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DRAFT TEN YEAR ACTION PLAN ON ERADICATION OF CHILD LABOUR, FORCED LABOUR, HUMAN TRAFFICKING AND MODERN SLAVERY IN AFRICA (2020-2030): AGENDA 2063-SDG TARGET 8.7

Revised Draft v.5 of 02 December 2019

Introduction

Forced labour, human trafficking, contemporary forms of slavery, and child labour – particularly its worst forms – are grievous issues of concern throughout the world. In 2016, an estimated 25 million people were in forced labour worldwide, including 4.8 million in forced commercial sexual exploitation.¹ As many as 152 million children were in child labour, half of them in hazardous work. These are situations that defy basic human rights and principles established by continental and international conventions acceded to by Member States and translated into national laws and policies.

Africa is greatly affected by these scourges. In 2016, a fifth of our children (72 million) were in child labour. Nearly half of them were in hazardous work. The continent had both the largest number of child labourers and the highest proportion of children in child labour among the major world regions. The number of victims of forced labour, human trafficking and modern slavery were also large: nearly 3 million adults and about half a million children were in forced labour; another 5.8 million people were in forced marriages. In general, women and girls are greatly affected by these forms of exploitation.

To address the intolerable situations of these victims, the international community agreed to set Target 8.7 in the Sustainable Development Goals (SDGs), committing all countries to: *“Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.”* Other targets under Goal 8, which seeks to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all,” are relevant to Target 8.7, as are those relating to, among others, poverty (Goal 1), hunger (Goal 2), health and well-being (Goal 3), education (Goal 4), gender equality (Goal 5), industry and infrastructure (Goal 9), reduced inequalities (Goal 10), and peace, justice and strong institutions (Goal 16). Under these goals, specific targets that are closely related to SDG 8.7 include: elimination of all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation (SDG 5.2); elimination of all harmful practices, such as child, early, and forced marriage and female genital mutilation (SDG 5.3); and ending abuse, exploitation, trafficking and all forms of violence against children and torture of children (SDG 16.2).

The scourges addressed by SDG 8.7 are interconnected. For example, forced labour is often driven by human trafficking, and the four practices have similar root causes. Furthermore, these social injustices are often related to violations of other fundamental rights at work such as non-discrimination, freedom of association, the right to collective bargaining for better wages and working conditions, and protections in case of violence,

¹ The statistics in this document relating to forced labour and forced marriage are from *Global estimates of modern slavery: Forced labour and forced marriage* (International Labour Office, 2017). Those relating to child labour are from *Global estimates of child labour: Results and trends, 2012-2016* (International Labour Office, 2017). Part of the information on human trafficking is from *Global Report on Trafficking in Persons 2018* (United Nations Office on Drugs and Crime, 2018) and *Trafficking in Persons Report 2018* (United States Department of State, 2018).

abuse and harassment. There is thus a need for a holistic approach to ensure that policy and regulation is coordinated across the board, instead of each being addressed in isolation. SDG 8.7 supports this view by making these linkages explicit and providing an opportunity for developing and implementing smart, integrated policies and programmes.

Africa has worked relentlessly to fight these scourges, which typically afflict the most vulnerable populations on the continent. They have long been targeted for eradication by a number of continental legal instruments and policy frameworks, notably the *African Charter on Human and Peoples' Rights* (ratified by 53 Member States as at December 2018) and the *African Charter on the Rights and Welfare of the Child* (ratified by 48 Member States). The continent has also achieved near-universal ratification of the international conventions on forced labour, human trafficking and child labour, along with the *UN Convention on the Rights of the Child*. SDG 8.7 has corresponding targets in Agenda 2063, under Aspiration 6, Goal 18 (“Engaged and empowered youth and children”).² Targets for Goal 18 in the Agenda 2063 First Ten-Year Implementation Plan include ending all forms of violence, child labour exploitation, child marriage, human trafficking and recruitment of child soldiers. Moreover, Africa made substantial inputs into the SDG preparation process, including the submission of the *Common African Position of the Post-2015 Development Agenda*, prepared after broad-based consultations across the continent, and which, among others, called for measures against child labour and human trafficking.

Now, recognizing the close linkages between these scourges and their underlying causes, there is a need to bring them under a common policy framework to build policy coherence and synergy at national, regional and continental levels. The AU is committed to accelerating the achievement of SDG 8.7 in line with its policy frameworks and legal instruments, and to using its political and convening capacities to drive greater coordination of implementation efforts across the continent. The present Action Plan aims at assisting stakeholders across the continent in scaling up efforts in this regard.

² For brevity, the two sets of targets are referred to jointly as “the Agenda 2063 – SDG 8.7 target” in the rest of this document.

Child labour, forced labour, human trafficking and modern slavery in Africa

Definitions

The Action Plan's **target population** consists of children, women and men who are victims of or vulnerable to forced labour, human trafficking and modern slavery, as well as children in or at risk of child labour. In line with the *African Charter on the Rights and Welfare of the Child*, **a child** is defined as any human being below the age of 18 years. **Workplace** refers to any place where people work, irrespective of sector or location, including private homes.

Child labour

Not all work carried out by children is considered to be child labour. Activities that form part of the normal upbringing of a child and are not hazardous nor prevent or interfere with education are considered to be acceptable. The child labour components of this Action Plan are not targeted at work not defined as child labour in national legislation and the relevant continental and international instruments.

Child labour is work by children that is prohibited or targeted for elimination because the child is below the minimum age for that type of activity, or because the nature of the work or the conditions under which it is performed makes it unsuitable for children. Minimum ages for employment are established by national laws. In accordance with international conventions, the minimum age for employment is, in general, 15 years or the age of completion of compulsory schooling, if higher, but 18 years for work likely to jeopardize the health, safety or morals of young persons, and 13 years for "**light work**," that is, work not likely to be harmful to the child's health, development, schooling or vocational training.

The **worst forms of child labour** are defined³ as: (a) all forms of slavery or similar practices (e.g., child trafficking, debt bondage and serfdom, and forced labour); (b) use of children in prostitution or pornography; (c) use of children in illicit activities (especially 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, usually referred to as **hazardous work**.⁴ Items (a) – (c) also constitute forced labour. Most Member States have established lists of hazardous activities prohibited to children. The *worst forms of child labour* constitute a subset of *child labour*.

Forced labour, human trafficking and modern slavery

³ Article 3 of the *Worst Forms of Child Labour Convention*, 1999 (No. 182).

⁴ The ILO *Worst Forms of Child Labour Recommendation*, 1999 (No. 190) identifies the following as some of the criteria for determining hazardous work: (i) work which exposes children to physical, psychological or sexual abuse; (ii) work underground, under water, at dangerous heights or in confined spaces; (iii) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads; (iv) work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health; and (v) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.

Forced labour, human trafficking and **modern slavery** are closely-related terms. **Forced labour** refers to situations in which a person is coerced to work involuntarily. Coercion can take different forms, for example the use of violence or intimidation or more subtle means such as manipulated debt, retention of identity papers or threats of denunciation to immigration authorities. Forms of forced labour include debt bondage, human trafficking, vestiges of slavery or slavery-like practices, and other types of modern slavery.

Human trafficking or **trafficking in persons** is defined as “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 ... the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”⁵ It is, in short, the acquisition of people by force, fraud, deception or other improper means with the aim of exploiting them. The definition can be broken down into three main components: (i) an **ACT** (recruiting, transporting, transferring, harbouring or receiving a person); (ii) a **MEANS** (coercion, fraud, deception, abuse of vulnerability, etc.); and (iii) a **PURPOSE** (exploitation).

Modern slavery covers situations of exploitation which a person cannot leave or refuse because of threats, violence, coercion, deception or abuse of power, including forced labour, debt bondage, human trafficking, forced marriage, slavery and other slavery-like practices.⁶ In line with Articles 6 and 20 of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, **forced marriage** is defined as one in which either or both of the parties is married without his or her consent or against his or her will, through the use of pressure, abuse or force. Following Article 6 of the Protocol, which sets the minimum age for marriage at 18 years, **child marriage** is any formal marriage or informal union between a child under the age of 18 and an adult or another child. The 1956 UN *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery* counts forced marriage among the institutions and practices targeted for abolition. Article 21 of the ACRWC and Article 16.2 of the *Convention on the Elimination of All Forms of Discrimination against Women* prohibit child marriage.

Child labour in Africa

The number of child labourers on the continent in 2016, the most recent year for which data are available, is estimated at 72 million. The majority of these are very young, with 59 percent (42.5 million) aged 5–11 years, 26 per cent (18.9 million) aged 12–14 years, and 15 per cent (10.6 million) in the 15-17 years age group. A total of 31.5 million children were

⁵ Article 3 of the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* of the *UN Convention against Transnational Organized Crime*.

⁶ This definition draws on the 1926 *Slavery Convention* and the 1956 *UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*.

in hazardous work, with the 5-11 years age group also constituting the largest proportion, 41 per cent (12.9 million), compared to 25 and 34 per cent, respectively, in the intermediate and older age groups. However, there are wide variations between countries in the prevalence of child labour.

The vast majority of child labourers in Africa, about 85 per cent of them, are found in agriculture, with nearly four per cent in industry and about 11 per cent in services. Though there is some variation, the proportion of child labourers in agriculture exceeds 70 per cent in most countries on the continent. The sector also has about 81 per cent of the children engaged in hazardous work. About two-thirds of child labourers work on family farms and in family enterprises.

The available data suggest that boys are significantly more likely than girls to find themselves in child labour, including hazardous work. Boys constituted 55 per cent of the total number of child labourers, 54 per cent of those aged 5–11 years, 57 per cent of those aged 12–14 years, and 58 per cent of those in the 15–17 years age group. However, work carried out by girls is often underreported. Girls are more likely to spend long hours doing household chores than boys. In general, boys tend to work in agriculture, industry and construction, while girls are more likely to work in services, particularly in domestic work. On average, child labourers are required to work long hours. Also, a large proportion of them (about 30 per cent) is out of school, while the remaining 70 per cent attempt to combine school with work. However, again there are significant differences between countries.

Forced labour, human trafficking and modern slavery in Africa

Compared to child labour, available data on forced labour, human trafficking and modern slavery are fairly limited. As noted in the Introduction, nearly three million adults and about 0.5 million children were in forced labour in Africa in 2016 (some 1.9 million males and a little over 1.5 million females). The proportion of males was slightly higher than that of females (3.1 vs. 2.5 per thousand population). About 400,000 victims were in commercial sexual exploitation, nearly all women and girls.

Forced labour exploitation occurs in many sectors of the economy, particularly in domestic work, agriculture (often in the production of commercial crops such as cocoa, coffee, cotton, cashew nuts, sugar cane, tea, tobacco, pineapples and rubber, as well as in fishing and herding), artisanal mining and quarrying, construction, forced begging and many areas of the urban informal economy. There are significant gender differences, with male victims concentrated in agriculture, mining, construction and manufacturing, and female victims in domestic work. A majority (54 per cent) of the victims are in debt bondage (53 per cent of females and 55 per cent of males).

Virtually all countries in Africa are both source and destination countries for human trafficking.⁷ Many are also transit countries. Most detected victims are women and girls (in

⁷ See the “Country Narratives” section, *Trafficking in Persons Report 2018* (United States Department of State, 2018). Available at: <https://www.state.gov/j/tip/rls/tiprpt/2018/index.htm> [December 2018].

2016, for sub-Saharan Africa, 29 and 30 per cent, respectively, versus 16 per cent men and 25 per cent boys; for North Africa, 32 and 11 per cent for women and girls, respectively, versus 24 per cent men and 33 per cent boys).⁸ Most victims are exploited in forced labour, commercial sex (including pornography), armed conflict or other forms of servitude. For example, forced labour and sexual exploitation accounted for 63 and 31 per cent, respectively, of detected victims in sub-Saharan Africa in 2016. It must be noted, however, that only a fraction of trafficking cases are currently detected. The vast majority of victims are trafficked domestically (in 2016, about 79 per cent in West Africa, 46 in East Africa, 42 in Southern Africa and 82 in North Africa) or from neighbouring countries (in 2016: 20 per cent in the West, 44 in the East, 20 in Southern and 1 per cent in North Africa); a small proportion is trafficked outside Africa – mostly into Europe and the Middle East. A recent report by the African Committee of Experts on the Rights and Welfare of the Child (ACERWC) cites figures indicating about 300,000 children below age 18 are actively engaged in armed forces and groups worldwide, including many in several countries in Africa.⁹

About 5.8 million people (4.8 per thousand population) were in forced marriages in Africa in 2016, mostly women and girls. This number included about 1.5 million children.

Causes and consequences

The underlying causes of child labour, forced labour, human trafficking and modern slavery include widespread poverty linked to the predominance of subsistence farming and the informal economy, high levels of unemployment and underemployment, and the inadequacy of social safety nets. Other factors are high levels of illiteracy, poor access to social services such as quality education and health care, and inadequate infrastructure, particularly in rural and poor urban areas. Also important is lack of awareness about the risks and hazards faced by child labourers and the consequences for children, or about situations that could lead to forced labour and human trafficking. Socio-cultural and religious factors, including gender roles and inequalities and the traditional practice of child fostering also facilitate labour exploitation. Other important risk factors include migration, conflicts and natural disasters involving at times large population displacements that result in disruptions of livelihoods and schooling. Women and children, especially girls, tend to bear the brunt of these disruptions. As underscored by the above-cited ACERWC report, “in conflict situations, girls in particular face increased threats of trafficking, exploitation and sexual and gender-based violence.” The impact of natural disasters is likely to worsen with climate change, which makes dependence on agriculture more difficult, and with continuing rapid population growth and rural-urban migration.

The scourges are facilitated by widespread dependence on unskilled and low-skill labour in large segments of the economy, particularly in agriculture and the urban informal sectors. Also, inadequate laws and, especially, weak law enforcement are key factors.

⁸ The data on detected victims of human trafficking in this paragraph are from the UN Office on Drugs and Crime’s *Global Report on Trafficking in Persons 2018*. *Op. Cit.*

⁹ *Continental Study on the Impact of Conflict and Crises on Children in Africa*. African Committee of Experts on the Rights and Welfare of the Child, Addis Ababa, 2016.

The resulting costs for victims, their families and communities are heavy. There are also significant costs to nations, for example in terms of aggregate health burdens and, for child labour, the hindering of national education goals, as well as the perpetuation of poverty and marginalization. Although Africa is poised to reap a demographic dividend based on its population dynamics, the extent to which this materializes depends on, among other things, our ability to educate all our people to the highest level possible.

Continental and international instruments

A number of continental and international legal instruments which have received high rates of ratification or accession by Member States are relevant to this Action Plan. Several of the key ones are mentioned below.

Continental legal framework

The *African Charter on Human and People's Rights* prohibits all forms of exploitation and degradation of humans, including slavery and the slave trade [Article 5]. Article 15 provides that every individual has the right to work under equitable and satisfactory conditions. Article 17 establishes the right to education for all individuals. The Protocol to the Charter relating to *the Rights of Women in Africa* provides all women protection against forced marriage (Articles 6 and 20).

The African Commission on Human and Peoples' Rights (ACHPR), established under the Charter, is mandated to promote human and people's rights and ensure their protection within Africa. The work of the Commission is complemented and supported by the African Court on Human and Peoples' Rights.

The *African Charter on the Rights and Welfare of the Child* provides for:

- protection from all forms of economic exploitation and performance of any work likely to be hazardous or to interfere with the child's physical, mental, spiritual, moral, or social development [Art. 15.1];
- regulation of minimum age and hours and conditions of employment, penalties to ensure their effective enforcement, and dissemination of information on the hazards of child labour [Art. 15.2];
- prohibition of child marriage and other harmful social and cultural practices [Art. 21];
- protection of children in case of armed conflict, including measures preventing their recruitment into such conflicts [Art. 22];
- protection against all forms of sexual exploitation [Art. 27];
- prevention measures against the use of children in the production or trafficking of narcotics substances [Art. 28]; and
- prohibition and prevention of child trafficking and the use of children in all forms of begging [Art. 29].

Article 15 calls on States Parties to ensure the application of the child labour provisions in both the formal and informal sectors of the economy.

The ACERWC, established under the Charter, is mandated to protect the rights and welfare of children, to monitor the implementation of the Charter and ensure protection of the rights enshrined in it, and to interpret the provisions upon request.

International legal framework

The 1926 *Slavery Convention* aims at securing the abolition of slavery and the slave trade. The *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*, 1956, identifies debt bondage, serfdom and forced marriage among the institutions and practices targeted for abolition.

The *Forced Labour Convention*, 1930 (No. 29) prohibits all forms of forced or compulsory labour. The *Abolition of Forced Labour Convention*, 1957 (No. 105) outlaws the use of forced or compulsory labour as a means of coercion, education or punishment for political reasons, labour discipline or participation in strikes, or for purposes of economic development or discrimination. The *Protocol of 2014 to the Forced Labour Convention*, 1930 (P029) enjoins each State Party to develop a national policy or action plan to put effective measures in place to prevent and eliminate the use of forced labour, to provide victims protection and access to appropriate and effective remedies, and to sanction the perpetrators.

The *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of the Convention against Transnational Organized Crime* provides for the prevention and combatting of human trafficking, the protection and provision of assistance to victims, and the promotion of cooperation among States Parties towards these ends.

The *Minimum Age Convention*, 1973 (No. 138) provides for the establishment of minimum ages for admission to employment or work. The *Worst Forms of Child Labour Convention*, 1999 (No. 182) enjoins States Parties to “take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency.”

The *Convention on the Rights of the Child* provides for, *inter alia*, the protection of children from different forms of exploitation, including child labour, use in drug production and trafficking, sexual abuse and exploitation, and child trafficking. Its Optional Protocols provide additional protections on (i) the sale of children, child prostitution and child pornography; and (ii) the involvement of children in armed conflict.

The *Convention on the Elimination of All Forms of Discrimination against Women* calls for the suppression of all forms of traffic in women and exploitation of prostitution of women, and for the protection of women’s right to freely choose a spouse and to enter into marriage only with their free and full consent.

Regional and country policies

Regional Economic Communities

The Regional Economic Communities (RECs) have played important roles in promoting and supporting measures relevant to this Action Plan, developing legal instruments, regional policies, strategies and action plans, as well as tools and mechanisms to facilitate policy development and monitoring, reporting and evaluation across their Member States.

The actions taken reflect some of the main comparative advantages of the RECs with regard to the Agenda 2063 - SDG 8.7 target and can be summarized into a few non-mutually-exclusive categories:

- Harmonization of laws and policies, in terms of domestication of international, continental and regional instruments, enhanced internal coherence of national laws, and convergence of standards (rights, procedures, services, etc.) within and between countries across the region.
- Provision of guidance on measures needed to address specific issues, for example through the development of regional policy documents, guidelines and action plans that provide a regional response while serving as models for national programmes.
- Enactment of regional instruments to provide legal frameworks for region-wide measures against particular problems, particularly human trafficking.
- Facilitation of cooperation and coordination on cross-border issues.
- Development of regional tools and mechanisms – including common indicators and specifications on data collection – to aid policy monitoring and reporting.
- Arrangements for cooperation and collaboration between RECs.
- Regional studies on relevant issues.

National policies and programmes

Member States have made serious efforts to tackle child labour in the course of the last fifteen years. As noted in the Introduction, the continent has achieved near-universal ratifications of the *African Charter on the Rights and Welfare of the Child*, the *Convention on the Rights of the Child*, the *Minimum Age Convention* and the *Worst Forms of Child Labour Convention*.

As a follow-up to ratification, most Member States have formulated and adopted national policies or action plans (NAPs) to address the problem, with many currently implementing additional phases of their programmes. Many national programmes include measures for strengthening relevant laws and their enforcement, raising awareness on the problem and its consequences, promoting access to quality education for all children, and facilitating livelihoods support schemes for vulnerable households. They have also included measures for improving the availability of data on child labour, as well as arrangements for coordinating the efforts of the different institutions involved in programme implementation. Key activities in the area of legislation have included reviews of national labour codes or other relevant laws to, among other things, establish or update definitions of child labour and provisions relating to the minimum age for employment, in line with ratified continental and international conventions. Many Member States have also established lists of hazardous activities prohibited to children.

At the same time, many Member States launched universal basic education programmes, with some also implementing additional social interventions such as school feeding and social grants schemes. These schemes have helped in the significant increases in school enrolment achieved in most countries across the continent over the last 15 years.

In some countries, national programmes have included significant collaboration between government and business in public-private partnerships targeting child labour in supply chains, mostly in the agriculture sector. These partnerships have combined private sector support for farmers to reduce the need for children's labour, private compliance schemes and enforcement activities. However, most have been on a pilot scale only.

Together with RECs, Member States have also taken steps to tackle forced labour, human trafficking and slavery over the last 15 years. Again, as noted earlier, the continent has achieved high rates of ratification of several key conventions, notably the *African Charter on Human and People's Rights*, the *Forced Labour Convention* and the *Abolition of Forced Labour Convention*, as well as the *Convention against Transnational Organized Crime* and its optional *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*. Many have strengthened their legal frameworks, with nearly half having national laws that define, criminalize, and assign penalties for forced labour and human trafficking.¹⁰ Many Member States have also formulated NAPs to put the necessary measures in place, in line with the Ouagadougou Action Plan on human trafficking and with ratified continental and international conventions. For example, Member States have made significant progress in the provision of basic immediate assistance to victims released from forced labour, with 46 countries providing shelter, 41 providing psychological assistance, and 38, healthcare, according to a recent ILO review.¹¹ However, a number of challenges need to be overcome to reap the full benefits of national programmes.

Key challenges in pursuing the Agenda 2063 - SDG 8.7 target

The efforts made by Member States, RECs and the AU provide a foundation for accelerating action towards the realization of the Agenda 2063 - SDG 8.7 target. However, much needs to be done in order to achieve the 2025 and 2030 objective. In general, national programmes have yet to make a significant impact on the prevalence of child labour, forced labour, human trafficking and modern slavery. Progress against the underlying causes has also been uneven. There have been positive changes in the overall economic and social conditions in recent years, with the continent seeing better economic growth than most of the other world regions. However, GDP growth has not been high and consistent enough to make a huge impact on poverty overall. Although poverty rates have fallen in several countries, the total number of the poor has actually increased owing to faster population growth. In addition, inequality has increased in many countries.

Trends in education, the labour market (labour force growth) and health care have been similarly affected by demographic dynamics. In many countries, overburdened education systems are delivering poor outcomes for many learners in underserved areas, and large numbers of children, especially girls, remain out of school, with many ending up with low basic skills and long-term vulnerability to exploitation in the labour market. In addition,

¹⁰ *Ending forced labour by 2030: a review of policies and programmes*. (International Labour Office, 2018). Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_653986.pdf [January 2019].

¹¹ Ibid.

health and social protection services are generally weak and too limited to cushion poor families from income and other shocks.

Another major challenge is lack of awareness among the public about issues relating to child labour, forced labour, human trafficking and modern slavery, as well as their complex and not fully understood nexus with migration. This problem is accentuated by poor communication and information by the media. And, in some countries, continuing conflicts and emergencies constitute a further challenge.

A further impediment relates to subsisting gaps in legislation, despite the substantial efforts made in domesticating ratified instruments into national legislation. With regard to child labour, obstacles to the realization of the Agenda 2063 – SDG 8.7 target include the non-application of minimum age regulations to the informal economy or informal employment relationships, and incomplete specification of the lists of hazardous activities prohibited to children. In the case of forced labour and human trafficking, gaps often take the form of existing laws not being updated to cover all types. At times, inadequate harmonization results in contradictions in the legal framework, or in ineffective criminal penalties.

Weak implementation of policies and legal provisions and weak law enforcement is a major problem across the continent. There are multiple causes, including lack of knowledge or awareness of the statutes among key agents and other stakeholders, weak and underfunded institutions, insufficient numbers of agents like labour inspectors, and inadequate institutional arrangements for coordination and monitoring. Others include high staff turnover and lack of systems enabling the effective transfer of knowledge within institutions. Weak institutions deprive programmes of the necessary leadership and commitment to drive implementation. In forced labour and human trafficking, these capacity weaknesses have contributed to poor rates of investigation, prosecution and victim identification, protection and remediation.

Although the increased implementation of measures against child labour has demonstrated the existence of a broad political consensus within countries and across the continent to deal with the problem, in general the programmes have tended to receive low attention within national development priorities. One result is inadequate resourcing of the Child Labour Units and National Steering Committees charged with NAP implementation. There has also been capacity weaknesses in other key agencies charged with various aspects of child protection and child development, including labour inspectorates, social welfare departments, and education departments dealing with school dropout and alternative education, the police, and the courts. As a result, few national programmes have reached the stage of sustained large-scale implementation.

Despite the formulation and adoption of multi-sectoral national strategies and action plans, fragmented approaches to addressing child labour, forced labour, human trafficking and modern slavery remain a problem. In addition to inadequate coordination between government departments, often there is also weak engagement with private sector operators and other non-state actors. Further gaps relate to lack of data for planning and implementation.

Weak capacity is also a problem at the REC and AU Commission levels, especially in terms of staff numbers relative to work programmes. Among other things, weak capacity affects the level and quality of engagement with key stakeholders, including coordination and

collaboration with non-state actors. Moreover, the decisive roles which relevant AU policy organs can play with regard to child labour, forced labour, human trafficking and modern slavery, for example on legislation, advocacy and civil society mobilization, policy setting and oversight, observation and inquiry, has not been fully capitalized on.

It is important to stress that the types and characteristics of challenges vary between countries as well as between RECs. This calls for targeted strategies tailored to the specific needs of sectors, countries and regions.

Opportunities for the Action Plan

Against the magnitude of the challenges, Africa has opportunities for stepping up its strategies to realize the Agenda 2063 - SDG 8.7 target. These include the comprehensive development frameworks offered by Agenda 2063 and the SDGs, which provide a wide range of measures for addressing the causes and the effects in an integrated and coordinated manner. Agenda 2063 and, specifically, its First Ten-Year Implementation Plan (2014 – 2023) provides an immediate framework for mobilizing AU organs and institutions, Member States, the RECs and other partners to scale up efforts. As noted in the Introduction, under Goal 18 of the First Ten-Year Implementation Plan, which relates to “Youth Empowerment and Children’s Rights” (Aspiration 6), the targets include: ending all forms of violence, child labour exploitation, child marriage and human trafficking; ending the recruitment of child soldiers; and full implementation of the African Charter on the Rights and Welfare of the Child. The pursuit of these targets and SDG 8.7 will be aided by a number of continental policies, action plans and campaigns.

These ongoing continental programmes provide many measures that can be pooled to constitute an integrated, comprehensive response to child labour, forced labour, human trafficking and modern slavery. They include:

- *Africa’s Agenda for Children 2040: Fostering an Africa Fit for Children*, the continental roadmap for the achievement of the targets of Agenda 2063 relating to the rights and welfare of children;
- the *Campaign to End Child Marriage in Africa*, supported by the *African Common Position on the AU Campaign to End Child Marriage in Africa*;
- the *Plan of Action on the Family in Africa*, with measures covering, *inter alia*, poverty alleviation, rights to social services, the promotion of environmental sustainability, rights protecting the family, and strengthening of family relationships;
- the *Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children*, which provides a comprehensive set of measures addressing human trafficking and is expected to be reviewed and updated;
- the *Continental Education Strategy for Africa 2016 – 2025*, which seeks to build on the substantial successes achieved by Member States over the last fifteen years in expanding access to education at all levels, while addressing observed gaps in access and quality, with a view to transforming education in order to produce the human capital envisioned under Agenda 2063;

- the *Migration Policy Framework for Africa and Plan of Action (2018 – 2030)* which, taking into account recent migration trends, AU policies and priorities, Agenda 2063, the SDGs and international migration management policies and standards, provides comprehensive guidelines and principles on a wide range of issues relevant to the present Action Plan, including migration governance, labour migration, border governance, irregular migration, forced displacement and internal migration;
- the *Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa (Ouagadougou + 10)*, which seeks to, among other objectives: tackle persistent unemployment and underemployment, particularly among the youth and women; promote inclusive growth; accelerate the extension of social protection to informal economy and rural workers; and develop labour migration and regional economic integration; and
- the *Strategy for Gender Equality and Women’s Empowerment*, which sets out policy guidelines and priorities in areas such as women’s economic empowerment and sustainable development, social justice, protection of women’s rights, and effective participation of women in leadership and governance.

A number of international and continental partnerships also provide opportunities for leveraging critical technical and financial resources for the Action Plan. One of these is Alliance 8.7, an international multi-stakeholder partnership working towards the accelerated realization of SDG 8.7 through research, innovation, knowledge sharing and the leveraging of resources, with membership open to governments, workers’ and employers’ organizations, UN agencies, continental and regional organizations, bilateral and multi-lateral development agencies, private sector bodies, civil society organizations, academic institutions, the media and other actors interested in supporting the aims of SDG 8.7.

Another important grouping is the International Partnership for Cooperation on Child Labour in Agriculture, which aims at fostering the participation of agricultural organizations in the fight against child labour in the sector, through advocacy, awareness raising and capacity building. Its members are the Food and Agriculture Organization (FAO), the International Labour Organization (ILO), the International Fund for Agricultural Development (IFAD), the International Food Policy Research Institute (IFPRI) of the Consultative Group on International Agricultural Research (CGIAR), and the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF).

At the continental level, the Regional Coordination Mechanism (RCM) provides a framework for enhancing coordination, communication and collaboration between AU programmes, notably NEPAD, and those of UN Agencies working in Africa. The present Action Plan falls most directly under the area of work of the RCM Social and Human Development Cluster but those of other clusters are also of interest. Collaboration with the UN agencies through the RCM will be pursued through the AU/UN Partnership on Africa’s Integration and Development Agenda (PAIDA) covering the period 2017 – 2027.

Civil society and faith-based organizations play major roles in poverty reduction, education, health care, human rights, women’s and children’s rights, and many other areas that are critical to the achievement of the Agenda 2063 - SDG 8.7 target throughout Africa. Besides their delivery of crucial services to the vulnerable, many, along with the continent’s Think Tanks, are also significant actors in advocacy and awareness raising activities, and in policy

analysis and monitoring. Many are partners with governments in the implementation of national policies and action plans. At the continental level, several have working relationships and partnerships with the AU Commission and with AU organs such as the ACERWC and the ACHPR. Engagement with these organizations and support for their actions at continental, regional and national levels will strengthen strategies for scaling up efforts, building coalitions, partnerships and social movements, and developing and injecting innovations into policy responses. Opportunities also exist for partnership actions with civil society organizations to develop and test new models, methodologies and approaches.

Similarly, workers', employers' and business membership organizations are playing important roles in international and national efforts relating to the Agenda 2063 - SDG 8.7 target. At national levels, employers' and workers' organizations are partners with government departments and civil society in the formulation and implementation of NAPs, and public-private partnerships are helping to address child labour and forced labour in supply chains in some countries. Significant avenues for partnerships, collaboration and support are provided by a number of global networks, including the Child Labour Platform, the Alliance 8.7 Action Group on Supply Chains, the ILO's Global Business Network on Forced Labour, and the UN Global Compact. These networks are important sources of knowledge and other resources for the Action Plan. Additionally, the *UN Guiding Principles on Business and Human Rights*, the United Nations Children's Fund (UNICEF) *Better Business for Children* framework, the *Children's Rights and Business Atlas* developed by UNICEF and Global Child Forum and similar platforms provide useful tools for private sector compliance initiatives and for due diligence activities.

Finally, several key AU organs and institutions can be leveraged to accelerate the implementation of policies. Among them are the Assembly of Heads of State and Government for policy and norms setting and oversight, the Pan African Parliament for legislative reforms and harmonization, ACERCW for field investigations, monitoring, advice and giving voice to non-state actors, ECOSOCC for social mobilization, advocacy and monitoring, and the ACHPR for rights protection. Also, the International Centre for Girls and Women's Education in Africa (CIEFFA) can play a crucial role in the development of policies and programmes providing education and training for child labourers.

Goal and strategies of the Action Plan

The Action Plan seeks to contribute to and support the acceleration of progress towards the achievement of the Agenda 2063 – SDG 8.7 target. This involves ending child labour by 2025 and forced labour, human trafficking and modern slavery by 2030. The target population are children, women and men who are victims of or vulnerable to the forms of exploitation addressed by the Agenda 2063 - SDG 8.7 target.

In the light of the foregoing discussions regarding the extent and characteristics of child labour, forced labour, human trafficking and modern slavery, the identified challenges and the available opportunities, the Action Plan focuses on a critical set of interventions that can bring rapid results. These involve: strengthening national programmes through advocacy and policy monitoring by AU organs and relevant structures; contributions to capacity building of national institutions and other key actors; awareness campaigns to encourage

parents to remove young children from child labour and tackle the problem of hazardous work by children, along with measures complementing and contributing to national education policies with a view to ensuring quality education for all children, particularly the large numbers that are out of school; and the scaling up of efforts to address child labour, forced labour, human trafficking and modern slavery in sectors where large numbers of victims are found, especially agriculture, the extractive industries, domestic work and other areas of the urban informal economy. In addition, measures will be put in place to foster the formation of partnerships and to facilitate the growth of a continental movement of actors for greater impact. While promoting an integrated approach to the achievement of the Agenda 2063 - SDG 8.7 target, differences in approach needed between child labour and the other scourges, and between adult and child victims, for example with regard to law enforcement, will be respected during implementation.

The strategy takes into account the fact that several ongoing or planned programmes in areas such as education (CESA 16-25), migration (MPFA Action Plan), employment and social protection for the informal economy (Ouagadougou + 10), human trafficking (Ouagadougou Action Plan), gender equality and child marriage provide some of the necessary policy responses. In such cases, the purpose of the Action Plan is to fill gaps and to facilitate and capitalize on the existing programmes for greater impact.

The elimination of child labour, forced labour, human trafficking and modern slavery is, primarily, the responsibility of national governments. Member States are encouraged to strengthen their National Action Plans, and to formulate and adopt new phases where necessary. Countries yet to adopt NAPs or similar multi-sectoral strategies are urged to do so, in accordance with the relevant continental and international legal instruments. The AU, the RECs, and continental and regional partners are called to support and facilitate country efforts through, among other things, capacity building, technical and financial support and knowledge sharing. Together with governments of Member States, the RECs and the AU, the Action Plan will be implemented at country, regional and continental levels with a wide range of stakeholders and partners, including UN agencies, employers' and workers' organizations, civil society organizations, faith-based organizations, business, academic institutions and Think Tanks. In outlining the various strategies below, Member State governments, RECs and the AU are designated as having primary implementation responsibilities for overall accountability purposes. However, it is understood that all stakeholders and partners have important roles and responsibilities in the implementation of actions for which they have an interest.

Guiding principles

The Action Plan is designed and implemented as an integral part of the First Ten-Year Implementation Plan of Agenda 2063. It is guided by the values inherent in the continental and international instruments and policy frameworks upon which it is based, including the following principles:

1. ***Rights-based approach***: the design and implementation of the strategies and activities of the Action Plan are normatively based on international human rights standards and seek to promote and protect human rights.

2. **Best interest of the child:** in line with the ACRWC, in all actions planned or carried out in the Action Plan by any person, institution or authority that concerns children, the best interests of the child shall be a primary consideration.
3. **Gender and child sensitive approach:** Gender and children's rights perspectives shall be applied in the design and implementation of measures. In particular, policies and other measures adopted or promoted by the Action Plan shall reflect gender and children's rights considerations to the best extent possible.
4. **Non-discrimination:** Measures set out in the Action Plan should be interpreted and applied in a way that is not discriminatory to persons on the grounds of having been victims of child labour, forced labour, human trafficking or modern slavery. The application of these measures should be consistent with internationally-recognized principles of non-discrimination.
5. **Shared responsibility, solidarity:** The stakeholders in the public and private spaces, including non-state actors, are expected to engage in policy responses and funding, taking their fair share of the burden of implementing solutions.
6. **Participation and open cooperation:** All stakeholders are guaranteed the right, unless otherwise determined lawfully by a competent authority, to participate effectively in the design, implementation, monitoring and evaluation of measures that concern them. A particular attention shall be paid to the participation of victims of child labour, forced labour, human trafficking and modern slavery, as individuals or as groups, including families.
7. **Leadership and accountability:** Measures taken to address child labour, forced labour, human trafficking and modern slavery fall primarily under the mandate and responsibility of governments. Government leadership is necessary for the successful implementation of the required actions. On the other hand, all partners, including the private sector, CSOs, workers' and employers' organizations, faith-based organizations, and international agencies are all responsible and mandated for keeping each other accountable.
8. **Consultation and coordination:** The Action Plan rests on a partnership between AU institutions, UN and other international organizations at continental and regional levels, RECs, national governments and non-state actors. Success depends on consultation and coordination of efforts to achieve coherence and synergy.
9. **Subsidiarity:** the principle that a central authority should control only activities that cannot be satisfactorily controlled at a more immediate level will be respected in the assignment of implementation responsibilities between the AU Commission, other AU institutions, the RECs, national governments and non-state actors.
10. **Due diligence in public-private partnerships:** Business stakeholders shall ensure human rights due diligence with a view to avoiding adverse human rights impacts from their activities or those which may be directly linked to their operations, products or services by their business relationships. Due diligence requirements must be defined by Governments to guarantee that private companies operate under the *United Nations Guiding Principles on Business and Human Rights* or other international instruments.

Key Strategic Intervention Areas

In line with the strategy outlined above, the following are the key priority areas:

- A. Engagement of AU and REC organs and relevant structures for advocacy, policy setting and policy monitoring
- B. Capacity building for effective national programmes
- C. Legislation and enforcement
- D. Education and skills training
- E. Awareness campaigns on issues relating to child labour, forced labour, human trafficking and modern slavery
- F. Addressing child labour, forced labour, human trafficking and modern slavery in priority sectors
- G. Addressing child labour, forced labour, human trafficking and modern slavery in conflict and emergency situations
- H. Multi-stakeholder platform for partnerships
- I. Statistics and knowledge management
- J. Resource mobilization.

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

EXPECTED OUTCOME

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

STRATEGIES

By AU

1. Mobilize AU institutions and RECs to build stronger support in national and sub-national policies and budgets for the achievement of the Agenda 2063 - SDG 8.7 target. This involves advocacy activities by AU organs such as the Commission, the Assembly of Heads of State and Government, the Executive Council, the Pan African Parliament, ECOSOCC, ACHPR, the African Court on Human and Peoples' Rights, ACERWC and relevant Specialized Technical Committees (STCs), as well as collaboration with the REC Commissions in such activities.
2. Create the space for advocacy, policy monitoring and policy advice by AU organs and RECs by implementing the following actions:
 - a. Designate an AU Special Rapporteur on child labour, forced labour, human trafficking and modern slavery in Africa, with financial support from international partners and other non-state actors. The Special Rapporteur will be an independent

expert mandated to assess, monitor, advise and publicly report on the situation regarding child labour, forced labour, human trafficking and modern slavery across the continent, including progress, problems and other issues relating to the achievement of the Agenda 2063 – SDG 8.7 target. In line with the AU-UN cooperation framework, she/he will work with relevant UN Special Rapporteurs to develop joint reporting on SDG 8.7 and related issues in Africa.

- b. Institutionalize the periodic submission, by the Special Rapporteur, of a special report on child labour, forced labour, human trafficking and modern slavery to the AU Assembly of Heads of State, the Pan African Parliament and the STC on Social Development, Labour and Employment. The Commission will further submit this report to ECOSOCC, ACHPR, ACERWC and the STCs on Human Resources, Science and Technology, Agriculture, Trade and Industry, Gender and Women and any others considered relevant. Among other things, the special report will provide an assessment of the situation regarding these scourges, progress towards the achievement of the Agenda 2063 – SDG 8.7 target, specific issues of relevance, and recommendations for needed actions. The report will be based on information from a variety of sources, including country visits, special enquiries/questionnaires, and relevant reports and publications.
- c. Include progress on the Agenda 2063-SDG 8.7 target in the African Peer Review Mechanism (APRM) process.
- d. Create continental Thematic Groups on the components of the Plan of Action, each chaired by a Member State with demonstrated progress and leadership in that component.
- e. Establish a coordination, partnership and knowledge sharing platform involving relevant government departments, employers' and workers' organizations, CSOs, the UN system, international organizations, research institutions, business and other relevant stakeholders (see Key Priority Area H).
- f. Develop and disseminate a continental vision and advocacy messages on child labour, forced labour, human trafficking and modern slavery.

By AU and RECs

1. Coordinate assessment and evaluation activities in countries and RECs by members of the Pan African Parliament, ACERWC, ACHPR and ECOSOCC.
2. Facilitate regional consultations and regional peer reviews through the AU Commission and RECs.
3. Establish a continental implementation and follow-up mechanism involving the ministries of labour, with corresponding mechanisms in the RECs, with annual meetings to review implementation progress and make recommendations for adjustments.

B. Capacity building for effective national programmes

EXPECTED OUTCOME

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

STRATEGIES

By AU and RECs

1. Develop and implement measures aimed at enhancing the capacities of government institutions charged with managing and driving national programmes on child labour, forced labour, human trafficking and modern slavery, as well as those of other key stakeholders such as workers' and employers' organizations and CSOs, with a view to strengthening the effectiveness of implementation. As part of this work, develop training programmes and materials at the continental level in collaboration with RECs, UN agencies and other partners, for adaptation and use at country and sub-national levels.
2. Develop generic protocols and standard operating procedures that can be adapted at the country level to guide the departments, agencies, employers' and workers' organizations, CSOs and other key stakeholders involved in different aspects of protection and remediation for victims of forced labour, human trafficking and modern slavery, especially victim identification, referrals, assistance and protection, drawing on existing models, experiences and lessons.
3. Build the capacities of the relevant units at REC and AU levels to support the implementation of the Action Plan, especially through learning-by-doing and knowledge sharing.
4. Constitute a pool of experts with extensive knowledge of African realities and specifics on child labour, forced labour, human trafficking and modern slavery, to support less advanced Member States in need of building national capacities.

By Member States

1. Provide increased resources, including a dedicated budget line with a fixed percentage of resources in the national budget, for the implementation of strategies/NAPs and for labour inspectorates, child labour units, anti-trafficking units and law enforcement activities relating to child labour, forced labour, human trafficking and modern slavery.
2. In collaboration with the AU, RECs, UN agencies, employers' and workers' organizations, CSOs and other partners, implement efficient and cost-effective measures to build the technical and organizational capacities of institutions involved in the implementation of national programmes.
3. Develop and ensure the effective functioning of national child protection systems to prevent and respond adequately to violence, abuse, labour exploitation and other actions harmful to children. This work should include specific measures for protecting orphans and vulnerable children from exploitation, including social protection schemes from child birth to obviate their need to work for survival.

4. Strengthen the capacities of labour inspectorates, anti-trafficking units and other law-enforcement agencies to effectively address issues relating to the Agenda 2063 –SDG 8.7 target at both national and decentralized levels, as well as in the informal and rural economy, including hard-to-reach workplaces such as private homes. This work should include the creation of monitoring mechanisms that ensure protections for workers in the informal economy, particularly domestic workers.
5. Develop and ensure the effective functioning of national systems for the prevention of forced labour, human trafficking and modern slavery, the protection of victims and the facilitation of their access to justice and remediation, in accordance with international standards.
6. Expand and improve victim identification measures to extend protections for victims of forced labour, human trafficking and modern slavery. These measures should focus, as a priority, on the sectors with large numbers of victims, e.g., domestic service, commercial sexual exploitation, construction, manufacturing and agriculture. Work with RECs, AUC, employers' and workers' organizations and concerned CSOs to develop generic protocols and standard operating procedures for adaptation and use by the concerned departments and agencies.
7. Implement effective measures in support of trafficking victims and their reintegration into society (e.g., shelters and supportive programmes).
8. Promote an integrated approach to the management of actions relating to the Agenda 2063-SDG 8.7 target, with a view to enhancing efficiency and synergy. Establish and/or strengthen mechanisms for cooperation and coordination between government departments dealing with human trafficking, child labour, forced labour and modern slavery.

C. Legislation and enforcement

EXPECTED OUTCOME

National laws and regulations relating to child labour, forced labour, human trafficking and the different forms of modern slavery have been updated and strengthened in line with the relevant continental and international legal instruments. Statutory protections for labour rights relevant to the Agenda 2063 - SDG 8.7 target are applied and enforced in both the formal and informal sectors. Fair recruitment regulations are established to respect, protect and fulfil internationally recognized human rights as a means to prevent situations of forced labour and human trafficking. Within RECs, laws of Member States are harmonized to deal with cross-border issues.

STRATEGIES

By AU and RECs

1. Step up monitoring of the measures States Parties are taking to give effect to the relevant provisions of the ACRWC and the ACHPR, including the development of General Comments by the respective supervising authorities, where needed. This

monitoring process could involve coordination and exchange of information with similar mechanisms at the international level (e.g., the ILO Committee of Experts on the Application of Conventions and Recommendations and other similar UN treaty organs), with regard to country reports relating to measures taken to implement ratified international instruments.

2. Undertake an assessment reviewing the capacities of the different law enforcement agencies concerned with the Agenda 2063-SDG 8.7 target in Member States (including labour administrations and inspectorates, police, immigration, criminal justice and labour courts), with cross-country comparisons, and develop regional standards and benchmarks (e.g., minimum personnel numbers and profiles, training requirements, etc.), guidelines and training materials for adaptation and use at the country level. This work should also cover protocols, guidelines and other arrangements for promoting and facilitating information sharing on human trafficking, between agencies within countries as well as between countries. This activity can draw on, among others, information available in the country reports and comments relating to the implementation of ratified continental and international instruments (see Item 1 above).
3. Undertake studies, at the AUC or RECs level, of prosecution and sentencing practices by region and, where necessary, propose guidelines for strengthening the investigation, prosecution and punishing of offenders.
4. Ensure integration, harmonization, complementarity and synergy between legislation and enforcement measures implemented in this Action Plan and those carried out under the Ouagadougou Action Plan.

By RECs

1. Promote and support the harmonization of laws and policies relevant to child labour, forced labour, human trafficking and modern slavery, and the convergence of standards (in terms of rights, procedures, services, regulation of recruitment, etc.) within and between countries, including provision of guidance on needed measures.
2. Enact regional instruments in line with international law to provide legal frameworks for region-wide measures against particular problems, particularly with regard to human trafficking.
3. Facilitate cooperation, coordination and information sharing on cross-border issues.

By Member States

1. Sign, ratify and/or accede to relevant conventions, notably:¹²
 - a. *The African Charter on Human and People's Rights* and its *Protocols on (i) the Rights of Women in Africa* and (ii) the *Rights of Persons with Disabilities in Africa*
 - b. *The African Charter on the Rights and Welfare of the Child*
 - c. *The Minimum Age Convention* (No. 138)

¹² Note: This list excludes the Convention on the Rights of the Child and the two Forced Labour Conventions, each of which has been ratified by 54 Member States.

- d. *The Worst Forms of Child Labour Convention* (No. 182)
 - e. *The 2014 Protocol to the Forced Labour Convention* (No 29)
 - f. *The 1926 Slavery Convention*
 - g. *The 1956 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*
 - h. *The Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*
 - i. *The Domestic Workers Convention, 2011* (No. 189).
 - j. *The Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.*
2. Adopt and promote the implementation of non-legally-binding instruments such as the *AU Migration Policy Framework*, the *Global Compact on Migration*, the *UN Guiding Principles on Business and Human Rights* and other relevant policies.
 3. Domesticating ratified/acceded instruments; ensure that national laws and regulations are harmonized with ratified instruments. Harmonization should include the extension of the legislation to cover all economic sectors and employment relationships (including labour inspections in the rural and urban informal sectors), as well as all forms of forced labour, human trafficking and modern slavery, updating of relevant statutes to facilitate detection, investigation, prosecution/adjudication and conviction, as well as provisions to ensure effective protections and remedies for victims. It should also include provisions on employment, recruitment and regulation of recruitment agencies to promote fair recruitment practices.
 4. Ensure effective monitoring of the implementation of ratified continental and international legal and policy instruments by the relevant institutions, including national parliaments.
 5. Build the institutional and technical capacities of agencies involved in the application/enforcement of legislation relating to child labour, human trafficking, forced labour and modern slavery (in terms of numbers, training and budgetary resources for operations). Adapt and make use of training materials, manuals on standard operating procedures and protocols, etc., developed by AUC and RECs for the purpose, as well as materials from partners such as the United Nations Office on Drugs and Crime (UNODC), the International Organization for Migration (IOM), Alliance 8.7, employers' and workers' organizations and CSOs. Ensure adequate coverage of all sectors and employment relationships.
 6. Revise laws and sentencing guidelines to ensure adequate sentences for convicted human traffickers and other perpetrators of forced labour.
 7. Put appropriate measures in place, in line with national legal provisions, for the rehabilitation of the perpetrators of human trafficking, within or in addition to any required criminal justice processes.
 8. Adopt and implement guidelines on victims and witness protection and ensure compensation for victims of forced labour and human trafficking.

9. Promote and facilitate national, continental and international cooperation in order to effectively investigate, prosecute and adjudicate trafficking offences, assist and protect victims of such offences, and detect and trace illicit financial flows.
10. Review and, where necessary, strengthen laws against all forms of forced marriage, including child marriage, and put the necessary measures in place to ensure their effective implementation.
11. Develop and implement appropriate measures to dissuade parents and families from engaging in the trafficking of their children for labour exploitation or pushing them into other worst forms of child labour.

D. Education and skills training

EXPECTED OUTCOME

National education systems are implementing effective gender-responsive measures aimed at ensuring universal education at pre-primary, primary and secondary levels, improving quality and learning outcomes, reducing dropout rates, and providing schooling for out-of-school children, including child labourers. Technical and vocational education and training is being expanded, improved and made accessible. Informal apprenticeship systems are being upgraded to offer improved skills for young people, gender-sensitive protections for labour rights and social protection, protection against hazardous work by children, and functional skills-recognition systems.

STRATEGIES

By AU

In collaboration with RECs:

1. Implement actions with and through CESA (16-25) to advocate for the necessary reforms and improvements to achieve universal quality education at pre-primary, primary and secondary levels. Advocacy should also target policy changes requiring public school access for migrant and refugee children.
2. Promote and facilitate the engagement of CIEFFA in actions supporting access to quality education for children and the return of child labourers to school.

By Member States

1. Develop and implement effective, inclusive and gender-responsive policies and programmes institutionalizing free and compulsory education to ensure that all girls and boys below the minimum age for employment attend school. Provide universal access to pre-primary education, supported with tailored social protection measures, to help children transition successfully to school and not work before entering primary school.
2. Enact and implement measures making it mandatory for families to bring their children to school. These measures should also apply to migrants and refugees.

3. Take necessary and relevant measures for sustainable and successful reintegration in schools of children withdrawn from labour.
4. Implement gender-responsive measures to facilitate second-chance education and vocational training.
5. Implement gender-responsive measures to improve the quality of teaching and learning outcomes, reduce dropout and repetition rates and provide schooling for out-of-school children, including child labourers. Improve education budgets and spending efficiency, including more funding for pre-primary education, and investments in infrastructure and in teacher quality and supervision. Restructure the education system with a view to fostering the achievement of decent and productive work.
6. Implement the domestication of AU Assembly Decision 589 of January 2016 regarding the development of school feeding programmes, with a view to enhancing access and retention of children in school.
7. In line with Goal 2 of the First Ten-Year Implementation Plan of Agenda 2063, adopt and implement measures for the achievement of universal secondary education (including technical high schools).
8. Implement measures for making national technical and vocational education and training systems cost-effective, accessible for both young men and women, with gender-sensitive programmes that are relevant to local economies.
9. Implement measures for upgrading informal apprenticeship systems, including, *inter alia*, effective financing mechanisms, increased monitoring and training quality assurance, enhanced access to new skills, decent working conditions with protections for labour rights, social protection, gender equality, protections against hazardous work by trainees under 18 years of age, the promotion of linkages with formal education, and the institutionalization of skills recognition systems.
10. Implement specific measures to keep school leavers in the education and learning system, including the enhanced and modernized traditional apprenticeship system, enforcement of school feeding, together with measures enhancing opportunities for self-employment.
11. Provide flexible Technical and Vocational Education and Training (TVET) programmes that enable workers in the informal economy to upgrade to formal TVET systems upon certification.

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

EXPECTED OUTCOME

Awareness campaigns are reaching families and communities at risk of child labour, forced labour, human trafficking and modern slavery, and are effective in challenging them to appreciate the costs and to take protective measures. Families and parents in at-risk communities are increasingly concerned about the development and wellbeing of their

children and are actively protecting them from labour exploitation and ensuring that work does not interfere with school or study.

STRATEGIES

By AU and RECs

1. Together with employers' and workers' organizations, CSOs, business, international organizations and other stakeholders, design and implement awareness campaigns on issues relating to child labour, forced labour, human trafficking and modern slavery, including forced marriage, using traditional and modern social media, as well as capitalizing on Africa's popular sports and cultural events to reach larger audiences at national, regional and continental levels. This work should draw on knowledge, experience and lessons from existing or previous awareness campaigns and activities.

By Member States

In partnership with employers' and workers' organizations, CSOs, business, international agencies and other stakeholders:

1. Develop and implement awareness campaigns against child labour and in favour of schooling using both social and traditional media. These campaigns should, in particular, educate families on their responsibilities and encourage households and parents to remove all children from hazardous activities, and young children from child labour. Awareness campaigns should emphasize the harmful effects of child labour, the importance of parents providing their children the opportunity to receive an education, and parents' need to protect and nurture their children. In general, such sensitization activities should also seek to convince parents about the greater future benefits of education compared to current gains from work, and about the need for school children, especially those below the minimum age for employment (primary and lower secondary) to not work. Awareness campaigns should also target children with the aim of equipping them to deal with and avoid potentially abusive or exploitative situations.
2. Develop and implement awareness campaigns about labour rights and situations that potentially lead to forced labour, human trafficking and other forms of modern slavery and their consequences, including unfair, abusive and fraudulent recruitment methods, with at-risk populations as target audience.
3. Develop and implement awareness raising strategies, among the memberships of employers' and workers' organizations, business membership organizations and the general public, emphasizing the role of workplaces and businesses to prevent and detect child labour, forced labour, human trafficking and modern slavery.
4. Support and facilitate the development of a partnership with media organizations and lobby groups with a view to informing and educating the public on child labour, forced labour, human trafficking, modern slavery and related issues, including the development and implementation of the awareness campaigns outlined above.

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

EXPECTED OUTCOME

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

Programmes for promoting decent work in priority sectors in the rural and urban informal economy, as well as in extractive industries where applicable, are operational and benefiting an increasing number of workers, with measures covering, among other policies, minimum age, occupational safety and health, protection of labour rights, fair recruitment, and extension of social protection. Specific measures for preventing forced labour, human trafficking and modern slavery and for the protection of victims are also in place and accessible to all categories of workers, including migrants.

STRATEGIES

By AU and RECs

1. Integrate issues relating to the Agenda 2063-SDG 8.7 target into the implementation processes of the Comprehensive Africa Agriculture Development Programme (CAADP), and into the work of AU and REC Commission departments dealing with agriculture.
2. Integrate issues relating to the Agenda 2063-SDG 8.7 target into relevant components of the *Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa (Ouagadougou + 10)*, particularly in the areas of youth and women's employment, social protection and productivity and labour migration in the informal economy.

By AU, RECs and Member States

1. In partnership with the agriculture and labour ministries, agriculture sector workers' and employers' organizations, farmers' organizations, businesses in the agricultural value chain, REC and AU Commission departments responsible for agriculture, the International Partnership for Cooperation on Child Labour in Agriculture and other stakeholders, design and implement programmes for eliminating child labour, forced labour, human trafficking and modern slavery in agriculture. These programmes should, among others, include awareness campaigns on hazardous work for children, as well as measures for improving rural livelihoods, incomes and farming methods to enable households afford the replacement of children's labour with that of adults.
2. In partnership with employers' and workers' organizations, business, concerned CSOs, and other stakeholders, develop and implement a programme of work aimed at promoting decent work in the informal economy, including domestic work, with the following actions:

- Application of minimum age statutes to the informal economy, including domestic work;
 - Establishment of mechanisms enabling informal economy workers (including workers in the agricultural and mining sectors) to enjoy labour rights and social protection, including transparent contracts, minimum wage regimes, social security (e.g., with the AU Social Protection Plan For the Informal Economy and Rural Workers, SPIREWORK) and easy access to legal protections and remedies in case of abuse, harassment, exploitation and violence;
 - Awareness raising about rights and responsibilities of both workers and employers;
 - Enabling and encouraging self-organizing of informal economy workers, including domestic workers;
 - Specific measures for preventing forced labour and human trafficking, and for the protection of victims;
 - Regulation of traditional child fosterage systems; and
 - Design and implementation of a package of incentives and enabling measures aimed at supporting and facilitating the changes targeted in the informal economy.
3. Extend occupational safety and health measures in both the rural and urban informal sectors to protect children aged 15 – 17 years from hazardous work.
 4. Develop and implement measures for introducing and enforcing regulations on minimum age, occupational safety and health and other relevant protective policies to extractive industries, including the artisanal mining sub-sector, where applicable.
 5. Design and implement measures to address the root causes of debt bondage, which include access to finance, land tenure issues, exorbitant fees and unfair practices by unregulated manpower, recruitment and brokerage services.
 6. Implement measures protecting workers against human rights abuses in the recruitment process, including by all categories of labour recruiters and other enterprises, employers and private employment agencies.
 7. Through or together with relevant AU, REC and national programmes, provide improved access to opportunities for employment and social protection for persons, families or communities vulnerable to or at risk of forced labour, human trafficking, modern slavery and child labour.
 8. Through or together with relevant AU, REC and national programmes on labour migration, promote agreements for facilitating the issuance of legal work permits to migrants as a means to reducing human trafficking.

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

EXPECTED OUTCOME

Child labour, forced labour, human trafficking and modern slavery issues are adequately addressed in humanitarian and development efforts of the AUC, RECs and other agencies

dealing with emergencies, armed conflict, transition and post-crisis recovery and state fragility situations in Africa. Prevention and protection measures are implicitly extended to all affected or displaced persons, including citizens, migrants, refugees and asylum-seekers.

STRATEGIES

By the AU and RECs

1. Integrate comprehensive age- and gender-responsive measures for protecting and assisting groups vulnerable to the kinds of exploitation addressed by the Agenda 2063 - SDG 8.7 target into regional and continental responses to emergencies, drawing on existing partnerships, networks and platforms.
2. Develop and provide briefings, guidelines and information on a systematic basis to AU and REC departments and other agencies involved in emergencies, peace-keeping and peace negotiations, and in post-crisis development responses, on measures needed to address issues of child labour, forced labour, human trafficking and modern slavery in their missions, and link them to available knowledge and other resources through the continental platform outlined under Key Priority Area H.

By Member States

1. In partnership with concerned CSOs and other stakeholders, train all concerned authorities (the military, police, paramilitary groups and other relevant agencies) on instruments such as International Humanitarian Law, conduct, rights and responsibilities to protect, and institute monitoring and supervision measures, to ensure adequate protection of groups vulnerable to the kinds of exploitation addressed by the Agenda 2063 – SDG 8.7 target in conflict, post-conflict and emergency situations, with particular attention to children and women. Ensure adequate linkages between these authorities and social protection actors in emergency work.
2. Develop and implement sensitization activities to encourage populations affected by emergency situations to adopt protective measures, especially for children and women.

H. Multi-stakeholder platform for partnerships

EXPECTED OUTCOME

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

STRATEGIES

By AU

In collaboration with other key stakeholders:

1. Create a space, possibly within the Alliance 8.7 multi-stakeholder partnership, as a platform for nurturing relationships between partners and stakeholders of the Action Plan into a movement for accelerating progress towards the Agenda 2063 – SDG 8.7 target. The platform should enable different actors to link up, engage each other, share information and other resources, and coordinate efforts whenever necessary and possible, with a view to multiplying their impact. To facilitate the mobilization and use of technical and financial resources, the platform should also seek to forge strong collaboration and partnerships with the relevant global networks on child labour, forced labour, human trafficking and modern slavery.¹³
2. Provide space through the platform for nurturing public-private partnerships on child labour, forced labour, human trafficking and modern slavery.
3. Through the platform, encourage different groups of stakeholders to form Action Groups or business and other networks, possibly within the framework provided by Alliance 8.7, drawing on other available platforms and resources.
4. The specific aims and functions of the platform should include the following:
 - Facilitation of the dissemination or exchange of information, best practices and innovations through social and traditional media, electronic newsletters, webinars, etc.
 - Provision of support for multi-stakeholder engagement, including business, employers' and workers' organizations, to address child labour, human trafficking, modern slavery and forced labour, including in the supply chains of multinational enterprises and in associated communities.
 - Fostering of corporate compliance initiatives, especially with regard to the *Ten Principles* of the UN Global Compact, the *UN Guiding Principles on Business and Human Rights*, the *UNICEF Children's Rights and Business* principles, and others developed under Alliance 8.7 or its partner networks.
 - Promotion of improved collaboration and partnerships to support the implementation of NAPs on child labour and forced labour/human trafficking.
 - Strengthening of the roles and responsibilities of social dialogue institutions on Agenda 2063 - SDG 8.7 issues, through engagement with, *inter alia*, civil society, faith-based organizations, employers' and workers' organizations, academic institutions, local communities and the media.
 - Promotion of effective engagement by local governments and local partnerships on issues relating to the Agenda 2063-SDG 8.7 target.

¹³ For example, the Alliance 8.7 Action Group on Supply Chains, the Child Labour Platform, the ILO-UN Global Compact Child Labour Platform, and the Global Business Network on Child Labour.

- Promotion of meaningful and active participation of children, women, and young people -- who constitute the majority of victims—in policy planning, consultative processes and monitoring of activities in the Action Plan.
- Enhancement of knowledge- and experience-sharing and coordination with bilateral and multilateral partners.
- Knowledge- and experience-sharing with other continents, other forms of South-South co-operation and inter-African co-operation on the Agenda 2063-SDG 8.7 target.
- Creation of space for and facilitation of social partnerships and other networks.

By Member States

1. Foster effective partnerships at national and sub-national levels by facilitating and supporting the successful functioning of the multi-stakeholder platform and networking among stakeholders (state, non-state, multilateral and bilateral), including employers' and workers' organizations, children and victims.

I. Statistics and knowledge management

EXPECTED OUTCOME

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

STRATEGIES

By AU

1. On the basis of the indicators established for the Agenda 2063 First Ten-Year Implementation Plan and the intermediate indicators of the Action Plan, identify the data collection, analysis and dissemination needs for monitoring and reporting, and develop the necessary methodologies, for adaptation and use at the country level.
2. Develop an Agenda 2063 – SDG 8.7 data and knowledge management system as an integral part of the existing systems at REC and AU Commission levels, and promote its use at both levels.
3. Build the capacity of stakeholders at continental, regional and national levels to enable them to collect and analyse the necessary data in a systematic manner, using common tools and standardized metrics.

By Member States, RECs and AU

1. Advocate for the integration of issues relating to the Agenda 2063-SDG 8.7 target, including relevant but under-studied issues like begging children and the exploitation of persons with disabilities, including young girls mentally disabled, as well as emerging approaches such as Child Labour Free Zones, into data collection, analysis and research programmes at national, regional, continental and international levels, and into all relevant components of the AU *Strategy for the Harmonization of Statistics in Africa 2017 – 2026* (SHaSA 2).
2. Make use of existing data to assess child labour, forced labour and human trafficking levels and trends, with disaggregation by sex and age to the extent possible, and monitor progress on the implementation of measures relating to the Agenda 2063- SDG 8.7 target.

J. Resource mobilization

EXPECTED OUTCOME

Interventions relating to the Agenda 2063 – SDG 8.7 target are adequately mainstreamed into the programmes and budgets of mandated institutions and organizations at sub-national, national, regional and continental levels. Governments have specific budget lines for funding national strategies and action plans on child labour, forced labour, human trafficking and modern slavery. Complementary resources are available from a wide range of partners, enabling the rapid scaling up of national efforts and adequate advocacy and technical support from regional and continental levels.

STRATEGIES

By AU

1. Mainstream the interventions of the Action Plan into relevant programmes and policy initiatives of the AU Commission and other AU institutions
2. Initiate an AU resource mobilization drive and facilitate similar actions by other partners. This could include innovative schemes (such as special levies on maritime and air transport) and the mobilization of multi-stakeholder partnerships (e.g., international and regional organizations, multilateral and bilateral agencies, local and multinational companies, private foundations, workers' and employers' organizations and CSOs) to support the implementation of the Action Plan.

By RECs

1. Mainstream the interventions of the Action Plan into relevant REC programmes and policy initiatives.
2. Initiate resource mobilization drives for Agenda 2063 – SDG 8.7 interventions at regional and national levels.

By Member States

1. Prioritize issues relating to the Agenda 2063-SDG 8.7 target in the budget process at national and sub-national levels.
2. Mainstream measures needed to address child labour, forced labour, human trafficking and modern slavery in sectors such as education, labour, social protection, agriculture and law enforcement into the programmes and budgets of the concerned institutions.
3. Mobilize additional resources from development partners, businesses and other possible sources to complement government funding, to enable a scaling up of national programmes. Other possible sources include the private sector, UN agencies, other multilateral and bilateral agencies and private foundations.

Implementation of the Action Plan

The distribution of primary implementation responsibilities between country, regional and continental levels is as indicated in the strategies section. Continental AU organs will implement the Action Plan elements best carried out at their level. These concern mainly advocacy, continental awareness campaigns, interventions to be mainstreamed into other policies and programmes at the AU level, continental partnerships, the provision of technical and strategic support in planning, implementation, monitoring and evaluation processes to countries and RECs, facilitation of learning and knowledge sharing, as well as resource mobilization at the continental level. The Department of Social Affairs will be responsible for the day-to-day management of the Action Plan's implementation.

At the regional level, RECs will also be responsible for the provision of technical and strategic support in planning, implementation and evaluation processes, facilitating knowledge sharing and activities reflecting their comparative advantages. RECs will be asked to identify the regional level actions they will implement. RECs will also be responsible for facilitating regional initiatives for resource mobilization and the implementation of the Action Plan elements they select.

Member States will be encouraged to implement as many of the proposed actions as are relevant to national conditions and priorities. In line with the Guiding Principles of the Agenda 2063 First Ten-Year Implementation Plan, countries will be asked to identify the elements of the Action Plan they will pursue and will be responsible for the mobilization of resources for actions at the country level. They will also be responsible for implementation, monitoring and evaluation of processes and outcomes at that level, in partnership with national stakeholders such as employers' and workers' organizations, business, CSOs and faith-based organizations and Think Tanks.

International agencies (both UN and civil society), employers' and workers' organizations and business entities at regional and continental levels will also be requested to integrate elements of the Action Plan in their programmes. In addition, the AU Commission may "sub-contract" certain continental level activities to another partner agency or institution.

The Action Plan will be implemented through four-year Implementation Programmes.

Reporting, Monitoring and Evaluation

As with the implementation of the Action Plan, the monitoring and evaluation strategy involves three levels. The AU level covers continental progress and specific interventions of the AU organs and institutions, while the REC level relates to regional progress and specific regional interventions. At the national level, monitoring and evaluation will be carried out as part of national systems.

The Action Plan's Monitoring and Evaluation system will follow the guidelines set out in the Agenda 2063 Monitoring and Evaluation framework. The latter involves harmonization of indicators, definitions and estimation procedures, mainstreaming of the framework into existing national monitoring and evaluation systems, and alignment of systems at regional and AU levels to the continental framework. At the outcome level, the Agenda 2063 Monitoring and Evaluation framework has harmonized indicators with the SDGs.

At the operational level, the initial set of intermediate indicators annexed to the Action Plan will be finalized by the Department of Social Affairs and the Directorate for Strategic Policy Planning, Monitoring and Evaluation within the first year after adoption, with inputs from other AU departments and partners, for monitoring, reporting and evaluation purposes. These indicators will be used by the Commission, in collaboration with RECs, to develop a monitoring and evaluation system with guidelines and tools, for use at regional and continental levels but also as a guide at the country level to help with reporting.

Member States will be asked to produce a report on the Agenda 2063-SDG 8.7 target every two years, in line with the reporting cycle of the Agenda 2063 First Ten Year Implementation Plan, providing information on the indicators. Employers' and workers' organizations, CSOs and other concerned non-state stakeholders will also be able to submit reports. On the basis of the country reports, the RECs will prepare regional reports. The AU Commission will use the country and regional reports, including those from non-state stakeholders, to prepare a consolidated continental report. The two-year reporting frequency is in line with the reporting schedule set in the Agenda 2063 First Ten-Year Implementation Plan. The regional reports by RECs will also be submitted to their respective policy organs, parliaments and judicial structures.

The proposed AU Special Rapporteur on child labour, forced labour, human trafficking and modern slavery will submit biennial reports to the AU Assembly. In addition, Member States may be called upon to submit reports to the Pan African Parliament, ECOSOCC, ACHPR and ACERWC. The country indicator information and the country reports will also serve as inputs to the African Peer Review Mechanism and similar regional mechanisms where they exist.

In addition to the reports of the proposed Special Rapporteur, the Action Plan will institutionalize the submission of biennial progress reports on the Agenda 2063 – SDG 8.7 target by the Commission to the relevant STCs.