children (in line with Article 4 of C. 182 and Article 3 of C. 138)
  - ✓ Revise labour laws to cover issues relating to child labour.

- As at the end of 2020, at least 20 countries have officially adopted or enacted such instruments since ratifying the two Conventions; about 14 others have draft lists awaiting official adoption or enactment.[1]
- Most countries have enacted anti-trafficking laws and set up institutional mechanisms to fight human trafficking.



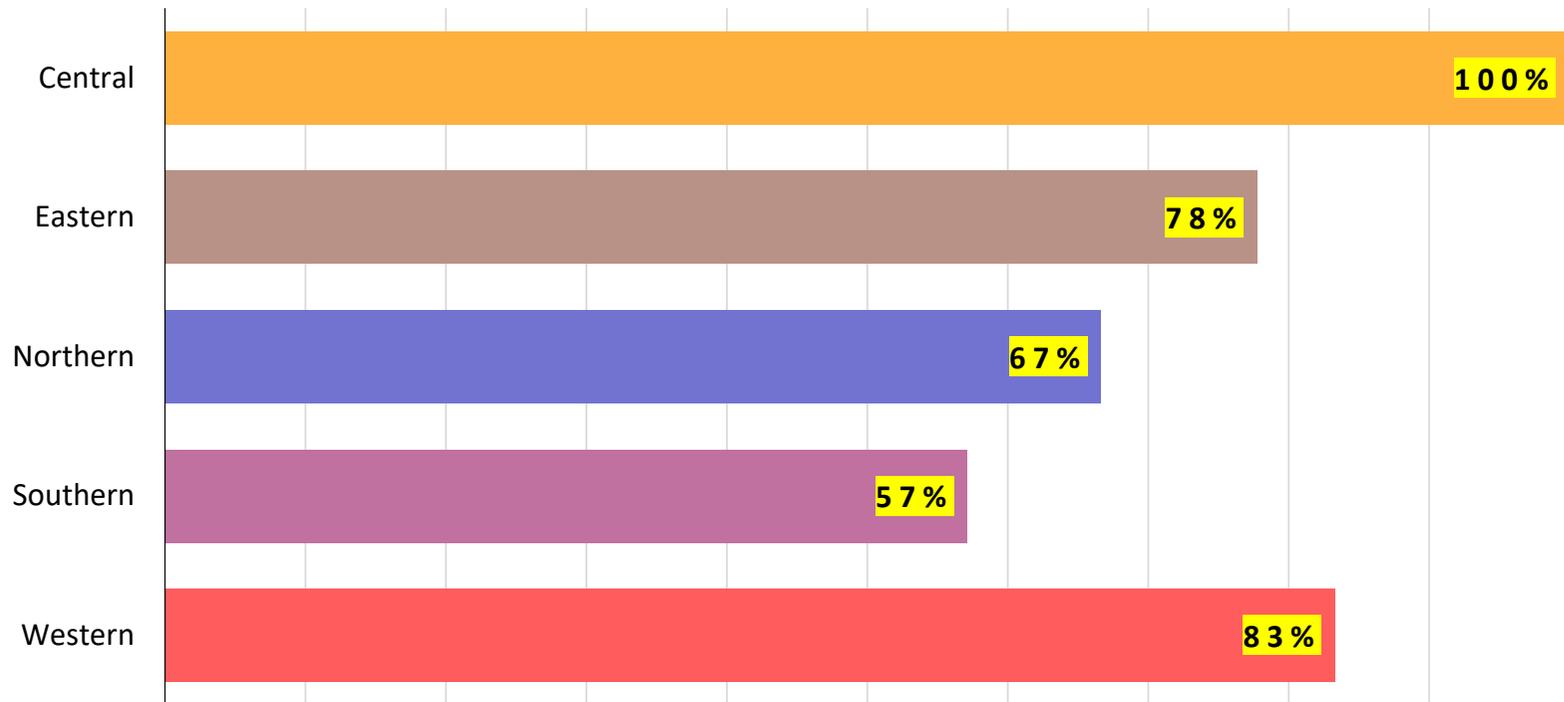
# High levels of ratification of ILO Conventions 138 and 182 across all countries and the subregions, only two countries are yet to ratify Convention 138

Ratification of Conventions 138 and 182





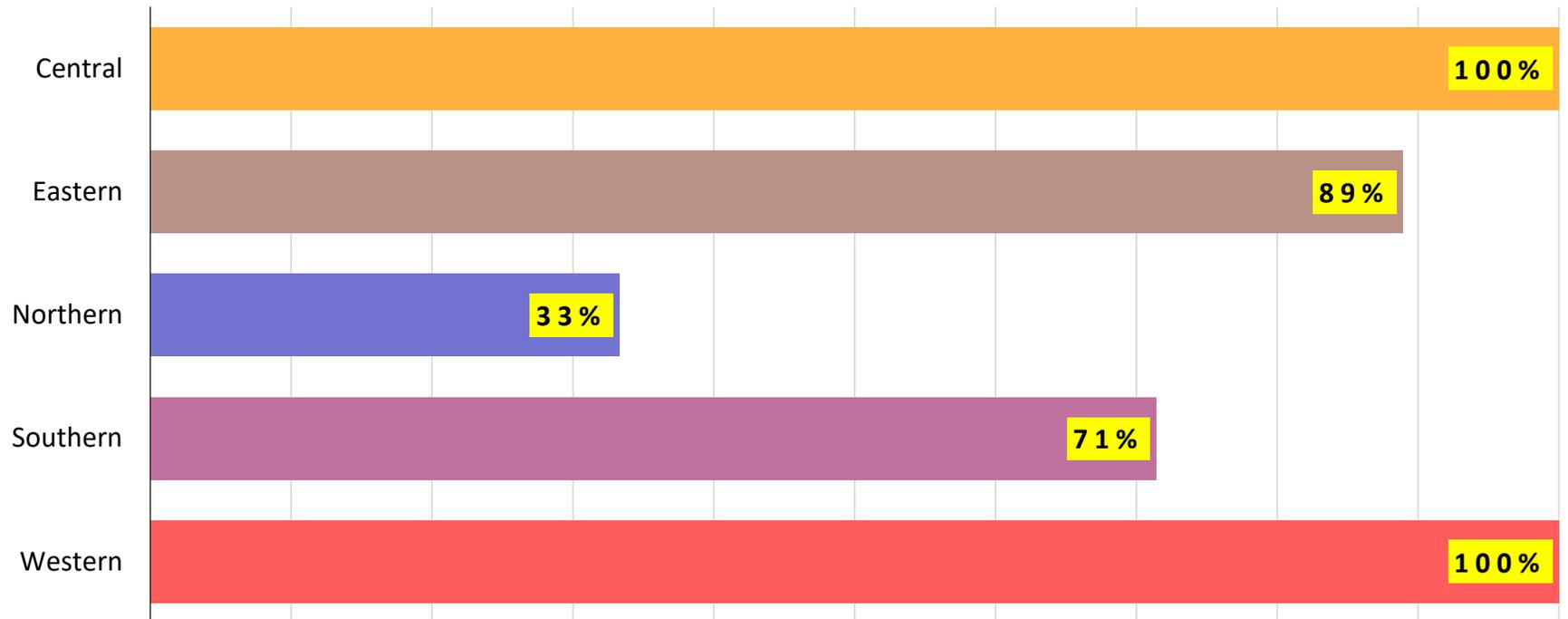
**77%** of participating countries report a formally adopted hazardous occupation list, which fully meets the requirements of Article 4 of C. 182.





## **79%** of participating countries have child labour units

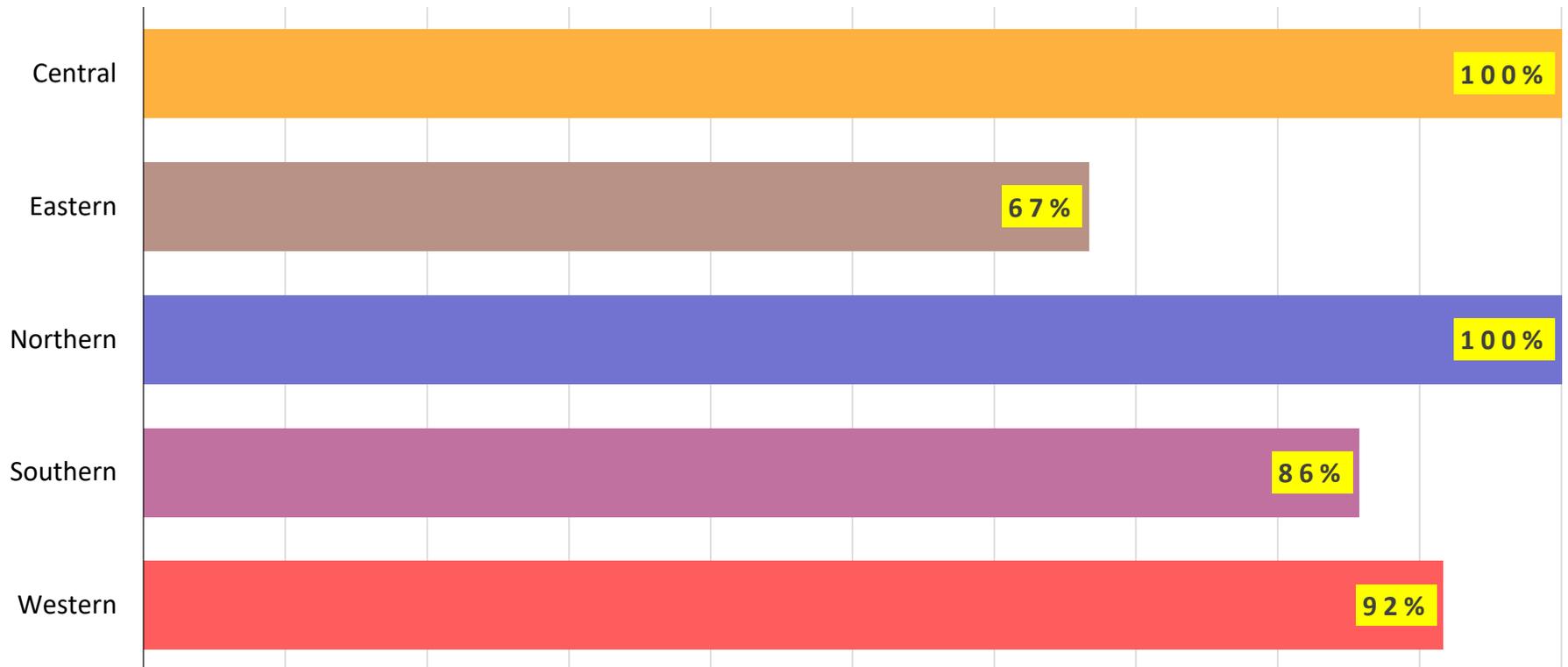
Percentage of sub-regions with **child labour units**





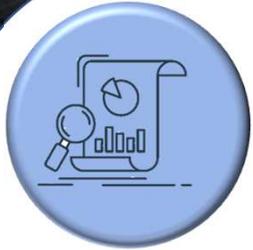
**89%** of participating countries have coordination mechanisms to drive the interventions across ministries and departments.

Child labour reduction coordination mechanisms in place

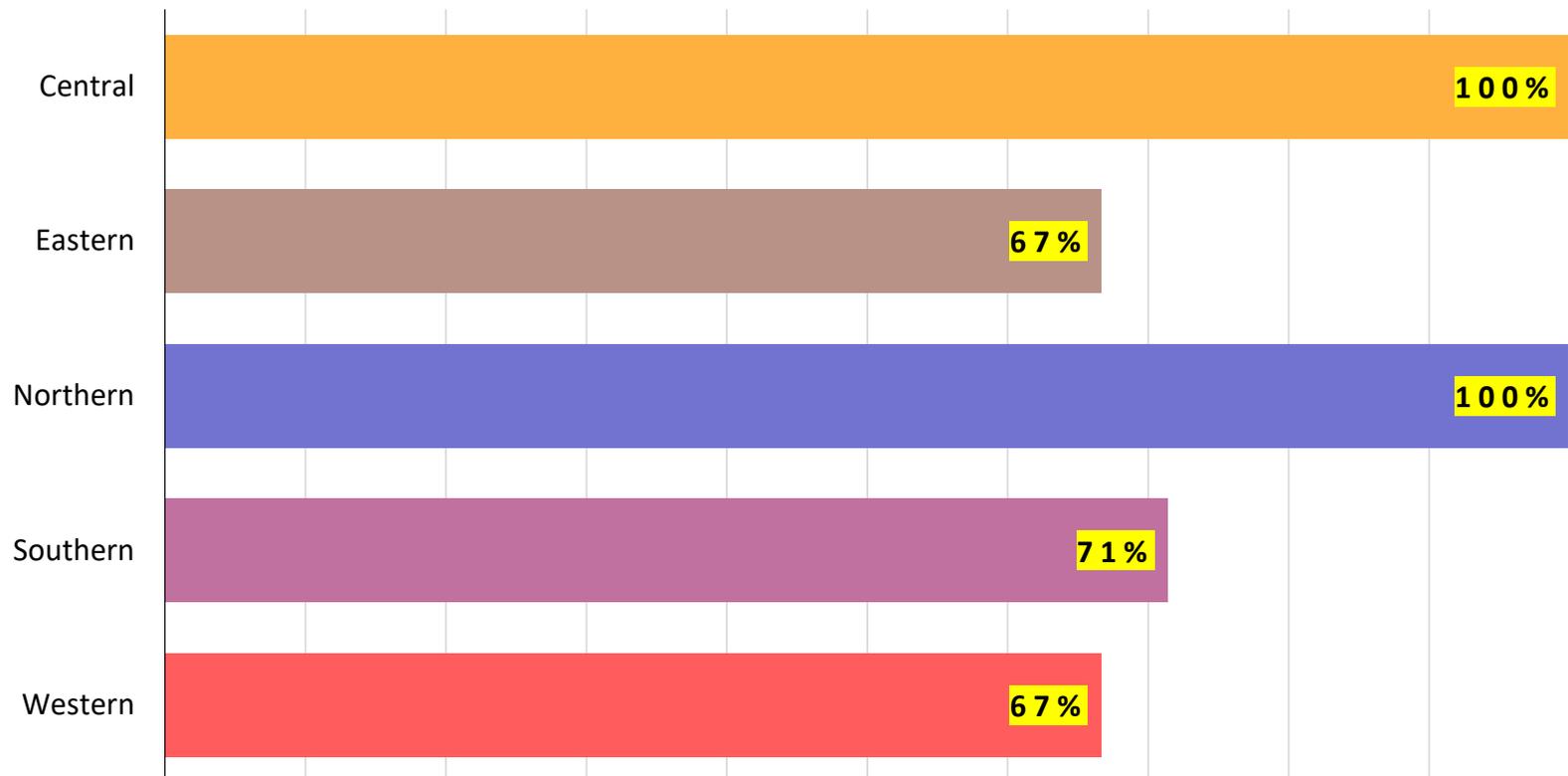


Though progress has been made, many [gaps persist in legislation and enforcement](#). For example, the comments of the ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) often include the following among identified needs:

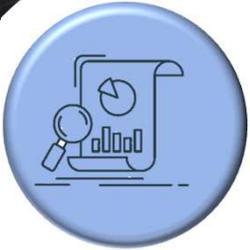
- Harmonization of legal provisions for minimum age for employment with those on the age for compulsory education;
- Adoption and enforcement of compulsory education legislation – many countries have not done so in practice;
- Harmonization or consolidation and strengthening of laws in areas such as forced labour, child trafficking, commercial sexual exploitation of children (CSEC), exploitation in pornography or other illicit activities, and forced recruitment for use in armed conflict; and
- Extension of labour legislation and labour protections, both in law and in practice, to cover activities and child labour violations in the informal sectors and to informal employment relationships, notably with regard to coverage of labour inspections.



**81%** of participating countries have aligned the minimum age for admission to employment with age for compulsory education



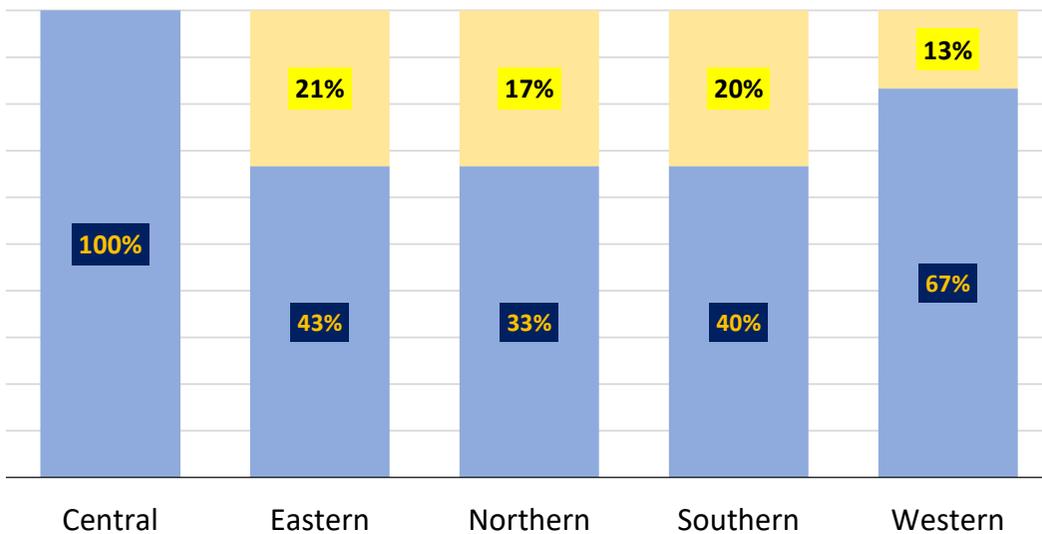
- CEACR comments indicate too few detections, investigations and prosecutions of offenders, insufficient sentencing, and insufficient assistance for victims.
- CEACR comments also indicate similarly insufficient action with regard to
  - commercial sexual exploitation of children;
  - Exploitation of children in pornography;
  - Exploitation of children in illicit activities, notably in drug trafficking;
  - Exploitation of children below 18 years in domestic work performed under hazardous conditions; and
  - Identification, removal, rehabilitation and social integration of children from WFCL as required by Article 7 of C. 138.



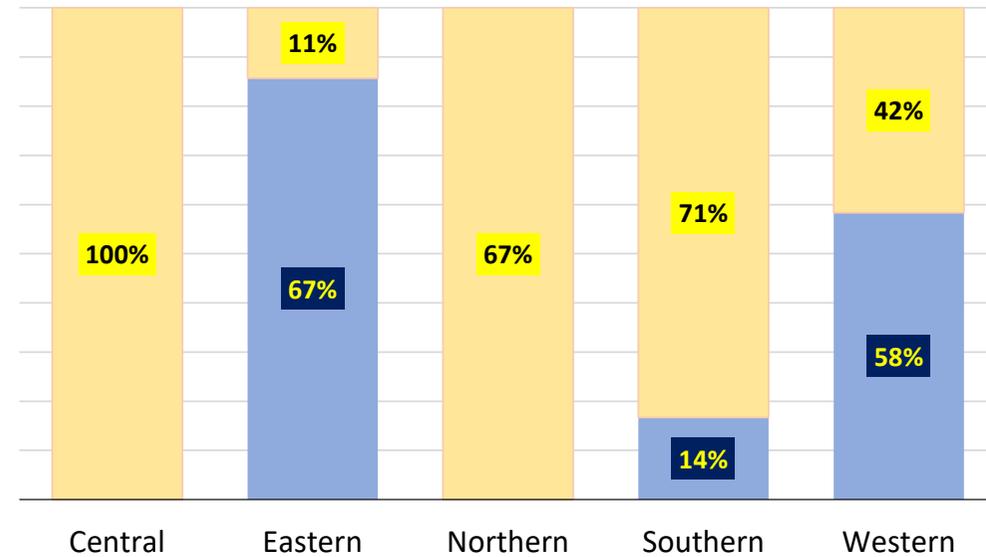
**14%** of the participating countries **frequently** conduct inspections in the informal and agricultural sectors

**58%** of the participating countries **frequently** take action to combat child labour through law enforcement agencies

Labour inspections in the informal and agricultural sectors



Criminal law enforcement agencies taking action



■ Never ■ Occasionally ■ Frequently

## Education

- Countries across the continent have made **significant efforts in expanding access to education.**
- However, as seen earlier, **school systems in many countries have been unable to cope with the large numbers of children** of school-going age, resulting in inadequate infrastructure, teaching materials and teaching quality, and other similar issues that affect access and learning outcomes.
- Many millions of children of school-going age remain out of school.
- Education quality issues have significant impacts on school attendance, drop-out and completion rates.
- **Many countries do not have universal education laws or they are not strictly enforced.**
- Although school systems in most countries are able to accommodate children older than the normal age of school attendance at the various levels, in general reintegration of out-of-school children withdrawn from WFCL in regular schools or in alternative basic education programmes tend to be limited.

## Poverty and access to social protection

- The very high incidence of poverty across the continent (particularly in Sub-Saharan Africa), make access to social protection a crucial element of efforts to address the root causes of child labour.
- Every country on the continent has implemented at least one social protection scheme; however, coverage is low.
- Social protection benefits that can help poor children to attend school have too limited coverage. While more than half of countries have cash benefits, school feeding and other child and family social protection schemes, the coverage rate for the continent as a whole is only 12.6 %, with few countries exceeding 20 %.
- Coverage rates for universal health care benefits are higher, at nearly 48 %, but even that means more than half of the population lack adequate access to health care. Health care coverage is important for reducing vulnerability to illness-related external shocks and has been found to encourage parents not to send their children to work.

## Supply chain measures

- National programmes in a number of countries include components involving close partnerships between governments, businesses or business groupings, workers' organizations, civil society organizations, and international organizations, **with the aim of eliminating child labour from supply chains.**
- Supply chain measures include support for primary producers, such as farmers, for improving productivity and enhancing livelihoods, facilitating access to education and other social services, compliance schemes and enforcement activities.
- **Examples of supply chains covered in Africa:** cobalt, cocoa, coffee, cotton, gold, sugar cane, tea and tobacco.
- These programmes have had some positive impact on their immediate beneficiaries. However, to maximize their impact on child labour, scaling up to area-wide approaches is needed.

## Sensitization and social mobilization

- National Action Plans usually include components aimed at raising awareness about child labour, its effects on children's health, education and development, and other related issues.
- There is **little information** available regarding **the extent to which such programmes have been implemented on a national scale and the impacts obtained**.
- **Employers' and workers' organizations play important roles** in the development and implementation of national policy responses to child labour throughout Africa, as tripartite partners with governments in work relating to legislation on child labour, as members of National Steering Committees, active participants in the formulation and implementation of action plans and projects, and as initiators and implementers of innovative models of intervention for eliminating child labour.

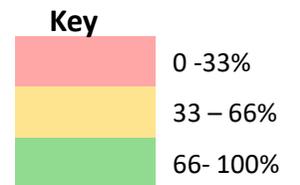
- Many national statistics agencies collaborate with bilateral aid agencies and international organizations such as the ILO and UNICEF to collect child labour data through household surveys periodically.
- However, [few countries have enough comparable data](#) on children's economic activity and child labour covering several years, hampering analysis of trends and monitoring of progress over time.
- Possibilities for inter-country comparability and aggregation for groups of countries are, also, often limited.
- As regularly observed by the CEACR, [the vast majority of countries lack information for monitoring and assessing progress](#) in implementing the different elements of the child labour Conventions (e.g., numbers of and trends in detections, investigations, prosecutions, convictions and sentencing regarding the different WFCL).
- There is also a [need to foster more research on child labour issues](#), for instance for purposes of improving policy design and implementation.

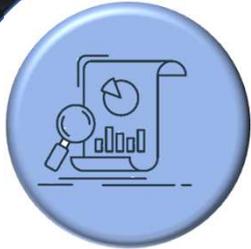
- National programmes have tended to receive **low attention within national development priorities**, resulting, for instance, in inadequate resourcing of the Child Labour Units and National Steering Committees charged with NAP implementation.
- With weak mandated institutions, most programmes **lack the necessary leadership and commitment to drive implementation**. This also contributes to weak national ownership and commitment, inadequate coordination of key social sectors, and at times conflicts between institutions caused by overlapping mandates.
- **Capacity weaknesses** in other key agencies responsible for different components of national programmes, including labour inspectorates, social welfare departments, and education departments dealing with school dropout and alternative education, the police, and the courts, also constrain programme performance.
- **Weak engagement by government departments with private sector** operators and other non-state actors such as civil society organizations.
- **Lack of data and statistics for planning and implementation**.
- As a result of these challenges, **few national programmes have reached the stage of sustained large-scale implementation**.



**86%** of participating countries have developed National Action Plans on the Elimination of Child Labour and 76% of these have been adopted.

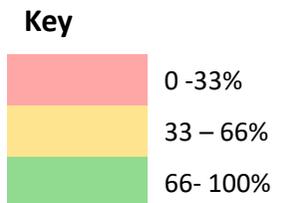
	National Plan developed	National plan adopted	National plan costed	National plan is item in national budget
Central	100%	100%	50%	11%
Eastern	67%	56%	44%	14%
Northern	100%	100%	67%	17%
Southern	71%	57%	43%	20%
Western	92%	67%	50%	20%
Regional Average	86%	76%	51%	16%





**82%** of respondents report that child labour was considered in the design and development of other national development plans

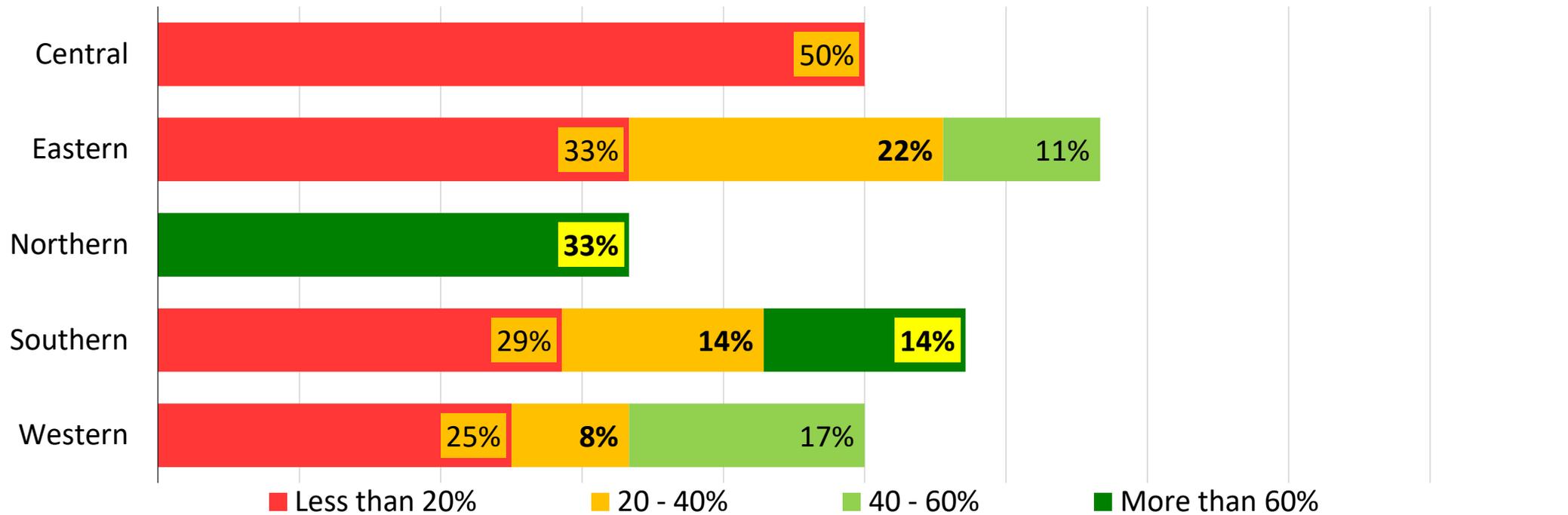
	National plan developed	Rural / agriculture	Social protection	Education	Child protection
Central	100%	50%	100%	100%	100%
Eastern	67%	44%	78%	78%	100%
Northern	100%	33%	100%	100%	100%
Southern	71%	57%	100%	100%	100%
Western	92%	50%	75%	83%	100%
Regional Average	86%	47%	91%	92%	100%





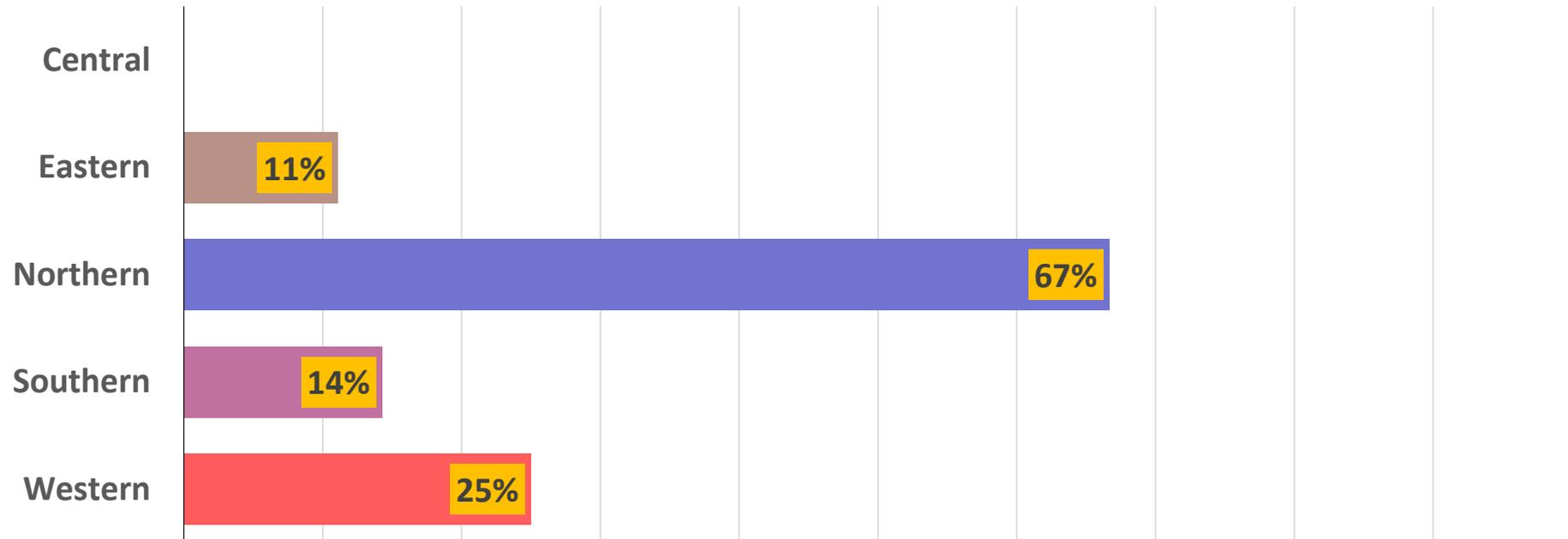
**16%** of participating countries report above **40%** achievement of goals

Percentage of targets achieved within action plans





**23%** of participating countries collect data through a national child labour survey or module to the national survey



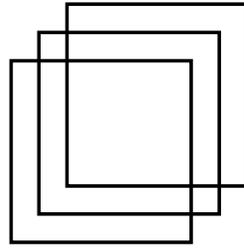
RECs have implemented policy measures targeting child labour, especially WFCL, and other related problems, including:

- **Formulation of regional policies and provision of guidance for national actions**, e.g. through the development of policy documents and guidelines. Examples include:
  - In ECOWAS, a *Regional Action Plan for the Elimination of Child Labour, especially the Worst Forms*, a regional *Child Policy*, and a regional *Strategic Framework for strengthening National Child Protection Systems to prevent and respond to Violence, Abuse and Exploitation against Children in West Africa*;
  - In EAC, a regional *Child Policy*;
  - In SADC, a regional *Code of Conduct on Child Labour*.

- Harmonization of laws and policies among members to ensure greater internal coherence and convergence of standards (e.g., rights, procedures and services).
- Enactment of community instruments to provide legal frameworks for community-wide measures against particular problems, particularly human trafficking (e.g., *EAC Anti-Trafficking in Persons Bill* enacted in 2016 by the East African Legislative Assembly; human trafficking action plans in ECOWAS and SADC).
- Facilitation of cooperation and coordination on cross-border issues.
- Development of community tools and mechanisms – including common indicators and specifications on data collection – to aid policy monitoring and reporting (e.g., *SADC Monitoring and Evaluation Tool on Child Labour* ).
- Organization of multi-country studies on relevant issues.

- Formulation and adoption of the AU [Ten-Year Action Plan on Eradication of Child Labour, Forced Labour, Human Trafficking and Modern Slavery in Africa \(2020-2030\)](#),
- Several other AU programmes on education, employment, the informal economy, families and children, migration, human trafficking, among others, are relevant to the fight against child labour.

While child labour is largely concentrated among the younger age groups, in rural areas in agriculture and the informal economy generally, and in family-owned enterprises or production units, and while poverty and informality are among the most important development challenges underlying the problem **for most countries, national programmes tend to have few large-scale interventions that focus on these problems.** The main exceptions are universal education policies and social protection measures, both of which don't go far enough.



# RESULTS OF THE AUDIENCE INTERACTION (SLIDO)

ON KEY RESPONSE GAPS



International  
Labour  
Organization



INTERNATIONAL YEAR  
FOR THE ELIMINATION  
OF CHILD LABOUR

Low attention within national development priorities (leads to inadequate resourcing for implementation) / faible attention dans les priorités nationales de développement (conduit à des...

62%

Lack the necessary leadership and commitment to drive implementation/ manquent du leadership et de l'engagement nécessaires pour conduire la mise en œuvre.

50%

Lack of data and statistics for planning and implementation / Manque de données et de statistiques pour la planification et la mise en œuvre.

48%

Few national programmes have reached the stage of sustained large-scale implementational/ peu de programmes nationaux ont atteint le stade de mise en œuvre soutenue à grande échelle

39%

Weak engagement by government departments with private sector / Faible engagement du secteur privé par les Gouvernement

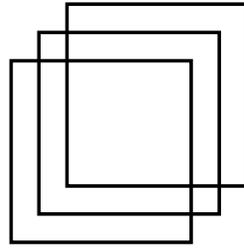
33%

Capacity of institutional Government / Capacité des institutions Gouvernemental

24%

0% 10% 20% 30% 40% 50% 60% 70%

*Multiple responses (3)*



# SESSION 3

ILO presentation on Ending child labour by 2025: A review of child labour determinants and evidence-based policy responses

By Lorenzo Guarcello, Fundamental Principles and Rights at Work (FUNDAMENTALS), International Labour Organization



International  
Labour  
Organization



INTERNATIONAL YEAR  
FOR THE ELIMINATION  
OF CHILD LABOUR

# Understanding and addressing determinants: a simple household decision-making model

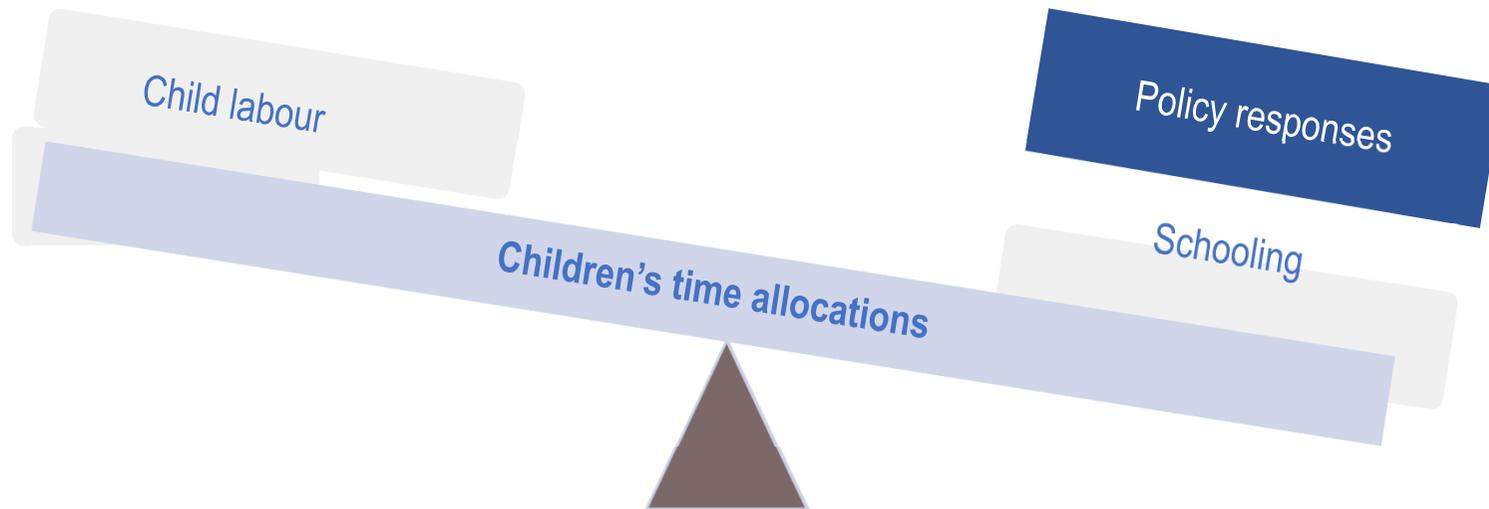
- allocation of children's time to schooling and work is decided by the household in order to maximize their present and future welfare.
- child labour is an activity aimed at increasing current income (welfare) while education as an investment in generating future income (welfare)



Overview of some of the factors that tip the balance of household decisions in favour of child labour...



... discuss of some of the policy responses that can shift this balance in favour of children's schooling.





# 1. Addressing economic vulnerability



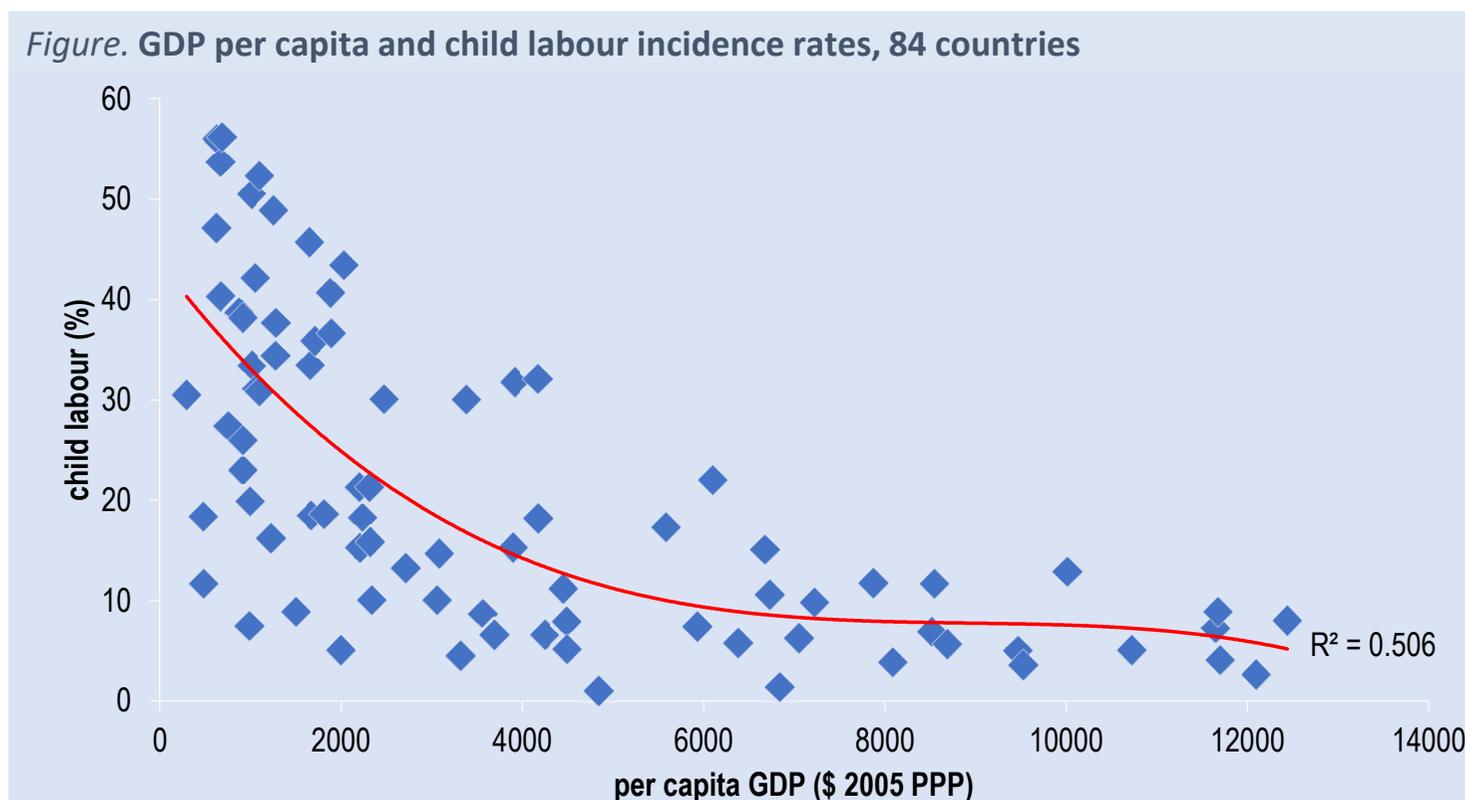
## Rationale

- **Poverty** constrains a household's ability to postpone children's involvement in work and invest in their education.
- **Exposure to shocks** can also influence household decisions concerning child labour. In the absence of other coping mechanisms, households can be forced to resort to child labour.



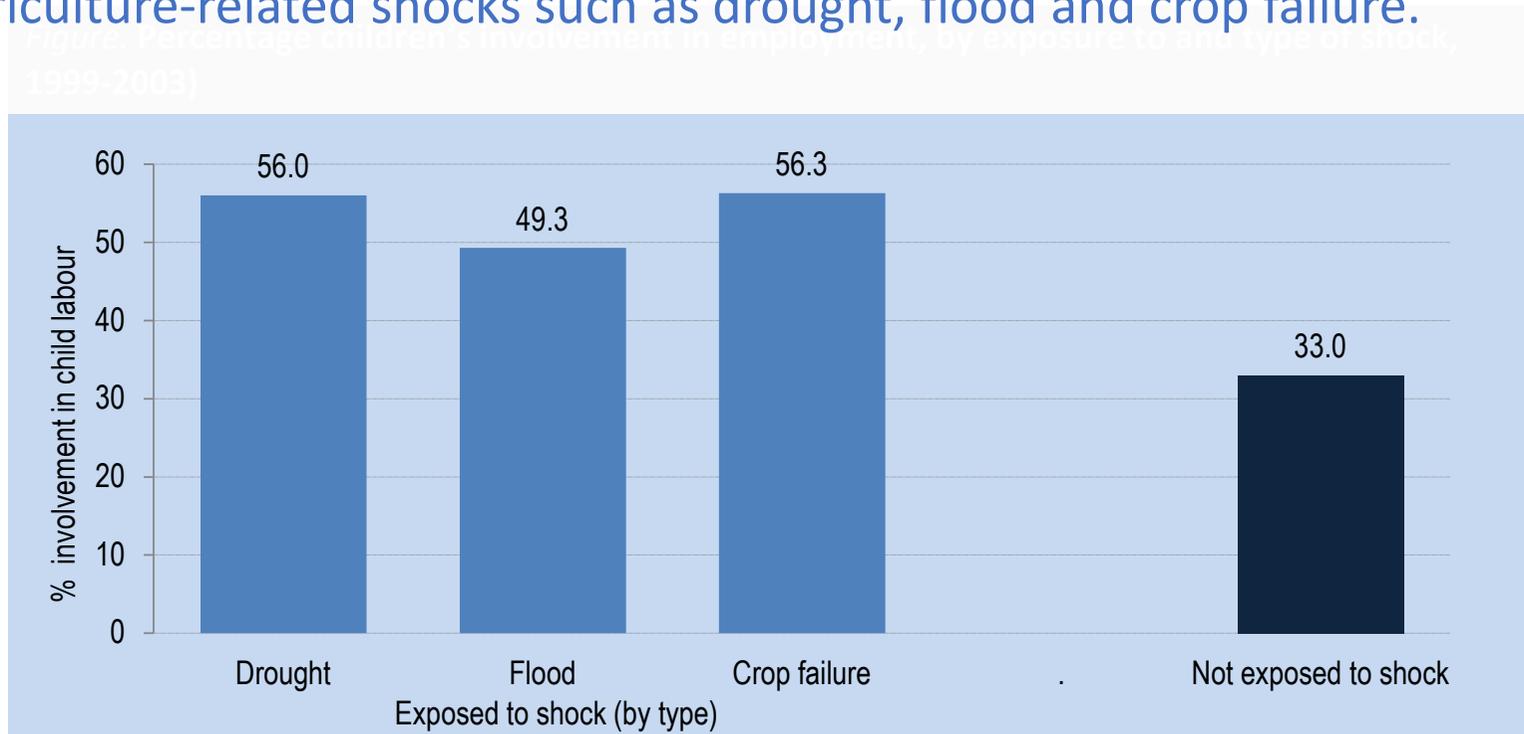
## There is substantial evidential support for the relevance of poverty to child labour.

- A simple plot of child labour rates and GDP per capita across countries shows that child labour is more common in poorer countries



**Evidence also lends support to the theoretical argument that child labour is often used by families as a buffer against negative shocks.**

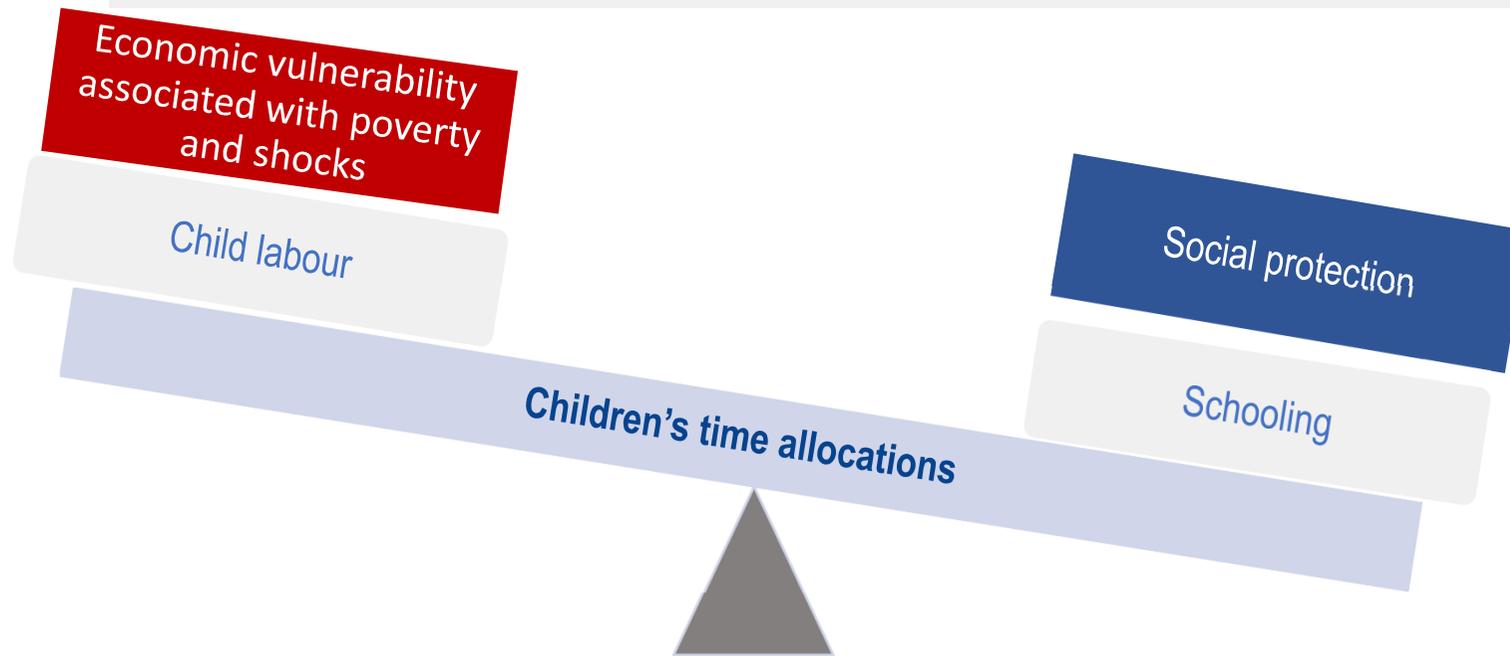
- Studies in Cambodia (see below) and other countries, for instance, by found that child labour was substantially higher in villages experiencing agriculture-related shocks such as drought, flood and crop failure.



## In summary:

There is a strong theoretical and empirical case for the importance of economic vulnerability in determining whether or not children work and go to school

There is also a growing body of research and experience pointing to the relevance of **social protection instruments** in mitigating economic vulnerability underlying child labour



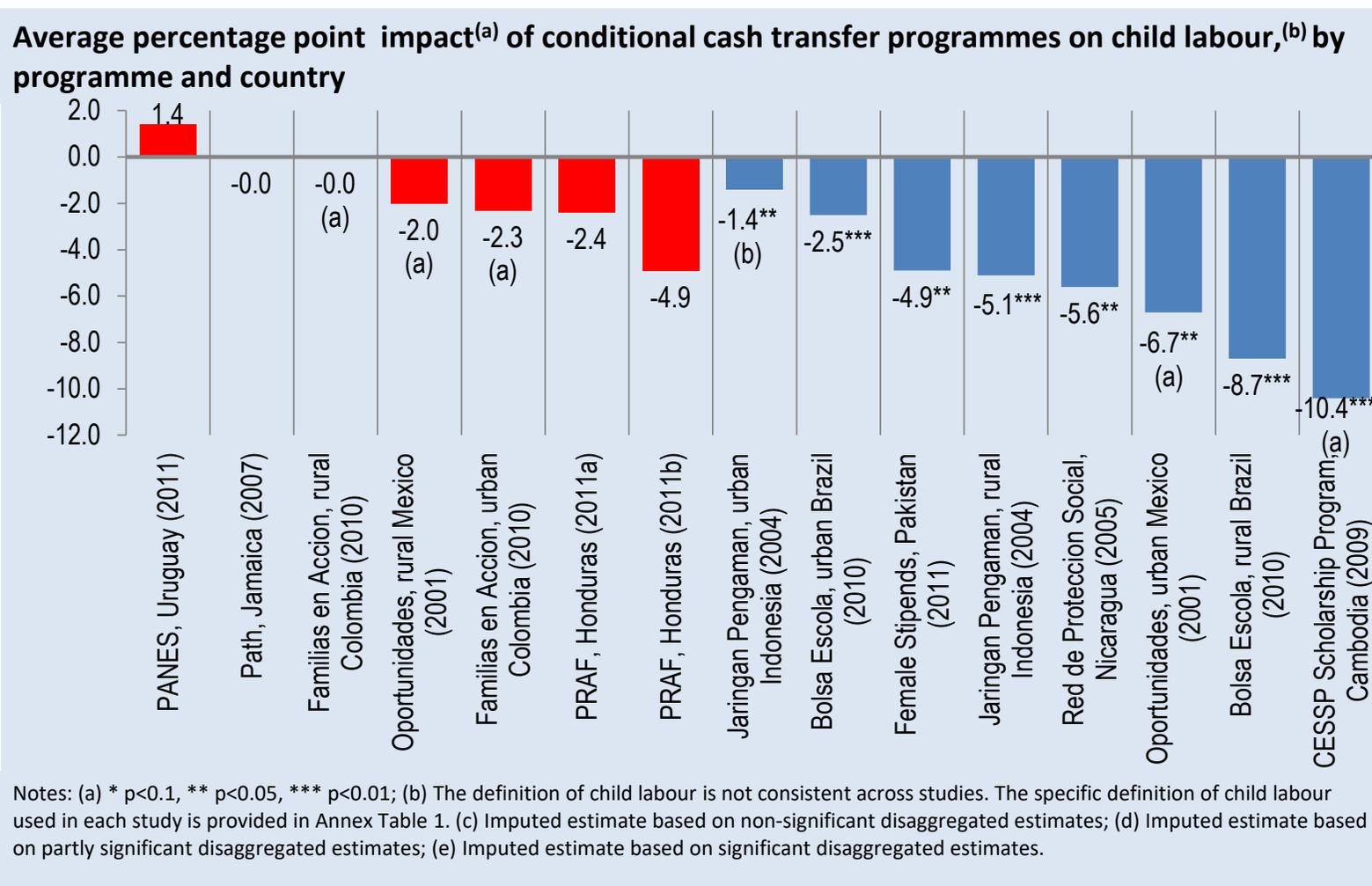
There are a broad set of social protection measures available to governments.

Evidence is strongest relating to **cash transfer schemes for families with children**, which are are forming an increasingly important part of social protection floors in a number of countries

Social protection instruments	
Benefits to children and families	Conditional cash transfers
	Unconditional cash transfers
	CCTs with schooling interventions
	Conditional in-kind transfers
Other benefit categories	Public employment programmes
	Social health protection
	Disability protection
	Old-age pensions
	Unemployment protection
	Sick pay <sup>(a)</sup>
	Employment injury compensation <sup>(a)</sup>
	Maternity benefits <sup>(a)</sup>
Survivors' benefits <sup>(a)</sup>	

ILO Social Security (Minimum Standards) Convention, 1952 (No. 102).

Extensive evidence on conditional cash transfer programmes indicate that they generally **lower child labour**, but the magnitude of the impact varies greatly from one programme and location to the next



## In what circumstances do transfer schemes appear most effective?

- Most impact evaluation studies show **that children from poorer backgrounds** exhibit stronger reductions in child labour, underscoring the importance of appropriate targeting in CCT schemes.
- The evidence also suggests that impact is larger when cash transfer schemes are coupled with **supply-side interventions** such as provision education facilities and/or after school education.
- The evidence suggests that transfers may be less effective in instances where **transfers are invested in productive activities** such as land, livestock or micro-enterprises, as these investments create opportunities for children's involvement in family production.

Cash transfer programs are only one category of a much broader set of social protection measures available to governments.

Social protection instruments	
Benefits to children and families	Conditional cash transfers
	Unconditional cash transfers
Other benefit categories	CCTs with schooling interventions
	Conditional in-kind transfers
	Public employment programmes
	Social health protection
	Disability protection
	Old-age pensions
	Unemployment protection
	Sick pay <sup>(a)</sup>
	Employment injury compensation <sup>(a)</sup>
	Maternity benefits <sup>(a)</sup>
	Survivors' benefits <sup>(a)</sup>

The more limited evidence on these instruments suggests that they too are of potential relevance to efforts against child labour.

ILO Social Security (Minimum Standards) Convention, 1952 (No. 102).

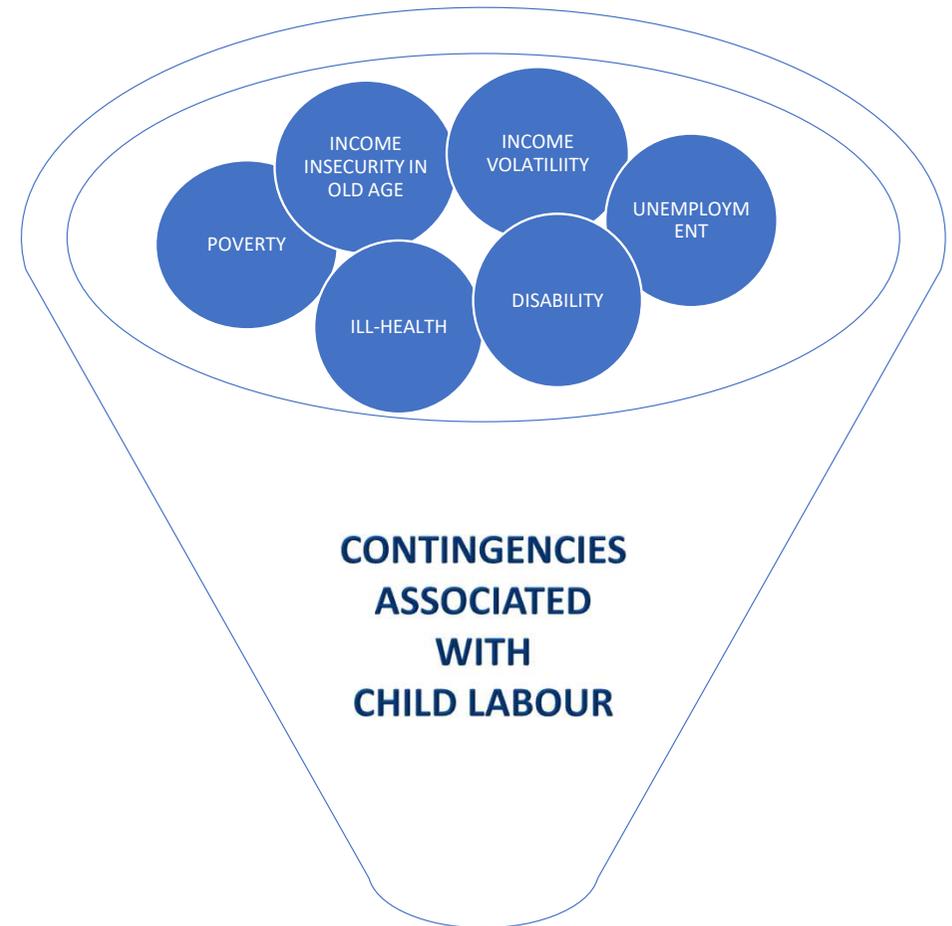
## Health insurance.

The available evidence suggests that extending health insurance and health services is directly relevant to efforts against child labour.

- Studies in Zambia and Togo show that **households can respond to health shocks** by significantly **increasing the use of child labour**, suggesting that child labour acts as a buffer or insurance against the impact of health-related shocks to the household.
- Evidence from Guatemala and Pakistan indicates that **providing families with micro-health insurance can reduce reliance on child labour**, helping to offset health costs without having to resort to child labour.
- Evidence from Kenya suggests that providing access to essential health services can have a similar effect.

# Implications for policy

- **Child labour is driven by economic and social vulnerabilities** associated with an array of inter-related contingencies encountered over the lifecycle.
- Following from this, **there is no “one” answer or one optimal SP instrument** for addressing child labour
- Rather, the range of social contingencies associated with child labour that need to be addressed by **a combination of instruments within an integrated system**





## **2. Inclusive, equitable, quality education as an alternative to child labour**

## Rationale

When the expected returns to education are low or education costs are unaffordable, schooling is likely to be seen by households as a less attractive or viable alternative to work for their children.



Children in child labour are disadvantaged in terms of their ability to attend school in all countries

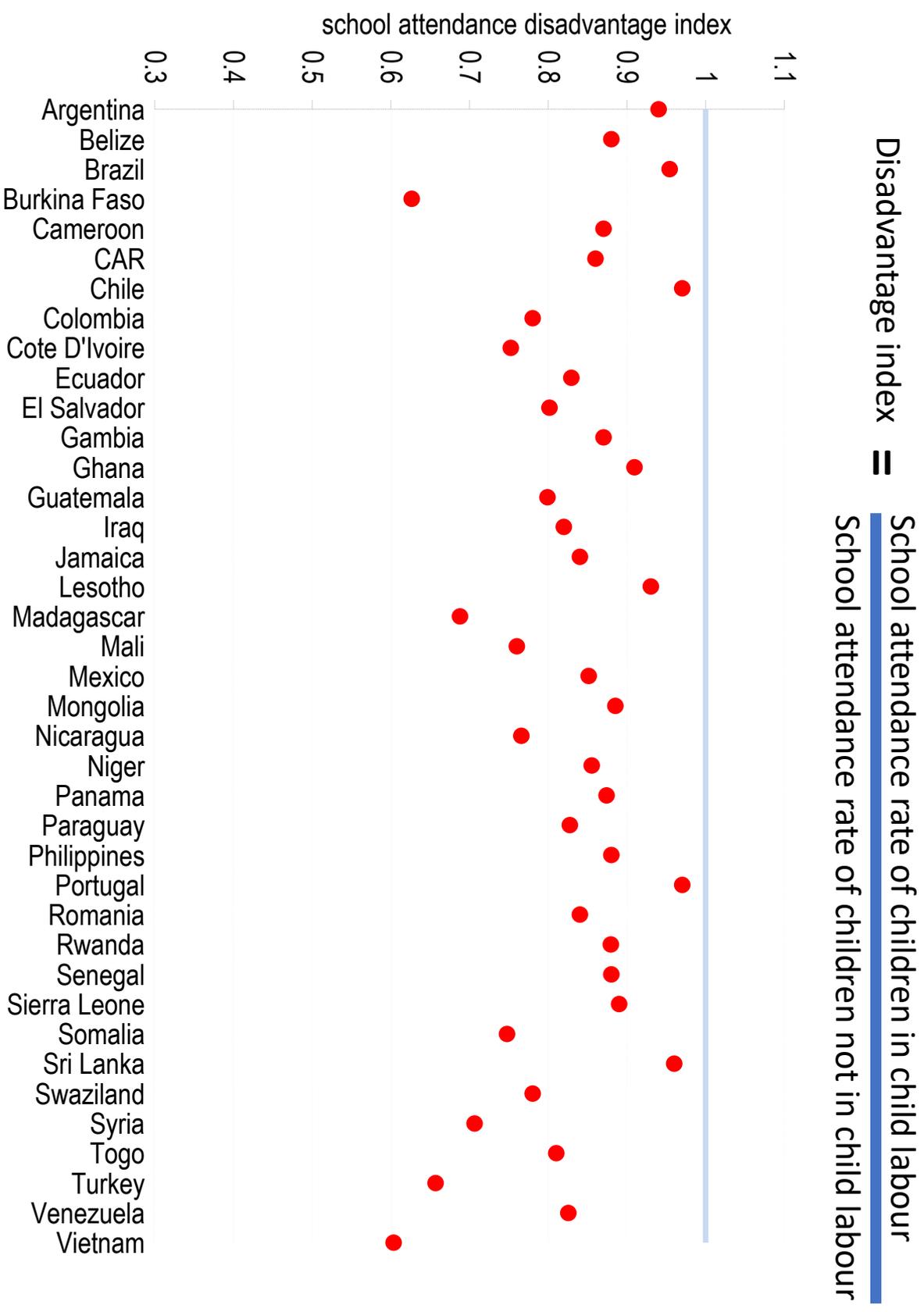
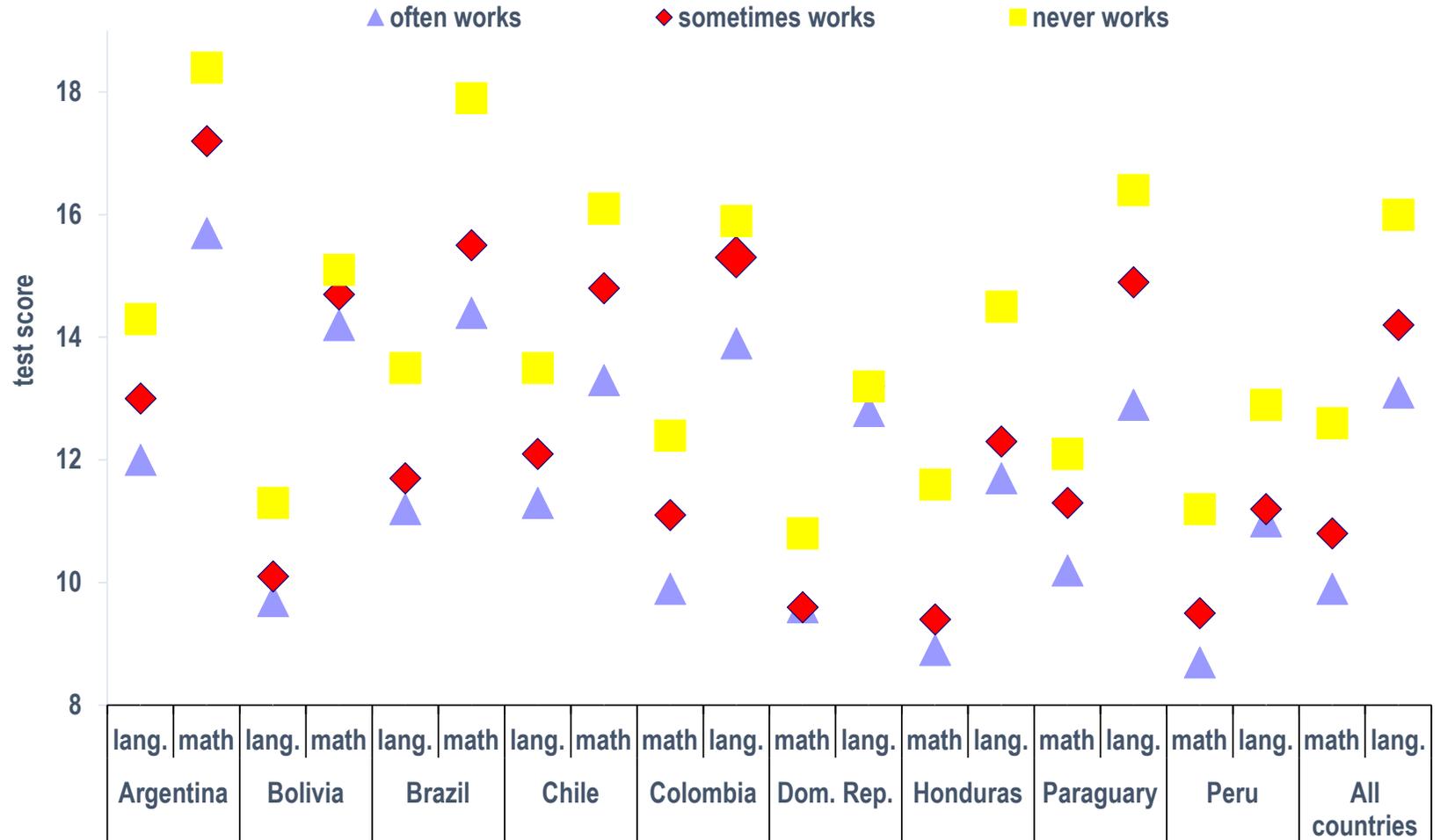


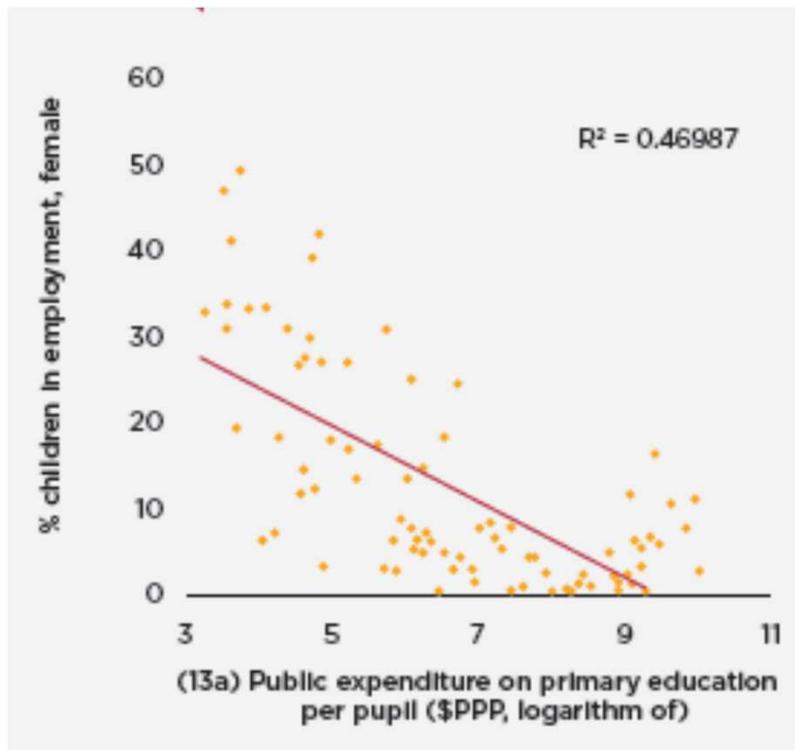
Figure. Third- and fourth-grade test scores, First Comparative International Study of Language, Mathematics and Associated Factors (FCIS), by involvement in paid work outside the family, selected Latin America countries

Children in child labour are also disadvantaged in terms of their ability to perform in the classroom



## Simple correlations between available indicators of quality and child labour provide an initial suggestive picture of how the former affects the latter.

There is a clear and negative correlation between child labour and the **level of public expenditure on primary education**



**Overcrowding** in the classroom also appears relevant. The percentage of working children rises as the number of students per teacher increases

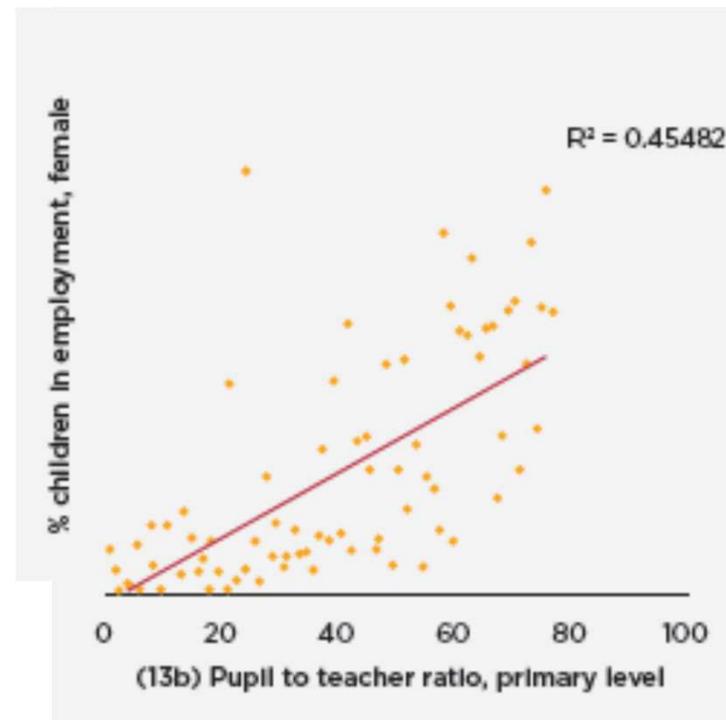
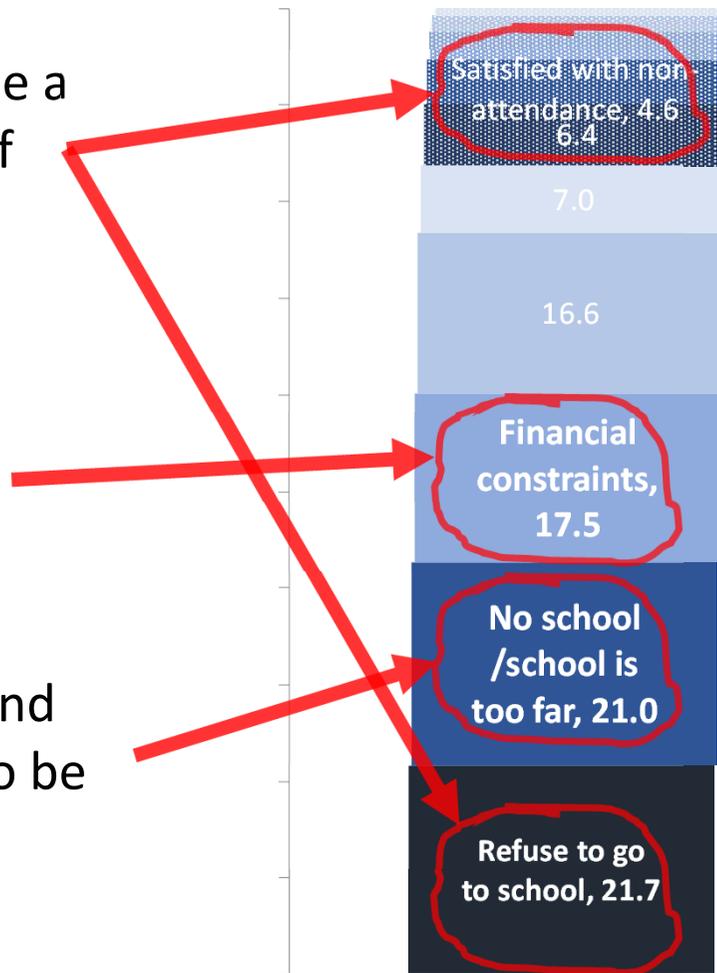
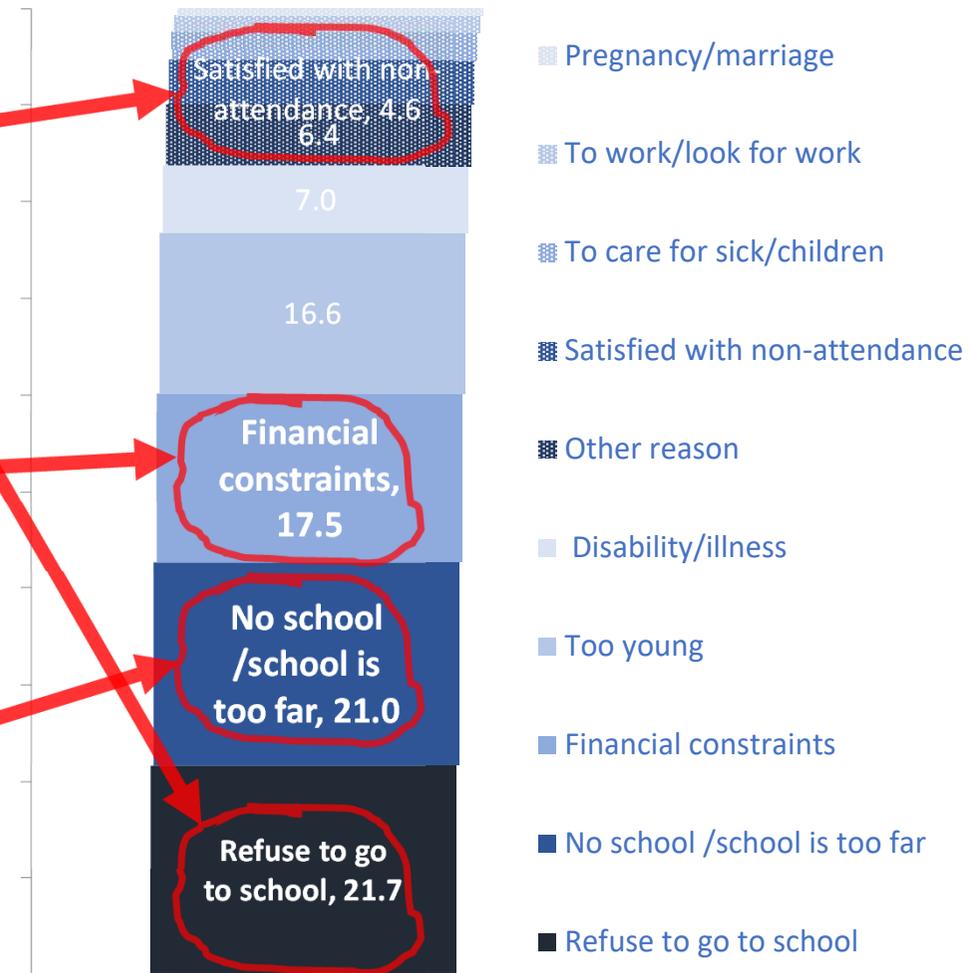


Figure. Main reason for having dropped or never attended school) (% distribution), TANZANIA

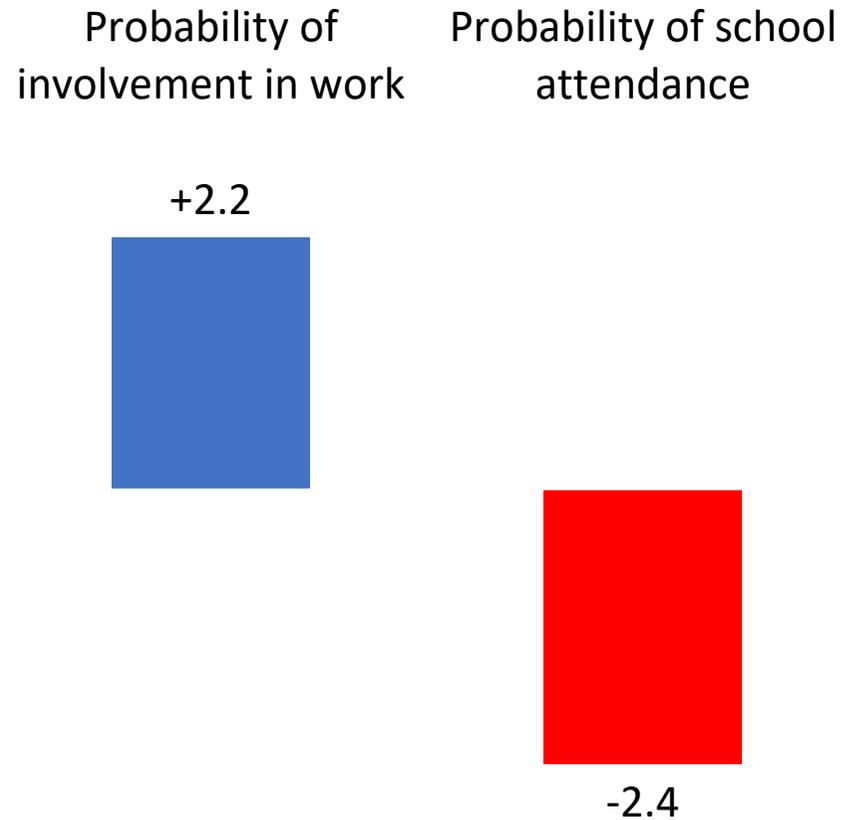
- **A reluctance to attend school** can be a reflection of negative perceptions of quality
- **School costs** (school fees, texts, uniforms, etc.) can make school unaffordable as an alternative to child labour
- **School availability and proximity**, and consequent transport costs, can also be an issue





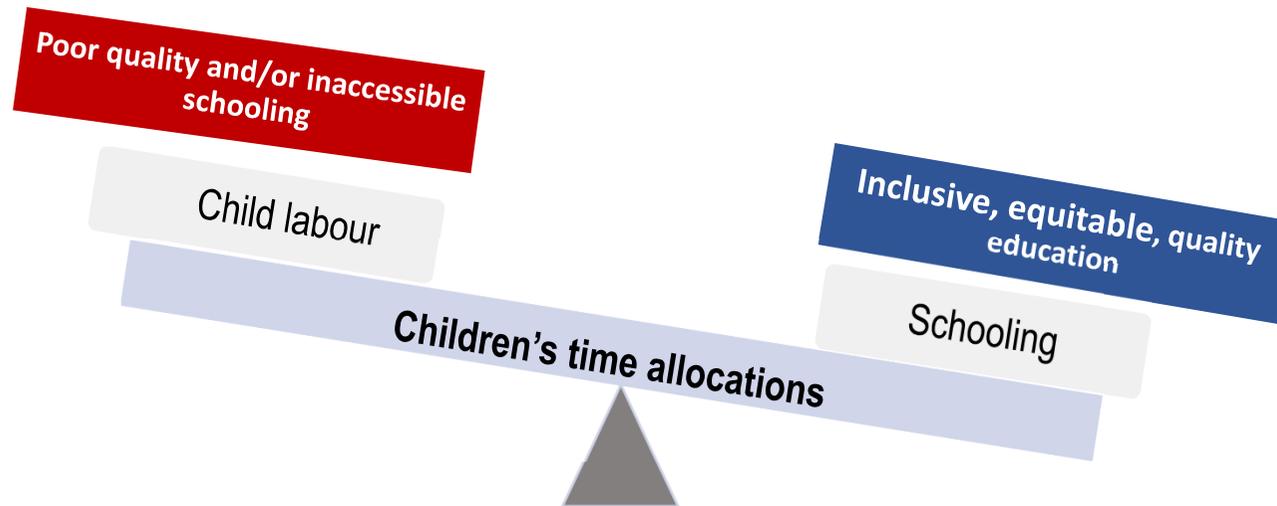
**School distance** to primary school, especially for girls (e.g., Guatemala, Bangladesh, in rural Côte d'Ivoire, Ghana, Yemen, Morocco, and Cambodia).

In Guatemala, for each **10 additional minutes** of travel time to primary school:





## Policy measures for promoting inclusive equitable education as an alternative to child labour





- **Reducing school distance** to primary school, especially for girls (e.g., Bangladesh, in rural Côte d'Ivoire, Ghana, Yemen, Morocco, and Cambodia).
- **Ensuring access to secondary as well as primary schooling**, as studies suggest that parents therefore have an incentive to send their children to primary school rather than to work if they know that their offspring will also have access to secondary education, where the seed of the initial investment in education begins to bear fruit.



- **Involving parents** more directly in the life of the school can also produce important quality benefits at minimal cost. In countries including Cambodia, the existence of parents' associations is linked to reduction of the involvement of enrolled children in economic activity. It is likely these associations increase parents' awareness of the benefits of education and of the human capital costs of working at an early age.
- **Investment in quality teaching** through national teacher policies adopted in consultation with stakeholders.
- Recruiting well-trained teachers and teacher assistants from the **local community** and ensuring gender balance in the teaching corps can help encourage girls to attend school.

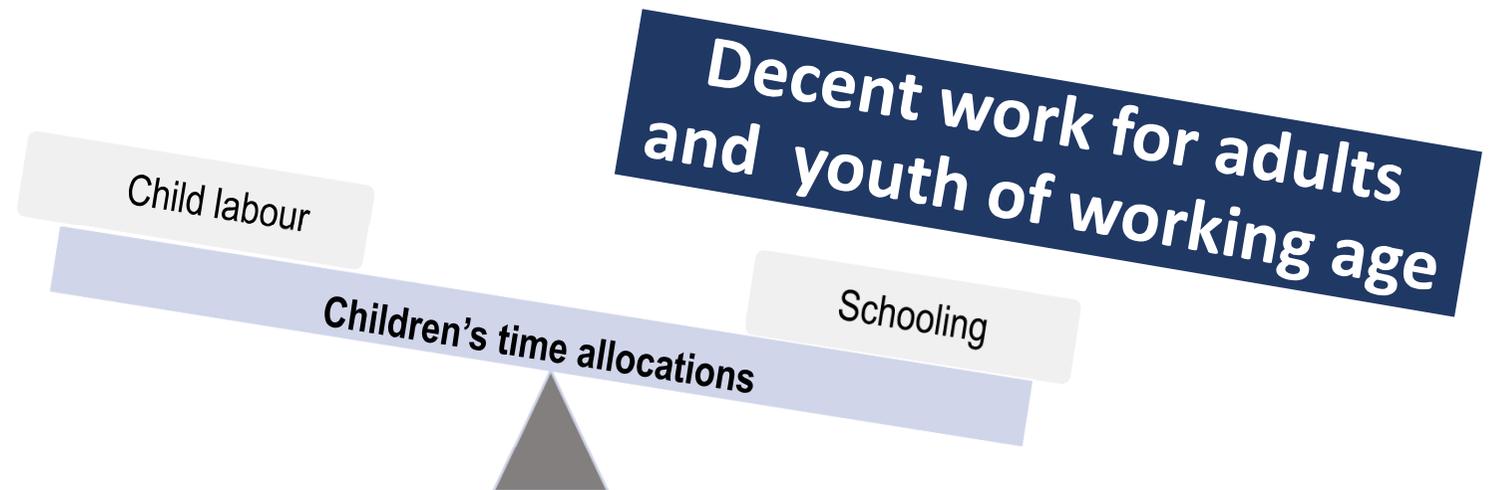


3. Decent work for adults and youth of legal working age



## Rationale

Work for adults and youth of legal working age that delivers a fair income, security in the workplace, and social protection means that households do not have to resort to child labour to meet basic needs or to deal with economic uncertainty.



## Decent work opportunities in the labour market can also affect child labour through returns to education



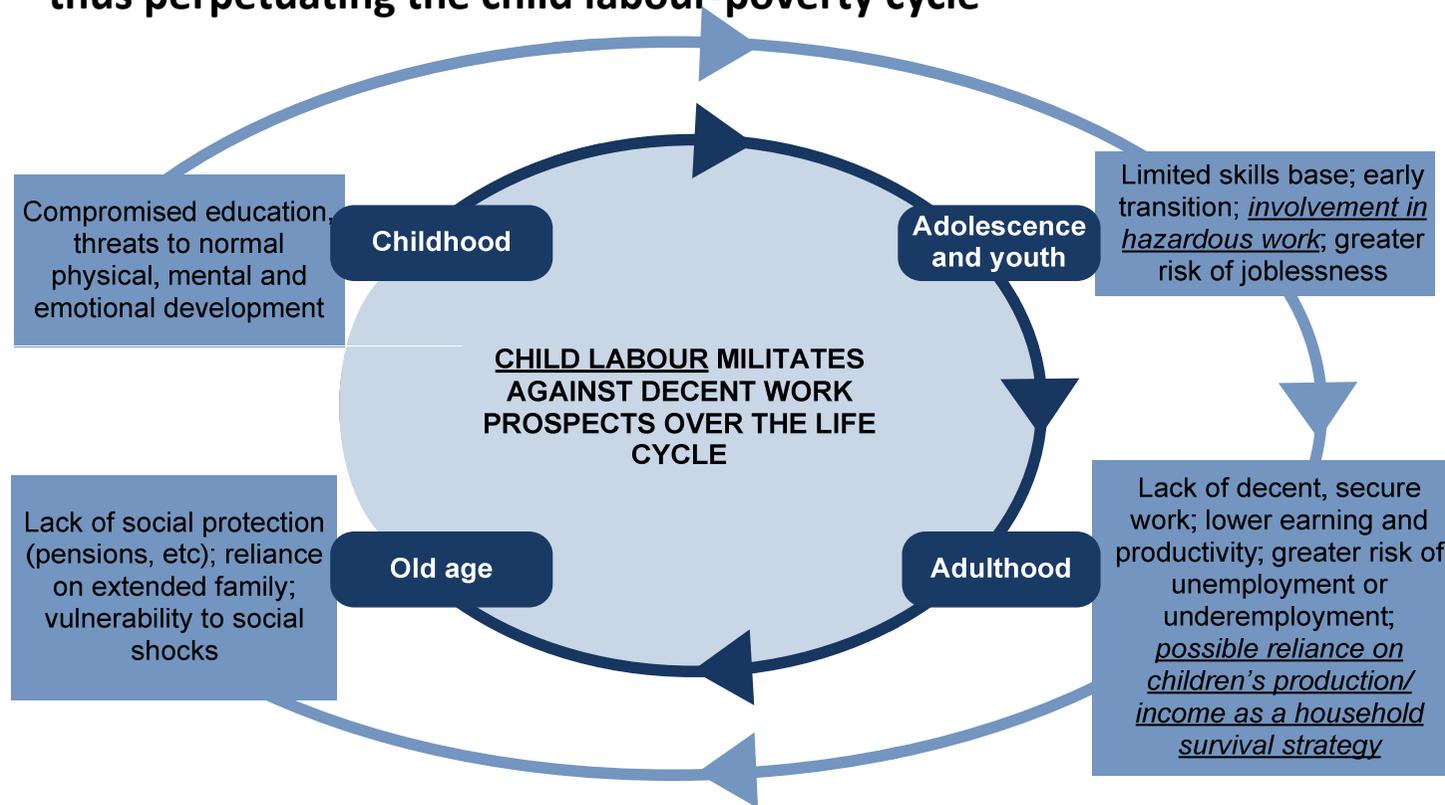
- A study of industrial transformation in Brazil, for instance, shows that expansions in **high-skilled job opportunities tend to increase time spent in school** while increases in low-skilled job opportunities tend to lower school attainment

Of course, the opposite pattern also holds: .



- A recent ILO study involving 48 countries indicates that the demand for child labour grows when forms of production that require only low skill levels gain in importance.

- Exposure to child labour appears to lead to poorer quality jobs and to lower wages as adults.
- More likely to be poor, former child labourers as adults are also more likely to have to depend on their children's labour as a household survival strategy, thus perpetuating the child labour-poverty cycle



## Measures for decent work for adults and youth of legal working age





## 1. Promoting decent livelihoods in the rural informal economy

The vast majority of children in child labour — 71 per cent globally and 85 per cent in the Africa region — work in agriculture and its various subsectors

Most perform their child labour as unpaid family work in family farms and enterprises.

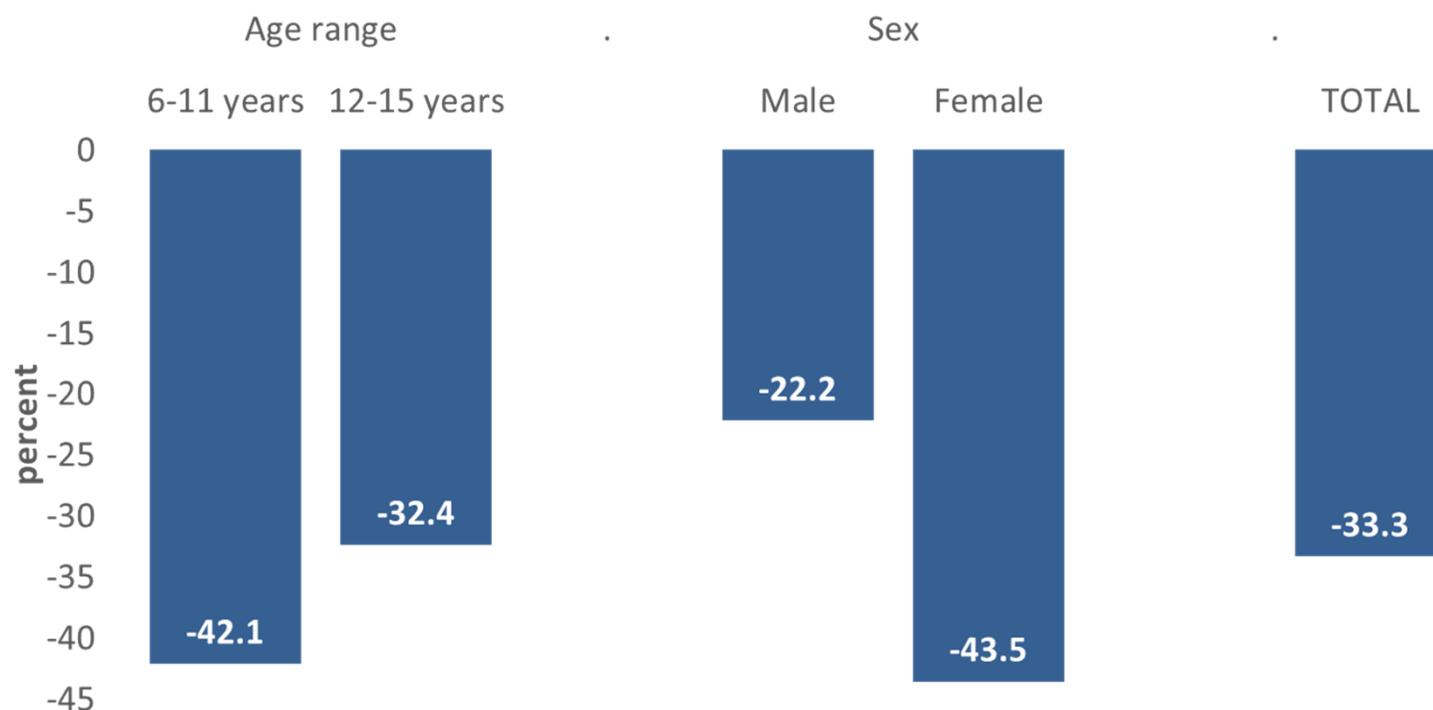
### ECONOMIC ACTIVITY



## Pooling adult labour, as well as tools, seeds, and other resources, through agriculture cooperatives

- In Rwanda, a study suggests, child labour among farm households belonging to agricultural cooperatives is lower than child labour in other farm households, even when controlling for other household characteristics.
- This suggests that cooperative membership helps reduce reliance on children's labour by limiting income volatility and improving farm livelihoods.

Percentage difference between child labour on farms selling to cooperatives and child labour on other farms, by age range and sex, Rwanda<sup>(a)</sup>

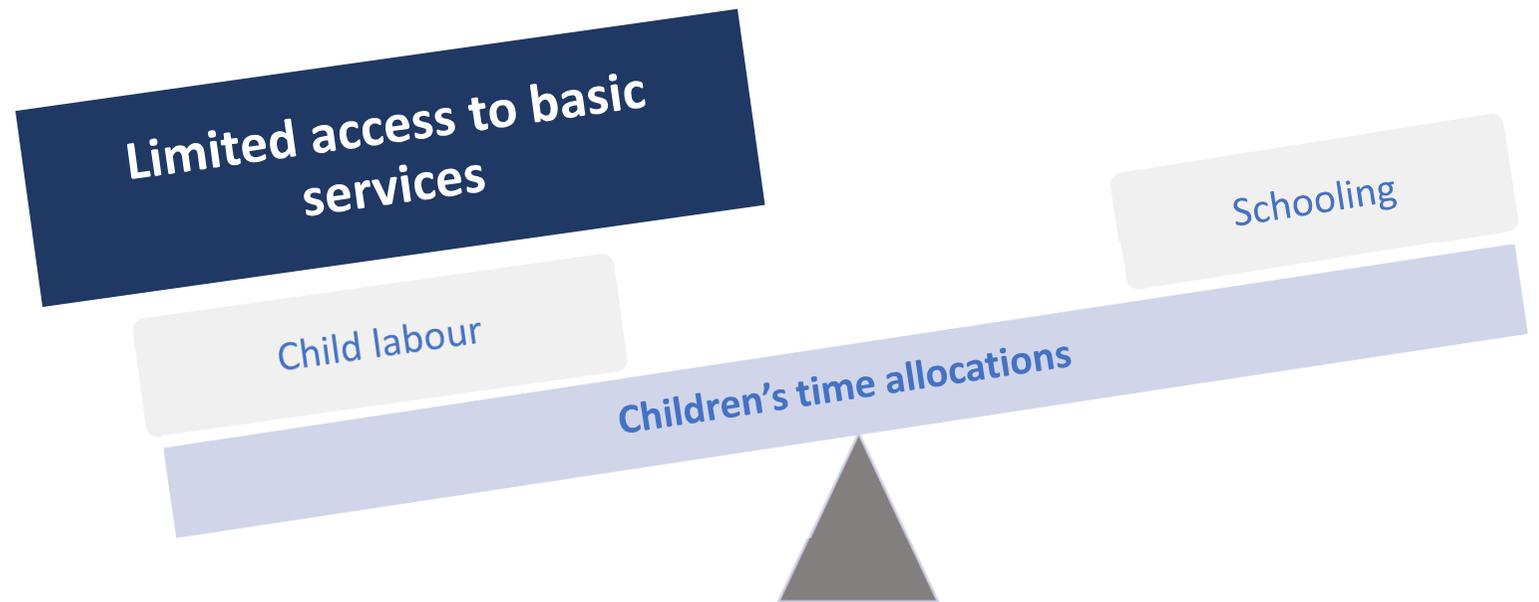


Notes: (a) Difference in child labour between other farms and farms selling to cooperatives, expressed as a percentage of child labour on other farms

## Examples of other means of promoting decent livelihoods in the rural economy

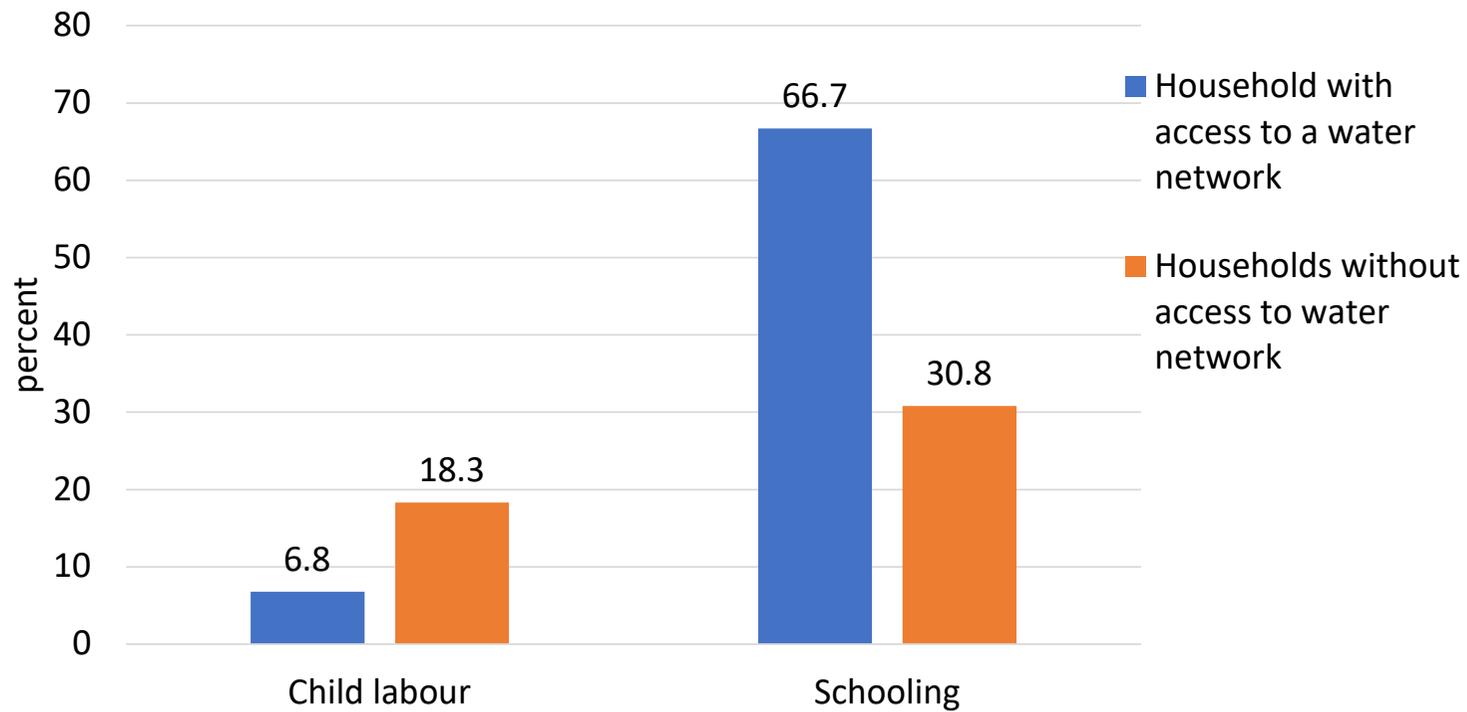
- improving access to inputs and credits by means of community savings and credit unions and other vehicles;
- crop insurance
- Introducing sustainable and appropriate technologies.
- food-processing and infrastructure, which add quality and value to locally grown produce

## 5. Limited access to basic services

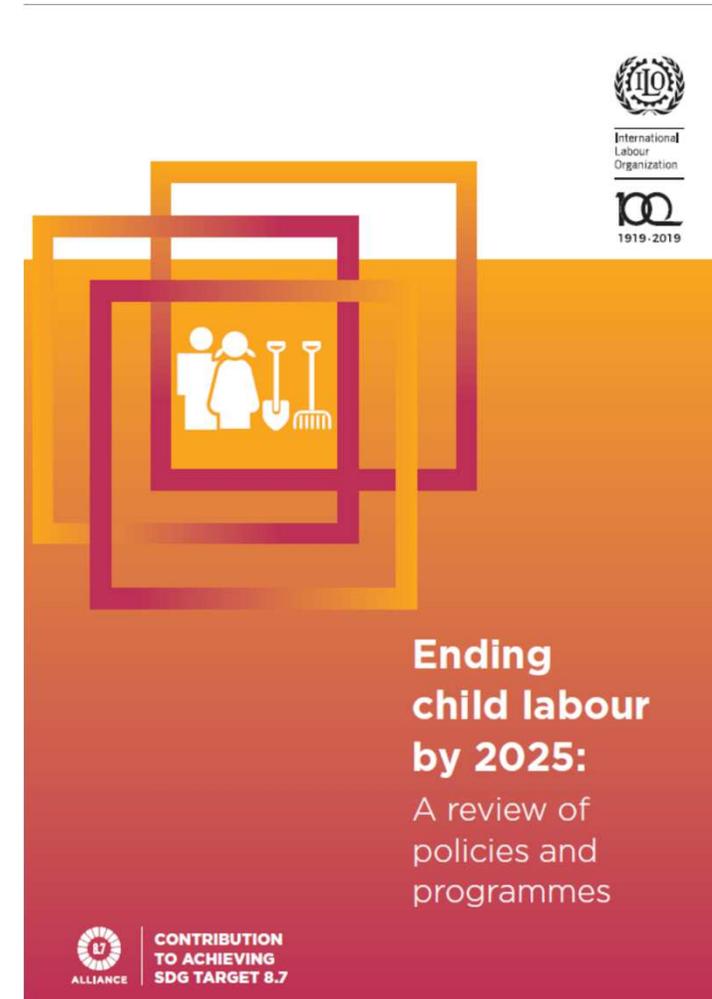
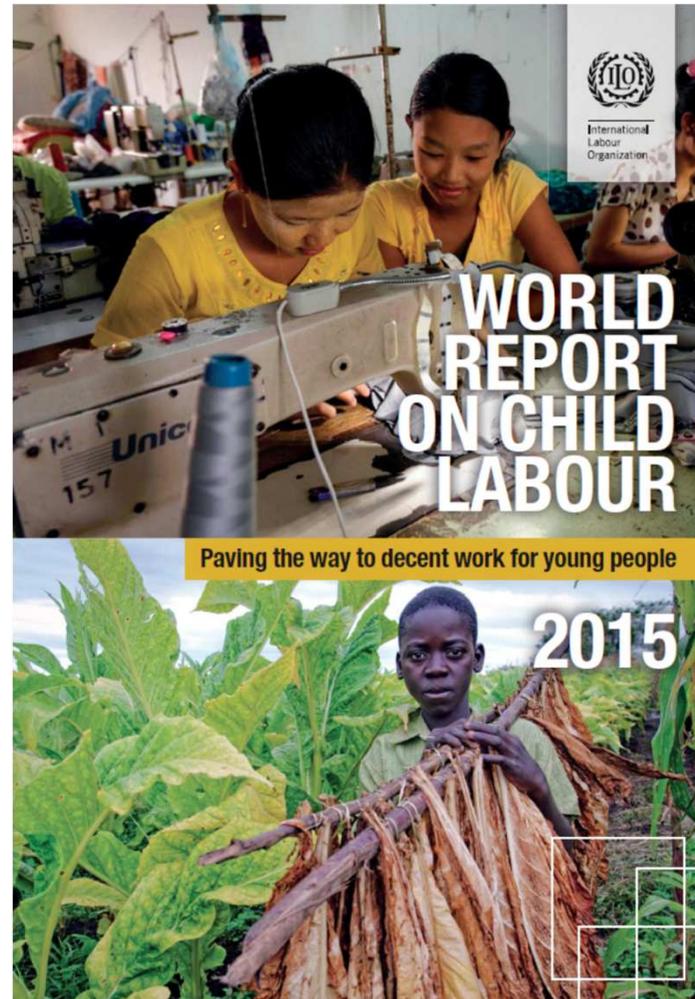


Access to basic services is important because affects the value of children's time outside the classroom (e.g., fetching water)

*Figure.* Percentage of girls in child labour and schooling, 6-14 years age range, by household water access, YEMEN



For more details see:

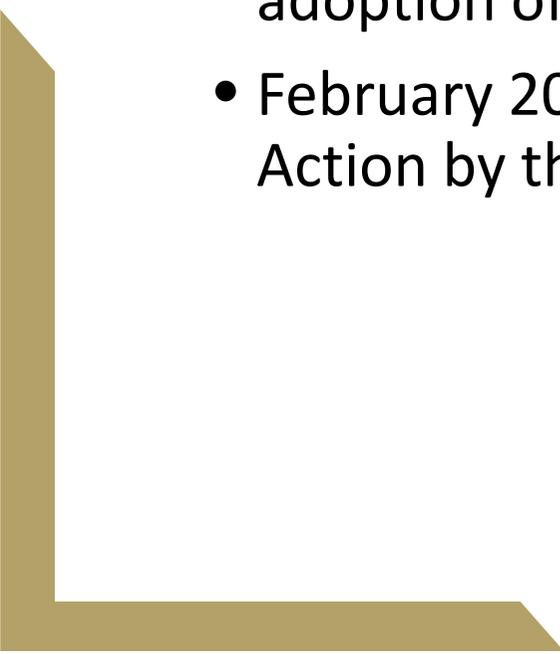




An Overview of the  
**African Union's 10-year action Plan  
to Eradicate Child Labour, Forced  
Labour, Human Trafficking and Modern  
Slavery in Africa (2020 - 2030)**



- April 2019, Addis Ababa, Ethiopia: First discussion of the draft Plan of Action by the STC on Social Development, Labour and Employment
- December 2019, Abidjan, Cote d'Ivoire: second discussion and adoption of the Plan of Action by the STC
- February 2020, Addis Ababa, Ethiopia: Adoption of the Plan of Action by the Executive Council



# GUIDING PRINCIPLES

- Right based approach
- Best interest of the child
- Gender and child sensitive approach
- Non discrimination
- Shared responsibility and solidarity
- Participation and open cooperation
- Leadership and accountability
- Consultation and coordination Subsidiarity
- Due diligence in public-private partnerships

# KEY STRATEGIC INTERVENTION AREAS

- A. Engagement of AU organs and relevant structures for **advocacy, policy setting and policy monitoring**
- B. **Capacity building** for effective national programmes
- C. **Legislation and enforcement**
- D. **Education and skills training**
- E. **Awareness campaigns** on Agenda 2063 – SDG 8.7 issues
- F. Addressing Agenda 2063 – SDG 8.7 issues in **priority sectors**
- G. Addressing Agenda 2063 – SDG 8.7 issues in **conflict and emergency situations**
- H. Multi-stakeholder platform for **partnerships**
- I. **Statistics and knowledge management**
- J. **Resource mobilization**

**A. Engagement of AU and REC organs and relevant structures for advocacy, policy setting and policy monitoring**

**EXPECTED OUTCOME**

AU and REC policy organs are using their political and convening capacities to drive greater efforts for the elimination of child labour, forced labour, human trafficking and modern slavery across the continent.

## **B. Capacity building for effective national programmes**

### **EXPECTED OUTCOME**

National programmes enjoy strong interest from policy-makers and oversight institutions, as well as significant improvements in human, financial and technical resources to operate effectively in all key intervention areas relating to child labour, forced labour, human trafficking and modern slavery.

## **C. Legislation and enforcement**

### **EXPECTED OUTCOME**

National laws and regulations have been updated and strengthened in line with the relevant continental and international legal instruments.

Statutory protections for labour rights are applied and enforced in both the formal and informal sectors.

Fair recruitment regulations are established to respect, protect and fulfil internationally recognized human rights as a means to prevent situations of forced labour and human trafficking.

Within RECs, laws of Member States are harmonized to deal with cross-border issues.

## **D. Education and skills training**

### **EXPECTED OUTCOME**

National education systems are implementing effective gender-responsive measures aimed at ensuring universal education at pre-primary, primary and secondary levels, improving quality and learning outcomes, reducing dropout rates, and providing schooling for out-of-school children, including child labourers.

Technical and vocational education and training is being expanded, improved and made accessible.

Informal apprenticeship systems are being upgraded to offer improved skills for young people, gender-sensitive protections for labour rights and social protection, protection against hazardous work by children, and functional skills-recognition systems.

## **E. Awareness campaigns on issues relating to child labour, forced labour, human trafficking and modern slavery**

### **EXPECTED OUTCOME**

**Awareness campaigns** are reaching families and communities at risk of child labour, forced labour, human trafficking and modern slavery, and **are effective** in challenging them to appreciate the costs and to take protective measures.

**Parents** in at-risk communities are **increasingly concerned** about the development and wellbeing of their children and are **actively protecting** them from labour exploitation and ensuring that work does not interfere with school or study.

## **F. Addressing child labour, forced labour, human trafficking and modern slavery in priority sectors**

### **EXPECTED OUTCOME**

Programmes to address child labour and other Agenda 2063 - SDG 8.7 issues in **agriculture** are in place in concerned communities. Agriculture sector households (including those in forestry and fishing) are aware of these issues, particularly hazardous work by children, and are adopting alternative practices.

Programmes for promoting decent work in priority sectors in the rural and urban **informal economy**, as well as in **extractive industries** where applicable, are operational and benefiting an increasing number of workers, with measures covering, among other policies, minimum age, occupational safety and health, protection of labour rights, fair recruitment, and extension of social protection.

## **G. Addressing child labour, forced labour, human trafficking and modern slavery in conflict and emergency situations**

### **EXPECTED OUTCOME**

Child labour, forced labour, human trafficking and modern slavery issues are adequately addressed in humanitarian and development efforts of the AUC, RECs and other agencies dealing with emergencies, armed conflict, transition and post-crisis recovery and state fragility situations in Africa.

Prevention and protection measures are implicitly extended to all affected or displaced persons, including citizens, migrants, refugees and asylum-seekers.

## **H. Multi-stakeholder platform for partnerships**

### **EXPECTED OUTCOME**

Continental multi-stakeholder platform enabling organizations, institutions and individuals working on issues relating to the Agenda 2063 - SDG 8.7 target to link up, work together, share knowledge and support each other is functional. Partners at country, regional and continental levels are making good use of the knowledge, innovations and other resources available from local and global networks. Partners are also sharing information to a high degree, minimizing duplication and maximizing the dissemination of new ideas. Public-private partnerships are making significant contributions to national, regional and continental efforts.

## **I. Statistics and knowledge management**

### **EXPECTED OUTCOME**

Issues relating to the Agenda 2063-SDG 8.7 target are receiving priority attention in data collection, analysis and research programmes at national, regional, continental and international levels. Organizations, institutions and individuals interested in issues relating to the Agenda 2063-SDG 8.7 target have easy access to existing data. An effective Agenda 2063 – SDG 8.7 data and knowledge management system is in place as an integral part of the existing systems at REC and AU Commission levels, and is being put to maximum use in policy and programme design, implementation, monitoring and evaluation.

## **J. Resource mobilization**

### **EXPECTED OUTCOME**

Interventions relating to the Agenda 2063 – SDG 8.7 target are adequately mainstreamed into the programmes and budgets of mandated institutions and organizations at sub-national, national, regional and continental levels.

Complementary resources are available from a wide range of partners, enabling the rapid scaling up of national efforts and adequate advocacy and technical support from regional and continental levels.

## Implementation plan

### **At continental level:**

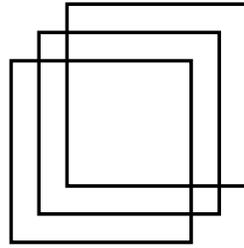
- AU Special Rapporteur
- Mainstreaming into other relevant AU policies and programmes (education/TVET, Agriculture, Trade, mining, etc)
- Provision of technical and strategic support in planning, implementation, monitoring and evaluation processes to countries and RECs,
- Facilitation of learning and knowledge sharing, capacity building
- Advocacy, continental awareness campaigns,
- Resource mobilization and partnership building
- Monitoring and evaluation, reporting to AU Policy Organs (STCs, Executive Council, Assembly)

### **At RECs level:**

- Mainstreaming in regional policy frameworks (domestication)
- Monitoring and evaluation
- Resource mobilization, partnership building

### **At Member States level:**

- Implement proposed actions relevant to national conditions and priorities.
- Identify elements of the Action Plan to pursue
- the mobilization of resources for actions at the country level
- monitoring and evaluation of processes and country level outcomes in partnership with national stakeholders.



# SESSION 3

Joint ILO/ AU presentation on policy priorities in Africa in  
lead-up to 2025



International  
Labour  
Organization



INTERNATIONAL YEAR  
FOR THE ELIMINATION  
OF CHILD LABOUR

# Policy Priorities in Lead-up to 2025

There seems to be an agreement that we don't need new commitments but should rather **focus on implementation of existing regional frameworks** (AU Action Plan) and **prioritization**

## KEY STRATEGIC INTERVENTION AREAS OF THE AFRICAN UNION TEN YEAR ACTION PLAN

- A. Engagement of AU organs and relevant structures for **advocacy, policy setting and policy monitoring**
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- C. **Legislation and enforcement**
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## What should be taken into account when prioritizing ?

- the salient features of child labour on the continent (young, rural, agriculture, family work, hazardous work, out of school / combining school and work)
- key development challenges (discussion in session 1 summarized by the Government of South Africa and results of the Slido)

## Prioritize what ?

National responses should, to the extent relevant, focus on the most immediate major challenges, and most actionable in terms of time frames for achieving results

... with variations for relevance within each country and the specificities of the national situation.

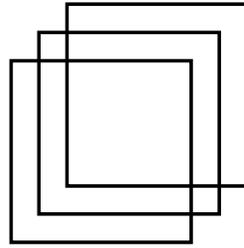
## Emerging policy priorities:

- Accelerating actions needed to ensure [quality universal education](#) for all boys and girls, coupled with [measures for alleviating poverty and vulnerability](#), especially child poverty;
- [Reducing needs leading children to combine school with work](#), particularly children below the minimum age for employment;
- Implementing robust and effective [measures against hazardous child labour](#);
- Expanding labour and [social protections for workers in the informal economy](#), including young workers above the minimum age for employment;
- [Filling gaps in legislation](#) needed for effective action against child labour, particularly its worst forms;

- Establishing or enhancing **institutional arrangements** and capacity to effectively deal with WFCL other than hazardous child labour;
- Developing appropriate measures to deal with child labour in **conflict** and other crisis situations;
- **Mobilizing social and political support** to build momentum for accelerating action against child labour;
- Improving **implementation** of national child labour programmes;
- Improving the availability of quality **child labour data and research**; and
- **Increasing financing** for child labour activities.

## **Aligned with:**

1. Priorities of the AU action plan
2. Inputs pre-consultation : results of the survey
3. Inputs during consultation : outcomes session 1 x 2 summarized in the recap this morning and the results of the Slido



# RESULTS OF THE AUDIENCE INTERACTION (SLIDO)

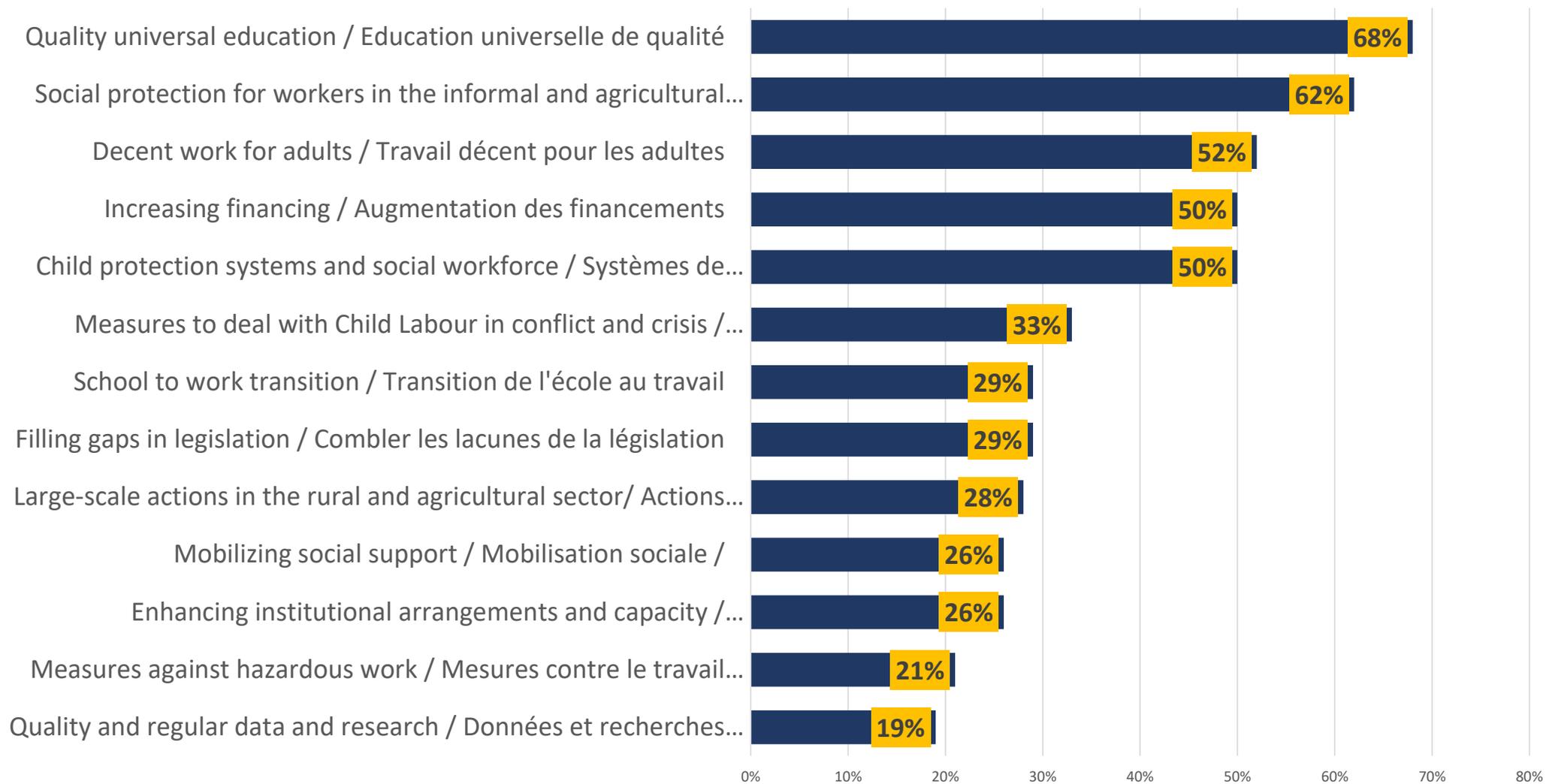
ON POLICY PRIORITIES TO ELIMINATE CHILD LABOUR IN AFRICA



International  
Labour  
Organization



INTERNATIONAL YEAR  
FOR THE ELIMINATION  
OF CHILD LABOUR



*Multiple responses (6)*