

Foreword



Thomas E. Perez
U.S. Secretary of Labor

In the 5 years he spent chained to a loom in his native Pakistan, no one ever asked Iqbal Masih to do anything but work. No one asked him to attend school. No one asked him to go play. No one asked him the most powerful of questions: “What do you want to be when you grow up?”

At the age of 10, he escaped slavery and became an impassioned advocate for children’s rights. Iqbal found his voice and was finally able to tell the world what he wanted to be when he grew up: “A lawyer,” he said, “to do what Abraham Lincoln did,” so that one day he could help free other children from bonded labor. (1)

Tragically, Iqbal never got that chance. At age 13, he was shot and killed by a gunman while riding a bicycle. This year marks the 20th anniversary of Iqbal’s death and 20 years of grants awarded by the U.S. Department of Labor (USDOL) to help eliminate the worst forms of child labor worldwide.

These grants provide children with the opportunity to access a quality education, which helps lift their vulnerable families out of poverty. They give children and their families a fighting chance to share in the benefits of the global economy. Melisa, a member of the Yánesha people, one of Peru’s indigenous communities in the remote district of Pichanaki, is a prime example.

Melisa was ready to drop out of school when she reached the ninth grade. Among other things, the arduous 6-hour commute to the nearest high school was making it nearly impossible for her to get an education. That changed thanks to the USDOL-funded *Semilla* (Seed) project, a partnership with the Peruvian Government, which allowed Melisa to finish high school by accessing a tutoring program. Last year, she won a prestigious scholarship from the national government and will receive a full scholarship to college to study sustainable tourism. Her goal is to bring greater economic development to her village.

We proudly provide technical assistance, through our Country Level Engagement and Assistance to Reduce Child Labor (CLEAR) project, to countries that have expressed an interest in receiving support to reduce child labor, including its worst forms. We help these nations act on the information and the suggested measures spelled out in the *Findings on the Worst Forms of Child Labor* report. For example, the CLEAR project is supporting efforts to develop child labor training materials for labor inspectors in Paraguay; establish an Education Roadmap to Eliminate Child Labor in the Philippines; and conduct a National Child Labor Survey and pilot a monitoring system in Suriname.

In recent years, countries have made substantial progress in protecting children from exploitive work, in many cases assisted by projects similar to Seed and CLEAR. They have opened up primary education to more children and started to close the gap in girls’ education. Since 2000, the number of child laborers has dropped by one-third, while the number of children and adolescents out of school has been cut nearly in half.

Nevertheless, there is more work to be done. The International Labor Organization estimates that 168 million children worldwide still work, half of them in hazardous situations and 6 million of them in forced labor. Globally, there are also millions of children who are not working but are at risk of becoming child laborers because they are not in school.

This 14th edition of USDOL's *Findings on the Worst Forms of Child Labor*, prepared by our Bureau of International Labor Affairs in accordance with the Trade and Development Act of 2000 (TDA), documents both the progress made and the challenges remaining. The report describes the efforts of 140 countries, non-independent countries, and territories to address exploitive labor through legislation, enforcement, policies, and programs. And it recommends steps these governments can take to bolster their efforts.

In particular, our 2014 report highlights programs and policies governments can implement, drawing from innovative practices across the globe, to help children go to school, stay in school, and avoid exploitive work. USDOL funds a global project to support governments that are committed to these kinds of programs.

This year, we also want to expand the reach and accessibility of our report by launching a smart phone app. We hope the app will educate more people about the challenges of eliminating the worst forms of child

labor, offering a new tool in the struggle for the rights of children and the livelihoods of their families.

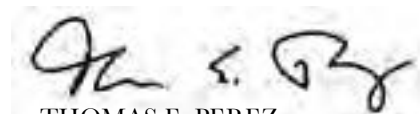
Kailash Satyarthi, a native of India whose three decades of work defending children's rights earned him the 2014 Nobel Peace Prize, used his acceptance speech last December to issue a call to action: to "globalize compassion and set our children free." It is time, he said, for "all the governments, intergovernmental agencies, businesses, faith leaders, the civil society, and each one of us, to put an end to all forms of violence against children. Slavery, trafficking, child marriages, child labor, sexual abuse, and illiteracy have no place in any civilized society."

At USDOL, we are doing everything possible to heed Kailash's call. Ours is a multi-pronged approach – including technical assistance, research and reporting, and policy engagement – combining to create a holistic strategy for combatting this global scourge. The inspiring examples of Iqbal and Kailash further motivate us, with resolve and a sense of urgency, to continue fighting this fight.



© Seed Project

Melisa displaying
her scholarship
award letter.



THOMAS E. PEREZ

Secretary of Labor

September 30, 2015



© Larry C. Price

Barefoot and shirtless, Karim Sawadogo, 9, works with his uncle at a gold mine in Burkina Faso. He has been to school, but only for a while. "My dream," he says, "is to make enough money so I don't have to do this anymore."

Acronyms

AGOA	African Growth and Opportunity Act
ATPA	Andean Trade Preference Act
ATPDEA	Andean Trade Promotion and Drug Eradication Act
CBTPA	Caribbean Basin Trade Partnership Act
CRC	Convention on the Rights of the Child
DHS	Demographic Health Survey
EAPCCO	Eastern Africa Police Chiefs Cooperation Organization
ECOWAS	Economic Community of West African States
ECPAT	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
EFA	Education for All
EU	European Union
FLSA	Fair Labor Standards Act
GDP	Gross Domestic Product
GSP	Generalized System of Preferences
IDB	Inter-American Development Bank
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
ILO C. 138	International Labor Organization, Convention No. 138: Convention concerning Minimum Age for Admission to Employment, commonly referred to as the “Minimum Age Convention”
ILO C. 182	International Labor Organization, Convention No. 182: Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the “Worst Forms of Child Labor Convention”
ILO Committee of Experts	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
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”
ILO-IPEC	International Labor Organization, International Program on the Elimination of Child Labor
IMF	International Monetary Fund
INTERPOL	ICPO–INTERPOL/International Criminal Police Organization
IOM	International Organization for Migration

LFS	Labor Force Survey
LSMS	Living Standards Measurement Survey
MERCOSUR	Common Market of the South (America); members include Argentina, Brazil, Paraguay (membership currently suspended), Uruguay, and Venezuela
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
OAS	Organization of American States
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OSCE	Organization for Security and Cooperation 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
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
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
USAID	U.S. Agency for International Development
USDOL	U.S. Department of Labor
USDOJ	U.S. Department of Justice
USDOS	U.S. Department of State
WFP	World Food Program
WHD	Wage and Hour Division
WHO	World Health Organization

U.S. Department of Labor's Mandate

The U.S. Department of Labor (USDOL) has prepared this 14th annual report on the *Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA).(2) The TDA expanded country eligibility criteria for several preferential tariff programs to include the requirement that beneficiary countries implement their commitments to eliminate the worst forms of child labor.(3) The expanded country eligibility criteria apply to the following trade preference programs: the Generalized System of Preferences (GSP) program authorized under the Trade Act of 1974; the Africa Growth and Opportunity Act (AGOA); and the U.S.-Caribbean Basin Trade Partnership Act (CBTPA).(4-5) The TDA mandated the Secretary of Labor to report on each “beneficiary country’s implementation of its international commitments to eliminate the worst forms of child labor.”(2) ILAB carries out this responsibility on behalf of the Secretary.

Report Overview

This report is divided into five parts. Part I provides highlights and gaps in government actions to address the worst forms of child labor as described in this year’s report, with an emphasis on progress globally and by region. Part II provides an overview of the U.S. experience on child labor. Part III describes the method for compiling the report and a description of the features of each country profile, including country assessments to provide the President with clear indications of the Secretary of Labor’s findings on whether each beneficiary country has advanced efforts to eliminate the worst forms of child labor. Part IV contains reference material for data on child labor and education that appear in the report, and a glossary of terms used. Part V covers the individual profiles of the countries that benefit from trade preferences under the TDA.



Children in Malo primary school in TA Nthiramanja, Malawi participating in the ILO/IPEC SNAP Malawi project, which has provided them with educational materials, counseling and rehabilitation services, and their families with income-generating activities to prevent child labor.

“I represent here the sound of silence. The cry of innocence. And the face of invisibility. I have come here to share the voices and dreams of our children, because they are all our children.”

— Kailash Satyarthi, Nobel Lecture



Malala Yousafzai and Kailash Satyarthi accepting their Nobel Peace Prize medals, Norway.
© Ken Opprann / The Nobel Foundation

“This award is not just for me. It is for those forgotten children who want education. It is for those frightened children who want peace. It is for those voiceless children who want change.”

Malala Yousafzai, Nobel Lecture

Part 1 The Year in Review: Giving a Voice to Millions of Children in 2014

“Let’s walk together. In the pursuit of global progress, not a single person should be left out or left behind in any corner of the world, from East to West, from South to North.”

This was the appeal made by Kailash Satyarthi, a longtime child labor activist from India, upon accepting his Nobel Peace Prize on December 10, 2014.(6) His vision for a world in which all people, including children, get the opportunity to share in global prosperity, and in which children are protected and nurtured, was also embraced by the Pakistani co-recipient of the Prize, Malala Yousafzai. She spoke out against the exploitation of children and issued a call to action for them to advocate for their own rights: “Let us become the first generation to decide to be the last, let us

become the first generation that decides to be the last that sees empty classrooms, lost childhoods, and wasted potentials.”(7)

The children cited by the 2014 Nobel Laureates include an estimated 168 million child laborers around the world.(8) According to the ILO, about 85 million of these children are engaged in various types of hazardous work – including some who dig and drill for 24-hour shifts in gold mines, spray toxic pesticides on crops, or pick up trash on the streets. Another six million children are estimated to be in forced labor – where they are used as soldiers, carpets weavers, in commercial sexual exploitation, and other activities, such as drug trafficking.(8) Child labor exists in every region of the world. It is most common in the agricultural sector, although many children are also exploited in work in the industrial and service sectors, and other areas.(8) Most child laborers do not work for pay, and 70 percent are engaged in unpaid household services, often combining work with schooling, or not attending school at all.(8) Combining work with education often puts demands on children that make it difficult to achieve their full potential in school.(9)



A girl collecting food for animals in a dump. Lima, Peru.
© ILO/M. Crozet

Exploitive child labor occurs for many reasons, the most common being poverty.(9,10) Children living in poor households work to help their families cover basic costs of living, such as housing, food, child care, or health care. Children also engage in exploitive labor because they cannot afford the costs of schooling, their school is too far away, it is not a safe or healthy place, or adequately staffed or equipped to meet their learning needs.(9,10) Where schools are available, the quality often is poor, so that parents do not see the benefits of an education. In other cases, children end up in exploitive work due to cultural reasons or because they are the victims of violence or environmental, health, or economic crises, such as natural disasters.(9) Exploitive child labor is also a problem in areas where employers find it cheaper or easier to use children to work and where national laws and policies are lacking or not being enforced effectively.(10)

In 2014 and early 2015, there were children in all regions of the world who were involved in child labor because of these and other factors. It is estimated that tens of millions of children were affected by violence from major conflicts, the most grievous being in the Central African Republic, Iraq, the West Bank and the Gaza Strip, Nigeria, South Sudan, and the Syrian Arab Republic, but also in long-lasting conflicts in Afghanistan, the Democratic Republic of the Congo, Somalia, and Yemen.(11)

In Guinea, Liberia, and Sierra Leone, where a devastating Ebola outbreak resulted in thousands becoming ill or dying



Jeanette, age 17, dropped out of school when she was 14 and went to work on a plantation as a tea picker. She said the job, which started at 7 a.m. and ended at 3 p.m. was “very hard and tiring”. Now Jeanette is studying in the REACH-T Model Farm School program funded by USDOL in Rwanda. “I thank the project for the skills I am gaining now” she said when asked about her experience in REACH-T. © REACH-T

and school closures affected 5 million children, some children turned to work to support themselves or their families.(12-14) In Vanuatu, which experienced massive destruction from Cyclone Pam, approximately 82,000 children were left without housing, food, or water, putting them at higher risk of involvement in the worst forms of child labor; in Nepal, it is estimated that nearly 1 million children were killed, injured, kept out of school, or trafficked as a result of the massive April 25, 2015 earthquake.(15, 16) Finally, at the U.S.-Mexican border, more than 50,000 unaccompanied minors were found having left the Northern Triangle countries (Guatemala, Honduras, and El Salvador) to escape violence and economic insecurity.(17) On their journey north, many of these children were made vulnerable to, and became victims of exploitation and abuse, including trafficking for forced labor.(17)

While child labor continued to be a serious problem in many areas of the world during the reporting period, experience has shown that child labor can be reduced or eliminated by tackling the root causes of poverty and addressing the vulnerability of households to economic shocks through education, social protection, and decent work strategies.(18) Education, in particular, has been



Ebola outbreak, Sierra Leone. © Save the Children



Aragash is 17 years old and has been weaving since a young age. She used to work for a business owner, she said, “Often, I would eat only once a day and would regularly get punished. I also started work early in the morning at 6 a.m. and would work throughout the night.” Through the E-FACE (Ethiopians Fighting Against Child Exploitation) project, Aragash now works in a government workspace with other young weavers and can support herself to attend school in the evening. © E-FACE Project

identified as a successful strategy for helping children to avoid child labor because it reduces the time that children have available to engage in exploitive work. Education also helps them to acquire the skills they need to secure stable jobs with fair pay and participate actively as citizens in their communities.(10, 19) As adults, they are likely to live longer, be less dependent on social support, and pass on the benefits of an education to their children.(10)

The global community recognized the importance of improving access to education for all children and combating poverty when it included “Eradicate extreme poverty and hunger” and “Achieve universal primary education” in the eight Millennium Development Goals (MDGs) in 2000. Since then, extreme poverty rates have fallen in every developing region, and the number of out-of-school children has dropped. In the period from 2000 to 2012, the number of child laborers also fell by almost one third.(8) However, notwithstanding this progress, 1.2 billion people still live in extreme poverty, and 58 million children are still not able to access even a primary education, much less a secondary education.(20, 21)

The ILO’s World Day Against Child Labor, held on June 12, 2015, focused on the importance of free, compulsory, and quality education as a key component in the fight against child labor. Participants called on governments to take action to ensure that their education and employment policies make it possible for all children to participate in school, at least up to the age of legal employment.(19) According to the ILO’s *World Report on Child Labor 2015: Paving the Way to Decent Work for Young People*, having the opportunity to get an education is essential to ensure that children have better prospects for decent work in the future and the chance to break out of poverty.(22)

This 14th edition of the *Findings of the Worst Forms of Child Labor* describes the actions taken by 140 countries in 2014 to meet their international commitments to address the worst forms of child labor and how they compare globally and across regions.

1.1 GLOBAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS

This section provides global trends in government efforts and country assessments, including changes in assessments among USDOL’s 2012-2014 *Findings on the Worst Forms of Child Labor* reports.

1.1.1 Government Efforts

During this reporting period, 115 out of 140 governments covered in this report made at least one meaningful effort in advancing the elimination of the worst forms of child labor. Fifty-nine governments made efforts in the areas of laws and regulations, 54 governments made efforts in the area of enforcement, 39 governments made efforts in the area of coordination, 62 countries made efforts in the area of government policies, and 66 countries made efforts in the area of social programs.

Establishing a clear, strong legal framework that conforms to international standards is critical for governments’ efforts to prevent and eliminate the worst forms of child labor. Therefore, this section gives special

attention to the ratification of international standards and the adoption of corresponding national legislation.

While policies and social programs can prevent children from being forced to work at an early age, legal minimum age requirements for work help protect children from early entry into the workforce. While the majority of governments have established a minimum age for employment, there are several countries that have yet to establish a minimum age for employment, and many more whose minimum age falls below international standards. ILO C. 138 sets a minimum age for employment to be no less than 15 years, but allows a minimal legal working age of 14 for countries where economic and educational facilities are insufficiently developed.

Seven governments have yet to establish a minimum age for work or the status of their new minimum age law is unclear: India; Niue; Norfolk Islands; Pakistan; Saint Helena, Ascension and Tristan da Cunha; Tokelau; and Tonga. Eight governments maintain an age that falls below the international standard for developing countries of 14 years of age: Belize, Bhutan, Bolivia, Dominica, Guatemala, Montserrat, Nigeria, and the Solomon Islands. Similarly, 12 governments have yet to establish a minimum age for children involved in hazardous work: Algeria, Christmas Island, Cocos (Keeling) Island, Djibouti, Grenada, Niue, Norfolk Island, Seychelles, Tokelau, Tonga, Trinidad and Tobago, and Vanuatu, as required by ILO C. 182, while another 24 governments maintain an age below the international standard of 18 years of age or do not have a minimum age.

Although there is no international standard for a compulsory education age, not having one, or setting it too low, may encourage children below the legal age of employment to work since they are not required to attend school. While the majority of governments have established compulsory education ages, 15 countries have yet to establish such an age: Bhutan, Botswana, Burundi, Cambodia, Côte d'Ivoire, Eritrea, Ethiopia, Nepal, Papua New Guinea, the Solomon Islands, Somalia, Swaziland, Vanuatu, Zambia, and Zimbabwe, and 24 countries maintain ages below the international standard for the minimum legal working age of 14.

Ratifications of relevant international conventions signal governments' commitment to having in place a solid legal

framework that can help to eliminate the worst forms of child labor. To date, 113 countries that are covered in this report have ratified ILO C. 138, including one which ratified during the reporting period (the Solomon Islands). In addition, 124 of the governments in this report have ratified ILO C. 182, one of which ratified during the reporting period (Somalia). Twenty-six governments have yet to ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and 31 governments have yet to ratify the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict.

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

1.1.2 Country Assessments

Figure 1 provides a global breakdown of the country assessments in this report. Overall, more than half of the countries (58 percent) received an assessment of Moderate Advancement or higher, compared with 39 percent of countries that received an assessment of Minimal Advancement or lower. The other 3 percent of countries received a No Assessment. Out of the 140 countries covered in this report, 13 received an assessment of Significant Advancement, 69 received Moderate Advancement, 43 received Minimal Advancement, 11 received No Advancement, and 4 were not given an assessment.

Among the 11 countries that received No Advancement, 8 countries received No Advancement because no meaningful actions were taken to advance efforts to eliminate the worst forms of child labor. Three others received this assessment, notwithstanding efforts made, as a result of government complicity in forced child labor: South Sudan, Eritrea, and Uzbekistan.

Figure 1. Global Breakdown of Country Assessments in 2014



140 countries

KEY

- Significant Advancement
- Moderate Advancement
- Minimal Advancement
- No Advancement
- No Assessment

One territory, Wallis and Futuna, was marked No Assessment because there was no evidence of a worst forms of child labor problem and the territory has a good legal and enforcement framework on child labor. Other territories were not assessed due to their small population size. For example, the British Indian Ocean Territory does not have a permanent civilian population, Heard Island and McDonald Islands are uninhabited, and the Pitcairn Islands has a population of fewer than 50 people.

The assessment results from 2014 indicate both progress and setbacks in addressing the worst forms of child labor compared with the assessments from 2013 and 2012 (see Figure 2). Overall, from 2013 to 2014, the number of countries that received an assessment of Significant Advancement remained steady, the number receiving an assessment of Moderate Advancement and No Advancement dropped, and the number of countries that received an assessment of Minimal Advancement increased. For example, in 2014, 82 countries received assessments of Significant and Moderate Advancement, as opposed to 85 in 2013, while 43 countries received an assessment of Minimal Advancement, as opposed to 37 in 2013. However, 11 countries received an assessment of No Advancement compared to 13 in 2013.

With regard to progress, all 13 countries receiving an assessment of Significant Advancement made meaningful efforts in the areas of legislation and enforcement in 2014, but also made one or more significant efforts in other areas assessed: either coordination mechanisms, policies, or programs to address child labor.

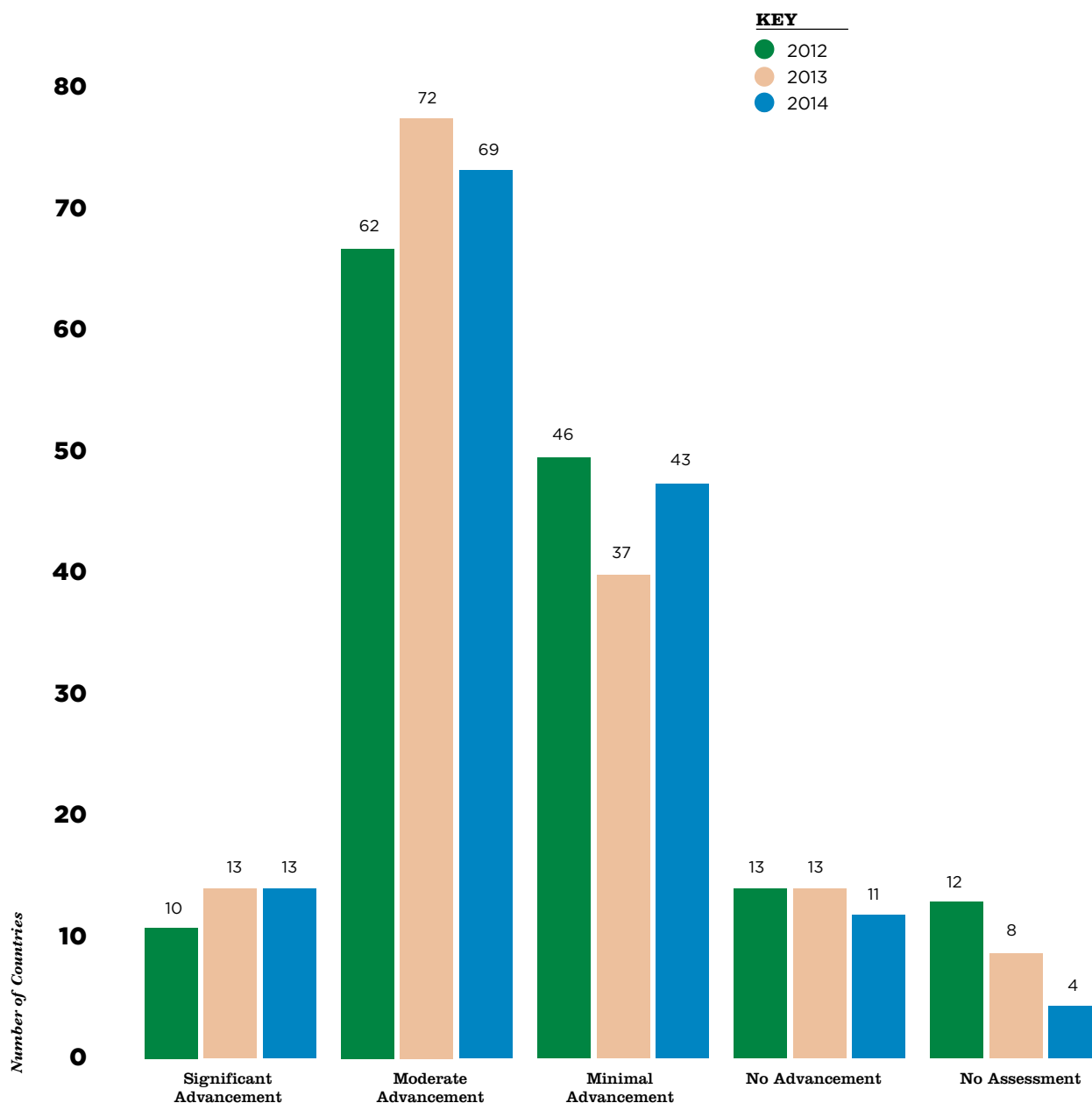
Of the 13 countries at this level, 10 had received the same assessment in 2013: Brazil, Chile, Colombia, Côte d'Ivoire, Ecuador, El Salvador, Peru, the Philippines, South Africa, and Uganda. The remaining three countries in the Significant Advancement group, Madagascar, Paraguay, and Thailand, increased their assessment level from Moderate Advancement in 2013 to Significant Advancement in 2014. In addition, 15 countries increased their assessment level from Minimal to Moderate Advancement in 2014: Cabo Verde, Comoros, Republic of Congo, Haiti, Mozambique, Oman, Papua New Guinea, Rwanda, Serbia, Solomon Islands, Somalia, Timor-Leste, Togo, Uruguay, and Yemen. Three countries that had Significant Advancement levels in 2013, Albania, Costa Rica, and Tunisia, dropped to Moderate Advancement in 2014. In addition, 19 countries dropped from Moderate Advancement to Minimal Advancement in 2014. The countries in this group were: Armenia, Belize, Bolivia, Burundi, The Gambia, Georgia, Kiribati, Kyrgyz Republic, Liberia, Macedonia, Malawi, Maldives, Mauritius, Russia, Samoa, Senegal, Suriname, Tanzania, and the West Bank and the Gaza Strip. The drop in assessment level for these countries occurred largely because of the lack of efforts during the reporting period in the areas of legislation, government coordination, and enforcement to address the worst forms of child labor.

The number of countries receiving No Advancement decreased from 13 in 2013 to 11 in 2014. Of the countries that had received No Advancement in 2013, the Central African Republic, the Democratic Republic of the Congo, Cook Islands, Seychelles, and Venezuela increased their assessment levels in 2014; while the British Virgin Islands; Eritrea; Falkland Islands;

Montserrat; Norfolk Island; Saint Helena, Ascension and Tristan da Cunha; Uzbekistan; and Vanuatu stayed the same. One government, South Sudan, dropped from Minimal to No Advancement in 2014, and four territories that were not assessed in 2013 were newly

assessed in 2014. Of these four newly assessed governments, Christmas Island and Cocos (Keeling) Island received No Advancement assessments, and Niue and Tokelau received Minimal Advancement assessments.

Figure 2. **Global Changes in Country Assessments (2012-2014)**





Carpet weaving, Pakistan. ©ILO/M. Crozet

1.2 REGIONAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS

This 2014 report includes a regional analysis of country assessments and regional trends in government actions to eliminate the worst forms of child labor. Figure 3 provides a regional breakdown of the country assessments. Latin America and the Caribbean had the most countries with a Significant Advancement assessment level (7), followed by Sub-Saharan Africa with 4 countries.

The remaining part of this discussion reviews trends and gaps in efforts to eliminate child labor, including the worst forms, by region.

1.2.1 Asia and the Pacific

2014 Regional Outlook

Asia and the Pacific

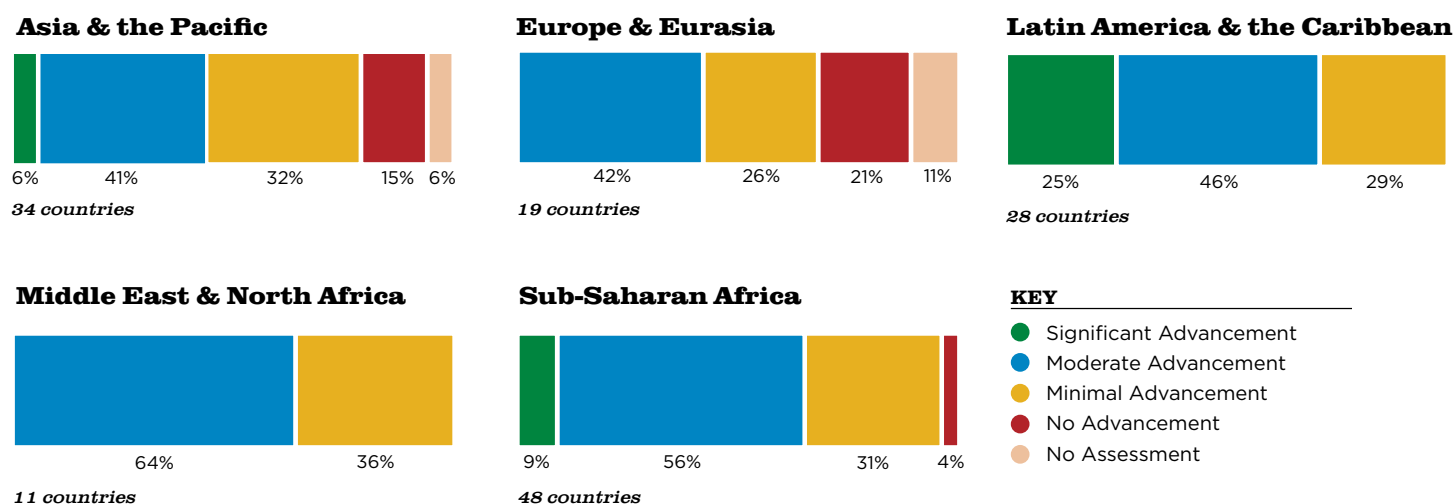
Meaningful Efforts

- Strengthened punishments for crimes involving the worst forms of child labor.
- Increased numbers of trained personnel responsible for the enforcement of labor and criminal laws.
- Increased funding for educational programs targeting rescued child laborers.

Challenges and Existing Gaps

- Weak legal frameworks for regulating the minimum age of employment and no minimum age for hazardous work in some countries and territories.
- Insufficient funding for labor and criminal law enforcement personnel.
- Significant barriers to education, particularly the lack of physical access and prohibitive costs to attend school.

Figure 3. Regional Breakdown of Country Assessments in 2014



In Asia and the Pacific, 77.8 million children ages 5-17 are engaged in child labor, which equates to 9.3 percent of all children in the region.⁽⁸⁾ Children in the Asia and Pacific region continue to engage in child labor, predominately in agriculture. In many of the region's coastal and island countries, children work in the fishing and seafood industries; while in Central and South Asia, many children work in cotton cultivation. Children in South Asia work as forced and bonded laborers in textiles and manufacturing. Throughout the Asia and Pacific region, children are employed as domestic workers in third-party households. Commercial sexual exploitation is also a concern, particularly in Kazakhstan, Maldives, Mongolia, Nepal, the Solomon Islands, Thailand, and Vanuatu.

In 2014, countries increased government capacity to combat the worst forms of child labor by hiring new personnel and conducting training for law enforcement officials. Both the Philippines and Thailand, for example, received an assessment of Significant Advancement for making a number of meaningful efforts in these areas to eliminate the worst forms of child labor.

In 2014, several countries strengthened legal frameworks to protect children against child labor exploitation. Laws regulating children's work were strengthened as Afghanistan approved a list of 29 hazardous jobs and working conditions prohibited to children, Thailand raised the minimum age for agricultural work to 15 and for work on sea fishing vessels to 18, and Samoa passed legislation improving regulations of hazards in the workplace. Kazakhstan, Indonesia, and Papua New Guinea enacted legislation that strengthened punishments for crimes committed against children, including the worst forms of child labor. Legal frameworks against trafficking in persons were improved as Afghanistan acceded to the Palermo Protocol and the Solomon Islands enacted legislation that prohibits all forms of human trafficking and established specific penalties for the trafficking of children.

During the year, many countries in the Asia and Pacific region strengthened government capacity to enforce child labor laws. In Bangladesh, Timor-Leste, and Sri Lanka, additional labor inspectors were hired and received training; while in Nepal, the number of labor inspections increased. Law enforcement capacity to address crimes involving the worst forms of child labor was also strengthened in the



A girl crushing bricks, Bangladesh. © Rick Albertson

region. Training programs to combat trafficking in persons were conducted in India, Papua New Guinea, the Philippines, Kiribati, and Mongolia; while Cambodia and India drafted and implemented guidelines for the identification and referral to services of victims of human trafficking and commercial sexual exploitation. Governments in Maldives, Nepal, and the Philippines significantly increased the provision of welfare and protective services for children, including those involved in the worst forms of child labor.

Many countries in the region sought to increase children's access to education, including for child laborers and children at risk of labor exploitation. In 2014, Pakistan's Balochistan provincial government enacted legislation mandating free and compulsory education for children ages 5-16. Nepal began a pilot project for compulsory basic education, while Fiji approved a policy to provide 13 years of free, basic education. Governments in Bangladesh, India, Pakistan, Mongolia, and Nepal funded and implemented formal and non-formal educational programs for children rescued from the worst forms

of child labor. Bhutan, Cambodia, Nepal, and Thailand also implemented social programs that aimed to increase access to education for children from marginalized groups who are most vulnerable to labor exploitation. Low-income families received financial assistance to cover educational expenses in Afghanistan, Cambodia, Fiji, Mongolia, Pakistan, and Timor-Leste, while the Indonesian government increased funding for schools that waive education fees for poor and vulnerable children. In addition, Fiji implemented a transportation assistance program to improve access to schools for children in the most remote areas of the country.

Despite these efforts, children in the Asia and Pacific region continue to engage in child labor, predominately in agriculture. In many of the region's coastal and island countries, children work in the fishing and seafood industries; while in Central and South Asia, many children work in cotton cultivation. Children in South Asia work as forced and bonded laborers in textiles and manufacturing. Throughout the Asia and Pacific region, children are employed as domestic workers in third-party households. Commercial sexual exploitation is also a concern, particularly in Kazakhstan, Maldives, Mongolia, Nepal, the Solomon Islands, Thailand, and Vanuatu.

There continue to be significant gaps in legal frameworks and law enforcement capacity to combat child labor in the Asia and Pacific region. India, Norfolk Island, Pakistan, and Tonga have not established a minimum age for work. India and Pakistan, as well as six Oceanic countries and territories, have not established a minimum age for hazardous labor. Fiji, Kiribati, Maldives, and Papua New Guinea have not prohibited hazardous occupations and activities for children. In 2014, the majority of the countries in the region did not have sufficient funding and personnel to enforce laws regulating child labor or prohibiting the worst forms of child labor. Kazakhstan, Kyrgyz Republic, Maldives, Tuvalu, and Vanuatu did not take any actions to enforce laws prohibiting child labor, including its worst forms; Bhutan and Pakistan provided no data on

whether law enforcement actions were taken. During the reporting period, 10 countries did not have a national mechanism to coordinate government actions to combat child labor.

Many children in the Asia and Pacific region continue to face significant obstacles in accessing education. Eleven countries in the region have compulsory education ages that are below the minimal age for work, which may make children more vulnerable to the worst forms of child labor. Prohibitive costs associated with education—such as books, uniforms, and teacher fees—prevent children from attending school in Bangladesh, Cambodia, Indonesia, Kiribati, Kyrgyz Republic, Nepal, Papua New Guinea, the Philippines, and the Solomon Islands. Physical access to education is a problem for children living in remote, rural areas, particularly in Bhutan, Cambodia, India, Kiribati, Nepal, the Philippines, and Thailand. Children from marginalized minority and migrant communities face barriers in accessing education in Cambodia, India, Kazakhstan, Kyrgyz Republic, and Thailand. Safety concerns due to physical distance, violent conflict, and harassment make it difficult for girls to attend school in Afghanistan, Nepal, Pakistan, Papua New Guinea, and Thailand.

1.2.2 Europe and Eurasia

2014 Regional Outlook

Europe and Eurasia

Meaningful Efforts

- Expanded efforts to train labor inspectors and criminal investigators on the enforcement of laws related to child labor.
- Expanded access to education and increased recognition of the link between education and the prevention and elimination of exploitive child labor.

Challenges and Existing Gaps

- Weak legal frameworks in countries that do not specify the types of hazardous work prohibited for children.
- Insufficient human and financial resources allocated to the enforcement of child labor laws.
- Unequal access to education for minorities and other disadvantaged children.

Regional statistics on child labor do not exist for Europe and Eurasia. However, some governments made efforts to increase the availability of information on the nature and prevalence of child labor at a national level. In 2014, governments throughout the region worked to improve legal and policy frameworks related to child labor, build the capacity of labor inspectors and law enforcement officials, and expand inclusive education.

During the year, several countries enhanced their legal frameworks to better protect children from involvement in child labor. Moldova adopted an improved list of hazardous occupations prohibited for children; Kosovo issued a decision to obligate personnel in the Ministry of Agriculture, Forestry, and Rural Development to engage actively in the elimination of hazardous child labor in the agricultural sector; and Macedonia amended its Family Law to allow social workers to take steps to remove children from parents who are exploiting them as beggars. In an effort to improve service provision to victims of human trafficking, the Governments of Albania, Montenegro, and Armenia all enacted laws that increase

victims' access to social services, such as health care and education. The Government of Georgia adopted new amendments to the country's existing anti-trafficking laws that aim to increase the number of successful prosecutions of human trafficking cases. In Ukraine, where recent conflict has resulted in more than 460,000 internally displaced persons, more than one third of whom are children, the Government passed a law instituting a system to register and provide benefits to displaced families.

Similarly, governments in the region launched policies to protect children from human trafficking and other worst forms of child labor. Albania, Azerbaijan, and Moldova each adopted new national action plans to combat trafficking in persons, while Bosnia and Herzegovina collaborated with USAID to improve implementation of its existing plan. Other governments launched policies to address the needs of at-risk populations of children who are particularly vulnerable to engagement in child labor. For instance, both Serbia and Montenegro adopted action plans that include the goal of reducing discrimination against Roma minorities and promoting their status in society.

Recognizing the need to strengthen implementation of existing laws, many governments in Europe and Eurasia prioritized capacity building for labor inspectors and law enforcement officials in 2014. In both Albania and Montenegro, labor inspectors received instructions on proactive techniques for identifying child victims of forced labor and human trafficking; while in Turkey, the Government ensured that new labor inspectors received on-the-job training on child labor laws and how to enforce them. The governments of Azerbaijan, Bosnia and Herzegovina, Russia, Serbia, and Turkey provided law enforcement officials, prosecutors, and judges with instructions on a variety of topics, including general training on the prevention and combating of human trafficking, best practices in the investigation and prosecution of trafficking-in-persons cases, and victim protection procedures.

Nearly all governments in the Europe and Eurasia region provide free and compulsory basic education for all children. In 2014, Moldova enacted a new Education Code, which increases the age for compulsory education from 16 to 18

years of age, thereby exceeding international standards. The Government also made a decision to ban children from working in agriculture during the school year. In Armenia, the Government took steps to ensure access to quality, inclusive education, especially for children with disabilities, by passing an amendment to the Law of the Republic of Armenia on Education. The Government of Kosovo issued a decision that directly recognizes the role of educational institutions in preventing and eliminating hazardous child labor by requiring schools to raise awareness about child labor issues and to actively identify and report potential cases of exploitative labor to the relevant authorities.

While countries in the region took important steps to address child labor issues, children in Europe and Eurasia continue to engage in child labor, predominantly in agriculture and street work, and in the worst forms of child labor in commercial sexual exploitation and forced begging, each sometimes as a result of human trafficking.

There are a number of challenges that impede the enforcement of child labor laws in Europe and Eurasia. The number of labor inspectors in Kosovo, Montenegro, Russia, Turkey, and Ukraine is insufficient to provide adequate labor force coverage. Georgia has lacked a mechanism to enforce child labor laws since its labor inspectorate was abolished in 2006. Similarly, following the Government of Armenia's decision to amend its Labor Code and restructure its labor inspectorate in 2014, the country lacks a mechanism to monitor and enforce child labor laws. Bosnia and Herzegovina, Montenegro, and Serbia do not have laws that clearly and comprehensively define the types of hazardous work prohibited for children, which limits the capacity of labor inspectors to identify and remove children from exploitative labor situations. In Azerbaijan, children without written labor contracts are excluded from protection under the labor law, and similarly, in Turkey, children working in small agricultural enterprises, shops, and in domestic work lack legal protection.

Across the region, children at risk of statelessness or those who belong to ethnic minority groups, such as the Roma, continued to experience challenges in accessing education. Roma children lacking birth registration or identity documents in Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Montenegro, and Serbia were sometimes prevented from enrolling in schools. In Turkey, approximately 75 percent of school-aged Syrian refugees were not enrolled in schools, and in Russia, irregular migrants and asylum seekers were also sometimes denied access to education due to lack of documentation. Other common barriers to education in Europe and Eurasia include discrimination, language barriers, lack of support for children with disabilities, distance to schools, and prohibitive education-related costs. Children who do not attend school are particularly vulnerable to exploitation in the worst forms of child labor.



A Roma girl selling tissues outside a Sarajevo coffee shop, Bosnia and Herzegovina. © ILAB

1.2.3 Latin America and the Caribbean

2014 Regional Outlook

Latin America and the Caribbean

Meaningful Efforts

- Expanded social and educational programs to improve school attendance for at-risk children.
- Strengthened legal protections against trafficking in persons.
- Implemented new institutional approaches for enforcing child labor laws.

Challenges and Existing Gaps

- Lack of publicly available statistics on labor and criminal law enforcement efforts.
- Lapses in mechanisms and efforts to coordinate government efforts against child labor.
- Continued vulnerability of indigenous, Afro-descendant, and migrant children to the worst forms of child labor.

In Latin America and the Caribbean, 12.5 million children ages 5-17 are engaged in child labor, representing 8 percent of all children in the region.⁽⁸⁾ In 2014, many countries in Latin America and the Caribbean continued to make concerted efforts to address child labor. Seventeen out of the 28 countries renewed their commitments to eliminate child labor by 2020 by signing a regional declaration that aims to strengthen monitoring and coordination mechanisms, social programs, and South-South exchanges. There were six countries in the region—Brazil, Chile, Ecuador, El Salvador, Paraguay, and Peru—that received a rating of Significant Advancement for their efforts in 2014. These countries continued to build sound frameworks to address child labor by implementing cross-cutting improvements in legislation, coordination and enforcement efforts, policies, and programs. They responded in comprehensive ways to the need to rescue children from dangerous activities, while simultaneously building the skills of their future workforce. In this vein, many countries in 2014 strengthened programs that tackle child labor through education. Efforts across the region also included improved

legal protections against the worst forms of child labor, as well as new institutional approaches to enforcing child labor laws.

In 2014, many governments expanded educational and social programs that aim to keep children in school and out of child labor. More than half of the Latin American and Caribbean countries covered in this report (16 out of 28) implemented cash transfer programs whose assistance was conditioned on families sending their children to school. Notable efforts include Brazil's *Bolsa Familia* program, whose operating budget increased 44 percent over the last 3 years. Eleven countries also implemented programs that extended the school day or provided alternative schedules for children at risk of child labor, including programs in Argentina and Nicaragua that tailored activities to the needs of families who work in agriculture.

In Central America, countries made the link between formal education and vocational training as a way to protect working youth from dangerous activities, including commercial sexual exploitation and drug trafficking. El Salvador, Guatemala, and Honduras signed the Alliance for Prosperity, a development plan that commits these governments to expand access to secondary education and provide job-training opportunities for youth, in part, to reduce migration, during which children become particularly vulnerable to the worst forms of child labor. Governments also sought to increase educational opportunities for indigenous and Afro-descendant children; Bolivia, Chile, Honduras, and Paraguay all implemented educational or social programs that benefitted these populations.

Many governments expanded legal protections related to the worst forms of child labor. In 2014, Colombia, Ecuador, El Salvador, Grenada, Haiti, Nicaragua, and Peru passed legislation that increased penalties for human trafficking, expanded coverage of trafficking crimes, or regulated assistance to victims, including for children. In addition, the Dominican Republic amended its Penal Code to increase penalties for the commercial sexual exploitation of children. Argentina, Colombia, and Costa Rica ratified ILO C. 189 Concerning Decent Work for Domestic Workers, which commits these

governments to ensure that domestic workers have the same protections as other workers, as well as to prevent worker abuse and child labor. The Dominican Republic, Haiti, and Saint Lucia ratified the UN CRC Optional Protocol on Armed Conflict, and Haiti also ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.

In 2014, many governments strengthened their capacity to enforce child labor laws. Ten governments increased their total number of labor inspectors, with Bolivia and Uruguay increasing their inspectors by 22 percent and 15 percent, respectively; a notable exception was El Salvador, where the number of inspectors decreased by 43 percent. Other governments created new institutional approaches to enforce labor laws. Brazil created mobile, child labor-specific inspection units to better coordinate efforts between regional Ministry of Labor officials and local inspectors, and Colombia created the Fundamental Labor Rights unit, a specialized inspection unit for child labor. In addition, Peru opened eight regional offices to better conduct inspections nationwide.

Despite substantive efforts made in the region, long-standing impediments hindered further progress

toward the elimination of child labor, and children in Latin American and the Caribbean continue to engage in child labor, particularly in dangerous forms of agriculture and in domestic service. Many indigenous, Afro-descendant, and migrant children remain particularly vulnerable to the worst forms of child labor.^(8, 23) Significant gaps remain, including comprehensive information on labor and criminal law enforcement efforts, and many countries have not enacted prohibitions on hazardous occupations and activities for children under age 18.

While some governments increased the amount of funding to agencies that enforce laws against child labor, 13 of the Latin American and Caribbean countries included in this report did not devote sufficient resources to such agencies. A larger problem in the region was a lack of public reporting on enforcement efforts. A significant majority of the countries (22 out of 28) did not make publicly available information on one or more labor or criminal enforcement metrics, including the number of inspectors or inspections conducted, the sectors or geographic localities in which inspections were carried out, or the sanctions or penalties imposed as a result of enforcement efforts.



Children involved in cultural activities as an alternative to work in gold mines, Zaragoza, Colombia. © Juan F. Barreiro

Shortcomings in legal protections also remain. Research showed that 8 of the 28 countries have not prohibited occupations and activities considered hazardous for children: Argentina, Barbados, Belize, Grenada, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago, and Venezuela. Four Caribbean countries also have not established a law that sets the minimum age for hazardous work at 18: Dominica, Grenada, Saint Vincent and the Grenadines, and Trinidad and Tobago.

Although governments expanded educational and social programs that aim to keep children in school and out of child labor, access to education continues to be a challenge. In Haiti, despite legal provisions for free schooling, access to education is sometimes hindered by the application of fees and a lack of schools, although the National Free Education Program is working to address these issues. In other countries, such as Nicaragua, the costs associated with schooling (i.e., transport or school supplies) hinder children's ability to attend school. In Honduras, access to education in urban areas is hindered by widespread violence and gangs' attempts to recruit children while at school. The latter is also true in El Salvador, where reports indicate that gangs sometimes threaten children at school, although programs such as the School Prevention and Security Plan seek to address this. In Colombia, children's access to education is hindered by internal armed conflict and displacement, as well as by the forced non-state recruitment of children into armed groups.

1.2.4 Middle East and North Africa

2014 Regional Outlook Middle East and North Africa

Meaningful Efforts

- Strengthened legal frameworks to address child labor.
- Expanded social programs to improve access to education.

Challenges and Existing Gaps

- Weak enforcement of child labor legal protections.
- Lack of research or current data on child labor.
- Limited access to education and high drop-out rates for children, including both refugee and citizen children.

In the Middle East and North Africa, 9.2 million children are engaged in child labor, which is 8 percent of all children in the region.⁽⁸⁾ The majority of the countries in the region made Moderate Advancement in efforts to eliminate the worst forms of child labor. Of the four countries that made Minimal Advancement, two have a limited child labor problem and two were significantly affected by large-scale conflict.

In 2014, armed conflict broke out or intensified in Iraq, the West Bank and the Gaza Strip, and Yemen. Non-state armed groups, including the Houthis in Yemen and the Islamic State of Iraq and the Levant (ISIL), recruited children to serve as armed guards at checkpoints, suicide bombers, bomb makers, and human shields. Iraqi and Yemeni laws do not include penalties for the recruitment or use of children by armed groups. Some children in the Gaza Strip also received military training from Hamas.

The prolonged conflict in Syria continued to cause refugees to flee to neighboring countries. In Egypt, Iraq, Jordan, and Lebanon, despite government efforts,

Syrian refugee children did not have sufficient access to education. Access to education was also limited for local children in Lebanon, the West Bank and the Gaza Strip, and Yemen, while the drop-out rates in Egypt, Jordan, Morocco, the West Bank and the Gaza Strip, and Yemen remained high. Barriers to education include an insufficient number of schools, the need for families to generate additional income through their children's labor, school-related costs, lack of security, and damage to schools or their use as shelters by internally displaced persons. These problems are further exacerbated in areas of conflict in Iraq, the West Bank and the Gaza Strip, and Yemen. To increase access to education for refugee or local children, the governments of Egypt, Jordan, Lebanon, and Tunisia launched or participated in programs to increase school attendance and reduce drop-out rates.

Despite a few important exceptions, the legal framework in the region mostly meets international child labor standards. Egypt and Tunisia adopted constitutions that codify children's rights. Oman enacted a law that raises the minimum compulsory education age and prohibits the use of children in illicit activities. Jordan enacted a law that increases protection for child laborers, while Algeria amended its Penal Code to fully prohibit child pornography.



A child carrying sacks of clay for a pottery studio, Cairo, Egypt. © ILO/M. Crozet

Countries in the region also made some progress in establishing policies to address child labor. Prior to losing control over ministries due to armed conflict, Yemen announced a national action plan to prevent and end the recruitment of children into the Yemeni armed forces. Bahrain approved a National Action Plan to Combat Human Trafficking. Both Lebanon and Tunisia began implementing their respective anti-human trafficking national action plans, even though their formal adoption remained pending as of the end of 2014. Morocco established a mechanism to coordinate efforts to address child labor.

Despite adequate legal frameworks, governments in the region lack the capacity to enforce child labor laws. Algeria, Egypt, Iraq, and Yemen did not make child labor enforcement information publicly available. Lack of access to certain areas of the territory; inadequate training, funding, and resources for transportation; and an insufficient number of labor inspectors contributed to weak law enforcement efforts in Bahrain, Iraq, Jordan, Lebanon, Morocco, Tunisia, and the West Bank and the Gaza Strip. However, despite limited resources, Jordan was able to carry out an increased number of child labor inspections.

Another major obstacle in addressing child labor issues is the lack of up-to-date child labor data in Algeria, Bahrain, Morocco, Oman, Tunisia, and Western Sahara. In response to the lack of information, the Government of Iraq, in cooperation with UNICEF, conducted a study on child labor.

1.2.5 Sub-Saharan Africa

2014 Regional Outlook Sub-Saharan Africa

Meaningful Efforts

- Improved legal and policy frameworks.
- Increased availability of data on the worst forms of child labor.
- Improved coordination of government efforts.

Challenges and Existing Gaps

- Limited adoption of hazardous work lists across the region.
- Significant barriers to accessing education, including costs, lack of universal birth registration, and physical and sexual violence in schools.
- Limited or weak labor inspection systems.
- Limited social protection policies and programs.
- Continued recruitment and use of children in armed conflict.

Sub-Saharan Africa continues to be the region with the highest incidence of child labor.⁽⁸⁾ An estimated 59 million children ages 5-17 are engaged in child labor, or more than one in five children in the region. Nearly 29 million of these child laborers are engaged in hazardous work.⁽⁸⁾ During the reporting year, governments in Sub-Saharan Africa made notable efforts to improve legal and policy frameworks related to child labor, increase the availability of data on the worst forms of child labor, and improve coordination of government efforts to combat child labor. Among these, four countries—Côte d'Ivoire, Madagascar, South Africa, and Uganda—received an assessment of Significant Advancement for making several meaningful efforts to eliminate the worst forms of child labor. For the first time, the Democratic Republic of the Congo received an assessment of Moderate Advancement for efforts to end the recruitment and use of child soldiers. However, children in the region continue to engage in dangerous forms of agriculture and domestic service. More needs to be done

to prevent and eliminate child labor in Sub-Saharan Africa, including by reducing barriers to education, improving child labor legislation and enforcement, and implementing social protection policies and programs.

In 2014, Guinea, Liberia, and Sierra Leone suffered from a devastating Ebola virus disease outbreak, resulting in governments redirecting resources to address this health crisis. Furthermore, thousands of children became ill or lost parents during the outbreak and many schools were closed. In addition, terrorist activity and civil conflict caused disruption of education systems in the Central African Republic, the Democratic Republic of the Congo, Mali, Nigeria, Somalia, and South Sudan.

During the year, legal frameworks were strengthened in several countries. Angola, Eritrea, and Sierra Leone ratified the Palermo Protocol on Trafficking in Persons; Ethiopia, Ghana, and Guinea-Bissau ratified the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict; and Somalia ratified ILO C. 182 on the Worst Forms of Child Labor. In addition, Angola, Botswana, Burundi, Comoros, Madagascar, Seychelles, and Zimbabwe passed anti-trafficking-in-persons legislation; Chad criminalized the recruitment and use of children in armed conflict; and Guinea approved a new Labor Code with prohibitions against minors performing hazardous work.

To strengthen enforcement of child labor laws, Ethiopia, Sierra Leone, and Togo increased their number of labor inspectors; the Government of Benin updated its training curriculum for labor inspectors to include child labor. Seven governments—Burkina Faso, Chad, the Republic of the Congo, Gabon, Madagascar, Niger, and Senegal—made notable efforts to identify victims of child labor and referred the children to social service providers for care.

In 2014, the governments of Côte d'Ivoire, Ghana, Kenya, Mozambique, Niger, São Tomé and Príncipe, South Africa, Tanzania, and Uganda took the important step of conducting child labor research and releasing child labor data. Governments in Angola, Cameroon, Cabo Verde, Côte d'Ivoire, Madagascar, Namibia, Niger, and São Tomé and Príncipe established new

national committees to coordinate efforts to eliminate child labor, including its worst forms. In addition, Cameroon, Cabo Verde, Lesotho, and South Africa adopted national action plans to prevent and eliminate child labor.

Many countries in Sub-Saharan Africa are making progress in raising awareness of child labor. During the reporting period, 10 countries conducted public awareness campaigns on the commercial sexual exploitation of children, child trafficking, and child soldiers. Regional child labor committees in Madagascar organized workshops to raise awareness of child labor in the production of vanilla and the Government of Côte d'Ivoire established a Joint Declaration of Commitment with the media to combat child labor.

Children who attend school are less vulnerable to child labor. In 2014, governments made important efforts to increase access to education. The governments of Djibouti, Guinea, and Sierra Leone adopted education sector strategic plans to ensure that children have access to quality education. The Government of the Republic of the Congo worked with the World Bank to launch a Safety Net Program to improve access to education for the poorest Congolese children; the Government of Mali made progress in providing access to education by re-opening 74 percent of schools for the 2013-2014 academic year; and the Government of the Central African Republic established Temporary Spaces for Learning and Child Protection in internally displaced persons sites to provide safe learning environments for children. In addition, eight governments (The Gambia, Kenya, Malawi, Senegal, Togo, Uganda, Zambia, and Zimbabwe) launched or expanded cash transfer programs to ensure that vulnerable children are able to attend school.

Despite the gains made in addressing child labor during the year, there is still an urgent need for governments to improve legal frameworks and enforcement of existing child labor laws. More than 25 percent of the countries in Sub-Saharan Africa still lack hazardous work lists, and in many countries, labor laws do not cover all of the sectors in which children

work. In addition, of the 48 Sub-Saharan countries covered in the report, 11 (the Central African Republic, Comoros, The Gambia, Ghana, Guinea, Liberia, Mauritania, São Tomé and Príncipe, Somalia, South Sudan, and Zambia) have not yet ratified the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict; 8 (Cameroon, Ghana, Kenya, Liberia, São Tomé and Príncipe, Somalia, South Sudan, and Zambia) have not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; and 4 (Comoros, Somalia, South Sudan, and Uganda) have not ratified the Palermo Protocol.

In 2014, most countries' law enforcement bodies did not collect statistics on child labor and lacked resources and trained personnel, impeding efforts to identify and sanction child labor violations. Thirty-one countries had an insufficient number of labor inspectors and 14 countries had an insufficient number of criminal investigators responsible for enforcing the worst forms of child labor. In addition, 11 countries still lack coordinating mechanisms to manage government-wide efforts to combat child labor. Of the 36 countries with coordinating mechanisms, one third were inactive during the year.



Girls sorting and pounding sorghum in Maradi, Niger. © Yodit Fitigu

More than 35 percent of the countries do not have national policies established to address child labor, and national social protection policies and programs exist in just over half of the countries in the region. Without social safety nets, vulnerable families may continue to rely on child labor to cope with the effects of poverty and economic shocks. In addition, although many countries in Sub-Saharan Africa have developed social programs to address the worst forms of child labor, none of them is sufficient to address this problem.

There has been some progress in improving school enrollment; however, more needs to be done in the region to remove barriers to basic education. For instance, 8 countries lack a compulsory education age and 11 countries have compulsory education ages below the minimum age for employment, leaving children particularly vulnerable to child labor as they are not required to be in school, but are not legally permitted to work either.

Although laws and policies establish free and compulsory education, the costs of uniforms and school supplies, as well as unofficial school fees, may impede some families from sending their children to school, rendering them more vulnerable to child labor. In addition, in many countries in Sub-Saharan Africa, children are not registered at birth and, therefore, do not have birth certificates. The lack of national policies and programs that provide free birth registration may be a barrier for children to access education and social services in countries where governments require birth certificates for enrollment and participation. Physical and sexual violence in schools, especially in West Africa, also prevents many children from attending school. Civil conflict in West and Central Africa has led to the use of children in armed conflict, with some children forcibly recruited or kidnapped from schools.

Eritrea and South Sudan received an assessment of No Advancement as a result of government complicity in forced child labor. The Government of Eritrea required children to participate in a national program called Maetot, under which some children in grades 9 through 11 engaged in agricultural, environmental, or hygiene-related public works projects for varying amounts of time during their annual summer holidays from school. In South Sudan, the Sudan People's Liberation

Army, the country's national army, recruited, sometimes forcibly, children to fight the opposition group.

Although many countries in Sub-Saharan Africa implemented some of the suggested actions for the elimination of the worst forms of child labor from last year's report, there is still much to be done. There is a pressing need for governments to increase their efforts to effectively protect children from exploitation by establishing national social protection policies and programs, ceasing the use of children in armed conflict, reducing barriers to education, and making improvements in child labor legislation and enforcement.

1.3 CONCLUSION: MOVING FORWARD IN ENSURING EDUCATIONAL OPPORTUNITIES FOR ALL CHILDREN

This report provides several important lessons on how we should work together as a global community to eliminate the worst forms of child labor.

1. Education and enforcement remain key areas of focus. A recurring theme throughout the report's analyses of 140 countries and territories is the critical need to provide children with an adequate education and enforce laws against child labor to keep children in the classroom and out of work. The country profiles also show how 13 governments made significant advancements this year in addressing the worst forms of child labor (Brazil, Chile, Colombia, Côte d'Ivoire, Ecuador, El Salvador, Madagascar, Paraguay, Peru, the Philippines, South Africa, Thailand, and Uganda) by taking significant and concrete actions, on a national level, to put the principles of their international child labor and education commitments into practice. More specifically, each of these 13 countries took two common actions: they developed or strengthened laws related to child labor or education, and they undertook meaningful efforts to enforce their laws.

In addition, each of the Significant Advancement countries went beyond strictly legal measures, and made other efforts to improve their child labor and education

coordination mechanisms or to put new or better policies and programs in place to assist vulnerable children and their families, including taking the actions suggested by USDOL in previous reports. In contrast, the 44 countries assessed at Minimal Advancement were often lacking in effective legislation, enforcement, and coordination mechanisms to address the worst forms of child labor, or had reversed previous efforts; while the 11 countries assessed at the No Advancement level took no actions or efforts to advance the elimination of the worst forms of child labor, or if they did so, were complicit in its use.

2. One size does not fit all. Although this report provides many examples of effective government efforts to address child labor around the world, research and experience indicate that there is no “one size fits all” approach for dealing with this complex issue. For this reason, each country profile in this year’s report contains its own set of “Suggested Government Actions to Eliminate the Worst Forms of Child Labor,” based on the specific findings provided in the profile. It is our hope that governments can use these suggested actions as a roadmap to understand how to prevent or eliminate specific worst forms of child labor in their country. It is up to individual country governments to take ownership of their own efforts to combat child labor. This means exerting political will, developing robust reform strategies, coordinating with the global community to share best practices, and identifying institutional gaps where technical assistance may help build their capacity to combat exploitive child labor.

3. Elimination of child labor must be mainstreamed into broader development goals. Many countries in this report are integrating child labor into broader development policies and social protection programs. With the expiration this year of the Millennium Development Goals, most governments will be setting new development agendas through the Post-2015 Agenda process, which is expected to lead to the establishment of a set of Sustainable Development Goals (SDGs) that will be in effect from 2015 to 2030. To best meet the needs of vulnerable children, including child laborers,

the SDGs should focus on addressing the key factors that can contribute to children’s marginalization, such as poverty; inequalities within countries; a lack of access to quality educational opportunities; gender inequities and other cultural barriers; insufficient employment and decent work for youth and adults; hunger; poor health; inadequate or unsafe water resources; and the shocks caused by political, economic, health, and environmental crises.

Many of the themes emerging from this report are echoed in other recent research on child labor, which, in turn, offer their own insights to consider. Both UNESCO and UNICEF’s 2015 report entitled, *Fixing the Broken Promise of Education for All: Findings from the Global Initiative on Out-of-School Children*, and the ILO’s *World Report on Child Labor 2015: Paving the Way to Decent Work for Young People* offer recommendations for moving forward in ensuring that child laborers have opportunities.⁽²²⁾ *Fixing the Broken Promise of Education for All* suggests that in order for most countries to be successful in meeting the educational needs of all children, including the most marginalized, they must institute reforms on both a system-wide level (for example, changes to school infrastructure) and use a targeted approach (such as providing catch-up support for children with special needs), rather than a “one size fits all” approach. In addition, the report recommends that countries make efforts to ensure that their reforms in the education sector occur as part of efforts aimed at improving economic and social institutions to address poverty, unemployment, and other challenges.^(20, 22)

The ILO, for its part, recommends that countries take action early to get children out of exploitive work and into school, particularly help youth move from school to decent work, end children’s involvement in hazardous labor (particularly for children ages 15-17), take into consideration the special situations of female children and youth with regard to child labor and decent work, address knowledge gaps related

to child labor and youth employment, use a coherent and unified policy approach to child labor and decent work, and create an economic and legal environment that allows change to occur.(22)

To implement the recommendations outlined in this report and in those cited above, the countries covered in this report need to acknowledge, and be willing to confront,

the inequalities of opportunity that cause children to become vulnerable and enter into, or stay in, exploitive labor. They should be willing to implement bolder, more comprehensive changes to level the playing field and ensure shared prosperity for all. They should also show a willingness to collaborate effectively with other governments, organizations, and individuals in carrying out change. As Malala Yousafzai said, “We have already taken many steps. Now it is time to take a leap.”(7)

“We have already taken many steps.
Now it is time to take a leap.”



Glenn is 16 years old and was trained by the USDOL-funded ABK3 LEAP project in the Philippines as a “little teacher” (i.e. peer educator) who facilitates catch-up classes in math and reading on weekends for struggling learners in his community. He uses games, stories, and activities to help pique learners’ interest in school.
© Christopher Leones/ ABK3 LEAP.

Part 2 The U.S. Experience

Preventing the worst forms of child labor in the United States requires the ongoing effort and vigilance of the U.S. Department of Labor. USDOL is the sole Federal agency that monitors child labor and enforces child labor laws. The most sweeping Federal law that restricts the employment of child workers is the Fair Labor Standards Act (FLSA), enforced by USDOL's Wage and Hour Division (WHD). In addition, the Occupational Safety and Health Act and related regulations, enforced by USDOL's Occupational Safety and Health Administration (OSHA), apply to all employees regardless of age. WHD and OSHA have an active referral process in place for cases involving children under age 18, and the enforcement staffs of the respective agencies have worked collaboratively on a number of investigations.

The FLSA sets a minimum age of 14 for most employment in non-hazardous, non-agricultural industries, but it limits the times of day and the number of hours that 14- and 15-year-olds may work and the tasks that they may perform. The FLSA establishes a minimum age of 18 for non-agricultural occupations that the Secretary of Labor declares to be particularly hazardous or detrimental to children's health or well-being. There are currently 17 Hazardous Occupations Orders (HOs), which include a partial or total ban on work for children in the occupations or industries they cover. Despite these restrictions and limitations, in 2013, there were nine fatal occupational injuries among children ages 16-17, and five fatal occupational injuries among children below age 16 in the United States.(24)

WHD is committed to ensuring that the FLSA is strictly enforced. Every investigation carried out by WHD investigators includes looking for violations of the FLSA's child labor provisions. Complaints from the public about child labor, although not numerous, are given the highest priority within the agency. From October 1, 2013 to September 30, 2014, WHD concluded 591 cases where child labor violations were

found. In 334 of these cases, violations of HOs were found, with 682 minors employed in violation of HOs.

Children are permitted under the FLSA to work at a younger age in agriculture than in other sectors. For example, the FLSA allows child farm workers ages 16-17 and all children working on farms owned or operated by their parents, regardless of their age, to perform farm work.

Non-governmental organizations (NGOs) and the ILO Committee of Experts have expressed concern about U.S. law on agricultural occupations permissible for children. In particular, a 2014 report from the NGO Human Rights Watch documents the exposure of children working in the U.S. tobacco industry to nicotine, toxic pesticides, and other dangers.(25)

Since 2009, WHD has investigated and concluded nearly 500 cases involving tobacco growers. In every one of the investigations, WHD looked for child labor violations; however, no violations were found. To maximize the likelihood of finding child labor violations, WHD investigations are generally conducted during the suckering and harvesting portion of the tobacco season, when children are more likely to be present.

WHD conducts extensive outreach and education to worker and employer organizations in agriculture. At a national level, WHD works with organizations such as Farm Worker Justice and the National Center for Farm Worker Health. At the State level, WHD works with a variety of stakeholders, including employee organizations, unions, and other governmental and NGOs to address child labor issues. In North Carolina, for example, WHD regularly communicates with employee organizations, such as the Farm Labor Organizing Committee, Telemond, and the Western North Carolina Worker Center, to hear concerns

and train staff so that they can provide effective referrals to WHD. In addition, WHD works closely with the Mexican Consulate in Raleigh to reach farm workers.

Based on feedback from the stakeholder community, WHD has developed new materials in English and Spanish to help agricultural employers and workers better understand their responsibilities and rights. A new booklet for employers provides simple and comprehensive information on the laws and requirements governing agricultural employment, including wages, housing, transportation, and field sanitation.⁽²⁶⁾ WHD released a revised pocket card for agricultural workers that informs them of their rights and provides information on how to file a complaint with WHD if they believe that these rights have been violated.⁽²⁷⁾

WHD has been working with the tobacco 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 comprised of manufacturers, growers, and worker representatives, which 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 2015, the FLPG plans to train more than 10,000 growers, farm labor contractors, workers, and others in the industry on U.S. labor laws prior to the growing season. Large manufacturers are now monitoring and requiring labor law compliance among their suppliers.

In 2014, WHD, working in collaboration with the FLPG, provided Philip Morris International WHD's agriculture-related compliance assistance and outreach materials. Philip Morris International distributed the outreach materials to all of their contracted tobacco growers in Kentucky, North Carolina, South Carolina, Tennessee, and Virginia. In 2014, Philip Morris International also committed to buying U.S.-grown tobacco exclusively through third-party suppliers. As a result, Alliance One International and Universal Corporation, the world's largest tobacco leaf suppliers, must now enforce Philip Morris International's rigorous child labor policy on all U.S. farms from which they purchase tobacco, including implementing a prohibition on children's participation in many tasks associated with tobacco farming.⁽²⁸⁾

In addition to WHD's outreach efforts in the agricultural sector, the National Institute for Occupational Safety and Health (NIOSH) produces and disseminates *Are You a Teen Worker?* to educate children and young workers about their rights and other resources on child and young worker safety and health for a variety of audiences.^(29, 30) For example, NIOSH, in partnership with the National Children's Center for Rural and Agricultural Health and Safety, developed the North American Guidelines for Children's Agricultural Tasks (NAGCAT). NAGCAT provides information on children's physical, mental, and psychosocial abilities in relation to the requirements of specific types of farm work and has been effective in reducing child agricultural injuries.⁽³¹⁾ In addition, the U.S. Department of Education's Migrant Education Program works to ensure that migrant children who move from one State to another are not penalized by disparities among States in curriculum, graduation requirements, State academic content, or student academic achievement standards. The program provides services to migrant children, such as remedial and compensatory instruction, bilingual and multicultural instruction, vocational instruction, career education services, counseling, testing, health services, and preschool care.⁽³²⁾

Beyond agriculture, WHD's YouthRules! website is a child labor information portal that targets all teenaged workers with enhanced navigation, multimedia content, social media linkages, and a Young Worker Toolkit of teen-friendly resources.⁽³³⁾ The site has been reorganized to make useful information easier to find (for example, the hours that teens can work and the jobs they can hold). The site maintains links to compliance assistance materials for employers, parents, and educators. It also has links to important worker resources, including information on filing legal complaints, Federal and State child labor laws, Federal and State labor offices, and links to other USDOL and government-wide sites with information for children and young workers. A WHD toll-free helpline is also available (1-866-4US-WAGE or 1-866-487-9243) to provide information about child labor laws.

Part **3** Report Guide

3.1 RESEARCH FOCUS

3.1.1 Country Coverage

This report covers 123 independent countries and 17 non-independent countries and territories designated as GSP beneficiaries and/or beneficiaries of trade preferences under the AGOA, CBTPA, and ATPA/ATPDEA. This includes former GSP recipients who have negotiated free-trade agreements with the United States.⁽³⁴⁾ Because the population of children is extremely small (less than 50) or non-existent in the British Indian Ocean Territory, Heard Island and McDonald Islands, and the Pitcairn Islands, the report does not contain a discussion of these non-independent countries and territories. Rather, the report presents information on child labor and the worst forms of child labor and efforts to eliminate this exploitation in the remaining 123 countries and 14 non-independent countries and territories. The regional breakdown of these countries and non-independent countries and territories covered in this report is as follows: Sub-Saharan Africa: 48, Asia and the Pacific: 34, Europe and Eurasia: 19, Latin America and the Caribbean: 28, and the Middle East and North Africa: 11. Because the report focuses on government efforts, non-independent countries and territories are classified by the region of the country with which each non-independent country and territory is associated, as appropriate. Hereinafter, the use of “countries” in the report will also include territories.

3.1.2 Population Covered

In undertaking research on the “worst forms of child labor,” ILAB relied on the definition of a child provided in the TDA, which is the same definition contained in ILO C. 182. The TDA and ILO C. 182 define a “child” to be a person under the age of 18.

3.1.3 Reporting Period

The reporting period for this year’s report is January 2014 through December 2014.

3.1.4 Type of Employment

This report focuses on the worst forms of child labor. The definition of the “worst forms of child labor” is found in the TDA and is the same as that included in ILO C. 182. It includes (a) all forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes; (c) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.⁽³⁵⁾ 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.”⁽³⁵⁾

Hazardous Work

The work covered by subparagraph (d) is commonly referred to as “hazardous work.” As noted above, individual governments determine the work activities and processes considered “hazardous” for children. ILO C. 182 requires governments to identify these activities after consultation with workers’ and employers’ organizations, taking into consideration international standards, in particular the Worst Forms of Child Labour Recommendation (ILO R. 190).⁽³⁶⁾

Finally, the ILO includes children's work on farms owned or operated by their families when considering the application of ILO C. 182 and ILO C. 138.(37-39) Accordingly, this report reflects the ILO's broad vision on this issue and does not distinguish its analysis by the size or nature of farms in discussions of the worst forms of child labor in agriculture.(40)

3.2 RESEARCH METHODS

3.2.1 Data Collection and Sources

Information was gathered for this report through desk research, U.S. embassy reporting, and limited field work. Information was also received from some foreign governments. Desk research consisted of an extensive review of mostly online materials, which included both primary and secondary sources. The sources included academic and independent researchers, media outlets, 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 latest editions available of country laws relevant to child labor, national-level child labor surveys, NGO reports on the nature of child labor in various countries, and UN reports, including direct requests and observations by the ILO Committee of Experts.(41)

USDOS and U.S. embassies and consulates abroad provided important information by gathering data from contacts, conducting site visits, and reviewing local media sources. A request for information from the public was published in the *Federal Register*, and a copy of the request was mailed to the Washington, DC-based foreign embassies of the countries covered in this report.(42) Data were also gathered through site visits to certain countries covered in this report, which included the collection of additional documents, as well as key informant interviews.

3.2.2 Analysis of Information

The existence of child labor, particularly in its worst forms, often involves violations of laws and regulations, including serious criminal violations in some egregious

cases. Information on child labor may be intentionally suppressed. The victims of the worst forms of child labor may be too vulnerable or politically underrepresented or marginalized to claim their rights or even communicate their situations. These factors make information on the worst forms of child labor often difficult to obtain. Therefore, in order to compile a credible and comprehensive report, ILAB used the following criteria to assess information:

1. ***Nature of the information.*** Whether the information about child labor and government efforts to combat it gathered from research, public submissions, or other sources is relevant and probative, and covers the “worst forms of child labor” and “government efforts” as used in this report. (See the Glossary for definitions.) Specific evidence of government efforts was preferred where it was available.
2. ***Date of the information.*** Whether the source information about child labor is no more than 5 years old. More current information was given priority, and ILAB used sources published during the reporting period to the extent possible. Information older than 5 years was generally not considered.

However, in the case of child labor statistics, certain factors contribute to less frequent generation of new data. Because government and other efforts to address exploitative child labor take time to have an impact on national-level rates of child labor, children's involvement in such activities does not change dramatically from year to year. Child labor surveys are carried out infrequently, in part, because the child labor picture does not change frequently (although there have been recent increases in the number of surveys carried out). In order to present an overall picture of children's work in as many countries as possible, ILAB used statistics in some cases that are more than 10 years old as of the writing of this report (from 2004). For more information on the statistics used in this report, see the “Child Labor and Education Statistics: Sources and Definitions” section.

In addition, in cases in which previous editions of this report have asserted that the worst forms of child labor exist in the production of goods, and in the absence

of evidence that the problem has been effectively eliminated, sources older than 5 years may be used. This practice makes the report's information on such forms of child labor consistent with USDOL's *List of Goods Produced by Child Labor or Forced Labor* as mandated by the Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA). Statements that the worst forms of child labor exist in the production of goods will be removed when there is evidence that the problem has been effectively eliminated.

3. **Source of the information.** Whether the information, either from primary or secondary sources, is from a source whose methodology, prior publications, degree of familiarity and experience with international labor standards, and/or reputation for accuracy and objectivity warrants a determination that it is relevant and probative.

4. **Extent of the corroboration.** Whether the information about the use of child labor is corroborated by other sources.

3.2.3 Limitations

While data on the worst forms of child labor and information about government efforts to provide remediation are improving, data are still insufficient to provide a complete understanding of the problem. A lack of information may create 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, this dearth of information may create the impression that a government is doing less than it should, when, in fact, efforts to combat the worst forms exist, but are simply unreported or unpublicized. Although countries with open and available information may sometimes appear to have larger problems relative to other countries, this may not be the case. In fact, countries that make information collection on child labor a priority are in a better position to eliminate the problem than those countries where such information is suppressed, because they can target their policies and programs at identified problem areas in order to achieve maximum impact.

Although information was requested from the public, including governments covered in the report, only 19 governments out of the 140 countries submitted information in response to the request.⁽⁴²⁾ In addition, lack of in-country data collection in the majority of the countries and lack of access to other in-country sources of information may have also impacted the reporting.

Due to the inability to travel to each country covered in the report, ILAB relies on U.S. embassies and Internet research to gather primary and secondary sources of information. For countries where Internet access and technology is limited, there may be less information available online. Countries with more closed government processes and less civil society participation may also have less information readily available. When ILAB was unable to find information about the major topics of discussion, including the content of important laws or enforcement efforts, this was noted.

Most of ILAB's online research was conducted in English; however, some research was conducted in Spanish, French, and to a limited extent, Portuguese. Materials written in other languages were generally not reviewed.

Despite ILAB's best efforts to cover relevant topics as comprehensively as possible, the report cannot cover every salient issue that may affect children's involvement in the worst forms of child labor. For example, there are many factors that impact whether a household will send its child to school, to work, or to 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 discussion is incomplete. Furthermore, ILAB chose to limit its discussion of education to the issue of access because research on the relationship between child labor and the quality of education is lacking.

This report excludes infrastructure projects, health programs, and related policies and programs that support children's school attendance because it is more difficult to assess their direct impact on child labor.^(43, 44) This report also does not examine the

impact that corruption may have on children's involvement in the worst forms of child labor, particularly as it relates to enforcement of laws covering the worst forms of child labor.

3.3 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 GSP program to implement its international commitments to eliminate the worst forms of child labor.⁽⁴⁵⁾ Each country profile contains information regarding these criteria: 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.

In 2013, ILAB introduced a new format for country profiles to make this report a more user-friendly document and a better policy tool for engagement. The format displays key information in a more streamlined manner, using more tables and less text than in previous years. There are two main changes. First, information considered "static" or relatively unchanged from year to year (e.g., sectors in which children work, laws, enforcement agencies) is condensed into tables in each section, along with any updates on developments during the reporting period. Second, findings about gaps in government efforts are elaborated in a narrative following the table.

The content and format of the six sections comprising a country profile is described in detail below.

3.3.1 Country Overview

Each country profile begins with an overview for 2014 in a single paragraph, beginning with a statement identifying the assessment level assigned to the country for 2014. Countries are assessed as having made Significant, Moderate, Minimal, or No Advancement. In a limited number of cases, assessments are not provided because the population of children is either non-existent or extremely small (under 50) or there is no evidence of the worst forms of child labor and the countries appear to have

an adequate preventive legal and enforcement framework. See section 1.6.5 for a more detailed discussion on the criteria used to determine a country's assessment.

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 in which the government advanced in implementing its commitments to eliminate the worst forms of child labor.^(35, 45) 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.

3.3.2 Section 1: Prevalence and Sectoral Distribution of Child Labor

3.3.2.1 Content Overview

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. 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. It provides information about the nature and conditions of the work when such information is available.

3.3.2.2 Format

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. For more information on Table 1, including background on the institutions involved in data collection and analysis, see the section "Children's Work and Education Statistics: Sources and Definitions."



#ChildrenNotSoldiers campaign.

© Office of the Special Representative of the Secretary-General for Children and Armed Conflict

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 UCW 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").¹ Sectors and specific activities performed by children are sorted into these categories according to internationally accepted industry and occupational codes.⁽⁴⁶⁾

Table 2 is footnoted to (1) identify sectors or activities for which information is limited and/or the extent of the problem is unknown, (2) identify sectors or activities determined to be hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182, and (3) provide the definition of "Categorical Worst Forms of Child Labor" as previously described.

Following Table 2, the section may highlight additional sector-specific information in a brief narrative, such as geographic regions where child labor occurs or details on the nature of the work performed. In addition,

¹ Such work is unacceptable for children under any circumstances and is strictly proscribed by the Convention.

the narrative may discuss any social, economic, or political issues that impact 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.

3.3.3 Section 2: Legal Framework for the Worst Forms of Child Labor

3.3.3.1 Content Overview

The second section of each profile provides information on two criteria established in the TDA Conference Committee report: "1) whether the country has adequate laws and regulations proscribing the worst forms of child labor," and "2) whether the country has adequate laws and regulations for the implementation and enforcement of such measures."⁽⁴⁵⁾ Accordingly, this section describes a country's legal framework with regard to the worst forms of child labor and assesses the adequacy of that legal framework by comparing it, in general, to the standards called for in the TDA. Because the TDA uses the definition of the worst forms of child labor contained in ILO C. 182, this section focuses on comparing the country's legal framework

to the standards embodied in that Convention. In line with the ILO Committee of Experts, ILAB considered any law that could be used to prohibit the worst forms of child labor. ILAB also considered whether the country had ratified key international instruments related to child labor, including its worst forms.

In this section, ILAB observed whether laws were comprehensive in their prohibitions of all variations of a particular worst form. For example, with regard to commercial sexual exploitation, the report assesses whether countries prohibit recruitment, use, sale of, and benefiting from the proceeds of child prostitution.

It is important to note that ILAB focuses on legal protections against the worst forms of child labor regardless of whether a problem exists in a country. This is to ensure that legal frameworks also serve as preventive mechanisms. For example, even if a country does not have a problem with the use of children in illicit activities, if there are no laws that exist to prohibit the use of children in illicit activities, the report points out a gap when comparing laws on this issue against international standards.

With these general parameters in mind, most reports contain some combination of the following assessments. With regard to forced child labor, ILAB assessed whether a country's laws comprehensively prohibit all manifestations of the problem of forced child labor, debt bondage, and/or child slavery. With regard to child trafficking, ILAB judged the adequacy of existing legal protections against international and domestic trafficking. In all cases in which countries maintain a military force, ILAB assessed whether the minimum age for compulsory military recruitment is 18. In countries where there is an ongoing armed conflict, ILAB also examined whether the law prohibits forced or voluntary recruitment of children by the armed forces, as well as other armed groups.

On the issue of commercial sexual exploitation of children, ILAB assessed both whether a country's laws prohibit the recruitment, use, sale of, and benefiting from the proceeds of child prostitution; and whether laws prohibit the production, distribution/sale of, benefiting from, and possession of child pornography. Regarding illicit activities, ILAB assessed whether the law prohibits the use, procuring, or offering of

a child in these activities, such as forced begging and the production and trafficking of drugs.

Using ILO R. 190 as a guide for the interpretation of Article 3(d) of ILO C. 182, ILAB also identified the types of hazardous work that children perform or are at risk of engaging in for each country. ILAB then applied international standards to the country's legal framework to determine whether adequate protections exist.

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.⁽⁴⁷⁾ ILO C. 138 establishes that countries should set a minimum age for work of 15, or 14 for countries with less-developed economies. According to ILO C. 138, the minimum age for work shall not be less than the age for compulsory education. ILAB recognizes that the Convention calls upon member states to avoid the establishment of a minimum age for work lower than the compulsory school age. However, the opposite situation—in which the minimum age for compulsory schooling is lower than the minimum age for work—should also be avoided. It is possible that a low (or no) compulsory school age may encourage children below the legal age of employment to work because they are not required to attend school. Because such work is illegal, it may be more hidden from public view than other forms of work, thus increasing the possibility of exploitation through involvement in hazardous work or other worst forms of child labor. Therefore, the section notes when a country's minimum age for compulsory education falls below the minimum age for employment. It also notes when free education or compulsory education laws are not adequately implemented.

3.3.3.2. Format

The section begins with Table 3, *Ratification of International Conventions on Child Labor*. The conventions listed include ILO C. 138 and 182 and the UN Convention on the Rights of the Child and its Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution, and child

pornography, and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention Against Transnational Organized Crime (the Palermo Protocol). A checkmark indicates the country's ratification, acceptance, accession, or succession to the instrument, given that these actions have the same practical legal effect regarding the substantive obligations of the instruments as ratification.⁽⁴⁸⁾ If other relevant international instruments (beyond those listed in Table 3) were ratified during the reporting period, this may be recognized in a short narrative following the table.

Table 4, *Laws and Regulations Related to Child Labor*, lists a set of standards that should be established through national legislation in order to fully implement ILO C. 182. These include the minimum ages for work and hazardous work; hazardous occupations and activities prohibited to children; prohibitions of forced labor; child trafficking, commercial sexual exploitation, and using children in illicit activities; the minimum ages for voluntary and compulsory military service; and the compulsory education age. Table 4 also notes whether the government has a law on free basic education.

Table 4 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 then assesses whether existing laws meet international standards and are sufficiently comprehensive to cover the child labor issues that are present in the country.

3.3.4 Section 3: Enforcement of Laws on the Worst Forms of Child Labor

3.3.4.1 Content Overview

The third section of each profile describes the roles of government agencies in enforcing laws relevant to child labor, including its worst forms, and reports on enforcement efforts made during the reporting

period. It addresses the third indicator for assessing a country's child labor efforts included in the TDA Conference Committee report: "3) whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor."⁽³⁵⁾ ILAB identified two distinct concepts from the criteria to assess country efforts and, this year, evaluated them separately in sections 3 and 4.

In this section, ILAB analyzed whether or to what degree the country had defined enforcement agency roles and had investigated and addressed complaints related to allegations of the worst forms of child labor. Because ILO C. 182 discusses enforcement to a limited extent, other international standards and practices were also considered as general evaluating guidelines, including those from ILO Conventions 81 and 129 on Labour Inspection and Labour Inspection in Agriculture, respectively. To the extent possible, ILAB assessed whether the country had:

- Established labor inspection systems;
- Employed a sufficient number of inspectors to enforce the country's child labor laws and regulations;
- Provided sufficient funding and resources to enforce child labor laws and regulations;
- Provided sufficient training to inspectors, including specialized training on child labor;
- Established processes for coordination and sharing of information on child labor among enforcement authorities;
- Created and implemented an effective mechanism for filing and responding expeditiously to complaints about child labor;
- Developed and implemented an adequate labor inspection strategy that allowed for different types of on-site inspections of worksites (for example, routine, targeted, complaint-driven, and unannounced inspections), and conducted inspections with sufficient frequency and in all relevant sectors;

- Provided sufficient authority to the labor inspectorate to sanction child labor violations and follow through with sanctions where appropriate; and
- Published information on specific inspection results and fines or sanctions imposed for violation of child labor laws and regulations.

In most cases, ILAB did not have enough information to determine whether numbers of inspectors were sufficient in the country. Given the lack of information, ILAB was cautious in its assessment of the adequate number of inspectors. Only in certain situations did ILAB make findings of insufficiency, for example: when the number was small relative to the population; the government acknowledged their own resource constraints; key international organizations concluded that resource gaps exist; or several sources corroborated such a conclusion. In those instances where the number of labor inspectors is small relative to the population, ILAB considered the ILO's 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 in determining whether a finding should be made.⁽⁴⁹⁾

Although ILO Conventions focus primarily on labor laws, the worst forms of child labor encompass activities, such as commercial sexual exploitation, that are generally covered by criminal laws. Therefore, the report also assessed the same criteria with regard to criminal law enforcement.

3.3.4.2 Format

Section 3 begins with a broad statement about whether the government has established institutional mechanisms to enforce laws and regulations related to child labor, including its worst forms. It then presents a table listing the agencies charged with enforcing such laws and identifies each agency's role. A narrative follows, with subsections on the two relevant types of enforcement efforts (labor law enforcement and criminal law enforcement). As available, details may be provided on the number of inspectors or investigators; funding and training levels; capacity; and the number, type,

and quality of inspections or investigations during the reporting period. The narrative includes findings where ILAB has concluded that a shortfall exists between international standards and government efforts.

3.3.5 Section 4: Coordination of Government Efforts on the Worst Forms of Child Labor

3.3.5.1 Content Overview

Section 4 provides information on institutions charged with coordinating overall efforts to combat child labor, including its worst forms, in the country. ILAB derived this concept from the Conference Committee report's third criteria that references whether the country has "formal institutional mechanisms."

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 enforcement of child labor laws. However, since the term "monitor" is often associated exclusively with enforcement activities, ILAB uses the term "coordinate" to describe this function.

3.3.5.2 Format

Section 4 is typically brief, beginning with a short statement as to whether the government has any coordinating mechanism focused on or related to combatting child labor, followed by a table listing the relevant coordinating bodies, their composition (if known), and their respective mandates. A subsequent narrative details the activities of the coordinating bod(ies) during the reporting period, if known, and may include findings on gaps in their efforts.

3.3.6. Section 5: Government Policies on the Worst Forms of Child Labor

3.3.6.1 Content Overview

The fifth section of the profiles provides information on the fourth TDA Conference Committee report criterion: “whether the country has a comprehensive policy for the elimination of the worst forms of child labor.”⁽⁴⁵⁾ This section describes a country’s 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.”⁽³⁶⁾ 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, it is difficult to distinguish, in some cases, among a policy, a plan, and a program. For purposes of the TDA, 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, for the purposes of the TDA, whether laws are adopted or programs are implemented is discussed in the “Legal Framework for the Worst Forms of Child Labor” section or the “Social Programs to Address Child Labor” section, respectively.

Specifically, ILAB assessed whether governments had done the following:

- 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, in general, when establishing policies, any policy on child labor, whether targeted to worst forms of child labor or not, would be discussed.)

- Ensured that these policies included specific action plans, assigned responsibilities, established goals, and set timetables.
- Implemented its established policies and plans.

3.3.6.2 Format

Section 5 begins with a statement indicating whether the government has established any policies related to child labor, including its worst forms. This is followed by a table listing the relevant policies, providing a description of each policy’s objective and any developments in implementation that occurred during the reporting period. The table is footnoted to identify policies that were approved during the reporting period, as well as broader development or education policies that may have an impact on reducing or eliminating child labor but have not been evaluated to determine whether this is indeed the case. The narrative following the table is reserved for any findings as to whether existing policies sufficiently address child labor issues, including its worst forms, present in the country.

3.3.7 Section 6: Social Programs to Address Child Labor

3.3.7.1 Content Overview

This section responds to the Conference Committee report criterion that calls for a consideration of “whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor and assist in the removal of children engaged in the worst forms of child labor.”⁽⁴⁵⁾ This section discusses only those programs launched or implemented during the reporting period.

As in the section on policies, this section describes both programs focused on the worst forms of child labor and those focused on all forms of child labor, because countries often do not distinguish between the two in child labor programs. Also, as in the policies section, this section discusses programs that focus on child labor specifically, as well as programs that address poverty, education, and other related matters that could have a beneficial impact on child labor.



Reception center for children who are working on the streets in Butare, Rwanda.
© ILO/M. Crozet

ILAB generally considered the implementation of projects through international organizations to be government efforts because the projects can only be carried out with the consent of the government and such efforts are sometimes considered part of national budgets.

ILAB applied standards embodied in Articles 6 and 7 of ILO C. 182 to assess country programs to combat child labor. ILO R. 190 was also used in determining the kinds of efforts 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 assessed whether governments had:

- Participated in any social programs to combat child labor, including programs aimed at directly preventing and withdrawing children from child labor;
- Implemented social programs with sufficient resources to combat the scope and magnitude of the child labor problem at issue;
- Targeted at-risk populations; and
- Implemented social programs successfully and sustainably.

3.3.7.2 Format

Section 6 opens with a statement as to whether the government funded and/or participated in social programs that include the goal of eliminating or reducing child labor, including its worst forms. As with the policy section, this section lists relevant programs, including larger development programs such as poverty reduction strategies or education-focused initiatives that may have an impact on child labor (these are footnoted to clarify when the impact on child labor has not been studied). Footnotes also identify projects that are funded by the government and/or were launched during the reporting period. The table provides a description of each social program and its activities and accomplishments, to the extent known, during the reporting period. A narrative may follow with analysis of the extent to which these efforts were sufficient to address the scope of the problem and/or covered the key sectors in which children are known to work in the country.

3.3.8 Suggested Government Actions to Eliminate the Worst Forms of Child Labor

The last section of each country profile is a set of suggested actions. These suggested actions serve as a roadmap of efforts that individual countries can follow to more fully address the worst forms of child labor. The year in which a suggested action was first provided is listed in the table followed by every year the action was included in the report and not addressed.

3.4 FRAMEWORK FOR COUNTRY ASSESSMENTS

3.4.1 Objective for Country Assessments

As discussed in section 1.5.1, ILAB is using an assessment tool to clearly indicate and highlight the status of efforts by each country benefiting from U.S. trade preferences to eliminate the worst forms of child labor.

3.4.2 Research Question Guiding Country Assessments

The research question that ILAB is asking in its assessment of an individual beneficiary country is: “To what extent did the beneficiary country advance efforts to eliminate the worst forms of child labor during the reporting period?”

3.4.3 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:

1. Whether the country has adequate laws and regulations proscribing the worst forms of child labor;
2. Whether the country has adequate laws and regulations for the implementation and enforcement of such measures;
3. Whether the country has established formal institutional mechanisms to investigate and address complaints related to allegations of the worst forms of child labor;
4. Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;
5. Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor; and
6. Whether the country is making continual progress toward eliminating the worst forms of child labor.⁽⁴⁵⁾

The country assessment tool is intended to inform the sixth criterion listed above: “whether the country is making continual progress toward eliminating the worst forms of child labor.” In preparing the assessments,

ILAB evaluated the first five criteria listed above, grouping them into the same 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 similar past efforts. Importantly, the assessment is not intended to reflect a determination of “whether a country has implemented its commitments to eliminate the worst forms of child labor.”⁽⁴⁵⁾ That determination is reserved for the President.

3.4.4 Method for Determining a Country Assessment

Each country profile presented in this report identifies a set of suggested actions for governments to take in order to advance efforts to eliminate the worst forms of child labor. The implementation—or lack of implementation—of these suggested actions establishes a baseline, or point of reference, from which to assess a country’s advancement. These actions, in combination with other efforts undertaken by a country, were considered when assessing the level of a country’s advancement during the current reporting period compared with the previous reporting period.

Once a country’s efforts were identified, ILAB assessed (1) the significance of efforts—actions that could have an impact in eliminating the worst forms of child labor—undertaken during the reporting period, and (2) 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 a government at the national, regional, or local level was complicit in the use of forced child labor, including the forcible recruitment of children for armed conflict.

To promote consistency and transparency, and to operationalize those first five TDA criteria, each country’s efforts were analyzed according to a uniform

set of guidance questions related to the five general areas of laws and regulations, enforcement, coordination, policies, and social programs. These guidance questions are presented in Appendix II.

3.4.5 Country Assessment Categories

Each country received one of five possible assessments: *Significant Advancement*, *Moderate Advancement*, *Minimal Advancement*, *No Advancement*, or *No Assessment*.

1. **Significant Advancement.** Compared with the suggested actions reported in 2013, a country significantly advanced efforts in eliminating the worst forms of child labor if it took suggested actions or made other meaningful efforts during the reporting period in **all relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs.
2. **Moderate Advancement.** Compared with the suggested actions reported in 2013, a country moderately advanced efforts in eliminating the worst forms of child labor if it took suggested actions or made other meaningful efforts during the reporting period in **some relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs.
3. **Minimal Advancement.** There are two types of countries that could receive this assessment. The first type of country is one that, compared with the suggested actions reported in 2013, minimally advanced efforts in eliminating the worst forms of child labor by taking suggested actions or making other meaningful efforts during the reporting period in a **few relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs.

The second type of country is one that, compared with the suggested actions reported in 2013, made some advancement in eliminating the worst forms of child labor, but also established a new law, regulation, or policy; upheld an existing law, regulation, or policy; or initiated or continued a practice during

the reporting period that **reverses or delays advancement in eliminating the worst forms of child labor**.

4. **No Advancement.** There are two types of countries that could receive this assessment. The first type of country is one that, compared with the suggested actions reported in 2013, took no suggested actions and made **no other meaningful efforts** to advance the elimination of the worst forms of child labor during the reporting period. This would include countries in which there is no evidence of a worst form of child labor problem and where the country has gaps in its legal and enforcement framework on child labor.

The second type of country is one that in more than an isolated incident was **complicit in the use of forced child labor**. Given the egregious nature of this form of exploitation, countries complicit in the use of forced child labor were considered to have made No Advancement regardless of efforts in other areas. It is important to note that 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.

The first subset in this category is countries that may have made efforts, that may have included suggested actions reported in 2013, but because in more than an isolated incident was **complicit in the use of forced child labor, received an assessment of No Advancement**.

The second subset in this category is countries that took no suggested actions, **made no meaningful efforts, and was complicit in the use of forced child labor in more than an isolated incident**.

5. **No Assessment.** This assessment is reserved for countries in which the population of children is either non-existent or extremely small (under 50), or in which there is no evidence of a worst form of child labor problem and where the country has

a good legal and enforcement framework on child labor. Currently, only certain territories and non-independent countries fall into these categories.

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

These assessments track government actions and compare countries against their own prior efforts. The assessments do not take into account the impact of the government actions on the problem, or whether they have a documented effect in eliminating the worst forms of child labor. This type of analysis would require rigorous impact evaluations and assessments based on data from solid research designs, which is beyond the scope of this report.



Children who were previously employed as soccer ball sewers now attend school in Sialkot, Pakistan. © ILO/M. Crozet

Part **4** Reference Materials

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

Approximately 127 country profiles in this report include a statistical table (Table 1. Statistics on Children's Work and Education) with data on the percent of working children, school attendance rate, percent of children who combine school and work, and/or primary completion rate. For a smaller set of profiles, the percent of children who work by sector is provided in a chart in each profile.

This section provides definitions and describes the sources for these data. This section also discusses some of the strengths and weaknesses of these data. While in a few cases more current sources of data may be available than those used here, the report uses the most reliable, standardized sources available to date to allow for cross-country comparisons. Because reliable child labor surveys are not available for many countries in some cases, USDOL uses statistics from child labor surveys that are more than 10 years old (data from 2004) at the time of writing this report. In the event that data did not exist from the sources described below, no other reliable and publicly available source of data exists for a country, or data exists but had not been analyzed to allow for cross-country comparisons, the report concludes that the statistics are "unavailable."

Working Children (Children in Employment)

Many of the statistical tables in the country profiles in this report present data on the percentage and number of children in employment (working children) in the country in question. Data presented in the current report may differ from data that were presented in previous reports because more updated data have become available.

Definition

Children in employment or 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 own use). The work children perform may be in the formal or informal economy, inside or outside family settings, 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 (ICLS) in 2008 and the report, *Marking Progress Against Child Labour*, published by the ILO in 2013.(8, 50)

Children in Employment Versus Child Labor

This report presents statistics on working children rather than children involved in child labor. The definition of working children does not vary among countries. For this reason, statistics on working children are comparable across countries. In contrast, child labor statistics are based on national legislation, including, for example, the minimum age for work. The minimum age for work and other child labor standards vary from country to country. For that reason, child labor data are not comparable across countries.

Data Sources and Limitations

Data are from UCW project analysis of primarily four survey types: (1) ILO's SIMPOC surveys; (2) UNICEF's Multiple Indicator Cluster Surveys (MICS); (3) World Bank-sponsored surveys, including Living Standards Measurement Surveys (LSMS), Priority Surveys, and others; and (4) other types of survey instruments including Labor Force Surveys (LFS) and Demographic and Health Surveys (DHS).(51) The first three survey programs are commonly recognized as being the primary sources for data on children's work and child labor and, therefore, generally received priority over all other available data sources.(52)

According to UCW researchers, typical surveys on children’s work do not collect enough detailed information on children’s activities to accurately measure economic activity.⁽⁵³⁾ This sentiment was echoed in December 2008 at the 18th ILO International Conference of Labor Statisticians. A resolution was adopted at the conference that provides guidelines for governments on collecting child labor data. Specifically, the guidance indicates that countries may choose to use a broad framework to measure children’s work and child labor that encompasses unpaid household services or that countries may use a narrower definition of children’s work that excludes such services, as long as the definition used is clearly specified.⁽⁵⁴⁾ This resolution is contributing to the collection of more comparable data on children’s involvement in non-market activities.

In analyzing the data from the above-mentioned surveys, UCW attempted to apply a standard definition of children’s work. Although UNICEF MICS and ILO SIMPOC reports, for example, each use a different definition of work (as of the writing of this report, MICS survey reports include household chores in their definition of work, while SIMPOC reports do not), to the extent possible UCW applied a common definition of work to the micro-data described. To date, this has resulted in the individual analysis of more than 137 data sets. While every attempt was made to present a standardized child work statistic, there are differences across surveys that have the potential to affect the comparability of statistics across countries. Some of these differences are explained in greater detail here but in general include differing age groups, questionnaire content and wording, purpose of the survey, sample design, non-sampling errors, and year of data collection.

In general, data are presented for children ages 5-14, but some of the profiles present a work statistic for children ages 6-14, 7-14, or 10-14, depending on the age categories used in the original survey. The wording of work-related questions may also impact results. For example, the question on work in these surveys usually refers to work in the past 7 days; however, some surveys may refer to work activities in the past 12 months and are therefore likely to capture a higher proportion of working children

than surveys with 7-day timeframes. The purpose of the survey—whether the survey is designed specifically to measure children’s work and child labor (SIMPOC surveys) or to measure the impact of poverty reduction programs (World Bank’s LSMS)—may affect estimates of children’s work. In addition, sample design may impact survey results. For example, children’s work is often geographically clustered, and SIMPOC surveys are designed to capture children’s work in such geographic areas. As a result, estimates of working children based on SIMPOC data are typically higher when compared to estimates based on LSMS surveys, which do not use the same sample design.⁽⁵⁵⁾ The ILO and 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 (i.e., agriculture, industry, and services) represents children with non-missing data for sector of work. For more information on the sectors of work reported in the chart, see section 1.5.2.2 of the Introduction.

Percent of Children Attending School

The percentage of children attending school is the share of all children within a specified age group that reported attending school. The UCW project data described above in the section “Working Children” are used to develop country-specific school attendance statistics. To be consistent with estimates of child work, the age group for which attendance statistics are calculated for children is generally ages 5-14 years. In some cases, however, different age categories are used, usually ranging from ages 6-14 years or 7-14 years.

Percent of Children Combining School and Work

The percentage of children who combine school and work is the share of all children within a specified age group reporting both working and attending school. The UCW project data described above in the section “Working Children” are used to develop country-specific statistics on children combining school and work. The age group for which these statistics are calculated is usually for children ages 7-14 years.

Primary Completion Rate

This report uses the “gross intake ratio in the last grade of primary” as a proxy measure for primary completion. This ratio is the total number of new entrants in the last grade of primary education, regardless of age, expressed as a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to the last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades.

Unlike the other statistics presented in the country data tables, which are all based on UCW analysis as described above, the primary completion rate data is from the UNESCO Institute for Statistics. The data were downloaded on January 16, 2015, and are available at <http://www.uis.unesco.org/Pages/default.aspx?SPSLanguage=EN>.

For more information on this statistic, please see the UNESCO Institute for Statistics Glossary at <http://glossary.uis.unesco.org/glossary/en/home>.

GLOSSARY OF TERMS

Basic Education

Basic education comprises both formal schooling (primary and sometimes lower secondary), as well as a wide variety of non-formal and informal public and private educational activities offered to meet the defined basic learning needs of groups of people of all ages.

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

Bonded Labor

Bonded labor or debt bondage is “the status or condition arising from a pledge by a debtor of his personal services or those of a person under his control as security for a debt if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined,” as defined in the UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956).

Bonded labor typically occurs when a person who needs a loan and has no security to offer pledges his/her labor, or that of someone under his/her control, as a security for a loan. In some cases, the interest on the loan may be so high that it cannot be paid. In others, it may be deemed that the bonded individual’s work repays the interest on the loan but not the principal. Thus, the loan is inherited and perpetuated, and becomes an inter-generational debt.

Bonded labor is identified as one of the worst forms of child labor in ILO C. 182.

Source: United Nations, *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery* (September 7, 1956); <http://www.ohchr.org/EN/ProfessionalInterest/Pages/SupplementaryConventionAbolitionOfSlavery.aspx>. See also U.S. Department of Labor, *By the Sweat and Toil of Children, Vol. I: The Use of Child Labor in U.S. Manufactured and Mined Imports*. Washington, DC; 1994, 18. See also ILO-IPEC. *Child Labour: A Textbook for University Students, Appendix 2: Glossary*. Geneva; 2004, 287. See also ILO Convention No. 182, *Worst Forms of Child Labor*, 1999; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Categorical Worst Forms of Child Labor

For the purposes of 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 as defined under Article 3(d). See “ILO Convention 182: Worst Forms of Child Labor.”

Source: ILO Convention No. 182, *Worst Forms of Child Labour*, (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Child

A person less than 18 years of age.

Source: ILO Convention No. 182, *Worst Forms of Child Labour*, (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Child Domestic Worker

Child domestic workers or domestics are children who work in third party private households under an employment relationship. Child domestic workers engage in a variety of tasks, including 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.

Source: ILO Convention 189, *Decent Work for Domestic Workers*, (2011); <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also ILO, *Ending Child Labour in Domestic Work and Protecting Young Workers from Abusive Working Conditions*. Geneva; 2013, 1, 3.

Child Labor

Children in child labor are a subset of children in employment. It includes employment below the minimum age as established in national legislation (excluding permissible light work) and the worst forms of child labor, including hazardous unpaid household services. Child labor is thus a narrower concept than children in employment, as 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.

Source: ILO, *Marking Progress against Child Labour: Global Estimates and Trends 2000-2012*. Geneva, 2013; http://www.ilo.org/ipec/Informationresources/WCMS_221513/lang--en/index.htm. See also ILO, *Resolution II: Resolution Concerning Statistics of Child Labour*. 18th International Conference of Labor Statisticians, Geneva, 2008; http://www.ilo.org/wcmsp5/groups/public/-dgreports/-stat/documents/normativeinstrument/wcms_112458.pdf.

Child Labor Elimination Projects

Since 1995, USDOL has funded over 270 projects in 92 countries. ILAB currently oversees more than \$256 million of active programming to combat exploitative child labor. To date, USDOL-funded child labor elimination projects have rescued approximately 1.8 million children from exploitative child labor.

Source: U.S. Department of Labor, Bureau of International Labor Affairs, *International Technical Cooperation*, [online]; <http://www.dol.gov/ilab/issues/child-labor/>.

Commercial Sexual Exploitation of Children

Based on the 1996 Declaration and Agenda for Action of the First World Congress Against the Commercial Sexual Exploitation of Children, commercial sexual exploitation of children (CSEC) is defined as “sexual

abuse by the adult and remuneration in cash or kind to the child or third person or persons.” The remuneration dynamic distinguishes CSEC from the sexual abuse of a child where commercial gain is absent, although sexual exploitation is also abuse. CSEC includes:

- Prostitution in the streets or indoors, in such places as brothels, discotheques, massage parlors, bars, hotels, and restaurants, among others;
- Child sex tourism;
- The production, promotion, and distribution of pornography involving children; and
- The use of children in sex shows (public or private).

ILO C. 182 prohibits the sale and trafficking of children and the use, procuring, or offering of a child for prostitution for the production of pornography or for pornographic performances.

Source: *Declaration and Agenda for Action of the First World Congress against the Commercial Sexual Exploitation of Children*, Stockholm, August 27-31, 1996; http://www.csecworldcongress.org/PDF/en/Stockholm/Outome_documents/Stockholm%20Declaration%201996_EN.pdf. See also UNICEF, *Child Protection Information Sheet: Commercial Sexual Exploitation* (May 2006); http://www.unicef.org/protection/files/Sexual_Exploitation.pdf. See also ECPAT International, *CSEC Definitions*; http://resources.ecpat.net/EI/Csec_definition.asp. See also ILO Convention No. 182, *Worst Forms of Child Labor*, (1999); <http://www.ilo.org/public/english/standards/ipec/ratification/convention/text.htm>. Additional definitional aspects above provided by ILO-IPEC.

Compulsory Education

Compulsory education refers to the number of years or the age span during which children and youth are legally obliged to attend school.

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

Convention on the Rights of the Child

The Convention on the Rights of the Child spells out basic rights of children, such as the right to survival; to develop to the fullest; to protection from harmful influences, abuse, and exploitation; and to participate fully in family, cultural, and social life. The Convention protects children’s rights by setting standards in



Children studying at Mtoto school in Zanzibar Island, United Republic of Tanzania. © ILO/M. Crozet

health care, education and legal, civil, and social services. According to Article 32 of the Convention, children have the right “to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child’s education, or to be harmful to the child’s health or physical, mental, spiritual, moral, or social development.”

Source: UN Convention on the Rights of the Child; <http://www2.ohchr.org/english>.

Education for All

In 1990, delegates from more than 155 countries convened in Jomtien, Thailand, to create strategies for addressing the issues of education, literacy, and poverty reduction. Using the Universal Declaration of Human Rights as a basis for their work, participants established a set of goals to provide all children, especially girls, with the right to an education and to improve adult literacy around the world. The result was the World Declaration on Education for All (EFA). This declaration called for countries, by the end of the decade, to meet the basic learning needs of all children and adults, provide universal access to education for all, create equity in education for women and other underserved groups, focus on actual learning acquisition, broaden the types of

educational opportunities available to people, and create better learning environments for students.

In April 2000, delegates gathered again for the World Education Forum in Dakar, Senegal. After reviewing the data gathered, it was clear that much more progress would be needed to achieve EFA. These delegates, from 164 countries, adopted the Dakar Framework for Action and renewed and strengthened their commitment to the achievement of quality basic education for all by the year 2015. The World Education Forum adopted six major goals for education to be achieved within 15 years, including the attainment of Universal Primary Education and gender equality, improving literacy and educational quality, and increasing life skills and early childhood education programs.

Source: UNESCO, *The World Conference on Education for All*, Jomtien, Thailand, 1990, [conference proceedings]; http://www.unesco.org/education/efa/ed_for_all/background/world_conference_jomtien.shtml. See also UNESCO, *World Education Forum*, Dakar, Senegal, 2000, [conference proceedings]; http://www.unesco.org/education/efa/wef_2000/index.shtml. See also UNESCO, *Education for All: Meeting Our Collective Commitments*, Text adopted by the World Education Forum Dakar, Senegal, April 26-28, 2000; http://www.unesco.org/education/efa/ed_for_all/dakfram_eng.shtml.

Forced Labor

Forced labor is defined in ILO Convention 29 as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.” In practice, it is the enslavement of workers through the threat or use of coercion, and it is primarily found among the most economically vulnerable members of society.

Forced or compulsory labor is identified as one of the worst forms of child labor in ILO C. 182.

Source: ILO Convention 29, *Forced Labour*, (1930); <http://www.ilo.org/public/english/dialogue/actrav/enviro/backgrnd/iolhrcon.htm>. See also ILO Convention 182, *Worst Forms of Child Labour*, (1999); <http://www.ilo.org/public/english/standards/ipecc/ratification/convention/text.htm>.

Formal Education

The system of formalized transmission of knowledge and values operating within a given society usually provided through state-sponsored schools.

Source: ILO-IPEC, *Child Labour: A Textbook for University Students*, Appendix 2: Glossary, 288, Geneva, 2004.

Hazardous Work

Article 3(d) of ILO C. 182 provides a general definition of what is commonly referred to as “hazardous child labor: ... work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.” Under Article 4(1), the work referred to under Article 3(d) is to be determined by the laws, regulations, or competent authority of the country involved, and after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards.

Source: ILO Convention No. 182, *Worst Forms of Child Labour*, 1999; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

ILO Convention 138: Minimum Age for Admission to Employment

ILO Convention 138 (ILO C. 138) was adopted in 1973 and serves as the principal ILO standard on child labor. Under Article 2(3) of ILO C. 138, Minimum Age for Admission to Employment, the

minimum age of admission into employment or work in any occupation “shall not be less than the age of completion of compulsory schooling, and, in any case, shall not be less than fifteen.” Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the Convention. Additionally, under Article 7(1), “National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work....” Countries that specify a minimum legal working age of 14 years may permit light work for persons ages 12-14 years.

Source: ILO Convention No. 138, Minimum Age for Admission to Employment, 1973; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

ILO Convention 182: Worst Forms of Child Labor

ILO Convention 182 (ILO C. 182) was adopted in 1999. It commits ratifying nations to take immediate action to secure the prohibition and elimination of the worst forms of child labor. Under Article 3 of the Convention, the worst forms of child labor comprise:

- (a) All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- (b) The use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes;
- (c) The use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; 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.

Among other actions, ILO C. 182 requires ratifying nations to remove children from abusive child labor and provide them with rehabilitation, social reintegration, and access to free basic education and

vocational training; consult with employer and worker organizations to create appropriate mechanisms to monitor implementation of the Convention; take into account the special vulnerability of girls; and provide assistance and/or cooperate with efforts of other members to implement the Convention.

Source: ILO Convention No. 182, *Worst Forms of Child Labour*, 1999; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

ILO-IPEC: International Program on the Elimination of Child Labor

In 1992, ILO created IPEC to work toward the progressive elimination of child labor by strengthening national capacities to address child labor problems, and by creating a worldwide movement to combat it. Although ILO-IPEC aims to address all forms of child labor, its focus is on the elimination of the worst forms of child labor.

Countries participating in ILO-IPEC usually sign a MOU outlining the development and implementation of ILO-IPEC activities and the efforts to be undertaken by governments to progressively eradicate child labor. ILO-IPEC National Program Steering Committees are then established with the participation of governments, industry and labor representatives, and experienced NGOs. ILO-IPEC provides technical assistance to governments, but most of the direct action programs for children are carried out by local NGOs and workers' and employers' organizations. ILO-IPEC activities include awareness raising about child labor problems; capacity building for government agencies and statistical organizations; advice and support for direct action projects to withdraw working children from the workplace; and assistance to governments in drawing up national policies and legislation.

Source: ILO-IPEC, *What is IPEC: IPEC at a Glance*; <http://www.ilo.org/public/english/standards/ipec/about/implementation/ipec.htm>. See also ILO, *IPEC Action against Child Labour: Highlights 2006*, Geneva, February 2007, 10 and 29; http://www.europarl.europa.eu/hearings/20070417/libe/ilo_en.pdf. See also IPEC's *Strategy to Eliminate Child Labour*; http://www.ilo.org/public/english/standards/ipec/publ/download/factsheets/fs_ipecstrategy_0303.pdf. See also U.S. Department of Labor, Bureau of International Labor Affairs, *International Technical Cooperation*, [online]; <http://www.dol.gov/ilab/projects/>.

ILO Recommendation 190: Worst Forms of Child Labor

ILO Recommendation 190 (ILO R. 190) supplements the provisions of ILO C. 182 and provides guidance to ratifying countries regarding its implementation. The Recommendation describes populations in need of specific attention regarding the worst forms of child labor, such as girls and children involved in hidden forms of work. It further provides guidelines to assist countries in determining the kinds of hazardous work that should be considered worst forms and thus prohibited to children. Finally, Recommendation 190 provides guidance regarding specific steps countries that have ratified ILO C. 182 should take in order to combat the worst forms of child labor, such as the collection and exchange of data on both the problem and best practices to address it; passage and enforcement of laws that penalize violations with criminal penalties; awareness raising about the problem; establishment of policies against the worst forms of child labor; and international cooperation through technical, legal, and other forms of assistance.

Source: ILO Recommendation 190, *Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor* (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Informal Sector

While the concept of the informal sector was introduced into international usage in the 1970s, it was only in 1993 at the 15th International Conference of Labor Statisticians that an internationally-recognized definition for data collection was established, delineating the informal sector as unincorporated, small and/or unregistered enterprises, and the employees of those enterprises. An enterprise is unincorporated if no complete set of accounts are available that would permit a financial separation of the activities of the enterprise from that of its owner(s), and it produces marketable goods or services. The registration and size criteria are determined according to national circumstances and legislation, which provides a degree of flexibility in identifying the informal sector from country to country. However, all interpretations of this sector share the notion of enterprises whose activities are not covered or are



Boys selling fruit and ice cream in the streets of Cotagaita, Bolivia. © Paola Aguilera

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 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 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.

Source: ILO, *Women and Men in the Informal Economy: A Statistical Picture*, [online] 2002; <http://www.ilo.org/dyn/infoecon/docs/441/F596332090/women%20and%20men%20stat%20picture.pdf>.
ILO, *Measuring informality: a Statistical Manual on the informal sector and informal employment*, [online] 2012; http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_222979.pdf.

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 years may permit the employment or work of persons 12-14 years of age on light work as defined in Article 7(1), but should specify limitations on their hours of work as well as activities.

Source: ILO Convention No. 138, *Minimum Age for Employment*, (1973), Article 3; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Minimum Age of Work

The minimum age of work is the age at which a child can enter into work. ILO 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 15 years (14 for developing countries).

Source: ILO-IPEC, *Child Labour: A Textbook for University Students*, Appendix 2: Glossary, 290, Geneva; 2004.

Non-Formal Education

Any organized educational activity outside the established formal school system – whether operating separately or as an important feature of some broader activity – that is intended to serve identifiable learning objectives. Non-formal or transitional education programs can enable former child workers to “catch up” or be “mainstreamed” with their peers who began their schooling at the appropriate age.

Source: ILO-IPEC, *Child Labour: A Textbook for University Students*, Appendix 2: Glossary, 290, Geneva; 2004.

Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the involvement of children in armed conflict, which is a worst form of child labor per ILO C. 182, Article 3(a).

Source: Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict; <http://www.ohchr.org/EN/ProfessionalInterest/Pages/OPACRC.aspx>.

Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the commercial sexual exploitation of children, which is a worst form of child labor per ILO C. 182, Article 3(b).

Source: Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography; <http://www.ohchr.org/EN/ProfessionalInterest/Pages/OPSCRC.aspx>.

Poverty Reduction Strategy Paper

A Poverty Reduction Strategy Paper (PRSP) is a document written by the government of a developing country with the participation of civil society to serve as the basis for concessional lending from the World Bank and IMF, as well as debt relief under the World Bank's Highly Indebted Poor Countries Initiative. A PRSP should measure poverty in the country, identify goals for reducing poverty, and create a spending and policy program for reaching those goals. A PRSP should also ensure that a country's macroeconomic, structural, and social policies are consistent with the objectives of poverty reduction and social development. A new PRSP must be written every 3 years in order to continue receiving assistance from International Financial Institutions such as the World Bank.

Source: International Monetary Fund, *Overview of Poverty Reduction Strategies*, [online]; <http://www.imf.org/external/np/prsp/prsp.aspx>.

Primary Education

Primary education, sometimes called elementary education, refers to school usually beginning at 5 or

7 years of age and covering about 6 years of full-time schooling. In countries with compulsory education laws, primary education generally constitutes the first (and sometimes only) cycle of compulsory education.

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

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organized Crime (Palermo Protocol)

The Palermo Protocol, as the protocol supplementing the United Nations Convention against Transnational Organized Crime is commonly known, covers trafficking of children, also delineated as a worst form under ILO C. 182, Article 3(a).

Source: UNODC, *United Nations Convention against Transnational Organized Crime and the Protocols Thereto*, 2004, 41; <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>.

Ratification

Ratification is a serious undertaking by a State formally accepting the terms of an international agreement, thereby becoming legally bound to apply it. Other ways of becoming bound to an international agreement include acceptance, approval, accession, signature, or an exchange of notes.

In order to ratify an agreement, a country must, if necessary, adopt new laws and regulations or modify the existing legislation and practice to support the agreement, and formally deposit the instruments of ratification with the appropriate depositary. (In the case of ILO Conventions, ratifications must be registered with the Director-General of the ILO International Labor Office.)

For certain international agreements that require ratification, signing an agreement or enacting an agreement into domestic law by Congress, or a similar state organ, does not mean that the international agreement has been ratified. Signing an international agreement serves as a preliminary endorsement, albeit a formality, as signatories are not bound by the terms of

the international agreement or in any way committed to proceed to the final step of ratification. However, a signatory is obliged to refrain from acts which would defeat the object and purpose of the international agreement, unless it makes its intention not to become a party to the international agreement clear. Similarly, appropriate state entities may signal approval of an international agreement, but that is only one of the requisite steps on the path toward official ratification. The final step requires that the instruments of ratification be submitted to the depositary.

In the case of ILO Conventions, ILO procedures provide the option to ratify or not ratify a Convention, but do not include the option to sign a Convention as a preliminary endorsement. Generally, an ILO Convention comes into force in a ratifying country 12 months after the government has deposited the requisite instrument of ratification. This grace period provides ILO members time to enact or modify legislation to comply with the Convention before it comes into force.

Source: ILO, *How International Labour Standards are created*, [online]; <http://www.ilo.org/global/standards/introduction-to-international-labour-standards/international-labour-standards-creation/lang-en/index.htm>. See also UNICEF, *Signature, Ratification and Accession: The Process of Creating Binding Obligations on Governments* [online]; http://www.unicef.org/crc/index_30207.html. See also ILO Convention No. 138, *Minimum Age for Admission to Employment*, Article 11; <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also ILO Convention No. 182, *Worst Forms of Child Labor* (1999), Article 9; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Timebound Program

ILO C. 182 calls for timebound measures to eliminate the worst forms of child labor. Timebound Programs were spearheaded by ILO-IPEC and are carried out by governments with support from the UN organization. The programs aim to prevent and eliminate all incidences of the worst forms of child labor in a country within a defined period.

Source: ILO-IPEC, *Eliminating the Worst Forms of Child Labor: An Integrated and Time-Bound Approach: A Guide for Governments, Employers, Workers, Donors, and other Stakeholders*, Geneva, April 2001, 3. See also ILO, *IPEC Action against Child Labour 2008: Highlights*, Geneva, February 2009; <http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=9471>.

Trafficking of Children

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children provides a commonly accepted definition of human trafficking. It states: “(a) ‘trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring, or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs.” It goes on to state: “(c) the recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’ even if this does not involve any of the means set forth in subparagraph (a) of this Article.”

The trafficking of children is identified as a worst form of child labor in ILO C. 182, Article 3(a).

Source: UNODC, *United Nations Convention against Transnational Organized Crime and the Protocols Thereto*, 2004, 41; <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCbook-e.pdf>. See also ILO Convention No. 182, *Worst Forms of Child Labor* (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Unpaid Household Services

For the purposes of this report, the term “unpaid household services” by children refers to the domestic and personal services performed by a child 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.

Source: ILO, *Resolution II: Resolution Concerning Statistics of Child Labour*, 18th International Conference of Labor Statisticians, Geneva, 2008; http://www.ilo.org/wcmsp5/groups/public/-dgreports/-stat/documents/normativeinstrument/wcms_112458.pdf.

Working Children (Children in Employment)

Children in employment or 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 own use). The work children perform may be in the formal or informal economy, inside or outside family settings, 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 (ICLS) in 2008 and the report, *Marking Progress against Child Labour*, published by the ILO in 2013.

Source: ILO, *Marking Progress against Child Labour: Global Estimates and Trends 2000-2012*, Geneva, 2013; http://www.ilo.org/ipsec/Informationresources/WCMS_221513/lang-en/index.htm. See also ILO, *Resolution II: Resolution Concerning Statistics of Child Labour*, 18th International Conference of Labor Statisticians, Geneva, 2008; http://www.ilo.org/wcmsp5/groups/public/-dgreports/-stat/documents/normativeinstrument/wcms_112458.pdf.

Worst Forms of Child Labor

See “ILO Convention 182: Worst Forms of Child Labor.”

1. Jennifer Margulis. *The Murder of Iqbal Masih, Child Slave, Child Activist*, [online] [cited July 1, 2015]; <http://jennifermargulis.net/articles/the-murder-of-iqbal-masih-child-slave-child-activist/>.
2. P.L. 106-200 (May 16, 2000), enacted <http://uscode.house.gov/download/pls/19C12.txt>.
3. 19 USC sections 2462(b) and 2464, enacted
4. *Africa Growth and Opportunity Act*, U.S. Code 19, section 3703, enacted
5. *U.S. Caribbean Basin Trade Partnership Act*, U.S. Code 19, section 2703, enacted
6. Satyarthi, K. *Nobel Lecture: Let Us Globalize Compassion and Set Our Children Free*, [online] [cited April 24, 2015]; <http://www.nobelprize.org/nobel_prizes/peace/laureates/2014/satyarthi-lecture_en.html> [source on file].
7. Yousafzai, M. *Nobel Lecture*, [online] [cited April 27, 2015]; http://www.nobelprize.org/nobel_prizes/peace/laureates/2014/yousafzai-lecture.html.
8. ILO. *Marking Progress Against Child Labour: Global Estimates and Trends 2000-2012*. Geneva; 2013. http://www.ilo.org/wcmsp5/groups/public/-ed_norm/-ipsec/documents/publication/wcms_221513.pdf.
9. ILO-IPEC. *Combating Child Labor Through Education: A Resource Kit for Policymakers and Practitioners*. Geneva; 2009.
10. U.S. Department of Labor. *By the Sweat and Toil of Children: An Economic Consideration of Child Labor* Bureau of International Labor Affairs, Washington, DC: 2000.
11. United Nations Secretary-General. *Report of the Secretary-General on Children and Armed Conflict*; June 5, 2015. http://www.un.org/ga/search/view_doc.asp?symbol=S/AC.51/2014/3&referer=/english/&Lang=E.
12. UNICEF. *Children in Emergencies in 2014: Facts and Figures*, UNICEF, [online] [cited April 27, 2014]; http://www.unicef.org/media/files/UNICEF_Children_and_Emergencies_2014_fact_sheet.pdf [source on file].
13. O'Carroll, L. "Sierra Leone's Ebola Orphans Face a Situation 'Worst than War'." *The Guardian*, London, November 7, 2014. <http://www.theguardian.com/global-development/2014/nov/07/sierra-leone-ebola-orphans-parents-worse-than-war>.
14. Berehulak, D. "An Ebola Orphan's Plea in Africa: 'Do You Want Me?'" *The New York Times*, New York, December 15, 2014. http://www.nytimes.com/2014/12/14/world/africa/an-ebola-orphans-plea-in-africa-do-you-want-me.html?partner=rss&emc=rss&smid=tw-nytimes&_r=0.
15. UN News Centre. *In Wake of Cyclone Pam UN Launches Humanitarian Appeal for Battered Vanuatu*, UN News Centre, [online] [cited April 27, 2015]; <http://www.un.org/apps/news/story.asp?NewsID=50412> [source on file].
16. UNICEF. *Nearly 1 Million Children Require Urgent Humanitarian Assistance After Nepal Earthquake*, [online] April 2015 [cited June 15, 2015]; http://www.unicef.org/media/media_81696.html.
17. AU Center for Latin American and Latino Studies. *Unaccompanied Migrant Children from Central America: Context, Causes, and Responses*. Washington, DC; 2014.
18. ILO. *World Report on Child Labor: Economic Vulnerability, Social Protection and the Fight Against Child Labor*. Report. Geneva; 2013.
19. ILO. *World Day Against Child Labour 12 June*, ILO, [cited April 27, 2015]; <http://www.ilo.org/ipsec/Campaignandadvocacy/WDACL/lang-en/index.htm> [source on file].
20. UNESCO and UNICEF. *Fixing the Broken Promise of Education for All: Findings from the Global Initiative on Out of School Children*. Montreal, UNESCO Institute for Statistics; 2015. <http://www.unicef.org/media/files/UNESCO-OOSC-EXS-Eng-web.pdf>.
21. UNICEF. *The State of the World's Children*. Geneva; 2014.
22. ILO-IPEC. *World Report on Child Labour 2015 Paving the Way to Decent Work for Young People*. Geneva; 2015.
23. ILO IPEC and Instituto Nacional de Estadística de Uruguay. *Magnitud y Características del Trabajo Infantil en*

- Uruguay: *Informe Nacional 2010*. Geneva; 2011. <http://www.ine.gub.uy/biblioteca/infantil/ENTI/Magnitud%20y%20Caracter%20de%20del%20Trabajo%20Infantil%20en%20Uruguay.pdf>.
24. U.S. Bureau of Labor Statistics. *Revisions to the 2013 Census of Fatal Occupational Injuries (CFOI) counts April 2015*. http://www.bls.gov/iif/oshwc/cfoi/cfoi_revised13.pdf.
25. Human Rights Watch. *Tobacco's Hidden Children: Hazardous Child Labor in United States Tobacco Farming* May 14, 2014. <http://www.hrw.org/reports/2014/05/13/tobacco-s-hidden-children>.
26. U.S. Department of Labor. *Cultivating Compliance: An Agricultural Guide to Federal Labor Law*. Division WaH, 2014. <http://www.dol.gov/whd/FLSAEmployeeCard/AgGuideEnglish.pdf>.
27. U.S. Department of Labor. *Farm Worker Rights*. Division WaH, July 14, 2014. <http://www.dol.gov/whd/FLSAEmployeeCard/FarmWorkerEnglish.pdf>.
28. Human Rights Watch. *US Tobacco Giant's Move Could Reduce Child Labor*, [online] November 5, 2014 [cited May 16, 2015]; <http://www.hrw.org/news/2014/11/05/us-tobacco-giant-s-move-could-reduce-child-labor>.
29. NIOSH. *Are You a Teen Worker?* 2012. <http://www.cdc.gov/niosh/docs/2012-130/pdfs/2012-130.pdf>.
30. NIOSH. *Young Worker Safety and Health*, [online] June 23, 2014 [cited May 15, 2015]; <http://www.cdc.gov/niosh/topics/youth/>.
31. NIOSH. *Guidelines for Children's Agricultural Tasks Demonstrate Effectiveness*, [online] March 2011. [cited May 16, 2015]; <http://www.cdc.gov/niosh/docs/2011-129/>.
32. U.S. Department of Education. *Migrant Education -- Basic State Formula Grants*, [online] July 8, 2014 [cited May 16, 2015]; <http://www2.ed.gov/programs/mep/index.html>.
33. U.S. Department of Labor. *YouthRules!*, [online] [cited May 15, 2015]; <http://youthrules.dol.gov/>.
34. S. Rept. 111-66, *Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriation Bill, 2010*, enacted 2009.
35. ILO. *C182 Worst Forms of Child Labour Convention, 1999*; accessed July 26, 2013; <http://www.ilo.org/ilolex/english/convdisp2.htm>.
36. ILO. *R190 - Worst Forms of Child Labour Recommendation, 1999 (No. 190): Recommendation concerning the prohibition and immediate action for the elimination of the worst forms of child labour*; accessed https://www.ilo.org/dyn/normlex/en/f?p=NORMLEX_PUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312528:NO.
37. ILO Committee of Experts. *Individual Observation concerning Minimum Age Convention, 1973 (No. 138) Georgia (ratification: 1996) Published: 2011*; accessed <http://www.ilo.org/ilolex/english/iloquery.htm>.
38. ILO Committee of Experts. *Individual Observation concerning Worst Forms of Child Labour Convention, 1999 (No. 182) Senegal (ratification: 1999) Submitted: 2008*; accessed July 24, 2012; <http://www.ilo.org/ilolex/cgi-lexpdconvpl?host=status01&textbase=iloeng&document=21908&chapter=9&query=%28C182%29+%40ref+%2B+%23YEAR%3E2005%2Bfarm&highlight=on&querytype=bool&context=0>.
39. ILO-IPEC. *Child labour in agriculture: Farming. Document*. Geneva, January 31, 2012. http://www.ilo.org/ipsec/areas/Agriculture/WCMS_172416/lang-en/index.htm.
40. ILO Committee on Child Labor. *Report of the Committee on Child Labor*. International Labor Conference, Session 87. 172-173. It is important to note that in negotiating ILO C. 182, ILO employer members stated that the language of Article 3(d) "should not require governments to intervene in situations in which children worked for their parents on bona fide family farms or holdings." The Worker Vice-Chairperson clarified that any such understanding should encompass only those farms "that did not interfere with children's schooling and which were truly within a protected family environment" (statements by Employer and Worker Vice-Chairpersons).
41. ILO Committee of Experts. *Committee of Experts on the Application of Conventions and Recommendations*; accessed <http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang-en/index.htm>. The ILO CEACR examines and makes two types of comments upon the application of international labour standards by states parties to the relevant conventions. Direct requests contain technical comments or questions raised by the application of a particular convention by a state. These requests are sent directly to governments. Observations contain comments on fundamental questions raised by the application of a particular convention by a state. These observations are published in the Committee's annual report.
42. U.S. Department of Labor. "Efforts by Certain Foreign Countries to Eliminate the Worst Forms of Child Labor." *Federal Register*, 79(219):67461 (November 13, 2014); <https://www.federalregister.gov/articles/2014/11/13/2014-26845/efforts-by-certain-foreign-countries-to-eliminate-the-worst-forms-of-child-labor>.
43. Abdul Latif Jameel Poverty Action Lab. *Primary School Deworming in Kenya* [online] [cited November 7, 2010]; <http://www.povertyactionlab.org/evaluation/primary-school-deworming-kenya>.
44. Edward Miguel, Michael Kremer. "Worms: Identifying Impacts on Education and Health in the Presence of Treatment Externalities." *Econometrica*, 72(1):159-217 (2004);
45. *H. Rept. 106-606, (2000) (Conf. Rep.)*, enacted
46. ILO LABORSTA Internet. *Classifications*, [cited August 8, 2014]; http://laborsta.ilo.org/classification_E.html.
47. ILO. *C138 Minimum Age Convention, 1973*; accessed http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_ILO_CODE:C138.
48. UN. *Chapter IV: Human Rights*. UN Treaty Collection. <http://treaties.un.org/pages/treaties.aspx?id=4&subid=A&lang=en>.
49. ILO. *Report V - Labour administration and labour inspection*. March 31, 2011 <http://www.ilo.org/ilc/>

- [ILCSessions/100thSession/reports/reports-submitted/WCMS_153918/lang--en/index.htm](#). The ILO has discussed the difficulties in establishing benchmarks for what constitute sufficient numbers of inspectors and the need for a comprehensive approach to labor law enforcement. In this report, ILAB made findings that numbers of inspectors were insufficient in cases in which a country with a population of several million had only a handful of inspectors.
50. ILO. *Resolution II: Resolution Concerning Statistics of Child Labour*. Geneva, 18th International Conference of Labor Statisticians; 2008. http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms_112458.pdf.
 51. UCW. *Understanding Children's Work Programme*, [online] [cited July 28, 2014]; www.ucw-project.org.
 52. A.R. Ritualo, C. Castro, S. Gormly. "Measuring Child Labor: Implications for Policy and Program Design." *Comparative Labor Law and Policy*, 24(401)(2003).
 53. L. Guarcello, SL, F.C. Rosati, and C. Valdivia. *Towards statistical standards for children's non economic work: A discussion based on household survey data*. Rome, UCW Project; 2005.
 54. ILO. *Report of the Conference: 18th International Conference of Labour Statisticians, Geneva, 24 November - 5 December 2008*. Geneva; 2009. http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_099577.pdf.
 55. International Labour Office. *Every Child Counts: New Global Estimates on Child Labour*. Geneva; April 2002.

NON-INDEPENDENT COUNTRIES AND TERRITORIES

There is limited information regarding child labor and government efforts to combat it in non-independent countries and territories eligible for GSP benefits.¹ Obtaining data on the prevalence and distribution of the worst forms of child labor is difficult, and statistics on child work and school attendance are often not available from the sources used in this report. In some cases, there is no evidence to suggest that the worst forms of child labor exist in certain territories. In these cases, when laws appear to meet the guidelines called for in ILO C. 182 and embodied in the TDA, and the territory has a good enforcement framework, no suggested actions have been included.

In regard to ratification of key international conventions concerning child labor, these non-independent countries and territories generally are not eligible to become members of the ILO. Even though they are not members of the ILO, ILO C. 138 and ILO C. 182 may extend to some of them.^{2,3} Similarly, ratification of other conventions, such as the UNCRC, may also apply to some of them.

Across non-independent countries and territories, research indicates a variety of legal structures that govern laws and regulations related to child labor, including its worst forms. Some territories are self-governing, except in the areas of foreign affairs and defense. Domestic laws in the Metropoli do not generally apply to these territories, unless explicitly extended. In other territories, certain domestic laws of the Metropoli apply, and in a few territories, all domestic laws in the Metropoli apply.

Research found some information on the efforts of non-independent countries and territories in the areas of enforcement, coordination, policies, and programs, but this information in many cases was limited.

Assessments

Evidence suggests that the worst forms of child labor are an issue in some non-independent countries and territories. These entities are assessed in the same manner as all other countries included in this report. Other non-independent countries and territories do not appear to have a problem with the worst forms of child labor. These entities fall into three types.

The first type of non-independent country and territory is one in which the population of children is either non-existent or extremely small (under 50). For this reason, ILAB does not write profiles on these territories. The three territories that fit this category are Heard and McDonald Islands, the Pitcairn Islands, and the British Indian Ocean Territories/Chagos Archipelago. The Heard and McDonald Islands are uninhabited, and the population of the Pitcairn Islands is less than 50 people.⁴ The British Indian Ocean Territories/Chagos Archipelago is inhabited by U.S. and U.K. military personnel.⁵

The second type of non-independent country and territory is one with no evidence of a worst form of child labor problem and with a good legal and enforcement framework. Given both the lack of a demonstrated problem and the presence of a preventive legal and enforcement framework, ILAB does not assess the efforts of or include suggested actions for these territories. Such entities will be marked “No Assessment.” Wallis and Futuna was the only territory not assessed in 2014.

The third type of non-independent country and territory is one in which there is no evidence of a worst forms of child labor problem, but that lacks a good legal and enforcement framework. The lack of such a framework is a gap in efforts to prevent the worst forms of child labor. For this reason, such non-independent countries and territories are assessed as “No Advancement.” For 2014, the British Virgin Islands; Christmas Island; Cocos (Keeling) Island; Falkland Islands; Montserrat; Norfolk Island; and Saint Helena, Ascension and Tristán da Cunha, fit this category.

¹ U.S. Government. Harmonized Tariff Schedule of the United States (Rev. 1); 2010. <http://www.usitc.gov/tata/hts/index.htm>.

² ILO. Constitution of the International Labour Organization; 1948. <http://www.ilo.org/ilolex/english/constq.htm>. Most of the areas covered in the summary report are considered non-metropolitan territories and are therefore ineligible to become members of ILO. While ILO still does not have an official definition for “non-metropolitan territory,” in earlier versions of the ILO Constitution, “colonies, protectorates and possessions which are not fully self governing” was used in place of this term. An ILO member can submit a declaration to ILO requesting that these conventions apply to their non-metropolitan areas. Please see the chart regarding ratifications of international conventions and selected non-independent country and territory laws at the end of this discussion.

³ ILO official. E-mail communication USDOL official. May 8, 2014.

⁴ Central Intelligence Agency. Pitcairn Islands, [online] [cited <https://www.cia.gov/library/publications/the-world-factbook/>].

⁵ U.S. Embassy – London. E-mail communication USDOL official. April 1, 2011.

Appendix I

COUNTRY ASSESSMENTS *By Assessment*

COUNTRY	REGION	ASSESSMENT
SIGNIFICANT ADVANCEMENT		
Brazil	LAC	Significant Advancement
Chile	LAC	Significant Advancement
Colombia	LAC	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Ecuador	LAC	Significant Advancement
El Salvador	LAC	Significant Advancement
Madagascar	AF	Significant Advancement
Paraguay	LAC	Significant Advancement
Peru	LAC	Significant Advancement
Philippines	AP	Significant Advancement
South Africa	AF	Significant Advancement
Thailand	AP	Significant Advancement
Uganda	AF	Significant Advancement
MODERATE ADVANCEMENT		
Afghanistan	AP	Moderate Advancement
Albania	EUR	Moderate Advancement
Angola	AF	Moderate Advancement
Argentina	LAC	Moderate Advancement
Azerbaijan	EUR	Moderate Advancement
Bangladesh	AP	Moderate Advancement
Benin	AF	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
Chad	AF	Moderate Advancement
Comoros	AF	Moderate Advancement
Congo, Democratic Republic of	AF	Moderate Advancement
Congo, Republic of	AF	Moderate Advancement
Costa Rica	LAC	Moderate Advancement
Egypt	MENA	Moderate Advancement
Ethiopia	AF	Moderate Advancement
Fiji	AP	Moderate Advancement
Gabon	AF	Moderate Advancement
Ghana	AF	Moderate Advancement
Grenada	LAC	Moderate Advancement
Guatemala	LAC	Moderate Advancement
Guinea	AF	Moderate Advancement
Guyana	AF	Moderate Advancement
Haiti	LAC	Moderate Advancement
Honduras	LAC	Moderate Advancement
India	AP	Moderate Advancement
Indonesia	AP	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
MODERATE ADVANCEMENT		
Jamaica	LAC	Moderate Advancement
Jordan	MENA	Moderate Advancement
Kenya	AF	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Lebanon	MENA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Mongolia	AP	Moderate Advancement
Montenegro	EUR	Moderate Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Nepal	AP	Moderate Advancement
Nicaragua	LAC	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Oman	MENA	Moderate Advancement
Pakistan	AP	Moderate Advancement
Panama	LAC	Moderate Advancement
Papua New Guinea	AP	Moderate Advancement
Rwanda	AF	Moderate Advancement
Saint Lucia	LAC	Moderate Advancement
Serbia	EUR	Moderate Advancement
Seychelles	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
Solomon Islands	AP	Moderate Advancement
Somalia	AF	Moderate Advancement
Sri Lanka	AP	Moderate Advancement
Timor-Leste	AP	Moderate Advancement
Togo	AF	Moderate Advancement
Trinidad and Tobago	LAC	Moderate Advancement
Tunisia	MENA	Moderate Advancement
Turkey	EUR	Moderate Advancement
Ukraine	EUR	Moderate Advancement
Uruguay	LAC	Moderate Advancement
Western Sahara	MENA	Moderate Advancement
Yemen	MENA	Moderate Advancement
Zambia	AF	Moderate Advancement
MINIMAL ADVANCEMENT		
Algeria	MENA	Minimal Advancement
Anguilla	EUR	Minimal Advancement
Armenia	EUR	Minimal Advancement
Bahrain	MENA	Minimal Advancement

Appendix I

COUNTRY ASSESSMENTS *By Assessment*

COUNTRY	REGION	ASSESSMENT
MINIMAL ADVANCEMENT		
Barbados	LAC	Minimal Advancement
Belize	LAC	Minimal Advancement
Bhutan	AP	Minimal Advancement
Bolivia	LAC	Minimal Advancement
Botswana	AF	Minimal Advancement
Burundi	AF	Minimal Advancement
Central African Republic	AF	Minimal Advancement
Cook Islands	AP	Minimal Advancement
Djibouti	AF	Minimal Advancement
Dominica	LAC	Minimal Advancement
Dominican Republic	LAC	Minimal Advancement
Gambia, The	AF	Minimal Advancement
Georgia	EUR	Minimal Advancement
Guinea-Bissau	AF	Minimal Advancement
Iraq	MENA	Minimal Advancement
Kazakhstan	AP	Minimal Advancement
Kiribati	AP	Minimal Advancement
Kyrgyz Republic	AP	Minimal Advancement
Liberia	AF	Minimal Advancement
Macedonia	EUR	Minimal Advancement
Malawi	AF	Minimal Advancement
Maldives	AP	Minimal Advancement
Mauritius	AF	Minimal Advancement
Namibia	AF	Minimal Advancement
Niue	AP	Minimal Advancement
Russia	EUR	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
Suriname	LAC	Minimal Advancement
Swaziland	AF	Minimal Advancement
Tanzania	AF	Minimal Advancement
Tokelau	AP	Minimal Advancement
Tonga	AP	Minimal Advancement
Tuvalu	AP	Minimal Advancement
Venezuela	LAC	Minimal Advancement
West Bank and the Gaza Strip	MENA	Minimal Advancement
Zimbabwe	AF	Minimal Advancement
NO ADVANCEMENT		
British Virgin Islands	EUR	No Advancement
Christmas Island	AP	No Advancement
Cocos (Keeling) Island	AP	No Advancement

COUNTRY	REGION	ASSESSMENT
Falkland Islands (Isla Malvinas)	EUR	No Advancement
Montserrat	EUR	No Advancement
Norfolk Island	AP	No Advancement
Saint Helena, Ascension and Tristán da Cunha	EUR	No Advancement
Vanuatu	AP	No Advancement
NO ADVANCEMENT – Efforts Made But Complicit		
Eritrea	AF	No Advancement – Efforts Made But Complicit
South Sudan	AF	No Advancement – Efforts Made But Complicit
Uzbekistan	AP	No Advancement – Efforts Made But Complicit
NO ASSESSMENT		
British Indian Ocean Territories	EUR	No Assessment
Heard and McDonald Islands	AP	No Assessment
Pitcairn Islands	EUR	No Assessment
Wallis and Futuna	AP	No Assessment

KEY:

AF: Africa (Sub-Saharan)

AP: Asia & the Pacific

EUR: Europe & Eurasia

MENA: Middle East & North Africa

LAC: Latin America & the Caribbean

Source: U.S. Department of Labor

Appendix I

COUNTRY ASSESSMENTS *By Country*

COUNTRY	REGION	ASSESSMENT
Afghanistan	AP	Moderate Advancement
Albania	EUR	Moderate Advancement
Algeria	MENA	Minimal Advancement
Angola	AF	Moderate Advancement
Anguilla	EUR	Minimal Advancement
Argentina	LAC	Moderate Advancement
Armenia	EUR	Minimal Advancement
Azerbaijan	EUR	Moderate Advancement
Bahrain	MENA	Minimal Advancement
Bangladesh	AP	Moderate Advancement
Barbados	LAC	Minimal Advancement
Belize	LAC	Minimal Advancement
Benin	AF	Moderate Advancement
Bhutan	AP	Minimal Advancement
Bolivia	LAC	Minimal Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Botswana	AF	Minimal Advancement
Brazil	LAC	Significant Advancement
British Indian Ocean Territories	EUR	No Assessment
British Virgin Islands	EUR	No Advancement
Burkina Faso	AF	Moderate Advancement
Burundi	AF	Minimal Advancement
Cabo Verde	AF	Moderate Advancement
Cambodia	AP	Moderate Advancement
Cameroon	AF	Moderate Advancement
Central African Republic	AF	Minimal Advancement
Chad	AF	Moderate Advancement
Chile	LAC	Significant Advancement
Christmas Island	AP	No Advancement
Cocos (Keeling) Island	AP	No Advancement
Colombia	LAC	Significant Advancement
Comoros	AF	Moderate Advancement
Congo, Democratic Republic of	AF	Moderate Advancement
Congo, Republic of	AF	Moderate Advancement
Cook Islands	AP	Minimal Advancement
Costa Rica	LAC	Moderate Advancement
Côte d'Ivoire	AF	Significant Advancement
Djibouti	AF	Minimal Advancement
Dominica	LAC	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Dominican Republic	LAC	Minimal Advancement
Ecuador	LAC	Significant Advancement
Egypt	MENA	Moderate Advancement
El Salvador	LAC	Significant Advancement
Eritrea	AF	No Advancement – Efforts Made But Complicit
Ethiopia	AF	Moderate Advancement
Falkland Islands (Isla Malvinas)	EUR	No Advancement
Fiji	AP	Moderate Advancement
Gabon	AF	Moderate Advancement
Gambia, The	AF	Minimal Advancement
Georgia	EUR	Minimal Advancement
Ghana	AF	Moderate Advancement
Grenada	LAC	Moderate Advancement
Guatemala	LAC	Moderate Advancement
Guinea	AF	Moderate Advancement
Guinea-Bissau	AF	Minimal Advancement
Guyana	AF	Moderate Advancement
Haiti	LAC	Moderate Advancement
Heard and McDonald Islands	AP	No Assessment
Honduras	LAC	Moderate Advancement
India	AP	Moderate Advancement
Indonesia	AP	Moderate Advancement
Iraq	MENA	Minimal Advancement
Jamaica	LAC	Moderate Advancement
Jordan	MENA	Moderate Advancement
Kazakhstan	AP	Minimal 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	Minimal Advancement
Macedonia	EUR	Minimal Advancement
Madagascar	AF	Significant Advancement
Malawi	AF	Minimal Advancement
Maldives	AP	Minimal Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Moderate Advancement
Mauritius	AF	Minimal Advancement

Appendix I

COUNTRY ASSESSMENTS *By Country*

COUNTRY	REGION	ASSESSMENT
Moldova	EUR	Moderate Advancement
Mongolia	AP	Moderate Advancement
Montenegro	EUR	Moderate Advancement
Montserrat	EUR	No Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Namibia	AF	Minimal Advancement
Nepal	AP	Moderate Advancement
Nicaragua	LAC	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Niue	AP	Minimal Advancement
Norfolk Island	AP	No Advancement
Oman	MENA	Moderate Advancement
Pakistan	AP	Moderate Advancement
Panama	LAC	Moderate Advancement
Papua New Guinea	AP	Moderate Advancement
Paraguay	LAC	Significant Advancement
Peru	LAC	Significant Advancement
Philippines	AP	Significant Advancement
Pitcairn Islands	EUR	No Assessment
Russia	EUR	Minimal Advancement
Rwanda	AF	Moderate Advancement
Saint Helena, Ascension and Tristán 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	Moderate Advancement
Seychelles	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
Solomon Islands	AP	Moderate Advancement
Somalia	AF	Moderate Advancement
South Africa	AF	Significant Advancement
South Sudan	AF	No Advancement – Efforts Made But Complicit
Sri Lanka	AP	Moderate Advancement
Suriname	LAC	Minimal Advancement
Swaziland	AF	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Tanzania	AF	Minimal Advancement
Thailand	AP	Significant Advancement
Timor-Leste	AP	Moderate Advancement
Togo	AF	Moderate Advancement
Tokelau	AP	Minimal Advancement
Tonga	AP	Minimal Advancement
Trinidad and Tobago	LAC	Moderate Advancement
Tunisia	MENA	Moderate Advancement
Turkey	EUR	Moderate Advancement
Tuvalu	AP	Minimal Advancement
Uganda	AF	Significant Advancement
Ukraine	EUR	Moderate Advancement
Uruguay	LAC	Moderate Advancement
Uzbekistan	AP	No Advancement – Efforts Made But Complicit
Vanuatu	AP	No Advancement
Venezuela	LAC	Minimal Advancement
Wallis and Futuna	AP	No Assessment
West Bank and the Gaza Strip	MENA	Minimal Advancement
Western Sahara	MENA	Moderate Advancement
Yemen	MENA	Moderate Advancement
Zambia	AF	Moderate Advancement
Zimbabwe	AF	Minimal Advancement

KEY:

AF: Africa (Sub-Saharan)

AP: Asia & the Pacific

EUR: Europe & Eurasia

MENA: Middle East & North Africa

LAC: Latin America & the Caribbean

Source: U.S. Department of Labor

Appendix I

CHANGE IN ASSESSMENTS FROM 2013 TO 2014, *By Country*

COUNTRY	REGION	2013 ASSESSMENT	2014 ASSESSMENT
Afghanistan	AP	Moderate Advancement	Moderate Advancement
Albania	EUR	Significant Advancement	Moderate Advancement
Algeria	MENA	Minimal Advancement	Minimal Advancement
Angola	AF	Moderate Advancement	Moderate Advancement
Anguilla	EUR	Minimal Advancement	Minimal Advancement
Argentina	LAC	Moderate Advancement	Moderate Advancement
Armenia	EUR	Moderate Advancement	Minimal Advancement
Azerbaijan	EUR	Moderate Advancement	Moderate Advancement
Bahrain	MENA	Minimal Advancement	Minimal Advancement
Bangladesh	AP	Moderate Advancement	Moderate Advancement
Barbados	LAC	Minimal Advancement	Minimal Advancement
Belize	LAC	Moderate Advancement	Minimal Advancement
Benin	AF	Moderate Advancement	Moderate Advancement
Bhutan	AP	Minimal Advancement	Minimal Advancement
Bolivia	LAC	Moderate Advancement	Minimal Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement	Moderate Advancement
Botswana	AF	Minimal Advancement	Minimal Advancement
Brazil	LAC	Significant Advancement	Significant Advancement
British Indian Ocean Territory	EUR	No Assessment	No Assessment
British Virgin Islands	EUR	No Advancement	No Advancement
Burkina Faso	AF	Moderate Advancement	Moderate Advancement
Burundi	AF	Moderate Advancement	Minimal Advancement
Cabo Verde	AF	Minimal Advancement	Moderate Advancement
Cambodia	AP	Moderate Advancement	Moderate Advancement
Cameroon	AF	Moderate Advancement	Moderate Advancement
Central African Republic	AF	No Advancement	Minimal Advancement
Chad	AF	Moderate Advancement	Moderate Advancement
Chile	LAC	Significant Advancement	Significant Advancement
Christmas Island	AP	No Assessment	No Advancement
Cocos (Keeling) Island	AP	No Assessment	No Advancement
Colombia	LAC	Significant Advancement	Significant Advancement
Comoros	AF	Minimal Advancement	Moderate Advancement
Congo, Democratic Republic of	AF	No Advancement	Moderate Advancement
Congo, Republic of	AF	Minimal Advancement	Moderate Advancement
Cook Islands	AP	No Advancement	Minimal Advancement
Costa Rica	LAC	Significant Advancement	Moderate Advancement
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	Minimal Advancement
Ecuador	LAC	Significant Advancement	Significant Advancement

COUNTRY	REGION	2013 ASSESSMENT	2014 ASSESSMENT
Egypt	MENA	Moderate Advancement	Moderate Advancement
El Salvador	LAC	Significant Advancement	Significant Advancement
Eritrea	AF	No Advancement	No Advancement – Efforts Made But Complicit
Ethiopia	AF	Moderate Advancement	Moderate Advancement
Falkland Islands (Isla Malvinas)	EUR	No Advancement	No Advancement
Fiji	AP	Moderate Advancement	Moderate Advancement
Gabon	AF	Moderate Advancement	Moderate Advancement
Gambia, The	AF	Moderate Advancement	Minimal Advancement
Georgia	EUR	Moderate Advancement	Minimal Advancement
Ghana	AF	Moderate Advancement	Moderate Advancement
Grenada	LAC	Moderate Advancement	Moderate Advancement
Guatemala	LAC	Moderate Advancement	Moderate Advancement
Guinea	AF	Moderate Advancement	Moderate Advancement
Guinea-Bissau	AF	Minimal Advancement	Minimal Advancement
Guyana	AF	Moderate Advancement	Moderate Advancement
Haiti	LAC	Minimal Advancement	Moderate Advancement
Heard Island and McDonald Islands	AP	No Assessment	No Assessment
Honduras	LAC	Moderate Advancement	Moderate Advancement
India	AP	Moderate Advancement	Moderate Advancement
Indonesia	AP	Moderate Advancement	Moderate Advancement
Iraq	MENA	Minimal Advancement	Minimal Advancement
Jamaica	LAC	Moderate Advancement	Moderate Advancement
Jordan	MENA	Moderate Advancement	Moderate Advancement
Kazakhstan	AP	Minimal Advancement	Minimal Advancement
Kenya	AF	Moderate Advancement	Moderate Advancement
Kiribati	AP	Moderate Advancement	Minimal Advancement
Kosovo	EUR	Moderate Advancement	Moderate Advancement
Kyrgyz Republic	AP	Moderate Advancement	Minimal Advancement
Lebanon	MENA	Moderate Advancement	Moderate Advancement
Lesotho	AF	Moderate Advancement	Moderate Advancement
Liberia	AF	Moderate Advancement	Minimal Advancement
Macedonia	EUR	Moderate Advancement	Minimal Advancement
Madagascar	AF	Moderate Advancement	Significant Advancement
Malawi	AF	Moderate Advancement	Minimal Advancement
Maldives	AP	Moderate Advancement	Minimal Advancement
Mali	AF	Moderate Advancement	Moderate Advancement
Mauritania	AF	Moderate Advancement	Moderate Advancement
Mauritius	AF	Moderate Advancement	Minimal Advancement
Moldova	EUR	Moderate Advancement	Moderate Advancement
Mongolia	AP	Moderate Advancement	Moderate Advancement
Montenegro	EUR	Moderate Advancement	Moderate Advancement

Appendix I

CHANGE IN ASSESSMENTS FROM 2013 TO 2014, *By Country*

COUNTRY	REGION	2013 ASSESSMENT	2014 ASSESSMENT
Montserrat	EUR	No Advancement	No Advancement
Morocco	MENA	Moderate Advancement	Moderate Advancement
Mozambique	AF	Minimal Advancement	Moderate Advancement
Namibia	AF	Minimal Advancement	Minimal Advancement
Nepal	AP	Moderate Advancement	Moderate Advancement
Nicaragua	LAC	Moderate Advancement	Moderate Advancement
Niger	AF	Moderate Advancement	Moderate Advancement
Nigeria	AF	Moderate Advancement	Moderate Advancement
Niue	AP	No Assessment	Minimal Advancement
Norfolk Island	AP	No Advancement	No Advancement
Oman	MENA	Minimal Advancement	Moderate Advancement
Pakistan	AP	Moderate Advancement	Moderate Advancement
Panama	LAC	Moderate Advancement	Moderate Advancement
Papua New Guinea	AP	Minimal Advancement	Moderate Advancement
Paraguay	LAC	Moderate Advancement	Significant Advancement
Peru	LAC	Significant Advancement	Significant Advancement
Philippines	EUR	Significant Advancement	Significant Advancement
Pitcairn Islands	AP	No Assessment	No Assessment
Russia	EUR	Moderate Advancement	Minimal Advancement
Rwanda	AF	Minimal Advancement	Moderate Advancement
Saint Helena, Ascension and Tristán da Cunha	EUR	No Advancement	No Advancement
Saint Lucia	LAC	Moderate Advancement	Moderate Advancement
Saint Vincent and the Grenadines	LAC	Minimal Advancement	Minimal Advancement
Samoa	AP	Moderate Advancement	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement	Minimal Advancement
Senegal	AF	Moderate Advancement	Minimal Advancement
Serbia	EUR	Minimal Advancement	Moderate Advancement
Seychelles	AF	No Advancement	Moderate Advancement
Sierra Leone	AF	Moderate Advancement	Moderate Advancement
Solomon Islands	AP	Minimal Advancement	Moderate Advancement
Somalia	AF	Minimal Advancement	Moderate Advancement
South Africa	AF	Significant Advancement	Significant Advancement
South Sudan	AF	Minimal Advancement	No Advancement – Efforts Made But Complicit
Sri Lanka	AP	Moderate Advancement	Moderate Advancement
Suriname	LAC	Moderate Advancement	Minimal Advancement
Swaziland	AF	Minimal Advancement	Minimal Advancement
Tanzania	AF	Moderate Advancement	Minimal Advancement
Thailand	AP	Moderate Advancement	Significant Advancement
Timor-Leste	AP	Minimal Advancement	Moderate Advancement
Togo	AF	Minimal Advancement	Moderate Advancement
Tokelau	AP	No Assessment	Minimal Advancement
Tonga	AP	Minimal Advancement	Minimal Advancement

COUNTRY	REGION	2013 ASSESSMENT	2014 ASSESSMENT
Trinidad and Tobago	LAC	Moderate Advancement	Moderate Advancement
Tunisia	MENA	Significant Advancement	Moderate Advancement
Turkey	EUR	Moderate Advancement	Moderate Advancement
Tuvalu	AP	Minimal Advancement	Minimal Advancement
Uganda	AF	Significant Advancement	Significant Advancement
Ukraine	EUR	Moderate Advancement	Moderate Advancement
Uruguay	LAC	Minimal Advancement	Moderate Advancement
Uzbekistan	AP	No Advancement	No Advancement – Efforts Made But Complicit
Vanuatu	AP	No Advancement	No Advancement
Venezuela	LAC	No Advancement	Minimal Advancement
Wallis and Futuna	AP	No Assessment	No Assessment
West Bank and the Gaza Strip	MENA	Moderate Advancement	Minimal Advancement
Western Sahara	MENA	Moderate Advancement	Moderate Advancement
Yemen	MENA	Minimal Advancement	Moderate Advancement
Zambia	AF	Moderate Advancement	Moderate Advancement
Zimbabwe	AF	Minimal Advancement	Minimal Advancement

KEY:

AF: Africa (Sub-Saharan)

AP: Asia & the Pacific

EUR: Europe & Eurasia

MENA: Middle East & North Africa

LAC: Latin America & the Caribbean

Source: U.S. Department of Labor

Appendix II

TDA CRITERIA AND CORRESPONDING GUIDANCE QUESTIONS

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

TDA Conference Report Criteria:

- Although not explicitly discussed in the TDA conference report, any government that supports the use of forced child labor cannot be said to be implementing commitments to eliminate the worst forms of child labor.

Guidance Question

1. *Was the government complicit in the use of forced child labor?

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- “Whether the country has adequate laws and regulations proscribing the worst forms of child labor;”
- “Whether the country has adequate laws and regulations for the implementation and enforcement of such measures;”

Guidance Questions

1. Did laws meet the following international standards:
 - a. a minimum age for admission to employment in line with ILO Convention 138;
 - b. a minimum age for admission to hazardous work in line with ILO Convention 138 and 182;
 - c. a minimum age to which education is compulsory in line with ILO Convention 138;
 - d. ratification of ILO Convention 182; and
 - e. prohibitions on each of the worst forms of child labor as established in ILO Convention 182?
2. If the country’s constitution and laws are not compliant with international standards embodied in ILO Conventions 138 and 182, has there been any change in the constitution or laws that brings the country closer to being fully compliant?
3. If laws were not comprehensive in their prohibitions of all variations of a particular worst form, has there been any change in the constitution or laws that brings the country closer to being comprehensive?
4. *Were there aspects of laws that are contrary to international standards and likely to increase children’s vulnerability to the worst forms of child labor? This question would apply both to countries with child labor problems as well as countries in which there is no evidence of a worst forms of child labor problem and when the country has gaps in its legal and enforcement framework on child labor.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- “Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;”

ILAB identified two distinct concepts from this criterion to assess country efforts. In this section (Section III), ILAB analyzed whether or to what degree the country had defined enforcement agency roles and had investigated and addressed complaints relating to allegations of the worst forms of child labor. In Section IV (below), ILAB analyzed whether or to what degree the country had institutions charged with coordinating overall efforts to combat child labor, including its worst forms.

Guidance Questions

1. Was there an increase or reduction in inspectors to enforce child labor laws and regulations and was the number of inspectors adequate?
2. Was there an increase or decrease in the funding and resources to enforce child labor laws and regulations? Was the amount an improvement or decline and were these resources adequate given the incidence of child labor in the country?
3. Did the country increase or decrease training offered to inspectors, including specialized training on child labor, and was this training sufficient?
4. Did the government create or improve a mechanism for filing and resolving complaints expeditiously regarding child labor?
5. Did the government develop and implement an adequate labor inspection strategy that allowed for different types of on-site inspections of worksites (for example, routine, targeted, complaint-driven, and unannounced inspections)? Were inspections conducted with sufficient frequency and in all relevant sectors? Was the number of inspections sufficient given the incidence of child labor in the country?
6. Did the government provide sufficient authority to sanction child labor violations? Was the quality and quantity of citations or penalties issued related to child labor adequate and was there follow up on any sanctions, if appropriate? Did the country make available information on specific inspection results and citations or penalties imposed for violation of child labor laws and regulations?
7. Was the quality and quantity of criminal prosecutions of crimes related to child labor adequate? Did the country make available information on criminal prosecutions of crimes related to child labor?
8. Did the government establish or improve a process for information sharing among enforcement authorities?
9. *Were there any aspects to the country's enforcement practices that likely increase children's vulnerability to the worst forms of child labor?

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- "Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;"

Guidance Questions

1. Was an agency or committee created to coordinate government efforts to combat the worst forms of child labor? Did such an agency or committee meet more regularly and take more action, or did it meet less regularly and take less action?

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- "Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;"

Guidance Questions

1. Did the government establish any new policies or plans that specifically address the worst forms of child labor or any one of the worst forms of child labor?

Appendix II

TDA CRITERIA AND CORRESPONDING GUIDANCE QUESTIONS

2. Did the government incorporate the worst forms of child labor specifically as an issue to be addressed in poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc?
3. Did the government establish any poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc., that did not explicitly address the worst forms of child labor or any one of the worst forms of child labor, but that might have had an impact on them or it? If so, have any studies been conducted to assess the impact of such a policy on the worst forms of child labor?
4. If the country established any of the above plans, do they designate responsibilities, establish goals, and set time-lines?
5. Using the criteria in Question 4, did the government effectively implement existing policies and plans?
6. *Were there on-going country policies or were there any changes to the country's policies that likely increase children's vulnerability to the worst forms of child labor?

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

TDA Conference Report Criteria

- "Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor;"

Guidance Questions

1. Did the government fund or participate in any new or ongoing programs that aim to eliminate or prevent the worst forms of child labor?
2. 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 countries' programs shown, through research, to have an impact on child labor?
3. Are the countries' programs sufficient to combat particular forms of child labor given the scope and magnitude of those problems?
4. Do the programs provide services directly to children?
5. Do the programs adequately target at-risk populations?
6. Were the programs fully funded?
7. Are the programs meeting their goals?
8. Are the program efforts sustainable?
9. Using the criteria in questions 4-8, did existing government programs improve or worsen compared with the previous year?
10. *Were there any changes to the country's programs that likely increase children's vulnerability to the worst forms of child labor?

**A yes response to questions with an asterisk indicates a country that would likely receive an assessment of minimal or no advancement.*

Appendix III

LAWS AND RATIFICATIONS, *By Country*

Country	Region	2014 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	18	18	15	X
Albania	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	15	X
Algeria	MENA	Minimal Advancement	X	X	X	X	X	X	16		16	X
Angola	AF	Moderate Advancement	X	X	X	X	X	X	14	18	12	X
Anguilla	EUR	Minimal Advancement			X				14	18	17	X
Argentina	LAC	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Armenia	EUR	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Azerbaijan	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	17	X
Bahrain	MENA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Bangladesh	AP	Moderate Advancement		X	X	X	X		14	18	10	X
Barbados	LAC	Minimal Advancement	X	X	X				16	18	16	X
Belize	LAC	Minimal Advancement	X	X	X	X	X	X	12	18	15	X
Benin	AF	Moderate Advancement	X	X	X	X	X	X	14	18	11	X
Bhutan	AP	Minimal Advancement			X	X	X		13	18		X
Bolivia	LAC	Minimal 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	14	18		X
Brazil	LAC	Significant Advancement	X	X	X	X	X	X	16	18	17	X
British Virgin Islands	EUR	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	16	18	16	X
Burkina Faso	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Burundi	AF	Minimal Advancement	X	X	X	X	X	X	16	18	12	X
Cabo Verde	AF	Moderate Advancement	X	X	X	X	X	X	15	18	11	X
Cambodia	AP	Moderate Advancement	X	X	X	X	X	X	15	18		X
Cameroon	AF	Moderate Advancement	X	X	X	X	X	X	14	18	12	X
Central African Republic	AF	Minimal Advancement	X	X	X	X		X	14	18	15	X
Chad	AF	Moderate Advancement	X	X	X	X	X	X	14	16	16	X
Chile	LAC	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Christmas Island	AP	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15		17	X

Appendix III

LAWS AND RATIFICATIONS, *By Country*

Country	Region	2014 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
Cocos (Keeling) Island	AP	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15		17	X
Colombia	LAC	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Comoros	AF	Moderate Advancement	X	X	X	X	X	X	15	18	12	X
Congo, Democratic Republic of	AF	Moderate Advancement	X	X	X	X	X	X	16	18	15	X
Congo, Republic of	AF	Moderate Advancement	X	X	X	X	X	X	16	16	16	X
Cook Islands	AP	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A	13	18	16	X
Costa Rica	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	17	X
Côte d'Ivoire	AF	Significant Advancement	X	X	X	X	X	X	14	18		X
Djibouti	AF	Minimal Advancement	X	X	X	X	X	X	16		16	X
Dominica	LAC	Minimal Advancement	X	X	X	X	X	X	12	14	16	X
Dominican Republic	LAC	Minimal Advancement	X	X	X	X		X	14	18	18	X
Ecuador	LAC	Significant Advancement	X	X	X	X		X	15	18	18	X
Egypt	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
El Salvador	LAC	Significant Advancement	X	X	X	X	X	X	14	18	16	X
Eritrea	AF	No Advancement - Efforts Made But Complicit	X	X	X	X	X		14	18	14	X
Ethiopia	AF	Moderate Advancement	X	X	X	X		X	14	18		X
Falkland Islands (Isle Malvinas)	EUR	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	16	18	16	X
Fiji	AP	Moderate Advancement	X	X	X				15	18	17	
Gabon	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Gambia, The	AF	Minimal Advancement	X	X	X	X		X	16	18	12	X
Georgia	EUR	Minimal Advancement	X	X	X	X	X	X	16	18	15	X
Ghana	AF	Moderate Advancement	X	X	X			X	15	18	15	X
Grenada	LAC	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	16		16	X

Appendix III

LAWS AND RATIFICATIONS, *By Country*

Country	Region	2014 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
Guatemala	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Guinea	AF	Moderate Advancement	X	X	X	X		X	16	18	13	X
Guinea-Bissau	AF	Minimal Advancement	X	X	X	X	X	X	14	18	15	X
Guyana	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Haiti	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	11	X
Honduras	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	17	X
India	AP	Moderate Advancement			X	X	X	X		14	14	X
Indonesia	AP	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Iraq	MENA	Minimal Advancement	X	X	X	X	X	X	15	18	12	X
Jamaica	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	18	X
Jordan	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Kazakhstan	AP	Minimal Advancement	X	X	X	X	X	X	16	18	17	X
Kenya	AF	Moderate Advancement	X	X	X		X	X	16	18	14	X
Kiribati	AP	Minimal Advancement	X	X	X			X	14	18	15	X
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	15	X
Kyrgyz Republic	AP	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Lebanon	MENA	Moderate Advancement	X	X	X	X		X	14	18	12	X
Lesotho	AF	Moderate Advancement	X	X	X	X	X	X	15	18	13	X
Liberia	AF	Minimal Advancement		X	X			X	16	18	15	X
Macedonia	EUR	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Madagascar	AF	Significant Advancement	X	X	X	X	X	X	15	18	16	X
Malawi	AF	Minimal Advancement	X	X	X	X	X	X	14	18	14	X
Maldives	AP	Minimal Advancement	X	X	X	X	X		16	18	13	X
Mali	AF	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Mauritania	AF	Moderate Advancement	X	X	X	X		X	14	18	14	X
Mauritius	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Moldova	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Mongolia	AP	Moderate Advancement	X	X	X	X	X	X	16	18	16	X

Appendix III

LAWS AND RATIFICATIONS, *By Country*

Country	Region	2014 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
Montenegro	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Montserrat	EUR	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	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	Minimal Advancement	X	X	X	X	X	X	14	18	16	X
Nepal	AP	Moderate Advancement	X	X	X	X	X		14	16		X
Nicaragua	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Niger	AF	Moderate Advancement	X	X	X	X	X	X	14	16	18	X
Nigeria	AF	Moderate Advancement	X	X	X	X	X	X	12	18	15	X
Niue	AP	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A			16	X
Norfolk Island	AP	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A			15	X
Oman	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Pakistan	AP	Moderate Advancement	X	X	X	X				14	17	X
Panama	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Papua New Guinea	AP	Moderate Advancement	X	X	X				16	16		X
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
Philippines	AP	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Russia	EUR	Minimal Advancement	X	X	X	X	X	X	16	18	15	X
Rwanda	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Saint Helena, Ascension and Tristan da Cunha	EUR	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A		18	15	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	14	16	X
Samoa	AP	Minimal Advancement	X	X	X				15	18	14	

Country	Region	2014 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
São Tomé and Príncipe	AF	Minimal Advancement	X	X	X			X	14	18	15	X
Senegal	AF	Minimal Advancement	X	X	X	X	X	X	15	18	17	X
Serbia	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Seychelles	AF	Moderate Advancement	X	X	X	X	X	X	15		16	X
Sierra Leone	AF	Moderate Advancement	X	X	X	X	X		15	18	15	X
Solomon Islands	AP	Moderate Advancement	X	X					12	15		
Somalia	AF	Moderate Advancement		X					15	16		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	X	X					14	18	13	X
Sri Lanka	AP	Moderate Advancement	X	X	X	X	X		14	18	15	X
Suriname	LAC	Minimal Advancement		X	X	X		X	14	18	12	X
Swaziland	AF	Minimal Advancement	X	X	X	X	X	X	15	18		X
Tanzania	AF	Minimal Advancement	X	X	X	X	X	X	14	18	15	X
Thailand	AP	Significant Advancement	X	X	X	X	X	X	15	18	15	X
Timor-Leste	AP	Moderate Advancement		X	X	X	X	X	15	17	14/15	X
Togo	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Tokelau	AP	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A	U		16	X
Tonga	AP	Minimal Advancement			X						18	X
Trinidad and Tobago	LAC	Moderate Advancement	X	X	X			X	16		12	X
Tunisia	MENA	Moderate 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			X				14	15	15	
Uganda	AF	Significant Advancement	X	X	X	X	X		14	18	12	X
Ukraine	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Uruguay	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	15	X

Appendix III

LAWS AND RATIFICATIONS, *By Country*

Country	Region	2014 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
Uzbekistan	AP	No Advancement - Efforts Made But Complicit	X	X	X	X	X	X	16	18	18	X
Vanuatu	AP	No Advancement		X	X	X	X		15			
Venezuela	LAC	Minimal Advancement	X	X	X	X	X	X	14	18	15	X
Wallis and Futuna	AP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	16	18	16	X
West Bank and the Gaza Strip	MENA	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	16	X
Western Sahara	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Yemen	MENA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Zambia	AF	Moderate Advancement	X	X	X			X	15	18		X
Zimbabwe	AF	Minimal Advancement	X	X	X	X	X	X	15	18		

NOTE:

This table does not include British Indian Ocean Territory, Heard Island and McDonald Islands, and Pitcairn Islands because no profiles were done on these territories.

KEY:

- ILO C. 138: ILO Convention 138
- ILO C. 182: ILO Convention 182
- CRC: Convention on the Rights of the Child
- CRC Optional Protocols, CRC- CSEC: Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography
- CRC Optional Protocols, CRC- AC: Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography
- Palermo Protocol: Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
- Min Age/Work: Minimum Age for Admission to Work

■ Min Age/Haz Work: Minimum Age for Admission to Hazardous Work

■ Compulsory Education Age: Age to which education is compulsory by law or policy.

■ Free Public Education: Free Education is established by law or policy.

■ —*: Ratification or legal update during the reporting period.

■ U: Status is unclear.

■ N/A: Not Applicable

REGIONS KEY:

- AF: Africa (Sub-Saharan)
- AP: Asia & the Pacific
- EUR: Europe & Eurasia
- MENA: Near East (North Africa & the Middle East)
- LAC: Latin America & the Caribbean