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**THIRD ORDINARY SESSION OF THE SPECIALIZED  
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***Theme: “Poverty Eradication Through Strategic Investments at National and  
Regional Levels Towards Social Development, Labour and Employment in Africa”***

**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.1 of 23 Feb 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.<sup>1</sup> 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 – 3 million adults and half a million children. 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).

The scourges addressed by SDG Target 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, 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. Target 8.7 supports this view by making these linkages explicit and providing an opportunity for developing and implementing smart, integrated policies and programmes.

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<sup>1</sup> 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 (ILO), Geneva, 2017. Those relating to child labour are from *Global estimates of child labour: Results and trends, 2012-2016*. International Labour Office (ILO), Geneva, 2017.

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 Target 8.7 has corresponding targets in Agenda 2063, under Aspiration 6, Goal 18. 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 Target 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. It targets the elimination of these forms of exploitation among both adults and children.

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

The definitions of the forms of exploitation covered by Agenda 2063 – SDG Target 8.7 are provided in the Annex.

#### **Child labour**

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 per cent (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 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**

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

Forced labour exploitation is prevalent 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 of the victims are in debt bondage.

Virtually all countries in Africa are both source and destination countries for human trafficking. Many are also transit countries. Most victims are exploited in forced labour, commercial sex (including pornography), armed conflict or other forms of servitude. Most detected victims are women and girls. Only a fraction of trafficking cases are currently detected. The vast majority of victims are trafficked domestically or from neighbouring countries; 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.<sup>2</sup>

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.

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<sup>2</sup> *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.

## **Causes and consequences**

The underlying causes of the SDG Target 8.7 scourges 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.

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. 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**

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 SDG Target 8.7 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. Many have formulated and adopted national action plans (NAPs) with measures for strengthening relevant laws and their enforcement, awareness about the problem and its consequences, education for out-of-school children, the availability of data on child labour, and mechanisms for coordinating the efforts of the different institutions involved in NAP implementation. 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.

Together with RECs, Member States have also taken steps to tackle forced labour, human trafficking and slavery over the last 15 years. Many have strengthened their legal frameworks and 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. However, a number of challenges need to be overcome to reap the full benefits of national programmes.

## **Key challenges in pursuing AU Agenda 2063 and -SDG Target 8.7**

The efforts made by Member States, RECs and the AU provide a foundation for accelerating action towards the realization of the AU Agenda 2063 and -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 the AU agenda 2063 and SDG 8.7 scourges. 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, 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 the AU Agenda 2063 and SDG Target 8.7 issues 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. Common gaps in child labour legislation 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 AU agenda 2063 and SDG Target 8.7 issues 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 AU Agenda 2063 and SDG Target 8.7 issues, 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 Au Agenda 2063 and SDG Target 8.7. 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. 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 Target 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 Target 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 Target 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 AU Agenda 2063 and SDG Target 8.7 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.

Similarly, workers', employers' and business membership organizations are playing important roles in international and national efforts relating to AU Agenda 2063 and SDG Target 8.7. 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, ACERWC for field investigations, monitoring, advice and giving voice to non-state actors, ECOSOCC for 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**

Clearly insert here elements on the prioritization discussion during Addis workshop: critical age groups, critical sectors, worst forms, etc.

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 AU Agenda 2063 and SDG Target 8.7.

In the light of the foregoing discussions regarding the extent and characteristics of the SDG Target 8.7 scourges, 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 Au Agenda 2063 and SDG Target 8.7 issues 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 AU Agenda 2063 and SDG 8.7 issues, 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.

## 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. **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.
5. **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.
6. **Leadership and accountability:** Measures taken to address the AU Agenda 2063 and SDG Target 8.7 issues 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.
7. **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.
8. **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.
9. **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 organs and relevant structures for advocacy, policy setting and policy monitoring
- B. Capacity building for effective national programmes
- C. Legislation and enforcement
- D. Education and skills training
- E. Awareness campaigns on Agenda 2063 – SDG Target 8.7 issues
- F. Addressing Agenda 2063 – SDG Target 8.7 issues in priority sectors
- G. G. Addressing Agenda 2063 – SDG Target 8.7 issues in conflict and emergency situations
- H. Multi-stakeholder platform for partnerships
- I. Statistics and knowledge management
- J. Resource mobilization.

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

## **EXPECTED OUTCOME**

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

## **STRATEGIES**

### ***By AU and RECs***

1. Mobilize AU institutions and RECs to build stronger support in national and sub-national policies and budgets for the achievement of AU Agenda 2063 and SDG Target 8.7. This involves advocacy activities by AU organs such as the Commission, the Assembly of Heads of State and Government, the Pan African Parliament, ECOSOCC, ACHPR, the African Court on Human and Peoples' Rights, ACERWC, NEPAD, relevant Specialized Technical Committees (STCs) and the REC Commissions.
2. Create the space for advocacy, policy monitoring and policy advice by AU organs by implementing the following actions:
  - a. Designate an AU Special Rapporteur on child labour, forced labour, human trafficking and modern slavery in Africa.
  - b. Institutionalize the periodic submission 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, ECOSOCC, ACHPR, ACERWC and the STCs on Social Development, Labour and Employment, Human Resources, Science and Technology, Defence and Security, Agriculture, Trade and Industry, Justice and Legal

Affairs, Gender and Women and any others considered relevant.. This would be a report of the Special Rapporteur.

- c. Coordinate assessment and evaluation activities in countries and RECs by members of the Pan African Parliament, ACERWC, ACHPR and ECOSOCC.
- d. Facilitate regional consultations and regional peer reviews through the AU Commission and RECs.
- e. Include progress on Agenda 2063-SDG Target 8.7 issues in the African Peer Review Mechanism (APRM) process.
- f. Establish a coordination, partnership and knowledge sharing platform involving CSOs, the UN system, international organisations, research institutions, the private sector and other relevant stakeholders (see Key Priority Area H).
- g. Develop and disseminate a continental vision and advocacy messages on child labour, forced labour, human trafficking and modern slavery.

## **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, 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 and agencies 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.
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.

#### ***By Member States***

1. Provide increased resources for the implementation of strategies/NAPs, labour inspectorates, child labour units, anti-trafficking units and law enforcement activities relating to Agenda 2063 and SDG Target 8.7.



2. In collaboration with the AU, RECs, UN agencies 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.
4. 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.
5. 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 and AUC to develop generic protocols and standard operating procedures for adaptation and use by the concerned departments and agencies.
6. Promote an integrated approach to the management of actions relating to Agenda 2063-SDG Target 8.7, with a view to enhancing efficiency and synergy.

### **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 and social rights relevant to the AU Agenda 2063 and SDG Target 8.7 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.
2. Undertake an assessment reviewing the capacities of the different law enforcement agencies concerned with AU agenda 2063-SDG Target 8.7 in Member States (including labour administrations and inspectorates, police, immigration, criminal justice and labour courts), with cross-country comparisons, and develop regional standards (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.

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.

### **By RECs**

1. Promote and support the harmonization of laws and policies relevant to SDG AU Agenda 2063-Target 8.7 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:<sup>3</sup>
  - a. *The African Charter on Human and People's Rights* and its *Protocol on the Rights of Women in Africa*
  - b. *The African Charter on the Rights and Welfare of the Child*
  - c. *The Minimum Age Convention* (No. 138)
  - 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 AU Migration Policy Framework and the Global Compact on Migration.
3. Domesticated 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, 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

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<sup>3</sup> 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.

include provisions on employment, recruitment and regulation of recruitment agencies to promote fair recruitment practices.

4. 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) and Alliance 8.7. Ensure adequate coverage of all sectors and employment relationships.
5. Revise laws and sentencing guidelines to ensure adequate sentences for convicted human traffickers and other perpetrators of forced labour.
6. Promote and facilitate national, continental and international cooperation in order to effectively investigate, prosecute and adjudicate trafficking offences and assist and protect the victims of such offences.

#### **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 ex-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 and social rights, protection against hazardous work by children, and functional skills-recognition systems.

##### **STRATEGIES**

###### ***By AU and 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 gender-responsive universal education policies and programmes to ensure that all girls and boys below the minimum age for employment attend school. Provide universal access to pre-primary education to help children transition successfully to school and not work before entering primary school.
2. Take necessary and relevant measures for sustainable and successful reintegration in schools of children withdrawn from labour.
3. 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 ex-child labourers. Improve education budgets and spending

efficiency, including more funding for pre-primary education, and investments in teacher quality and supervision.

4. 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.
5. 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 and social rights, 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.
6. Implement specific measures to keep school leavers in the education and learning system, including the enhanced and modernized traditional apprenticeship system.

## **E. Awareness campaigns on Agenda 2063 – SDG Target 8.7 issues**

### **EXPECTED OUTCOME**

Awareness campaigns are reaching families and communities at risk of the SDG Target 8.7 scourges and are effective in challenging them to appreciate the costs and to take protective measures. Parents in at-risk communities are increasingly concerned about the development and wellbeing of their children and are actively protecting them from labour exploitation and ensuring that work does not interfere with school or study.

### **STRATEGIES**

#### **By AU and RECs**

1. Design and implement awareness campaigns on child labour and other SDG Target 8.7 issues 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.

#### **By Member States**

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, encourage households to remove all children from hazardous activities, and young children from child labour. Awareness campaigns should emphasize the harmful effects of child labour 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.

## **F. Addressing Agenda 2063 – SDG Target 8.7 issues in priority sectors**

### **EXPECTED OUTCOME**

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

National programmes targeting the elimination of hazardous work by children in extractive industries, where applicable, and for promoting decent work by young people in the informal economy are in place, including application of minimum age regulations. Domestic work for children of working age is regulated to provide protection from hazardous work, abuse, harassment and violence.

### **STRATEGIES**

#### **By AU and RECs**

1. Integrate Agenda 2063-SDG Target 8.7 issues 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 Agenda 2063-SDG Target 8.7 issues 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, 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 and other AU Agenda 2063-SDG 8.7 scourges 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. 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 mining sector) to enjoy labour and social rights, 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; and
  - Regulation of traditional child fosterage systems.
3. Extend occupational safety and health measures in both the rural and urban informal sectors to remove children aged 15 – 17 years from hazardous work.
  4. Develop and implement measures for introducing and enforcing minimum age and occupational safety and health regulations to extractive industries, including the artisanal mining sub-sector, where applicable.
  5. Design and implement measures to address the root causes of debt bondage – 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.

## **G. Addressing Agenda 2063 – SDG Target 8.7 issues 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 and state fragility situations in Africa.

### **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 SDG Target 8.7 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 below.

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

### **EXPECTED OUTCOME**

Continental multi-stakeholder platform enabling organizations, institutions and individuals working on SDG Target 8.7 issues 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. Public-private partnerships are making significant contributions to national, regional and continental efforts.

## **STRATEGIES**

### ***By AU***

1. Create a virtual 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.
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 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 private sector 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 SDG Target 8.7 issues, through engagement with, *inter alia*, civil society, faith-based organizations, academic institutions, local communities and the media.
  - Promotion of effective engagement by local governments and local partnerships on Agenda 2063-SDG Target 8.7 issues.
  - 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.
  - Knowledge- and experience-sharing with other continents, other forms of South-South co-operation and inter-African co-operation on Agenda 2063-SDG Target 8.7.

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

### **EXPECTED OUTCOME**

AU Agenda 2063-SDG Target 8.7 issues are receiving priority attention in data collection, analysis and research programmes at national, regional, continental and international levels. Organizations, institutions and individuals interested in Agenda 2063-SDG Target 8.7 issues have easy access to existing data. An effective Agenda 2063 – SDG Target 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 Target 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 Agenda 2063-SDG Target 8.7 issues into data collection, analysis and research programmes at national, regional, continental and international levels, including all relevant components of the AU *Strategy for the Harmonization of Statistics in Africa 2017 – 2026* (SHaSA 2).
2. Exploit 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 Agenda 2063- SDG Target 8.7.

## **J. Resource mobilization**

### **EXPECTED OUTCOME**

Interventions relating to Agenda 2063 – SDG Target 8.7 are adequately mainstreamed into the programmes and budgets of mandated institutions and organizations at sub-national, national, regional and continental levels. Complementary resources are available from a wide range of partners, enabling the rapid scaling up of national efforts and adequate advocacy and technical support from regional and continental levels.



## **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.

### ***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 Target 8.7 interventions at regional and national levels.

### ***By Member States***

1. Prioritize Agenda 2063-SDG Target 8.7 issues in the budget process at national and sub-national levels.
2. Mainstream measures needed to address Agenda 2063-SDG Target 8.7 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, the private sector 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 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.

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.

International agencies (both UN and Civil Society) 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 three-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 Agenda 2063-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, 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.

The Member States will be asked to produce a report on Agenda 2063-SDG Target 8.7 every two years, providing information on the indicators. On the basis of the country reports, the RECs will prepare regional reports. The AU Commission will use the country and regional reports 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 Agenda 2063 – SDG Target 8.7 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 Agenda 2063 – SDG Target 8.7 by the Commission to the relevant STCs.

## ANNEX

### Definitions

#### Children

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.

#### Child labour

**Child labour** is work 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. Not all work carried out by children is considered to be child labour. 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 defined<sup>4</sup> 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**. Items (a) – (c) also constitute forced labour. 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.

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**

**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

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<sup>4</sup> Article 3 of the ILO *Worst Forms of Child Labour Convention*, 1999 (No. 182).

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.”<sup>5</sup> 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.<sup>6</sup> 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.

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

<sup>6</sup> 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*.