In 2020, Angola made moderate advancement in efforts to eliminate the worst forms of child labor. The government approved a consolidation of existing legislation related to child labor, including hazardous labor and child trafficking, which was incorporated into the Penal Code. In addition, the government increased the number of labor inspectors in the country by over 140 inspectors and conducted an intensive campaign to increase birth registration and the issuance of identification cards, resulting in the registration of 1,098,694 Angolans. However, children in Angola are subjected to the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Children also perform dangerous tasks in construction. Prohibitions against the commercial sexual exploitation of children do not meet international standards because they do not prohibit the procuring or offering of a child for the production of pornography or the use, procuring,



or offering of a child for pornographic performances. Moreover, a coordinating mechanism dedicated solely to addressing issues related to the worst forms of child labor does not exist outside the scope of human trafficking, and social programs do not target all sectors in which children work.

# I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Angola are subjected to the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. (1-5) Children also perform dangerous tasks in construction. (1,2,5) The 2015–2016 Survey on Multiple Health Indicators found that 23 percent of children, ages 5 to 17, engage in child labor. The percentage of children engaged in child labor is higher in rural areas compared to urban areas; Cuanza Sul and Cuando Cubango provinces have the highest percentage of child laborers. (6) Table 1 provides key indicators on children's work and education in Angola.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5 to 14	15.1 (1,246,354)
Attending School (%)	5 to 14	69.4
Combining Work and School (%)	7 to 14	13.6
Primary Completion Rate (%)		46.2

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2021. (7)

Source for all other data: International Labor Organization's analysis of statistics from Demographic and Health Survey (DHS), 2015–2016. (8)

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

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

Sector/Industry	Activity
Agriculture	Farming, including plowing, harvesting, and picking fruits and vegetables, and the production of rice (1,9-11)
	Fishing, including artisanal fishing, and cleaning fish for deep freezing or sun drying (1,12,13)
	Cattle herding (1,2)
	Production of charcoal (14)
Industry	Artisanal diamond mining (2,15)
	Mining coal (I)
	Construction, including making and transporting bricks† (1,9)
	Animal slaughterhouses,† including cattle, goats, and pigs (16)



Table 2. Overview of Children's Work by Sector and Activity (Cont.)

Sector/Industry	Activity
Services	Street work, including vending, car washing, shoe shining, and transporting heavy loads† (1,9-11)
	Domestic work (1,2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1-5)
	Forced labor, including in agriculture, construction, artisanal diamond mining, and domestic work, each sometimes as a result of human trafficking (2,10)
	Use in illicit activities, including for the transport of illicit goods across the border of Angola and Namibia (2)

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

In 2020, reports indicate that the number of children under age 12 found begging in the streets, or being forced into criminal activity in major cities increased, presumably due the COVID-19 pandemic, which exacerbated the unemployment rate and increased food insecurity throughout the country. (17)

Undocumented Congolese migrant children enter Angola for work in diamond-mining districts, and some are subjected to forced labor or commercial sexual exploitation in mining camps. (2) Girls as young as age 12 are subjected to human trafficking from Kasai Occidental in the Democratic Republic of the Congo to Angola for forced labor and commercial sexual exploitation. Angolan boys are taken to Namibia and forced to herd cattle or work as couriers to transport illicit goods. (2) Reports also indicate that some adults force children younger than age 12 to commit crimes because children cannot be criminally prosecuted. (18)

Education is free up to the ninth grade; however, families often face difficulty in paying informal school fees, such as for textbooks or bribes required by some education officials for new admissions or passing grades. (1,19) Additional barriers to education for children include lack of classrooms and teachers, and poor infrastructure. (20-22) Furthermore, refugee children face difficulties in continuing their education beyond age I I since their status is directly connected to their parents' refugee card, which is not accepted by secondary schools. Currently, a mechanism to apply for identity documentation does not exist; however, reports indicate that the government is making efforts to address the issue and ensure that refugee children are not hindered from continuing their education. (1)

Although children are only permitted to attend school up to the sixth grade without a birth certificate, the government has conducted programs throughout all 18 provinces and over a million citizens were able to obtain their birth certificates for the first time during the reporting period. (23,24)

### II. LEGAL FRAMEWORK FOR CHILD LABOR

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

Table 3. Ratification of International Conventions on Child Labor

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

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

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

Table 4. Laws and Regulations on Child Labor

	Meets		
Standard	International Standards	Age	Legislation
Minimum Age for Work	Yes	14	Article 254 of the Labor Law (25)
Minimum Age for Hazardous Work	Yes	18	Articles 3(21) and 256 of the Labor Law (25)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 256 of the Labor Law; Hazardous Work List (25,26)
Prohibition of Forced Labor	Yes		Articles 18, 19, and 23 of the Money Laundering Law (27)
Prohibition of Child Trafficking	Yes		Articles 19 and 23 of the Money Laundering Law (27)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 19, 22, and 23 of the Money Laundering Law; Articles 195–198 of the Penal Code (27,28)
Prohibition of Using Children in Illicit Activities	Yes		Articles 4 and 7 of the Drug Trafficking Law (29)
Minimum Age for Voluntary State Military Recruitment	Yes	18	Article 11 of the Military Service Law (30)
Prohibition of Compulsory Recruitment of Children by (State) Military	Yes		Article 2 of the Military Service Law (30)
Prohibition of Military Recruitment by Non-state Armed Groups	No		
Compulsory Education Age	Yes	14	Articles 12, 27, and 31 of the Basic Law of the Education System (31)
Free Public Education	Yes		Article 11 of the Basic Law of the Education System (31)

In November 2020, the government approved a consolidation of existing legislation related to child labor, including hazardous labor, child trafficking, and the commercial sexual exploitation of children, within the Penal Code to significantly raise awareness of these laws to prosecutors, enforcement agencies, and government entities who may not have been previously aware of their existence. (1,28,32)

Although the Penal Code criminalizes the use of children for the production of pornography, it does not meet international standards because it does not prohibit the procuring or offering of a child for the production of pornography, or the use, procuring, or offering of a child for pornographic performances. (28) Although the list of hazardous activities and occupations identifies 57 activities prohibited for children, the legislation does not include diamond mining, a sector in which there is evidence of work conducted underground. (2,15,26)

# III. ENFORCEMENT OF LAWS ON CHILD LABOR

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

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Public Administration, Labor, and Social Security	Enforces laws against child labor. Fines employers or sends cases to the Ministry of Interior, through the Criminal Investigations Services, for further investigation, and to the Ministry of Justice and Human Rights for prosecution. (15) Employs labor inspectors in all 18 provinces to carry out inspections and joint operations with social services providers. (33)
National Children's Institute (INAC)	Receives complaints about cases of child exploitation, including child labor. Conducts inspections and responds to reports of child labor. (34)



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

Organization/Agency	Role
Ministry of Interior's National Police	Enforces criminal laws, and conducts operations and investigations related to the worst forms of child labor. (15) Through its Criminal Investigation Services, collaborates with the Juvenile Court on child labor, child trafficking, commercial sexual exploitation, and illicit recruitment investigations. (35)
Ministry of Justice and Human Rights	Investigates and prosecutes cases of the worst forms of child labor. (15)

### **Labor Law Enforcement**

In 2020, labor law enforcement agencies in Angola took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Public Administration, Labor, and Social Security (MAPTESS) that may hinder adequate labor law enforcement, including the allocation of financial and human resources.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2019	2020
Labor Inspectorate Funding	\$210,000 (15)	Unknown
Number of Labor Inspectors	132 (15)	273 (I)
Inspectorate Authorized to Assess Penalties	Yes (15)	Yes (36)
Initial Training for New Labor Inspectors	Yes (15)	Yes (I)
Training on New Laws Related to Child Labor	Yes (15)	N/A
Refresher Courses Provided	Yes (15)	Yes (I)
Number of Labor Inspections Conducted	5,461 (15)	Unknown
Number Conducted at Worksite	4,935 (15)	Unknown
Number of Child Labor Violations Found	11 (15)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (15)	Unknown
Number of Child Labor Penalties Imposed that Were Collected	Unknown (15)	Unknown
Routine Inspections Conducted	Yes (15)	Yes (I)
Routine Inspections Targeted	Yes (15)	Yes (I)
Unannounced Inspections Permitted	Yes (15)	Yes (36)
Unannounced Inspections Conducted	Yes (15)	Yes (I)
Complaint Mechanism Exists	Yes (15)	Yes (I)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15)	Yes (I)

Although the number of labor inspectors increased significantly by over 140 inspectors during the reporting period, the reported number remains likely insufficient for the size of Angola's workforce, which includes approximately 12.51 million workers. According to the ILO's technical advice of a ratio approaching I inspector for every 40,000 workers in less developed economies, Angola would employ about 313 labor inspectors. (1,37,38) Moreover, MAPTESS indicated that the budget allocated for labor inspection activities was insufficient to conduct inspections in sectors in which child labor is known to occur. (1)

The government did not provide comprehensive data on labor law enforcement efforts for inclusion in this report.

Inspectors from MAPTESS work with the National Children's Institute (INAC) and the Ministry of Social Action, Family, and the Advancement of Women (MASFAMU) to ensure that child labor victims receive the appropriate social services. (15)

### **Criminal Law Enforcement**

In 2020, criminal law enforcement agencies in Angola took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including insufficient training for criminal investigators.

Table 7. Criminal Law Enforcement Efforts Related to Child Labor

Overview of Criminal Law Enforcement	2019	2020
Initial Training for New Criminal Investigators	Yes (15)	Yes (I)
Training on New Laws Related to the Worst Forms of Child Labor	N/A (15)	Unknown
Refresher Courses Provided	Yes (15)	Yes (I)
Number of Investigations	10 (18)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Imposed Penalties for Violations Related to the Worst Forms of Child Labor	Yes (18)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (15)	Yes (I)

In 2020, the government conducted 9 human trafficking trainings, in collaboration with NGO partners, attended by 661 participants. Several other human trafficking trainings were also conducted during the reporting period, including for front-line police officers and NGO trainers. (17) The government also conducted a workshop on the National Reference Mechanism for the Protection and Assistance of Victims of Human Trafficking. (17)

During the reporting period, five officers from the National Police and the Protection Unit of Protocol Individualities, a specialized police unit, were tried and convicted on charges of child trafficking. The case addresses crimes committed as far back as 2015, including at least six minors trafficked to France and Italy, via Lisbon and Dubai. (17) Moreover, testimony heard during the trial prompted further investigations into the potential involvement of employees from civil registration offices and from the Migration and Foreigners Service, who allegedly issued fraudulent birth certificates and passports listing falsified parent information to facilitate these crimes. The Ministry of Justice reported that criminal investigations and arrest warrants are in process against these additional officials. (17) In Cabinda Province, a human trafficking case on trial resulted in a sentence of 8 years and 7 months to 3 defendants from the Democratic Republic of the Congo. The case included eight female victims from the Democratic Republic of the Congo, two of whom were minors, ages 14 and 16. (39)

Although the government did not publicly release comprehensive data on its criminal law enforcement efforts during the reporting period, reports indicate one new investigation related to sex trafficking, though it is unknown whether any children were involved. In addition, one suspected case of trafficking for forced labor involving children in Zaire Province is in trial, while two others continue under investigation. (17)

Angola's provinces have standard operating procedures that are used to inform INAC and MASFAMU officials whenever victims of the worst forms of child labor are identified. In 2020, the government implemented these operating procedures and distributed manuals, adapted for law enforcement personnel and civil society groups, addressing topics such as procedures on interviewing potential victims, how to screen vulnerable groups, assess risk, refer victims to protection services, and best practices for care of victims. (17)

INAC and MASFAMU use a network of 114 counseling and housing shelters to support victims and provide them with social services. (18) Child trafficking victims are also referred to the Ministry of Assistance and Social Reintegration shelters before a determination is made regarding their reintegration with their families or guardians. (1)

Although training for criminal investigators is an ongoing process for new and established employees, reports indicate that the training is insufficient, particularly for investigators located outside the capital and in remote areas across the country. (15)

# IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

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



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

Coordinating Body	Role & Description
Commission to Combat Trafficking in Persons	Coordinates enforcement efforts on human trafficking, including child trafficking for labor and commercial sexual exploitation. Led by the Ministry of Justice and Human Rights. (15) Met five times during the reporting period and gave a lecture to 74 participants at a government-established educational youth center, Casa da Juventude. (17) The Commission also delivered lectures to 78 participants, in collaboration with an NGO, on the topic of combating human trafficking and asylum law. (17)
National Council for Social Action	Promotes and defends children's rights through social consultation and monitoring of public policies. Led by the Ministry of Social Action, Family, and the Advancement of Women (MASFAMU). (40,41) Research was unable to determine whether the National Council for Social Action was active during the reporting period.
MASFAMU	Ensures coordination among various government agencies related to social welfare and victim protection. Oversees a national network of support centers established for the protection of children, offering health care, psychological care, legal and social assistance, meals, basic education, and family reunification for victims of crime, including victims of human trafficking. (15) In 2020, conducted several lectures on human trafficking given to 75 participants from the Registry and Notary Services Division, and 44 social workers and health care workers. (17)
INAC	Coordinates child protective services. Works with MASFAMU to provide shelter and helps with family reintegration for children found in child labor situations. (15) In 2020, conducted several public awareness trainings and distributed thousands of brochures to schools, children's shelters, and bus stations. (17)

Reports indicate that coordinating mechanisms planned several activities to be implemented during the reporting period, however, restrictions related to the pandemic considerably reduced capacity for these measures to be carried out. (1)

Despite the existence of the Commission to Combat Trafficking in Persons, the government faces challenges aggregating and synthesizing data on human trafficking cases. (42) In addition, research shows that there is no specific coordinating mechanism dedicated solely to addressing issues related to the worst forms of child labor that are outside the scope of human trafficking.

#### V. GOVERNMENT POLICIES ON CHILD LABOR

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

Table 9. Key Policies Related to Child Labor

Policy	Description
National Action Plan to Eradicate Child Labor (2018–2022)	Aims to eliminate child labor by strengthening the rights of children, increasing access to education, and mapping areas and types of child labor found across the country to better inform relevant policies to combat child labor. (43) The plan to integrate several ministries into one team to deliver a holistic response, as well as several other planned activities, were postponed due to the pandemic. (1)
National Action Plan on Preventing and Combating Trafficking in Persons (2020– 2025)	Outlines Angola's strategy to address human trafficking, including domestic human trafficking. The 5 year plan, with the option of extension, commits to specific activities designed to improve the prevention, protection and assistance, and prosecution components involved in combating human trafficking. (44) In 2020, although many government offices operated on a reduced schedule with reduced staff, the Ministry of Justice and Human Rights reported they were able to accomplish an estimated 70 percent of the planned events scheduled in relation to the National Action Plan on Preventing and Combating Trafficking in Persons. (17)

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

### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2020, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

Table 10. Key Social Programs to Address Child Labor

	•
Program	Description
Social Protection Programs†	National network of child support centers implemented by the government in coordination with NGOs, offering meals, shelter, basic education, and family reunification services to victims of crime, including child trafficking victims. MASFAMU and the Organization of Angolan Women operate 52 children's shelters that assist victims of child trafficking. (15) Active in 2020. (1)
Birth Registration and Justice for Children†	Government-run program making birth registration free for all Angolan citizens. (45) In 2020, the government conducted an intensive campaign on birth registration and identification cards, which resulted in I,098,694 Angolans obtaining these documents for the first time. (24)
Mobile Schools and Free Meals for Children†	Ministry of Education program that provides education in mobile schools to migrant children who work with their parents in cattle herding. Specifically targets children at the highest risk of involvement in child labor in southern Angola. (15) Supports some mobile schools with kitchens, facilitating the free school meals program. (15) In 2020, due to the pandemic, meals were served to a limited number of schools; however, the Minister of Education announced the continuation of the program in 2021 with a focus on locally sourced products. (39)
Strengthening Capacity of the Government of Angola*	USDOS-funded, \$580,000, 2 year project implemented by IOM to strengthen Angola's response to address human trafficking, including the formalization of victim identification, referrals using standardized screening, risk assessment, and assistance tools to be used across all provinces. The project will also fund the upgrade of four shelters for victims and an awareness raising campaign regarding the risks of irregular migration. (17)

<sup>†</sup> Program is funded by the Government of Angola.

In July 2020, INAC and the Integrated Center for Public Safety launched the "15015 SOS Child" hotline service to receive complaints of violence against children, including child trafficking and child labor. During the first 4 months of operation, the hotline received over 75,804 complaints compared to the 1,427 complaints registered with INAC between the months of January–May 2020. (17)

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

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

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

Table 11. Suggested Government Actions to Eliminate Child Labor

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the legal framework prohibits the procuring and offering of children for the production of pornography, and the use, procuring, and offering of a child for pornographic performances.	2018 – 2020
	Ensure that the law prohibits hazardous occupations or activities for children in all relevant sectors in Angola, including diamond mining.	2011 – 2020
	Ensure that the law criminally prohibits the recruitment of children under age 18 by non-state armed groups.	2016 – 2020
Enforcement	Publish information regarding labor inspectorate funding, the number of labor inspections conducted, the number of labor inspections conducted at worksites, the number of child labor violations found, and the number of child labor violations for which penalties were imposed and collected.	2011 – 2020
	Increase the number of labor inspectors to meet the ILO's technical advice.	2009 – 2020
	Ensure that the Ministry of Public Administration, Labor, and Social Security receives adequate resources to conduct inspections in sectors in which child labor is known to occur.	2019 – 2020
	Increase training for criminal investigators, including training of investigators outside the capital and in remote areas across Angola.	2019 – 2020
	Publish information regarding the number of investigations conducted, violations found, prosecutions initiated, convictions achieved, and penalties imposed for violations related to the worst forms of child labor. In addition, ensure inspectors receive training on new laws related to child labor, such as the Penal Code, and receive refresher courses.	2019 – 2020

<sup>\*</sup> Program was launched during the reporting period.



# Table 11. Suggested Government Actions to Eliminate Child Labor (Cont.)

Area	Suggested Action	Year(s) Suggested
Coordination	Establish coordinating mechanisms to combat all worst forms of child labor, including those that occur outside the context of human trafficking.	2016 – 2020
	Increase the capacity to aggregate and synthesize data on human trafficking cases.	2018 – 2020
	Ensure that activities postponed due to the COVID-19 pandemic are re-established when it is safe to do so.	2020
Government Policies	Ensure that the National Action Plan to Eradicate Child Labor is implemented.	2018 – 2020
Social Programs	Institute programs that target children subjected to commercial sexual exploitation and forced labor, and expand existing programs to address the scope of the child labor problem.	2010 – 2020
	Develop and expand existing social programs to ensure that all children have access to education and are not restricted by informal fees, lack of birth certificates, lack of teachers, or poor school infrastructure.	2013 – 2020
	Ensure that refugee children are not hindered from continuing their education beyond age 11 by providing a working mechanism whereby identification documents can be obtained.	2020

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