



BUREAU OF INTERNATIONAL LABOR AFFAIRS  
UNITED STATES DEPARTMENT OF LABOR

# 2024 ANNUAL REPORT

*Required by the Trade and Development Act of 2000*

*Exposing Foreign Labor Abuses to  
Address Unfair Competition for  
American Workers and Companies*



© Peyton Bryant/U.S. Labor Department

U.S. Secretary of Labor Lori Chavez-DeRemer visits family-owned Shafer Redi-Mix. When doors opened in 1986, the company only had one concrete ready-mix plant. Now, they've expanded to six plants throughout Michigan. Lansing, Michigan. June 30, 2025.



---

# Foreword

My top priority is putting the American worker first in every decision we make at the Department of Labor. By publishing our 2024 *Findings on the Worst Forms of Child Labor*, the United States continues to lead on labor rights, providing the critical insights needed to protect workers at home and around the world.

The 25th anniversary of the Trade and Development Act of 2000, which established this annual report, comes at a pivotal moment in our nation's history—aligning with President Trump's ongoing fight to negotiate fair trade deals that finally put America First. By exposing illegal and unacceptable practices that undercut our businesses and workers, this report advances the President's mission to hold our trading partners accountable.

Before we address child labor abroad, we have a responsibility to address it within our own borders. Unfortunately, a rush in illegal immigration over the last several years led to a surge in undocumented child labor right here at home. By fully enforcing our immigration laws, the Trump Administration is preventing the exploitation of vulnerable children and putting a stop to a broken system that left innocent children behind.



**Lori Chavez-DeRemer**  
Secretary of Labor

In addition to secure borders, this Administration remains committed to fully enforcing U.S. labor laws. The Labor Department is actively working with national and local partners, already assessing over \$15 million in civil money penalties for child labor violations this year alone. Every day, we hold ourselves to the same high standards that we expect other countries to follow.

This year's *Findings on the Worst Forms of Child Labor* represents

more than just a report; it is a powerful enforcement tool that will be used to monitor whether our global partners are following our example and playing by the rules.

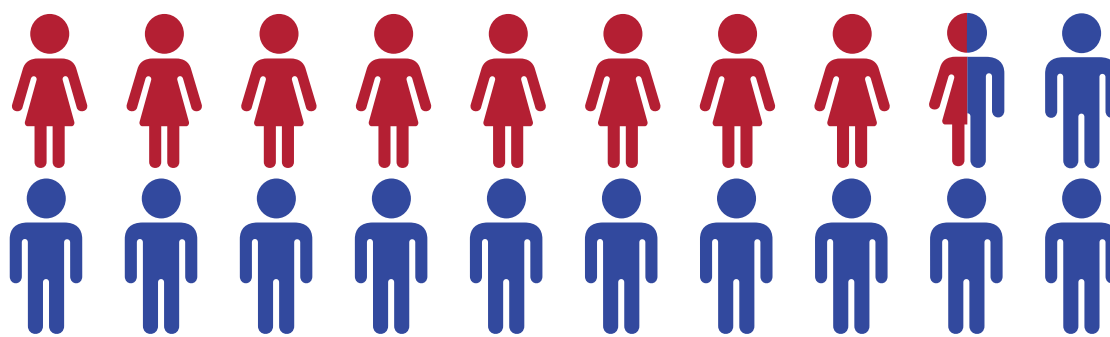
Together, we will continue to fight for trade systems that protect American workers and ensure no child is robbed of their childhood.

**Lori Chavez-DeRemer**  
Secretary of Labor  
September 2025

Figure 1

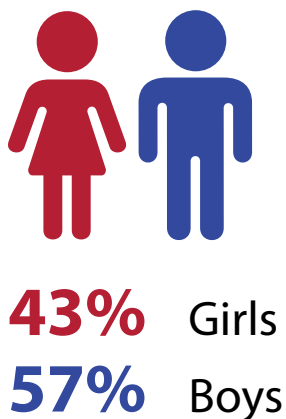
## Global Data on Child Labor

### TOTAL POPULATION, 5-17 YEARS OLD\*

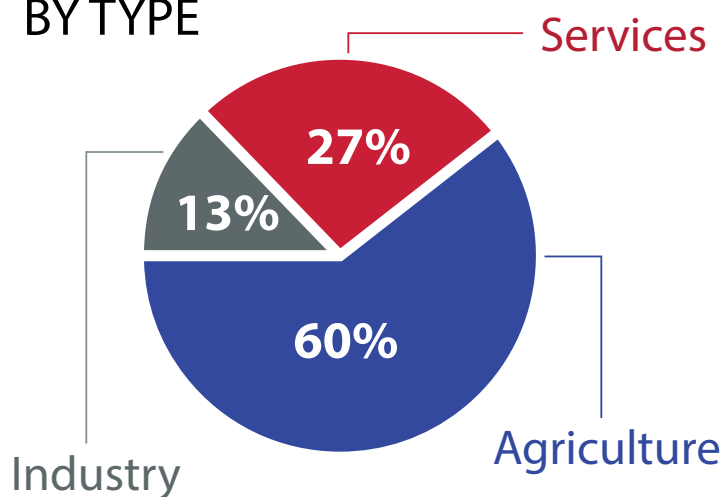


KEY  = 6,900,000 children

### BY SEX



### BY TYPE



**138** million children in  
**child labor**

**54** million children in  
**hazardous child labor\***

\*Global estimates on the number of children engaged in categorical worst forms of child labor do not exist.

Source: ILO and UNICEF. Child Labour: Global estimates 2024, trends and the road forward, New York, 2025



# Statement

A top priority of the Trump Administration is to stand up for American workers in global trade. That's where the Bureau of International Labor Affairs comes in. If our trade partners break the rules—if they exploit their workers and undercut ours in a damaging race to the bottom—we'll call them out, and we'll demand action.

That's why this report lays out over 2,000 concrete actions for 131 trade partner countries—to push them to meet their commitments and end the egregious practice of child labor. These abuses don't just hurt children, they give an unfair leg up to those who profit from cheap, exploited labor at the expense of hardworking, law-abiding Americans and their employers.

This report stems from legislation that gives trade preferences to certain developing countries if they agree to adhere to certain labor commitments—including the elimination of child labor. Some are making significant progress and should be commended. Others are frankly doing nothing, or worse, regressing. That's unacceptable. This Administration won't sit idly by while our trade partners ignore their promises.

We're not just raising awareness—we're forcing change. Through strong diplomacy and negotiations with an unprecedented number of countries, we're winning concessions on labor that will transform the global landscape by leveling the playing field for American workers and businesses.

Our reporting informs trade enforcement decisions by the United States Trade Representative and the Forced Labor Enforcement Task Force, which counters China's malign practice of using forced labor. We've also ramped up efforts with U.S. Customs and Border Protection to block products made with forced labor, including forced child labor, from entering our markets.



**Ana M. Guevara**  
Deputy Undersecretary for  
International Affairs

One of the biggest challenges we've found overseas is enforcement. Many countries have labor laws on the books, but these laws are essentially meaningless if they are not vigorously enforced. In too many countries, there are no real consequences for breaking the law, unlike in the United States. That allows foreign employers to skirt basic labor protections—and undermine the competitiveness of American workers and American enterprise. Nearly 40% of the actions we're recommending target that exact gap. Bottom line: other

countries need to up their game.

We have certainly upped ours. This year's report introduces tougher standards for countries to earn our highest rating of Significant Advancement. From now on, only those that turn promises into results get top marks. That means:

- Laws must guarantee free and compulsory education;
- Countries must adopt digital tracking systems for labor inspections; and
- They must have public systems for reporting labor violations.

Trading with the United States is a privilege. We offer access to one of the most sought-after markets, the largest in the world. If our trade partners want in, the price is simple: uphold labor standards that protect children and American jobs.

Let this be a warning to foreign governments that want to trade with the United States: we will not abide inaction, and we will not abide egregious child labor that still runs rampant in too many corners of the globe. This must end. Let us turn the page and usher in a new era of fair competition, where exploitation that harms children abroad and workers at home is a thing of the past. This Administration will settle for nothing less.

**Ana M. Guevara**

Deputy Undersecretary for International Affairs  
September 2025





© Amy Laughinghouse/iStock Photo

An American flag waves in the foreground at this U.S. port, where a cargo ship loaded with containers is berthed beneath giant cranes on a clear blue sky day.

March 27, 2016.





# Table of Contents

## FOREWORD

## STATEMENT

### FINDINGS ON THE WORST FORMS OF CHILD LABOR:

2024 Year in Review: Technology's Dual Role in Child Labor .....	9
Global State of Child Labor: Zeroing in on Enforcement .....	11
Overview of 2024 Assessments .....	11
Overview of Meaningful Efforts .....	14
Overview of Major Gaps .....	19
Conclusion and Call to Action .....	24

### THE U.S. EXPERIENCE .....

The U.S. Federal Minimum Ages for Work .....	29
Wage and Hour Division .....	30
Employment and Training Administration .....	31

### ACKNOWLEDGMENTS .....

### APPENDICES

APPENDIX 1: Purpose of This Report .....	35
APPENDIX 2: Acronyms and Abbreviations .....	36
APPENDIX 3: Definitions Related to Child Labor and Forced Labor .....	38
APPENDIX 4: ILO Instruments Related to Child Labor and Forced Labor .....	40
APPENDIX 5: TDA Country Assessment Criteria .....	42
TDA Country Assessments, by Assessment .....	44
Comparisons in TDA Assessments From 2023 to 2024, by Country .....	50
APPENDIX 6: TDA Laws and Ratifications, by Country .....	56
APPENDIX 7: Other Key Concepts and Definitions .....	68
APPENDIX 8: Research Framework and Organization of Country Profiles .....	76
APPENDIX 9: TDA Criteria and Corresponding Guidance Questions .....	84

### END NOTES .....





© StockSeller\_ukr/Getty Images

Two farmers talk on a field while using a tablet.  
February 15, 2019.



# 2024 Year in Review

## Technology's Dual Role in Child Labor

Technology is both creating challenges related to child labor and transforming our capacity to combat it. While digital innovations offer powerful new tools for detection and enforcement, they have also created new vulnerabilities. Online platforms facilitate the exploitation of children through remote surveillance, digital recruitment, and concealed payment systems. The growing complexity of technology-enabled exploitation demands an equally sophisticated, technology-driven response.

Technological growth has seen disturbingly high incidences of child sexual abuse material (CSAM) online. Particularly concerning is the rapid rise of artificial intelligence (AI)-generated CSAM, ranging from altered images of real children to entirely synthetic yet realistic-looking content. In some instances, children themselves are being used to train AI models, which tragically exposes children to explicit and violent material.<sup>1</sup>

Nevertheless, we are making significant strides in harnessing technology to protect children. Advanced data analytics, AI, and digital monitoring systems are revolutionizing how we detect, track, and combat labor abuses in complex global supply chains. What was once hidden from view can now be identified through satellite imagery, blockchain tracing, and real-time digital monitoring and reporting. We remain committed to concerted interagency coordination within the U.S. government to combat child labor.

Concrete examples demonstrate technology's potential for a positive impact. In Ghana, blockchain technology and Geographic Information Systems are being pioneered in the cocoa sector to track crucial risk indicators for child labor, like distance to schools and water sources.<sup>2</sup> Likewise, Honduras uses a Geographic Information Systems-based index for estimating child labor risks in agrifood systems.<sup>3</sup> Chile's National Survey on the Activities of Children and Adolescents gathered responses directly from children and adolescents on tablets pre-loaded with questions on their activities. This is one of the first national surveys in the world in which children and adolescents were directly interviewed using technology.<sup>4</sup> Uganda is leveraging mobile technology to transform agricultural communities, with 75 percent of smallholder farmers now using digital platforms to access financial services, market information, and modern farming techniques, reducing their dependence on child labor.<sup>5</sup> In the Philippines, a network of 170 volunteers uses smartphones to monitor nearly 4,000 children across three provinces, cutting data collection time in half while enabling real-time assessment of children's situations.<sup>6</sup> Meanwhile, the U.S. Customs and Border Protection's artificial intelligence screening system has enhanced the detection and interdiction of goods made with forced labor, an activity



also informed by ILAB's research.<sup>7</sup> Additionally, in 2025 President Donald J. Trump signed the bipartisan Take It Down Act, which empowers individuals (including minors) to require the removal of AI-generated explicit CSAM images and videos posted without their consent. This legislation, championed by First Lady Melania Trump, is widely regarded as one of the strongest U.S. laws regarding nonconsensual online publication of visual depictions.<sup>8</sup>

The 2024 *Findings on the Worst Forms of Child Labor* showcases technology enhancements to enforcement capabilities worldwide. Countries are implementing digital case management systems, mobile inspection platforms, and automated risk assessment tools. These innovations are strengthening traditional enforcement approaches through enhanced detection, monitoring, and verification systems.

This year's report covers 131 countries and territories, providing specific, actionable recommendations for leveraging technology in the fight against child labor. These are not merely suggestions—they represent a concrete new standard for modern enforcement systems. In this year's report, we found that 76 countries had a digital tracking system for labor inspections, and 105 countries also implemented systems for the public to report worst forms of child labor violations.

The following sections in this report detail further findings and provide a roadmap for countries to build robust, technology-enabled enforcement systems. This guide goes beyond protecting vulnerable children to modernizing labor enforcement for the digital age while ensuring fair competition in global markets.





---

# Global State of Child Labor

## Zeroing in on Enforcement

The 2024 edition of the *Findings on the Worst Forms of Child Labor* marks a significant milestone in ILAB's commitment to eradicating child labor and forced labor worldwide. This year's report focuses on the legal and enforcement mandates governments must uphold to eliminate child labor.

ILAB has added four new criteria for achieving a Significant Advancement—our highest assessment level.

Governments must now have:

1. A compulsory education age;
2. Free public education laws that meet international standards;
3. A functioning reporting mechanism to report child labor violations; and
4. A digital tracking system for labor inspectors to log and reference civil worst forms of child labor violations.

These four additions will ensure that future generations of children receive an education and lower their risk of engaging in child labor. They also arm labor inspectorates around the world with additional tools to collect data to target high-risk child labor sectors and strategically respond to child labor complaints.

This report provides governments with the tools necessary to carry out their enforcement mandates. Our suggested government actions clearly lay out a roadmap that governments can follow to hold perpetrators accountable and to stop undercutting American workers with goods made with exploitative labor.

## Overview of 2024 Assessments

In 2024, nine countries achieved the highest assessment of Significant Advancement: **Argentina, Chile, Colombia,**

**Ecuador, Mexico, Moldova, Montenegro, Panama, and Thailand.** This is the first time since 2017 that **Thailand** achieved a Significant Advancement, the first time since 2016 for **Panama**, and the first time since 2015 for **Montenegro**. It is also the second consecutive year for **Chile, Ecuador, Mexico, and Moldova**. And this is **Colombia's** twelfth Significant Advancement. Nine additional countries and territories—**Brazil, Cabo Verde, Cocos (Keeling) Islands, Ghana, Lesotho, Mauritius, North Macedonia, Sierra Leone, and Sri Lanka**—would have received this assessment had they met the baseline level of protections. For a global breakdown of country assessments and more information about the baseline of minimally acceptable protections, see **Figures 2 and 3**, respectively.

Sixty-three countries received an assessment of Moderate Advancement, a decrease from 65 last year, and 46 countries received an assessment of Minimal Advancement. Of these, 23 countries —**Armenia, Azerbaijan, Bangladesh, Benin, Burundi, Cambodia, Central African Republic, Comoros, Democratic Republic of the Congo, Dominican Republic, Gabon, Iraq, Kazakhstan, Kenya, Mali, Mauritania, Nicaragua, Serbia, Somalia, Timor-Leste, Tonga, Uganda, and Ukraine**—implemented or failed to remedy a law, policy, or practice that undermined their advancement related to education, minimum age for work, labor inspection, impunity for perpetrators, criminal treatment of victims, or the recruitment and use of child soldiers. Two of these countries were new to this list: **Benin** and **Serbia**, the latter of which was added because the **Serbian** government does not conduct labor inspections in

Chinese owned factories or business, even with credible allegations of labor abuses.

Twelve countries received an assessment of No Advancement; of these, **Falkland Islands (Islas Malvinas); Montserrat; Niue; Saint Helena, Ascension, and Tristan da Cunha**; and **Tokelau** did so for making no meaningful efforts to prevent or eliminate child labor. Additionally, **Afghanistan, Burma, Chad, Eritrea, Ethiopia, Rwanda** and

**South Sudan** received this assessment for their complicity in the use of worst forms of child labor. In **Afghanistan**, the Taliban regime was complicit in the practice of bachi bazi—keeping a boy for the purpose of sexual gratification—among influential local leaders, Taliban leaders, and military commanders; and the Taliban continued to recruit and use children in its armed forces. **Burma's** military continued to force children to work in combatant and non-combatant roles in conflict areas. Official government complicity in

Figure 2

## Global Breakdown of Country Assessments

### 9 Significant Advancement

Argentina | Chile | Colombia | Ecuador | Mexico | Moldova | **Montenegro** ↑ | **Panama** ↑ | **Thailand** ↑

### 63 Moderate Advancement

Albania | Angola | **Anguilla** ↑ | Belize | Botswana | Brazil | Burkina Faso | Cabo Verde | Cameroon | Christmas Island | Cocos (Keeling) Islands | Congo, Republic of the | Costa Rica | Côte d'Ivoire | **Egypt** ↑ | El Salvador | **Fiji** ↑ | Gambia, The | Georgia | Ghana | **Grenada** ↑ | Guatemala | Guinea | Guinea-Bissau | Guyana | Honduras | India | Indonesia | Jamaica | Jordan | Kosovo | **Kyrgyz Republic** ↑ | **Lesotho** ↑ | Liberia | Madagascar | Malawi | Maldives | Mauritius | Mongolia | Morocco, including Western Sahara | Mozambique | Nepal | **Niger** ↑ | **Nigeria** ↑ | Norfolk Island | North Macedonia | Oman | Pakistan | Paraguay | Peru | Philippines | Samoa | Senegal | Sierra Leone | Solomon Islands | Sri Lanka | Tanzania | Togo | **Tuvalu** ↑ | **Uzbekistan** ↑ | **Vanuatu** ↑ | Zambia

### 46 Minimal Advancement

**Algeria** ↓ | Armenia\* | Azerbaijan\* | Bangladesh\* | **Benin**\* ↓ | Bhutan | **Bolivia** ↓ | Bosnia and Herzegovina | **British Virgin Islands** ↑ | Burundi\* | Cambodia\* | Central African Republic\* | Comoros\* | Congo, Democratic Republic of the\* | Cook Islands | Djibouti | Dominica | Dominican Republic\* | Eswatini | Gabon\* | Haiti | Iraq\* | Kazakhstan\* | Kenya\* | **Kiribati** ↓ | Lebanon | Mali\* | Mauritania\* | **Namibia** ↓ | Nicaragua\* | Papua New Guinea | Saint Lucia | Saint Vincent and the Grenadines | São Tomé and Príncipe | **Serbia**\* ↓ | Somalia\* | **South Africa** ↓ | **Suriname** ↓ | Timor-Leste\* | Tonga\* | Tunisia | Uganda\* | Ukraine\* | West Bank and the Gaza Strip | **Yemen** ↑ | Zimbabwe

### 12 No Advancement

Afghanistan | Burma† | Chad† | Eritrea† | **Ethiopia**† ↓ | Falkland Islands (Islas Malvinas) | Montserrat | Niue | **Rwanda**† ↓ | Saint Helena, Ascension, and Tristan da Cunha | South Sudan† | Tokelau

### 1 No Assessment

Wallis and Futuna

\* Efforts made but regression or continued law, policy, or practice that delayed advancement  
† Efforts made but complicit in forced child labor

↑ Increase in assessment level  
↓ Decrease in assessment level

Figure 3

## Baseline of Minimally Acceptable Protections





forced child labor and obstruction of justice continued to be significant concerns in **Chad**, most notably in livestock herding but also in the mining sector. **Eritrea** forced children to participate in military training as part of the government's compulsory national service program and forced students to participate in its mandated agricultural works program. **Ethiopia's** armed forces forcibly recruited children into the military and arbitrarily detained children. According to United Nations (UN) reporting, **Rwanda** Defense Force officers—during their continued support of and coordination with the March 23 Movement (a non-state armed group in the **Democratic Republic of the Congo** known for recruiting and using child soldiers)—recruited children, sometimes forcibly, for use by the March 23

Movement as combatants, escorts, servants, and in other support roles. **South Sudan** continued to forcibly recruit children for armed conflict. Finally, **Wallis and Futuna**, where there is no evidence of a child labor problem, received No Assessment.

## Overview of Meaningful Efforts

Despite the persistence of child labor and its worst forms, there are commendable efforts that deserve recognition. These initiatives offer valuable insights into how countries are addressing child labor and underscore the transformative potential of collaborative action. By examining these approaches and their impact, we

© Sturti/Getty Images  
A young carpenter in a factory workshop making a shelving unit by using a drill while wearing ear defenders and safety goggles. October 20, 2015.



---

gain a deeper understanding of effective strategies and the power of concerted efforts to eradicate child labor and end unfair trade practices that also harm American workers.

## Legal

This year's reporting cycle witnessed several countries making significant strides in ratifying key international commitments and enacting national legislation to protect children from child labor. These efforts demonstrate a growing commitment across governments to upholding fundamental principles and rights at work.

In 2024, **Ghana** ratified International Labor Organization (ILO) Convention No. 188 Work in Fishing Convention, which reiterates the minimum age for work on fishing vessels. This is important given the high potential for labor abuses aboard fishing vessels and documented evidence of child labor in fishing in the country.

**Pakistan** ratified three key ILO conventions: The P. 29 Protocol of 2014 to the Forced Labor Convention; 1930 Maritime Labor Convention; and Convention No. 160 Labor Statistics Convention; all of which will protect children from exploitative labor conditions in the country. Finally, **Uganda** ratified the UN Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, which affirms a country's stance to prevent and address trafficking in persons and provide support, protection, and assistance to trafficking survivors.

National legislation was also strengthened to protect children from the worst forms of child labor. **Angola** amended its penal code to increase penalties for perpetrators of child prostitution. **Botswana** strengthened its Anti-Human Trafficking Act to expand the definition of human trafficking, remove fines in lieu of prison sentences for those convicted of offenses, and increase penalties for crimes against children. In **Bosnia and Herzegovina**, the Brčko District Assembly

amended its criminal code to include certain acts of human trafficking, including the recruitment, transfer, sale, and receipt of children, to strengthen the prosecution of child trafficking cases. **Kazakhstan** also amended its criminal code to explicitly punish the clients or users of child prostitution. The **Dominican Republic** introduced Law 63-24 which: (1) eliminated the need to prove deception, force, or coercion for child trafficking; (2) expanded its trafficking definition to include begging, commercial sexual exploitation, and forced labor; and (3) increased penalties if the victim is a child. And **Uzbekistan** amended its national legislation to remove administrative barriers to labor inspections of private enterprises.

Governments also updated their laws to protect children from hazardous work. **Nepal** added brickmaking and stone breaking to its hazardous work list. **Thailand** adopted a ministerial regulation which extends labor protections to household domestic workers and prohibits employing children younger than 15 in domestic work. Meanwhile, **Mexico** outlined the non-hazardous agricultural activities in which adolescents aged 15 and older may work. And **Madagascar's** new Labor Code includes provisions to allow inspectors to conduct inspections in private homes where children are often engaged in domestic work.

With this year's addition of mandating a compulsory education age that meets international standards, two countries made strides to ensure future generations of children are protected. **Belize** increased its compulsory education age from 14 years to 16 years and **Grenada** increased its compulsory education age from 16 years to 17 years. Both **Saint Lucia** and **Suriname** also introduced draft legislation to increase the compulsory education age, with **Suriname's** Ministry of Education proposing increasing the compulsory education age from age 12 to age 16 to align with the minimum age for work. Additionally, **Mauritius** enacted legislation that will increase education access for children with disabilities.

---

## Enforcement

Legal standards are meaningless without robust and effective enforcement. Labor and criminal law enforcement entities are the first line of defense in addressing the worst forms of child labor and unfair trade practices. This year we added a requirement for countries to have a child labor reporting mechanism that connects to enforcement authorities to be eligible for a Significant Advancement assessment. In 2024, several countries made significant strides in strengthening their labor inspectorates and criminal enforcement authorities to better protect children and workers from exploitation.

**Cambodia**, for example, launched an anonymous complaint box that allows the public to report child labor violations. **Peru** launched its SOS Alert against Child Labor and Forced Labor app, which allows suspected child and forced labor cases to be reported. **Bhutan** adopted a protocol to report urgent child labor cases and also integrated online systems to report and file child labor complaints to the inspectorate. **Costa Rica's** Ministry of Labor implemented a new electronic case management system which will facilitate reporting and tracking labor violations, including child labor cases. Meanwhile **Sierra Leone** is working to launch a new labor market information system intended to serve as an online labor violation information hub and complaint mechanism.

It is also important for countries to employ enough labor inspectors to conduct an adequate number of labor inspections. **Mauritius** increased its number of inspectors from 174 to 230. **Cambodia** increased its number of labor inspectors from 572 to 631.

**São Tomé and Príncipe** more than doubled its labor inspectorate from 4 to 11 inspectors and quadrupled the number of labor inspections from 64 in 2023 to 258 in 2024. **South Sudan** increased the number of labor inspections conducted nearly six-fold from 104 in 2023 to 600 in 2024. **Côte d'Ivoire** increased the number of inspections conducted in 2024 by 50 percent from

9,536 to 14,262. The **Kyrgyz Republic** repealed a labor inspection moratorium that had been in place since 2019. And in **Thailand**, the government conducted labor inspections in both formal and informal sectors targeting 115 high-violation industries. Finally, **Lesotho's** new Labor Act now permits inspectors to assess a civil penalty for child labor violations.

Inspectorates require sufficient funding to continue operations. Fortunately, several governments increased their inspectorate funding in 2024. **Algeria** increased its labor inspectorate budget by almost 24 percent, which directly contributed to purchasing necessary equipment for its labor inspectors, including office space and vehicles. **Côte d'Ivoire** increased its inspectorate budget by 36 percent from \$305,600 to \$416,000, and **Serbia** increased its budget by \$484,000, a nearly 10 percent increase from the year prior.

On the criminal side, **Sri Lanka** launched its International Reporting Portal for CSAM, providing the public with a way to report CSAM encountered online. In **Pakistan**, the judiciary investigated 2,688 trafficking cases, prosecuting 2,258 individuals and convicting 805 trafficking offenders. **Bhutan** established its 20th Women and Child Protection Desk to ensure they that they are present in all its primary police stations across all 20 districts, which will help prevent and respond to child trafficking and exploitation complaints. **Burundi** conducted 183 investigations into the worst forms of child labor, prosecuting 31 individuals, and convicting 28 perpetrators. Finally, **Indonesia** established the Crimes Against Women and Children and Human Trafficking Directorate, in part to address the concerning rise in the number of cases of child trafficking in the country.

Although these global enforcement efforts demonstrate countries' commitment to protecting children and workers from the worst forms of child labor, continued progress and sustained efforts are needed. Learn more about global enforcement efforts in **Figure 4**.



## Coordination

Governments around the world made significant efforts throughout the year to combat the worst forms of child labor by establishing new coordination mechanisms that focus on child labor and anti-trafficking efforts. These interagency bodies play a crucial role in ensuring that inspections and investigations find perpetrators, criminals are prosecuted, and governments fulfill their obligations to address child labor uniformly across the country.

Some of the newly established anti-trafficking mechanisms were in **Lebanon**, which established the Inter-Ministerial Committee on Trafficking in Persons; **Gabon**, which established its National Commission for the Prevention and Fight Against Human Trafficking; **Madagascar**, where the Nosy Be Prefecture launched a local committee to combat and prevent human trafficking; and the **Philippines**, which created the Presidential Office for Child Protection to oversee government efforts on child protection, particularly against online sexual exploitation of children and child trafficking. In addition, the **Maldives** reestablished its National Anti-Human Trafficking Steering

Committee, and **Mauritius** established a new taskforce to address human trafficking.

Committees and taskforces are an important first step, but to effectively address the scourge of human trafficking, deeper coordination is needed. Building relationships with non-governmental organizations (NGOs) and fostering inter- and intra-relationships with governments enhances national and international efforts. To that end, **Paraguay** launched a National Program to manage anti-trafficking efforts within the country. **Malawi** released its five-year National Communication Strategy on Trafficking in Persons, and Armenia formed a direct partnership with the National Center for Missing and Exploited Children to collaborate on eradicating commercial sexual exploitation of children (CSEC). **Indonesia**'s Child Protection Commission signed an agreement with its government counterpart to more closely coordinate on preventing and addressing online CSEC. **Albania**'s ministries established a memorandum of cooperation to identify cases of forced labor and human trafficking. **Tunisia** established a notification system for the public to report cases of child trafficking and sexual exploitation to criminal enforcement agencies.

Figure 4

## Global Enforcement Efforts\*



\*Out of 131 countries

---

And **Algeria** created a new monitoring unit that will protect children from online exploitation and cybercrime. International partnerships are also key to stopping cross-border trafficking. **Brazil** and **Colombia** signed an agreement on human trafficking to enhance joint coordination and cooperation to prevent, investigate, and prosecute child trafficking cases.

Governments also made strides to bolster coordination efforts on eliminating child labor in 2024. Systematic, robust interagency partnerships remain key to protecting children worldwide and workers here at home from unfair competition. **Paraguay** and **Argentina**, for example, formed their first Binational Border Roundtable Against Child Labor, to expand cross-border collaboration efforts, information sharing, and child labor elimination. In **Kenya**, child labor committees were established in five counties. These committees strengthened coordination efforts between the national levels and local communities. **Botswana** established its National Technical Committee on Child Labor to develop its National Action Plan on Child Labor. **Indonesia** established a child labor liaison coordination team to coordinate between various ministries to holistically address child labor issues in the country. And finally, **Senegal's** National Framework Plan for the Prevention and Elimination of Child Labor was officially launched in 2024.

## Policies

Countries worldwide established and implemented policies to address child labor, with 2024 seeing a record number of countries drafting new action plans or launching new policies. These policies and action plans range from countering trafficking in persons to strategies focused on eliminating child labor and promoting social protection.

In a first for **Vanuatu**, the government launched its National Action Plan to Combat Trafficking in Persons. **Albania, Brazil, Cambodia, Comoros, Gabon, Guinea-Bissau, Haiti, Jordan, Kazakhstan, Mali, Montenegro, Oman, and Serbia** enacted or launched

new anti-trafficking national action plans. These plans will strengthen governments' efforts to prevent, address, and eliminate trafficking within and outside their borders. Other countries launched national action plans to specifically focus on child labor, with **Burundi, Ghana, Samoa, Senegal, and Tanzania** introducing new child labor elimination plans in 2024.

While launching new action plans is commendable, other countries have started drafting updates to plans already in place. Ensuring plans are updated to reflect current situations in the country is an important step to eliminate the worst forms of child labor. To that end, **Algeria, Argentina, Guatemala, Maldives, Mauritius, and Tunisia** started drafting new national action plans to address human trafficking, with **Maldives** doing so after reactivating its long dormant National Anti-Human Trafficking Steering Committee. Elsewhere, **Kenya** and **Somalia** began drafting new national action plans focused on child labor. In 2024, **Nigeria** published a report of the findings of a national child labor survey. Such surveys are critical to gathering accurate child labor data, which in turn helps contribute to more targeted enforcement and social protection efforts.

Additionally, **Benin, The Gambia, and Suriname** all launched new education policies. These policies will ensure future generations of children will not be subjected to the same exploitative labor conditions that their parents may have been. Cementing a robust education program helps children and families around the world pull themselves out of poverty and become integrated in their national economies rather than toiling in fields, factories, and mines—and keeps such exploitative practices from disadvantaging American workers and businesses.

These new action plans and policies reflect the scope of countries' efforts to address all forms of child labor. It is essential that governments around the world maintain these efforts to bring about long-lasting change.

---

## Programs

Countries worldwide are implementing programs to improve education access, facilitate birth registration, and study child labor prevalence to address the root causes of this issue. These efforts are crucial in the fight against child labor.

Registering children at birth provides them with social protections and easier education access, as documentation allows children to attend school as well as sit for exams. **Botswana, Burkina Faso, and Papua New Guinea** all initiated birth registration programs during the reporting period. Several countries also made great strides in increasing educational opportunities for children. **Benin** built 468 additional classrooms across the country, **Togo** built 232 new classrooms, **Côte d'Ivoire** built 104 additional schools for children ages 9 to 14, and **Kyrgyz Republic** built more than 40 new schools and kindergartens. The **Dominican Republic** hired an additional 4,040 teachers to meet increased enrollment numbers of 2,403,526 students in 2024. And **Guatemala** renovated 11,000 schools to ensure that students have safe and updated learning facilities. Meanwhile, in **Moldova**, the government launched a recruitment campaign to hire additional teachers.

Education is one tool governments have to prevent child labor. Another powerful tool is child labor surveys. Understanding where children are toiling provides governments with data that can be used to carry out enforcement efforts, draft new laws, and provide social services. This year, five countries—**Cabo Verde, Honduras, Kyrgyz Republic, Tanzania, and Vanuatu**—published their national labor survey results. **Chile** published results from its first national child labor survey conducted in over 10 years and participated in many regional workshops to share lessons learned and best practices. **Lesotho** finished the fieldwork for its national child labor survey, while

the **Solomon Islands** published the results of a rapid assessment on urban child labor. Lastly, **Fiji** developed a flexible methodology data collection tool to identify the needs of children, including preventing child labor and providing children with social services.

Finally, **Colombia, Maldives, Nepal, and North Macedonia** established either a hotline, website, or portal to report child labor or child trafficking incidences. These submission methods make it much harder for unscrupulous actors to hide and exploit children. With public participation and awareness, more children are protected from exploitative labor conditions that also result in an unlevel playing field for American workers.

## Overview of Major Gaps

Despite progress combating child labor, significant gaps remain. This section highlights the major areas in which efforts fall short, including inadequate legal protections, insufficient enforcement, and a lack of comprehensive coordination mechanisms, policies, and social protection systems.

### Legal

Laws serve as the foundation for protecting children from child labor and its worst forms, providing prosecutors with the tools to hold perpetrators accountable. Without a strong legal framework, labor abuses run rampant, which harms children and undermines American competitiveness in global labor markets. This year's report highlights a disturbing trend with 516—or 26 percent—of the total 1,986 suggested government actions directly related to deficiencies in countries' legal standards. Governments around the world need to examine their legal standards to better protect children and effectively combat the worst forms



of child labor. See **Figure 5** for more information about global gaps in laws and regulations.

A concerning number of countries—54—have inadequate protections against CSEC. In **Botswana; Chad; Jamaica;** and **Morocco**, including the region of **Western Sahara**, there are no legal prohibitions for using children in prostitution. Several countries do not criminally prohibit any types of CSEC (production of pornography, pornographic performances, or prostitution), including **Bosnia and Herzegovina, Cameroon, Dominica, Grenada, Maldives,** and **Yemen**.

Twenty-eight countries do not have adequate protections for child trafficking, including **Indonesia**, where prosecutors must prove the use of threats, coercion, or force; the **Cook Islands**, where domestic trafficking is not prohibited; and **Zimbabwe**, where physical movement of a child needs to be established. Eighteen countries do not have adequate protections against forced labor, which includes forced child labor. **Angola's** laws do not criminalize practices similar to slavery or allow for the prosecution of debt bondage, and **Tonga** lacks adequate

laws criminalizing forced labor, debt bondage, and slavery. Thirty-eight countries, including **Belize, Georgia,** and **Tanzania**, do not prohibit using children in illicit activities, including the production and trafficking of narcotics.

Gaps in minimum age for work laws remain a significant concern. A lack of robust legal frameworks to protect children from exploitative labor practices is uncompetitive and undermines American workers. In **Djibouti**, children in the informal sectors are not provided the same protections as those with formal work contracts. **Nigeria's** minimum age for work at 12 years old is far below the international standard of 15 years. And **Ascension (of Saint Helena, Ascension, and Tristan da Cunha)** has not established a minimum age for work. By closing these legal loopholes, countries can create a stronger foundation for protecting children's rights.

### Enforcement

Enforcement gaps remain a significant challenge in the global fight against child labor, with 37 percent of the suggested actions (729 out of 1,986) in this year's report focusing on this issue. This is where the rubber meets

Figure 5

## Global Gaps in Law and Regulations\*



**27** Countries' prohibitions of child trafficking do not meet international standards

**19** Countries' prohibitions of forced labor do not meet international standards

**29** Countries' compulsory education age does not meet international standards

**54** Countries' prohibitions of commercial sexual exploitation of children do not meet international standards

**38** Countries' prohibitions of the use of children in illicit activities do not meet international standards

**54** Countries' free public education does not meet international standards

\*Out of 131 countries

27 Countries do not have minimum age protections that extend to the informal sector

---

the road in curtailing the ultimate unfair trade practice of exploiting children for their labor. American workers cannot compete against the unchecked violation of labor laws in foreign countries.

More than a quarter of the 729 suggested actions reflect the need to improve and strengthen labor inspectorates.

**Falkland Islands (Islas Malvinas); Ascension (of Saint Helena, Ascension, and Tristan da Cunha);** and **Tonga** lack functioning labor inspectorates.

However, many countries with a labor inspectorate may not have one that fully functions due to a lack of inspectors. Ninety-eight countries have suggested actions to employ more labor inspectors to provide adequate coverage for their labor force, including **Argentina, Bangladesh, Brazil, Egypt, Guatemala, Indonesia, Rwanda,** and **Uganda.** And even when a country may have enough inspectors, they may lack needed authority. Unannounced inspections are not permitted in **Armenia;** and in **Bangladesh,** unannounced inspections are not permitted in special exporting zones, increasing the risk of child labor violations occurring. In addition, the governments of **Azerbaijan** and **Kazakhstan** have moratoriums on unannounced labor inspections.

Moreover, **Central African Republic, Comoros, Gabon, and Yemen** do not conduct worksite inspections. **The Gambia** only conducts worksite inspections at formal registered worksites in response to complaints, while **Benin** does not conduct inspections in the agriculture sector. And the **Serbian** government has agreed to not inspect or enforce **Serbian** labor laws in Chinese-owned companies, factories, and worksites, even with credible allegations of forced labor and exploitation. More than half of the countries in this report (85) lack criminal or labor law enforcement information. This vital information helps governments determine where to focus enforcement efforts and funnel training and funding for prevention efforts. For example, **Colombia** has not published information related to the number of children

removed from child labor situations, the number of children referred to social services, or penalties imposed for child labor violations since 2009. **Egypt** has also not published full labor law enforcement information, such as the number of worksite inspections conducted, number of child labor violations found, or whether penalties were imposed and collected, since 2011.

With our new Significant Advancement criteria, we are requiring governments to have a digital tracking system for civil worst forms of child labor violations and a mechanism for the public to report worst forms of child labor incidences. The following countries have not yet transitioned from a paper-based to a digital system for tracking hazardous child labor inspections and violations: **Afghanistan, Angola, Armenia, Belize, Benin, Bolivia, Botswana, Burundi, Cabo Verde, Central African Republic, Chad, Comoros, Djibouti, Eritrea, Gabon, Guinea, Guinea-Bissau, Guyana, Iraq, Kenya, Kiribati, Lebanon, Lesotho, Liberia, Madagascar, Mali, Malawi, Namibia, Nicaragua, Nigeria, Papua New Guinea, Republic of the Congo, Samoa, São Tomé and Príncipe, Solomon Islands, South Sudan, Suriname, Tanzania, The Gambia, Tonga, Tunisia, Tuvalu, Uganda, Vanuatu, Zambia,** and **Zimbabwe.**

Governments should have a mechanism for the public to report worst forms of child labor violations. Examples of these could be a formal hotline, mobile chat application, or online portal. The more eyes available to report these crimes, the more children are saved from exploitative conditions. **Afghanistan, Chad, Gabon, Papua New Guinea, Senegal,** and **Somalia** do not have a complaint mechanism available to report worst forms of child labor violations.

Our research found many countries did not adequately enforce their criminal provisions. In **India,** the government does not adequately prosecute public officials who hinder efforts to investigate and prosecute perpetrators of forced

child labor in agriculture and brick kilns. In **Maldives**, public officials who are involved in CSEC are rarely investigated or punished. And in **Tunisia**, the government punishes children who were victims of trafficking rather than providing those children with social services. Lastly, protecting children from drug cartels around the world remains a significant concern. Enforcement officials need to strengthen their cooperation, monitoring, and prosecution of groups that exploit children. Read more about how drug cartels exploit children in **Box 1**.

### Coordination

Year after year our research finds coordination gaps in countries around the world. Several of these pertain to the lack of a functioning coordination mechanism to address all forms of child labor in the country. Eleven countries—**Armenia; Central African Republic; Chad; Eritrea; Maldives; Morocco**, including the region of **Western Sahara; Papua New Guinea; Republic of the Congo; Serbia; South Sudan**; and **Tonga**—all lack a coordination mechanism, which severely hinders their ability to address child labor.

For countries that have established coordinating mechanisms, research found gaps in these mechanisms' ability to carry out their mandates. **Paraguay's** mechanism does not have sufficient funding, which hinders its ability to collect child labor data. **Cambodia** needs to improve interministerial coordination to address child labor, and Georgia needs to increase collaboration between civil society organizations to improve anti-trafficking efforts. And in **Mexico**, not all states actively participate in the government's Inter-Institutional Commission.

### Policies

Policies to address child labor help ensure that children are protected from work that harms their health, safety, and morals—reflecting the values of the American people while also protecting the interests of American workers. Forty governments were identified as lacking policies that cover all relevant forms of child labor in their

#### Box 1

## Inside Drug Cartels' Strategic Exploitation of Children

### Criminal Organizations

Criminal drug networks in Latin America and the Caribbean and Europe are increasingly exploiting children as cheap, vulnerable labor to transport and distribute narcotics.<sup>9, 10, 11, 12</sup> These children, who the cartels treat as disposable, often go unnoticed by law enforcement and, if caught, are less likely to face adult penalties—a grim “advantage” cartels exploit.<sup>9</sup> As one European Union official warned, children are being effectively turned into the “drug gang equivalent of child soldiers,” groomed to kill and die for criminal bosses.<sup>13</sup> Although these cases of exploitation occur abroad, the fallout has cross-border implications. Children recruited into transnational criminal organizations that traffic drugs, weapons, and people intersect with U.S. law enforcement and border security operations. If these issues are unaddressed, it adds to instability, migration pressures, and cross-border criminal activity that ultimately reaches U.S. shores.

### Coercion and Grooming

These groups target vulnerable, at-risk children through coercion and grooming. They often lure impoverished youth with promises of earning fast money, protection, or a sense of belonging. In one documented case in Mexico, a cartel recruiter promised boys as young as age 11 about \$200 per week to serve as drug lookouts. Cartels also entice children by exploiting their interests. A popular technique is reaching out to them through online video games and social media, through which



children are offered “jobs” involving weapons and status with the gang.<sup>14</sup>

### **Schools and Communities**

Schools and their surrounding areas have become prime recruiting grounds. Traffickers in Eastern Europe are known to force children to sell drugs on school premises, taking advantage of captive youth populations.<sup>15</sup> In Central America, gang members loiter near schools to recruit, harass, or extort students, causing many children to drop out for fear of violence.<sup>16, 17</sup> These tactics ensure a steady supply of young operatives while keeping the local population living in fear.

### **Examples in Europe and Latin America and the Caribbean**

Numerous cases illustrate this pattern across countries in this year’s report. In Albania, NGOs report that traffickers have coerced children into selling drugs in or around schools.<sup>15</sup> Organized criminal networks in the Balkans exploit minors’ trust and inexperience, sometimes trafficking Albanian or Kosovan teens abroad to serve as drug mules. In Moldova, authorities note that criminal groups have used children to transport and sell illegal drugs. Meanwhile, Latin American cartels and armed groups have recruited thousands of children. In Mexico, an estimated 30,000 youths had been drawn into drug cartels’ ranks.<sup>14</sup> These boys and girls are initially put to work growing opium poppies, packaging narcotics, or hawking drugs on street corners. Cartel handlers commonly start children in low-level roles then quickly push them into riskier tasks; for example, an investigation found that Mexican minors recruited as lookouts or dealers were soon ordered to carry out killings for the cartel.<sup>9</sup> And in Colombia, illegal armed groups and narco-militias (some tied to drug cartels) have used children in the whole spectrum of

drug operations—from guarding coca fields and processing cocaine to transporting drugs, all under threat of violence.<sup>18, 19</sup> In each of these regions, criminal organizations use extortion, intimidation, and grooming to trap children in a cycle of exploitation.

### **Prosecution and Prevention**

This transnational pattern of child exploitation by drug cartels demands an urgent, forceful response. Governments must aggressively prosecute perpetrators—treating the recruitment of children for drug trafficking as a serious crime and ensuring that cartel leaders, traffickers, and complicit officials face strict penalties. At the same time, authorities and communities should strengthen prevention and protection mechanisms to safeguard vulnerable children. This includes bolstering school retention programs and safe education zones, so that children are kept in classrooms and out of reach of recruiters. Increased social services, youth outreach, and witness protection can help pry children away from criminal influence and provide them with alternative livelihoods. By vigorously enforcing laws against those who exploit children, and by investing in education and child protection, countries can begin to stem the pipeline of boys and girls being funneled into drug cartels—striking at the heart of these organizations’ cruel business model and reaffirming that no child is expendable.

---

countries. **Timor-Leste** lacks a policy that addresses the worst forms of child labor while **Mexico** does not have a policy that addresses the use of children in illicit activities. **Azerbaijan** also does not have a policy that addresses all worst forms of child labor, including hazardous child labor in agriculture. **Sierra Leone** does not address child labor in mining, quarrying, or commercial sexual exploitation in its national policies.

Forty-eight countries have suggested actions to publish policy information and activities undertaken during the reporting period. **Belize, El Salvador, and Ethiopia** are a few of the countries that did not provide information on whether their policies were active during 2024.

### Programs

Social programs play a crucial role in addressing child labor by countering factors that perpetuate poverty and prevent children from pursuing their education. The absence of reliable data, limited access to social services, and barriers to education continue to hinder efforts to combat child labor effectively.

Reliable data is essential for designing impactful social programs that target populations most at risk of child labor and specific sectors with high rates of exploitative labor conditions. Countries such as **Belize, Ecuador, Liberia, Moldova, Oman, Peru, Sri Lanka, Togo, and Uzbekistan** lack child labor or labor force surveys and statistics on working children, hazardous work, education, and children combining work and education. In total, 35 countries have recommendations in the Suggested Actions section to collect additional data on child labor prevalence and education.

More concerning is the number of countries that lack or have insufficient social programming to help child trafficking survivors or children subjected to CSEC. Nearly 100 suggested government actions direct governments to improve their programs to assist these children.

**Burma, Dominica, Madagascar, Saint Lucia,**

and **Tonga** need to establish social programs to address children rescued from CSEC. **Honduras, Nepal, Panama,** and **Ukraine** need to invest or augment their programs to rehabilitate, reintegrate, and provide services to child trafficking survivors.

For more information about government efforts and persistent challenges from this year's report, see **Table 1**.

## Conclusion and Call to Action

As our reporting shows, enhanced enforcement and stronger legal frameworks are key parts of a range of solutions that can help end the global scourge of child labor and protect American workers from unfair competition abroad. This is not a drill. Governments, businesses, workers, civil society, and even you have a vital role to play in tackling this urgent global problem.

We ask that you not only read this report but leverage it to spur positive change. Companies can transform their supply chain monitoring, strengthen their risk assessment protocols, and modernize their enforcement systems. NGOs can use the report to steer and tailor impactful projects in the areas which they are needed most. Activists can use the report to lobby for change. Consumers can use the report to understand the costs and risks associated with their consumption in a highly interrelated world.

Our technologies are a force for good only through concerted efforts to make them so. Together, we can build a technology-enabled front line against child labor.

Table 1

## Regional Analysis of Government Efforts

REGION	EFFORTS	CHALLENGES
<b>Americas</b>	<ul style="list-style-type: none"> <li>Strengthened laws and policies to protect children from sexual exploitation and child trafficking.</li> <li>Improved education standards by raising the compulsory education ages to align with minimum ages for work.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of sufficient funding for coordination mechanisms.</li> <li>Lack of functioning labor inspectorates.</li> </ul>
<b>East Asia &amp; the Pacific</b>	<ul style="list-style-type: none"> <li>Created new partnerships and agreements with NGOs and CSOs to protect children from sexual exploitation and child labor.</li> <li>Initiated birth registration programs for children.</li> </ul>	<ul style="list-style-type: none"> <li>Laws do not adequately prohibit child trafficking.</li> <li>Lack of complaint mechanisms available to report child labor or worst forms of child labor violations.</li> </ul>
<b>Europe &amp; Eurasia</b>	<ul style="list-style-type: none"> <li>Drafted and enacted new anti-trafficking national action plans that strengthened governments' efforts to prevent, address, and eliminate trafficking within and outside their borders.</li> <li>Published child labor survey statistics.</li> </ul>	<ul style="list-style-type: none"> <li>Laws do not adequately prohibit the use of children in illicit activities, including production and trafficking of drugs.</li> <li>Absence of a government coordination mechanism to address the worst forms of child labor.</li> </ul>
<b>Middle East &amp; North Africa</b>	<ul style="list-style-type: none"> <li>Significantly increased labor inspectorate budgets to allow inspectors to carry out their mandates.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of legal prohibitions for using children in prostitution.</li> <li>Have not funded or conducted a child labor survey.</li> </ul>
<b>South &amp; Central Asia</b>	<ul style="list-style-type: none"> <li>Ratified key ILO conventions to protect children from forced child labor.</li> <li>Established hotlines for the public to report child labor incidences.</li> </ul>	<ul style="list-style-type: none"> <li>Labor inspectors do not have enough resources and cannot conduct unannounced inspections.</li> <li>Lack of prosecution of public officials who hinder investigations into the worst forms of child labor.</li> </ul>
<b>Sub-Saharan Africa</b>	<ul style="list-style-type: none"> <li>Passed laws to increase penalties for perpetrators of the worst forms of child labor.</li> <li>Drastically increased the number of labor inspectors and inspections conducted.</li> </ul>	<ul style="list-style-type: none"> <li>Many governments rely on paper-based systems rather than a digital system to track labor inspections.</li> <li>Governments continued to exploit children, including recruiting them into armed conflict and supporting armed groups that use child soldiers.</li> </ul>





© Peyton Bryant/U.S. Labor Department

U.S. Secretary of Labor Lori Chavez-DeRemer visits Coke's bottling facility and saw firsthand the success of their workforce training program and commitment to investing in the American Worker. Atlanta, Georgia. July 2025.



# The U.S. Experience

---

*“Child labor is abhorrent, and nobody should stand for child labor exploitation. I will do everything in my power within the Department of Labor to double down on the safety of all American workers that are exploited, but especially child labor.”*

—Lori Chavez-DeRemer, U.S. Secretary of Labor, February 2025

---

Wherever illegal child labor surfaces across the United States, the U.S. Department of Labor continues to work vigorously to protect our nation’s children from this egregious abuse. In the past year, federal investigations have revealed the growing complexity of labor exploitation, with minors working in hazardous jobs, often hidden deep within subcontracting networks. These practices place children at risk and distort labor markets, suppress wages, and create unfair competition for law-abiding businesses.

Several high-profile incidents have reignited public concern about child labor in the United States. In one especially alarming case from November 2024, federal investigators found 11 children working overnight shifts at the Seaboard Triumph Foods pork processing plant in Sioux City, Iowa. These minors were tasked with using corrosive cleaners to clean head splitters, jaw pullers, bandsaws, and neck clippers. This investigation marked the second time that federal investigators uncovered child labor violations at that same Sioux City plant.<sup>20</sup>

Such enforcement activities continued into 2025. In January, the Department of Labor found that the company named QSI employed children across 13 meatpacking plants in 8 states for hazardous overnight work. QSI agreed to pay a \$400,000 penalty and implement stronger protections.<sup>21</sup> That same month, both Perdue Farms and JBS USA reached \$4 million settlements with the Department after child labor violations were uncovered at their facilities, reflecting a continued pattern of noncompliance in the meatpacking industry.<sup>22, 23</sup>

In total, for fiscal year 2024, the Department of Labor’s Wage and Hour Division (WHD) conducted 736 investigations involving child labor violations, impacting over 4,000 minors. Civil monetary penalties assessed reached \$15.1 million—an 89 percent increase from the previous year—highlighting the scale of the problem and the urgency of addressing it. Since 2019, the Department has found a 31 percent increase in minors employed in violation of child labor laws, underscoring a persistent trend.<sup>24</sup>

In these investigations, the Department has made clear that combating exploitive child labor is a top priority and that it will use strategic enforcement, innovation, and every available tool to hold to

full account any employer that attempts to profit by means of illegal child labor. See **Figure 6** for more information.

In addition, the Department of Labor's Occupational Safety and Health Administration (OSHA) ensures safe and healthy working conditions by setting standards to reduce and eliminate workplace hazards for all employees, regardless of age. OSHA is focusing on interagency communication in cases in which illegal child labor is encountered.

Employers must train all workers, including young workers, in the hazards of the workplace and in a language they understand. Young employees have the same right to required personal protective equipment as do older employees. Additionally, if young workers are exposed to a hazard, they can file a confidential complaint with OSHA and exercise their workplace safety rights without fear of retaliation or discrimination.

During the course of inspections, OSHA's field compliance officers may observe or receive information about potential youth employment deficiencies and make interagency referrals to WHD. An example of a referral is a recent case at a poultry processing plant where OSHA responded to a fatality of a 16-year-old sanitation worker who was pulled into a machine. OSHA referred the facility to WHD, which initiated an investigation.<sup>25, 26</sup>

Finally, the Department's Bureau of Labor Statistics measures labor market activity, working conditions, price changes, and production in the U.S. economy to support private and public decision-making. The Bureau of Labor Statistics also conducts research and publishes reports on youth employment trends.

Figure 6

## Wage and Hour Division Rigorously Enforces the Fair Labor Standards Act, Including Child Labor Laws



**4,030** Minors Employed in Violation of the FLSA's Child Labor Requirements

**365** Minors Employed in Violation of Hazardous Occupations Orders

**\$15,164,150** Civil Money Penalties Imposed for Child Labor Violations

More specific information about each of these cases can be found in the WHD's enforcement database at [dol.gov/DataEnforcement](https://dol.gov/DataEnforcement) and WHD's website at [dol.gov/WHDFiscalYearData](https://dol.gov/WHDFiscalYearData).





© Peyton Bryant/U.S. Labor Department  
U.S. Secretary of Labor Lori Chavez-DeRemer visits the workers who keep our mining industry running at TowHaul, Belgrade, Montana. July 23, 2025.

The Department continues to leverage various enforcement tools to combat these trends. These include civil penalties and “hot goods” provisions that block the shipment of tainted products. The WHD YouthRules Initiative remains a key public education tool, offering resources to youth, employers, and educators to prevent illegal employment before it occurs.

As the Department moves forward, it must remain vigilant. The fight against illegal child labor demands a 21st century enforcement strategy that leverages data, deepens interagency collaboration, and accounts for the cross-border dynamics of global commerce. Ensuring a fair, lawful labor market is not only a moral imperative—it is essential to protecting American workers’ livelihoods and the U.S. economy’s health.

## The U.S. Federal Minimum Ages for Work

The Fair Labor Standards Act (FLSA) guarantees basic rights and protections to ensure the safety and well-being of young workers. The child labor regulations of the FLSA are designed to ensure children’s educational

opportunities are not harmed by early employment and to prohibit children’s employment in jobs that are detrimental to their health and safety.

The FLSA and its implementing regulations have established the following standards:

### Non-Agricultural Work

- A minimum age of 14 for light work in non-agricultural industries, with limits on the times of day, number of hours, and tasks that can be performed by 14- and 15-year-olds.<sup>27, 28</sup>
- A minimum age of 16 for most employment in non-hazardous, non-agricultural industries.<sup>27</sup>
- A minimum age of 18 for employment in hazardous occupations as deemed by the Department’s issuance of 17 non-agricultural Hazardous Occupations Orders.<sup>27, 28</sup>

### Agricultural Work

- A minimum age of 14 for agricultural work outside of school hours, without limits on permitted occupations (other than hazardous work limits) or the number of hours such children may work.<sup>27</sup> A minimum age of 12–13 for non-hazardous agricultural work outside of school hours with written parental consent or on a farm where



the minor's parent is also employed. No minimum age for children in non-hazardous agricultural work outside of school hours with the consent of their parents on farms that use fewer than 500 man-days of agricultural labor in any calendar quarter.

- A minimum age of 16 for agricultural employment in hazardous occupations, as identified by the Department of Labor, except for children employed by a parent on a farm operated by the parent.<sup>27, 28</sup>

All states have child labor standards and mandatory school attendance laws. When state and federal child labor standards differ, the rule that provides the most protection for the young worker is the one that must be followed.

According to Department of Labor records, there were 2,102,000 youth, ages 16 to 17, employed in the United States in 2024, and 2,174,000 employed in 2023. Despite the restrictions and limitations placed on youth work, there were 18 fatal occupational injuries in the United States among youth ages 16 to 17, and 5 fatal occupational injuries among youth below the age of 16 in 2023, the most recent year for which data are available.<sup>29, 30, 31</sup>

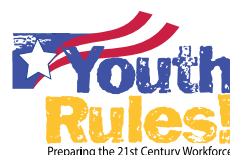
## Wage and Hour Division

WHD conducts a review of child labor in every FLSA investigation. In addition to its rigorous enforcement efforts, WHD works to prevent violations from occurring in the first place by educating employers, workers, and the public about federal child labor law compliance. Through its Youth Rules initiative, WHD also provides information to young workers, parents, educators, and employers to safeguard the rights of workers under the age of 18 and help ensure that children's work experiences are legal, safe, and do not disrupt their education. WHD online resources include fact sheets, frequently asked questions, videos, PowerPoint presentations, and extensive information on all laws enforced by the agency, including a comprehensive child labor webpage to help parents, educators, young workers, and employers better understand federal child labor laws.<sup>32, 33</sup> For more information, see **Figure 7**.

The agency also provides a free Timesheet App for Android and Apple mobile devices users that allows employers and employees to track hours of work and calculate wages due. The app can empower young

Figure 7

## What Jobs Can I Do?



For more information on the specific jobs you can and can't do, visit [www.dol.gov/agencies/whd/youthrules/young-workers](http://www.dol.gov/agencies/whd/youthrules/young-workers)  
To Find Out More: Visit [youthrules.dol.gov](http://youthrules.dol.gov) or Call 1-866-4US-WAGE



© Peyton Bryant/U.S. Labor Department  
U.S. Secretary of Labor Lori Chavez-DeRemer visits the Aviation Institute of Maintenance as part of the America At Work tour, learning more about efforts to train the next generation of aviation mechanics. Charlotte, North Carolina. April 2025.

workers to ensure that they are receiving the wages they are due or obtain assistance if a dispute arises.

## Employment and Training Administration

The Department's Employment and Training Administration (ETA) administers workforce development programs to enhance employment opportunities and business prosperity, promoting pathways to economic liberty. ETA programs include several that serve vulnerable youth, including the Workforce Innovation and Opportunity Act (WIOA) Youth, YouthBuild, and Reentry Employment Opportunity programs, thus reducing their likelihood of entering exploitative child labor.

As mandated by the Justice for Victims of Trafficking Act of 2015, the Job Corps program, a residential career training program for youth ages 16 through 24, updated its policy guidance to make it easier for trafficking victims to self-identify at enrollment.<sup>32, 34, 35</sup> During fiscal year

2024, 30 Job Corps applicants and 16 enrolled Job Corps students self-identified as human trafficking victims.<sup>36</sup>

State Workforce Agency (SWA) Wagner-Peyser Act Employment Service staff may interact with individuals experiencing exploitive child labor because they provide frontline services to the public at American Job Centers and through outreach to farmworkers. If SWA, Employment Service, or outreach staff receive a complaint or otherwise receive information regarding a suspected violation of child labor laws, they must document the suspected violation and process it according to Employment Service regulations.<sup>37</sup> Complaints and apparent violations involving alleged exploitive child labor are referred to appropriate enforcement agencies, including certifying agencies for U and T visas, which provide benefits and protections for victims of qualifying crimes. SWAs are also required to discontinue Employment Services to employers found to have violated Employment Service regulations and employment-related laws, including child labor laws.<sup>37</sup>

---

# Acknowledgments

The U.S. Department of Labor's Bureau of International Labor Affairs (ILAB) published this report under the leadership of Ana M. Guevara, Deputy Undersecretary for International Affairs; David Castillo, Acting Chief of Staff; and Margaret Jungk, Director of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT).

Chanda Uluca and Kyle Livingston managed the research, writing, and production of this report, with major contributions from Nadia Al-Dayel, Dan Arp, Annick Febrey, Sandi Giver, Claudia Guidi, Jarrett Basedow, Ryan Olden, Caleb Owen, and Rachel Raba. The following OCFT staff carried out the underlying research that made the report possible: Azzah Abdoalrhman, Kevin Blalock, Kendra Bruce, Evan Burke, Sarah Calle, Maria Campbell, Caroline Chen, Calvin Chu, Benjamin Cox, Makee Cross, Lorena Davalos, David Giron, Jennifer Goldman, Ashley Hagemann, Ashby Henningsen, Nick Hewitt, Kaitlin Hindes, Jacqueline Jesus, Malaika Jeter, Dawn Kang, Yune Lee, Eric Martin, Sadikshya Nepal, Crispin Rigby, Susanna Seltzer, Theresa Shepherd, Sarah Solomon, Shelley Stinelli, Anna Strudler, Kelli Sunabe, and Ashley Walsh. Patricia Gomoljak, Janelle Gordon, and Alexa Gunter provided vital administrative support. In addition, Ebony Carter, Jess Malter, and Jillian Slutzker Rocker provided communications support assistance with outreach materials.

Other personnel within ILAB who made important contributions include: Tanya Andrade, Anna Berger, Alyson Beerman, Gabriella Butler, Juan Campanario, Brian Campbell, Ryan Carrington, Katelyn Catino, Wei-Cheng Chen, Kathryn Chinnock, Holly Christofferson, Danielle Crooks, Abe Henry, Tina Faulkner, Dulce Gamboa, Anthony Grimaldo, Leena Khan, Rebecca Kirchmer, Marie Ledan, Songhua Lin, Anna Lujan, Isaac Nsubuga, Diana Piñeros, Carter Quinley, Carlos Quintana, Julia Reinitz, Caro Rizzo,

Chelsea Rudman, Sofia Ruiz, Steve Marler, Basel Saleh, Margaret Scotti, Tanya Shugar, Leyla Strotkamp, Sarah Sunderlin, Evan Tuch, Chris Watson, Kevin Willcutts, and Natividad Zavala.

Micole Allekotte and Derek Baxter from the Department of Labor's Office of the Solicitor, along with Jay Berman and Ashley Higgins from the Office of the Assistant Secretary for Policy, made major contributions. Other staff from the Employment and Training Administration, Office of Public Affairs, Office of the Solicitor, Office of the Assistant Secretary for Policy, the Wage and Hour Division, and the Occupational Safety and Health Administration who contributed include Marcus Andrews, Anna Laura Bennett, Alice Catlin, Alexander Cruz, Jaclyn Dennis, Karla Edwards, Daniele Eller, Erin Gilmore, Rob Hines, Scott Ketcham, Michael Kravitz, Lindsay Lee, Judith Marblestone, Jessica Matthis, Edwin Nieves, Summer Silversmith, Colin Trimble, Alicia Truman, Phil Vieira, Dionne Williams, and Tracy Wolf.

Valuable research and reviews of this report were coordinated by personnel at the U.S. Department of State's regional bureaus; embassies and consulates around the world; Bureau of Democracy, Human Rights, and Labor; Office to Monitor and Combat Trafficking in Persons; and the Office of the United States Trade Representative. Personnel from these agencies who made significant contributions include Nayana Kollanthara and Sofia Ruiz.

Kevin Burrows, Beth Lower, and Cindy Hesson produced the report's graphics and layout. Suteera Nagavajara, Marina Ratchford, Alice Dinerman, Shannon Conrad, Jo Ann Ruckel, and Cindy Young-Turner of ICF made significant contributions to the copyediting, fact checking, and technical editing of the report.



---

With ongoing support for database development and integration from Keith Grabhorn, and the rest of the Enterprise Data Platform and Website and Content Management teams in the Department of Labor's Office of the Chief Information Officer, Lindsey Chung, Delsie Sequeira, and Megan Spellacy of ICF supported development of ILAB's tools.

Copies of this and other reports in ILAB's child labor and forced labor series may be obtained by contacting the

Office of Child Labor, Forced Labor, and Human Trafficking, Bureau of International Labor Affairs, U.S. Department of Labor, 200 Constitution Avenue NW, Room S-5315, Washington, D.C. 20210. Telephone: (202) 693-4843; e-mail: [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov). The reports are also available on the web at <https://www.dol.gov/agencies/ilab>. Comments on these reports are welcome and may be submitted to [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov).

© PTTIE Edu/Unsplash  
Philadelphia's most trusted trade school for technician training  
focusing on hands-on training along with new technologies.  
August 20, 2020.







© ThePalmer/Getty Images  
Teenager at school workshop.  
May 20, 2022.



---

## Appendix 1

# Purpose of This Report

### Research Focus of the Findings on the Worst Forms of Child Labor

USDOL prepared the *Findings on the Worst Forms of Child Labor* report in accordance with the Trade and Development Act of 2000 (TDA).<sup>38</sup> The TDA set forth the requirement that a country must implement its commitments to eliminate the worst forms of child labor for the President of the United States to designate the country a beneficiary developing country under the Generalized System of Preferences (GSP) program (subject to an exception if designation is in the national economic interest of the United States).<sup>39</sup> The TDA also mandated that the President submit to the United States Congress the Secretary of Labor's findings with respect to each "beneficiary country's implementation of its international commitments to eliminate the worst forms of child labor."<sup>38</sup> ILAB carries out this responsibility on behalf of the Secretary.

### Country Coverage

This report covers 119 independent countries, and 15 non-independent countries and territories designated as GSP beneficiaries. This includes former GSP recipients who have negotiated free trade agreements with the United States.<sup>40</sup> Because the population of children is extremely small (fewer than 50) or non-existent in the British Indian Ocean Territory, Heard Island and McDonald Islands, and the Pitcairn Islands, the report does not contain a discussion of these three non-independent countries and territories. The use of "countries" in this report includes territories, and because the report focuses on government efforts, non-independent countries and territories are classified by their associated regions.

### Population Covered

In undertaking research on the "worst forms of child labor," ILAB relies on the definition contained in

International Labor Organization Convention No. 182 on the Worst Forms of Child Labor (ILO C. 182), which defines "child" as a person under age 18.

### Reporting Period

The reporting period for this year's report is January 2024 through December 2024. In certain cases, significant events or government efforts that occurred in early 2025 were included, as appropriate.

### Type of Work

This report focuses on child labor and the worst forms of child labor. Definitions related to these types of work are primarily guided by International Labor Organization Convention No. 138 on Minimum Age (ILO C. 138) and ILO C. 182. Child labor includes work below the age of 15 (age 14 in developing economies where specified at the time of ratification of ILO C. 138) or the higher minimum age as established in national legislation (excluding permissible light work) and the worst forms of child labor. The definition of "worst forms of child labor" is found in the TDA and is the same as that included in ILO C. 182. It includes (a) all forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic performances; (c) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances under which it is carried out, is likely to harm the health, safety, or morals of children.<sup>38, 41</sup> Similar to ILO C. 182, the TDA states that the work described in subparagraph (d) shall be determined by the laws, regulations, or competent authority of the beneficiary developing country involved.

---

## Appendix 2

# Acronyms and Abbreviations

<b>AF</b>	Sub-Saharan Africa
<b>AGOA</b>	African Growth and Opportunity Act
<b>AI</b>	Artificial Intelligence
<b>CEACR</b>	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
<b>CRC</b>	Convention on the Rights of the Child
<b>CRC-CSEC</b>	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography
<b>CRC-AC</b>	Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict
<b>CSAM</b>	Child Sexual Abuse Material
<b>CSEC</b>	Commercial Sexual Exploitation of Children
<b>CSO</b>	Civil Society Organization
<b>DHS</b>	Demographic and Health Survey
<b>DRC</b>	The Democratic Republic of the Congo
<b>EAP</b>	East Asia and the Pacific
<b>ECOWAS</b>	Economic Community of West African States
<b>ECPAT</b>	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
<b>ETA</b>	Employment and Training Administration
<b>EU</b>	European Union
<b>EUR</b>	Europe and Eurasia
<b>FLSA</b>	Fair Labor Standards Act
<b>GDP</b>	Gross Domestic Product
<b>GSP</b>	Generalized System of Preferences
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
<b>ICLS</b>	International Conference of Labor Statisticians
<b>IDB</b>	Inter-American Development Bank
<b>IDP</b>	Internally Displaced Persons
<b>ILAB</b>	Bureau of International Labor Affairs
<b>ILO</b>	International Labor Organization
<b>ILO C. 29</b>	International Labor Organization Convention No. 29: Convention Concerning Forced or Compulsory Labor, commonly known as the "Forced Labor Convention"
<b>ILO C. 138</b>	International Labor Organization Convention No. 138: Convention Concerning Minimum Age for Admission to Employment, commonly referred to as the "Minimum Age Convention"
<b>ILO C. 182</b>	International Labor Organization Convention No. 182: Convention Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the "Worst Forms of Child Labor Convention"
<b>ILO R. 190</b>	International Labor Organization Recommendation No. 190: Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the "Worst Forms of Child Labor Recommendation"

---

<b>IMF</b>	International Monetary Fund
<b>INTERPOL</b>	International Criminal Police Organization
<b>IOM</b>	International Organization for Migration
<b>LFS</b>	Labor Force Survey
<b>LGB</b>	Lesbian, Gay, Bisexual
<b>LSMS</b>	Living Standards Measurement Survey
<b>MENA</b>	Middle East and North Africa
<b>MOU</b>	Memorandum of Understanding
<b>NGO</b>	Non-Governmental Organization
<b>OAS</b>	Organization of American States
<b>OCFT</b>	Office of Child Labor, Forced Labor, and Human Trafficking
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>OSHA</b>	Occupational Safety and Health Administration
<b>Palermo</b>	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
<b>PPE</b>	Personal Protective Equipment
<b>SCA</b>	South and Central Asia
<b>SIMPOC</b>	Statistical Information and Monitoring Program on Child Labor
<b>SWA</b>	State Workforce Agency
<b>TDA</b>	Trade and Development Act
<b>TVPRA</b>	Trafficking Victims Protection Reauthorization Act
<b>UCW</b>	Understanding Children's Work
<b>UFLPA</b>	United States' Uyghur Forced Labor Prevention Act
<b>UK</b>	United Kingdom
<b>UN</b>	United Nations
<b>UN CRC</b>	United Nations Convention on the Rights of the Child
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Program
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>USDOJ</b>	U.S. Department of Justice
<b>USDOL</b>	U.S. Department of Labor
<b>USDOS</b>	U.S. Department of State
<b>USHHS</b>	U.S. Department of Health and Human Services
<b>WFP</b>	World Food Program
<b>WHA</b>	Americas
<b>WHD</b>	Wage and Hour Division
<b>XUAR</b>	Xinjiang Uyghur Autonomous Region



---

## Appendix 3

# Definitions Related to Child Labor and Forced Labor

Definitions related to child labor are guided by ILO C. 138 on Minimum Age and ILO C. 182 on the Worst Forms of Child Labor. ILO's Resolution Concerning Statistics of Child Labor, developed during the 18th International Conference of Labor Statisticians (ICLS) and amendments made during the 20th ICLS, provide the international framework for measuring children's work.

### Working Children

Per the Resolution Concerning Statistics of Child Labor developed during the 18th ICLS, working children are those engaged in any productive activity for at least 1 hour during the reference period. Productive activity includes market production and certain types of non-market production, principally the production of goods and services for their families' use. The 20th ICLS introduced changes to the definition of working children to align that definition with internationally accepted definitions of work for adults. The new definition classifies working children as those engaged in any activity to produce goods or to provide services for use by others or for their own use. In summary, the new definition includes the production of additional types of services for family use, unpaid trainee work by children, volunteer work by children, and other work activities by children. Since most countries are in the process of adapting survey instruments to reflect this new definition, the definition of working children from the 18th ICLS Resolution has been used in this report. The work that children perform may be within the formal or informal economy, inside or outside of family settings, whether paid or unpaid. This includes children working in domestic service outside the child's own household for an employer, paid or unpaid.<sup>42, 43</sup>

### Child Labor

Child labor is a subset of working children and is work below the minimum age for work, as established in national legislation that conforms to international standards. The definition includes the worst forms of child labor. Child labor is a subset of working children because child labor excludes children who work limited hours per week in permitted light work and those who are above the minimum age who engage in work not classified as a worst form of child labor.<sup>42, 43</sup>

### Worst Forms of Child Labor

The term "worst forms of child labor" refers to activities described and as understood in ILO C. 182.<sup>41</sup> Under Article 3 of the Convention, the worst forms of child labor comprise the following activities:

- All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- The use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic performances;
- The use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; and
- Work which, by its nature or the circumstances under which it is carried out, is likely to harm the health, safety, or morals of children.

---

## Categorical Worst Forms of Child Labor

For this report, the term “categorical worst forms of child labor” refers to child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182. This category does not include the worst forms of child labor identified under Article 3(d) as “hazardous work.”<sup>41</sup>

### Hazardous Work

The term “hazardous work” refers to the worst form of child labor identified in ILO C. 182, Article 3(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.” ILO C. 182, Article 4, directs countries to consult with employers and workers to identify the types of hazardous work that should be prohibited by law or regulation. Hazardous work lists may describe specific activities, occupations, industries, or conditions.<sup>41</sup>

### Forced Labor

Forced labor, under international standards, is defined as all work or service that is exacted from any person under the menace of any penalty and for which the worker does not offer themselves voluntarily.<sup>44</sup> Menace of penalty refers to the means of coercion and includes threats or violence against workers or workers’ families and close associates; restrictions on workers’ movement; debt bondage; withholding of wages or promised benefits; withholding of documents; and abuse of workers’ vulnerability through the denial of rights or threats of dismissal or deportation.<sup>45</sup> “Circumstances that may give rise to involuntary work, when undertaken under deception or uninformed, include, inter alia, unfree recruitment at birth or through transactions such as slavery or bonded labor; situations in which the worker must perform a job of a different nature from that specified during recruitment without [their] consent; abusive requirements for overtime or on-call work that were not previously agreed to with the employer; work in hazardous conditions to which the worker has not consented, with or without compensation or protective

equipment; work with very low or no wages; in degrading living conditions imposed by the employer; work for other employers than agreed to; work for a longer period of time than agreed to; and work with no or limited freedom to terminate the work contract.”<sup>45</sup>

### Slavery and Practices Similar to Slavery

Slavery is the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised.<sup>46</sup> Practices similar to slavery include the following:

- Debt bondage, defined as the status or condition arising from a pledge by a debtor of their personal services or the services of a person under their control as security for a debt, if the value of those services as reasonably assessed is not applied toward the liquidation of the debt or the length and nature of those services are not respectively limited and defined;
- Serfdom, defined as the condition or status of a tenant who is by law, custom, or agreement bound to live and labor on land belonging to another person and to render some determinate service to such other person, whether for reward or not, and is not free to change their own status; and
- Forced or compulsory labor.<sup>47</sup>

### Forced Child Labor

Forced child labor is a categorical worst form of child labor under ILO C. 182.<sup>39</sup> Children are in forced child labor if subjected to work under the threat or menace of penalty. Forced child labor also includes work performed with or for the child’s parents for a third party under the threat or menace of any penalty directly applied to the child or parents.<sup>41, 45, 48</sup>

---

## Appendix 4

# ILO Instruments Related to Child Labor and Forced Labor

International labor standards are legal instruments drawn up by ILO constituents—government, employer, and worker representatives of member states—that set out basic principles and rights at work.<sup>49</sup> They can take the form of either conventions, protocols, or recommendations. Conventions and protocols are international treaties that are legally binding on ratifying member states. Ratifying countries commit themselves to implementing the convention or protocol in national law and practice and reporting on its application at regular intervals. Recommendations are non-binding and provide guidelines for action, either as a complement to a convention or as a stand-alone instrument. The following paragraphs describe key ILO instruments related to child labor and the minimum ages set by countries related to these instruments.

### **ILO Convention No. 138: Minimum Age for Admission to Employment, 1973**

ILO C. 138 establishes that the minimum age of admission into employment or work in any occupation “shall not be less than the age of completion of compulsory schooling, and, in any case, shall not be less than fifteen” (Article 2(3)). Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the Convention. In addition, Article 7(1) says that national laws or regulations may permit the employment or work of children ages 13 to 15 years for light work. Countries that specify a minimum legal working age of 14 may permit light work for children ages 12 to 14.<sup>50</sup>

### **ILO Convention No. 182: Worst Forms of Child Labor, 1999**

ILO C. 182 defines the worst forms of child labor and requires ratifying countries to take immediate action to secure the prohibition and elimination of the worst forms of child labor for persons under age 18.

Among other actions, ILO C. 182 requires ratifying countries to take effective and timebound measures to prevent the engagement of children in the worst forms of child labor; provide direct assistance for the removal of children from the worst forms of child labor and for their rehabilitation and social integration; ensure that children removed from the worst forms of child labor have access to free basic education and, wherever possible and appropriate, vocational training; identify and reach out to children at special risk; and take into account the special situation of girls.<sup>41</sup>

### **Worst Forms of Child Labor Recommendation No. 190, 1999**

Recommendation No. 190 supplements ILO C. 182 and provides non-binding practical guidance in applying the Convention. Among other provisions, it includes a list of working conditions and types of work that should be considered when determining what comprises hazardous work.<sup>51</sup>

### **ILO Convention No. 29: Forced Labor, 1930**

ILO C. 29 prohibits all forms of forced or compulsory labor, which is defined as “all work or service which is exacted from any person under the menace of any penalty and for which the person has not offered himself voluntarily.”<sup>44</sup>

---

### **ILO Convention No. 105: Abolition of Forced Labor Convention, 1957**

ILO C. 105 prohibits forced or compulsory labor as a means of political coercion or education, or as a punishment for holding or expressing political views or views ideologically opposed to the established political, social, or economic system; as a method of mobilizing and using labor for economic development; as a means of labor discipline; as a punishment for having participated in strikes; and as a means of racial, social, national, or religious discrimination.<sup>52</sup>

### **Protocol of 2014 to the Forced Labor Convention, 1930**

The Protocol reaffirms the forced labor definition in ILO C. 29. It requires ratifying countries to take effective measures to prevent and eliminate forced and compulsory labor, to sanction perpetrators, and provide victims with protection and access to appropriate remedies, such as compensation. It also requires ratifying countries to develop a national policy and plan of action to address forced or compulsory labor in consultation

with employers' and workers' organizations.<sup>78</sup> The Protocol supplements ILO C. 29; as such, only ILO member states that have ratified the convention can ratify the protocol.<sup>53</sup>

### **Forced Labor (Supplementary Measures) Recommendation No. 203, 2014**

Recommendation No. 203 provides non-binding practical guidance in the areas of prevention, protection of victims and ensuring their access to justice and remedies, enforcement, and international cooperation. It supplements both the protocol and the convention.<sup>54</sup>

### **ILO Convention No. 81: Labor Inspection Convention, 1947**

ILO C. 81 establishes the duties, functions, and responsibilities of countries' labor inspection systems and labor inspectors. These functions include enforcing legal provisions related to general conditions of work and worker protection in all workplaces as defined by national laws or regulations.<sup>55</sup>



---

## Appendix 5

# TDA Country Assessment Criteria

Each country in this report receives an assessment to indicate the U.S. Department of Labor's findings on the country's level of advancement in efforts to eliminate the worst forms of child labor during the reporting period. There are five possible assessment levels: Significant Advancement, Moderate Advancement, Minimal Advancement, No Advancement, or No Assessment.

### Significant Advancement

For a country to be assessed as having significantly advanced efforts in 2024, the country must have (1) instituted the minimum requirements related to laws and regulations, mechanisms, and programs to address and prevent the worst forms of child labor (see **Exhibit 1**); and (2) during the reporting period, made meaningful efforts in all relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking suggested actions recommended in the 2023 report.

### Moderate Advancement

A country moderately advanced its efforts in eliminating the worst forms of child labor in 2024 if it made meaningful efforts during the reporting period in some relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking suggested actions recommended in 2023.

### Minimal Advancement

Three types of countries made minimal advancement in efforts to eliminate the worst forms of child labor in 2024. The first is a country that made meaningful efforts during the reporting period in a few relevant areas covering laws and regulations, enforcement, coordination, policies,

and social programs, which may have included taking suggested actions recommended in 2023.

The other two types of countries are those that, regardless of meaningful efforts made in relevant areas, minimally advanced as a result of establishing or failing to remedy regressive or significantly detrimental laws, policies, or practices that delayed advancement in the elimination of the worst forms of child labor. Examples of regressive or significantly detrimental laws, policies, or practices include lowering the minimum age for work below international standards, recruiting or using children in armed conflict, and continuing to impose administrative barriers to child labor inspections. The following points make distinctions between regression and continued law, policy, or practice:

- **Regression in Law, Policy, or Practice that Delayed Advancement.** This type of country made meaningful efforts in a few or more relevant areas but established a regressive or significantly detrimental law, policy, or practice during the reporting period that delayed advancement in eliminating the worst forms of child labor.
- **Continued Law, Policy, or Practice that Delayed Advancement.** This type of country made meaningful efforts in a few or more relevant areas but failed to remedy a regressive or significantly detrimental law, policy, or practice established in previous years, which delayed advancement in eliminating the worst forms of child labor.

### No Advancement

Three types of countries made no advancement in efforts to eliminate the worst forms of child labor in 2024. The first is a country that made no meaningful efforts to

## **Exhibit 1: Minimum Requirements Needed to be Considered for a Significant Advancement Assessment**

In order for a country to be eligible to receive an assessment of Significant Advancement, a country must have:

- 1** Established a minimum age for work that meets international standards;
- 2** Established a minimum age for hazardous work that meets international standards;
- 3** Established legal prohibitions against forced labor that meet international standards;
- 4** Established legal prohibitions against child trafficking that meet international standards;
- 5** Established legal prohibitions against commercial sexual exploitation of children that meet international standards;
- 6** Established legal prohibitions against the use of children for illicit activities that meet international standards;
- 7 Established laws guaranteeing free education;**
- 8 Established laws guaranteeing compulsory education;**
- 9** Designated a competent authority or implemented institutional mechanisms for the enforcement of laws and regulations on child labor;
- 10 Implemented digital tracking systems for civil worst forms of child labor violations;**
- 11 Implemented systems for the public to report cases of the worst forms of child labor;**
- 12** Imposed penalties for violations related to the worst forms of child labor;
- 13** Took active measures to ensure that children are not inappropriately incarcerated, penalized, or physically harmed for unlawful acts as a direct result of being a victim of the worst forms of child labor;
- 14** Took active measures to investigate, prosecute, convict, and sentence public officials who participate in or facilitate the worst forms of child labor;
- 15** Made a good-faith effort to collect and publish labor and criminal law enforcement data; and
- 16** Directly funded a significant social program that includes the goal of eliminating child labor or addressing the root causes of the problem, such as lack of educational opportunities, poverty, or discrimination.

advance the elimination of the worst forms of child labor during the reporting period.

The other two types of countries are those that, regardless of whether meaningful efforts in relevant areas were made, had a policy or demonstrated a practice of being complicit in the use of forced child labor in more

than isolated incidents, which is considered an egregious form of exploitation. Complicity can occur when a government is involved in forced child labor at any level of government, including at the local, regional, or national level. Such incidents involve direct or proactive government action to compel children under age 18 to

work. The following points make distinctions between a country making no efforts and being complicit and a country making efforts but being complicit:

- **No Efforts and Complicit in Forced Child Labor.**  
This type of country made no meaningful efforts, took no suggested actions reported in 2023, and had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents in 2024.
- **Efforts Made but Complicit in Forced Child Labor.**  
This type of country made meaningful efforts, which may have included taking suggested actions reported in 2023 but had a policy or demonstrated a practice of

being complicit in the use of forced child labor in more than isolated incidents in 2024.

**No Assessment**

This assessment is reserved for countries in which the population of children is either non-existent or extremely small (fewer than 50), there is no evidence of the worst forms of child labor and the country appears to have an adequate preventive legal and enforcement framework on child labor, or when a country is included in the report for the first time or receives a suggested action for the first time. This year, no assessment has been made for **Wallis and Futuna**.

TDA Country Assessments, by Assessment

COUNTRY/AREA	REGION	2024 ASSESSMENT LEVEL
SIGNIFICANT ADVANCEMENT		
Argentina	WHA	Significant Advancement
Chile	WHA	Significant Advancement
Colombia	WHA	Significant Advancement
Ecuador	WHA	Significant Advancement
Mexico	WHA	Significant Advancement
Moldova	EUR	Significant Advancement
Montenegro	EUR	Significant Advancement
Panama	WHA	Significant Advancement
Thailand	EAP	Significant Advancement
MODERATE ADVANCEMENT		
Albania	EUR	Moderate Advancement
Angola	AF	Moderate Advancement
Anguilla	EUR	Moderate Advancement
Belize	WHA	Moderate Advancement
Botswana	AF	Moderate Advancement
Brazil	WHA	Moderate Advancement
Burkina Faso	AF	Moderate Advancement
Cabo Verde	AF	Moderate Advancement
Cameroon	AF	Moderate Advancement

COUNTRY/AREA	REGION	2024 ASSESSMENT LEVEL
Christmas Island	EAP	Moderate Advancement
Cocos (Keeling) Islands	EAP	Moderate Advancement
Congo, Republic of the	AF	Moderate Advancement
Costa Rica	WHA	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement
Egypt	MENA	Moderate Advancement
El Salvador	WHA	Moderate Advancement
Fiji	EAP	Moderate Advancement
Georgia	EUR	Moderate Advancement
Ghana	AF	Moderate Advancement
Grenada	WHA	Moderate Advancement
Guatemala	WHA	Moderate Advancement
Guinea	AF	Moderate Advancement
Guinea-Bissau	AF	Moderate Advancement
Guyana	WHA	Moderate Advancement
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Indonesia	EAP	Moderate Advancement
Jamaica	WHA	Moderate Advancement
Jordan	MENA	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	SCA	Moderate Advancement
Mauritius	AF	Moderate Advancement
Mongolia	EAP	Moderate Advancement
Morocco, including Western Sahara	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Nepal	SCA	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Norfolk Island	EAP	Moderate Advancement



COUNTRY/AREA	REGION	2024 ASSESSMENT LEVEL
North Macedonia	EUR	Moderate Advancement
Oman	MENA	Moderate Advancement
Pakistan	SCA	Moderate Advancement
Paraguay	WHA	Moderate Advancement
Peru	WHA	Moderate Advancement
Philippines	EAP	Moderate Advancement
Samoa	EAP	Moderate Advancement
Senegal	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
Solomon Islands	EAP	Moderate Advancement
Sri Lanka	SCA	Moderate Advancement
Tanzania	AF	Moderate Advancement
The Gambia	AF	Moderate Advancement
Togo	AF	Moderate Advancement
Tuvalu	EAP	Moderate Advancement
Uzbekistan	SCA	Moderate Advancement
Vanuatu	EAP	Moderate Advancement
Zambia	AF	Moderate Advancement
<b>MINIMAL ADVANCEMENT</b>		
Algeria	MENA	Minimal Advancement
Bhutan	EAP	Minimal Advancement
Bolivia	WHA	Minimal Advancement
Bosnia and Herzegovina	EUR	Minimal Advancement
British Virgin Islands	EUR	Minimal Advancement
Cook Islands	EAP	Minimal Advancement
Djibouti	AF	Minimal Advancement
Dominica	WHA	Minimal Advancement
Eswatini	AF	Minimal Advancement
Haiti	WHA	Minimal Advancement
Kiribati	EAP	Minimal Advancement
Lebanon	MENA	Minimal Advancement
Namibia	AF	Minimal Advancement
Papua New Guinea	EAP	Minimal Advancement
Saint Lucia	WHA	Minimal Advancement
Saint Vincent and the Grenadines	WHA	Minimal Advancement

COUNTRY/AREA	REGION	2024 ASSESSMENT LEVEL
São Tomé and Príncipe	AF	Minimal Advancement
South Africa	AF	Minimal Advancement
Suriname	WHA	Minimal Advancement
Tunisia	MENA	Minimal Advancement
West Bank and the Gaza Strip	MENA	Minimal Advancement
Yemen	MENA	Minimal Advancement
Zimbabwe	AF	Minimal Advancement
<b>MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW/POLICY/PRACTICE THAT DELAYED ADVANCEMENT</b>		
Benin	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
<b>MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW/POLICY/PRACTICE THAT DELAYED ADVANCEMENT</b>		
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Bangladesh	SCA	Minimal Advancement – Efforts Made but Continued Law and Practice that Delayed Advancement
Burundi	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement
Cambodia	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Central African Republic	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Comoros	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Congo, Democratic Republic of the	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Dominican Republic	WHA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Gabon	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Iraq	MENA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Kazakhstan	SCA	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Kenya	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement

COUNTRY/AREA	REGION	2024 ASSESSMENT LEVEL
Mali	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Mauritania	AF	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Nicaragua	WHA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Serbia	EUR	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Timor-Leste	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Tonga	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Uganda	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
<b>NO ADVANCEMENT</b>		
Falkland Islands (Islas Malvinas)	EUR	No Advancement
Montserrat	EUR	No Advancement
Niue	EAP	No Advancement
Saint Helena, Ascension, and Tristan da Cunha	WHA	No Advancement
Tokelau	EAP	No Advancement
<b>NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED LABOR</b>		
Burma	EAP	No Advancement – Efforts Made but Complicit in Forced Child Labor
Chad	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Ethiopia	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Rwanda	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor



---

COUNTRY/AREA	REGION	2024 ASSESSMENT LEVEL
NO ADVANCEMENT – NO EFFORTS AND COMPLICIT IN FORCED CHILD LABOR		
Afghanistan	SCA	No Advancement – No Efforts and Complicit in Forced Child Labor
NO ASSESSMENT		
Wallis and Futuna	EUR	No Assessment

## Comparisons in TDA Assessments From 2023 to 2024, by Country

COUNTRY/AREA	REGION	2023 ASSESSMENT LEVEL	2024 ASSESSMENT LEVEL
Afghanistan	SCA	No Advancement	No Advancement – No Efforts and Complicit in Forced Child Labor
Albania	EUR	Moderate Advancement	Moderate Advancement
Algeria	MENA	Moderate Advancement	Minimal Advancement
Angola	AF	Moderate Advancement	Moderate Advancement
Anguilla	EUR	No Advancement	Moderate Advancement
Argentina	WHA	Significant Advancement	Significant Advancement
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Bangladesh	SCA	Minimal Advancement – Efforts Made but Continued Law and Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law and Practice that Delayed Advancement
Belize	WHA	Moderate Advancement	Moderate Advancement
Benin	AF	Moderate Advancement	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
Bhutan	EAP	Minimal Advancement	Minimal Advancement
Bolivia	WHA	Moderate Advancement	Minimal Advancement
Bosnia and Herzegovina	EUR	Minimal Advancement	Minimal Advancement
Botswana	AF	Moderate Advancement	Moderate Advancement
Brazil	WHA	Moderate Advancement	Moderate Advancement
British Virgin Islands	EUR	No Advancement	Minimal Advancement
Burkina Faso	AF	Moderate Advancement	Moderate Advancement
Burma	EAP	No Advancement – Efforts Made but Complicit in Forced Child Labor	No Advancement – Efforts Made but Complicit in Forced Child Labor
Burundi	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement
Cabo Verde	AF	Moderate Advancement	Moderate Advancement

COUNTRY/AREA	REGION	2023 ASSESSMENT LEVEL	2024 ASSESSMENT LEVEL
Cambodia	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Cameroon	AF	Moderate Advancement	Moderate Advancement
Central African Republic	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Chad	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	No Advancement – Efforts Made but Complicit in Forced Child Labor
Chile	WHA	Significant Advancement	Significant Advancement
Christmas Island	EAP	Moderate Advancement	Moderate Advancement
Cocos (Keeling) Islands	EAP	Moderate Advancement	Moderate Advancement
Colombia	WHA	Significant Advancement	Significant Advancement
Comoros	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Congo, Democratic Republic of the	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Congo, Republic of the	AF	Moderate Advancement	Moderate Advancement
Cook Islands	EAP	Minimal Advancement	Minimal Advancement
Costa Rica	WHA	Moderate Advancement	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement	Moderate Advancement
Djibouti	AF	Minimal Advancement	Minimal Advancement
Dominica	WHA	Minimal Advancement	Minimal Advancement
Dominican Republic	WHA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Ecuador	WHA	Significant Advancement	Significant Advancement
Egypt	MENA	Minimal Advancement	Moderate Advancement
El Salvador	WHA	Moderate Advancement	Moderate Advancement
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	No Advancement – Efforts Made but Complicit in Forced Child Labor
Eswatini	AF	Minimal Advancement	Minimal Advancement
Ethiopia	AF	Moderate Advancement	No Advancement – Efforts Made but Complicit in Forced Child Labor
Falkland Islands (Islas Malvinas)	EUR	No Advancement	No Advancement
Fiji	EAP	Minimal Advancement	Moderate Advancement
Gabon	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement



COUNTRY/AREA	REGION	2023 ASSESSMENT LEVEL	2024 ASSESSMENT LEVEL
Georgia	EUR	Moderate Advancement	Moderate Advancement
Ghana	AF	Moderate Advancement	Moderate Advancement
Grenada	WHA	Minimal Advancement	Moderate Advancement
Guatemala	WHA	Moderate Advancement	Moderate Advancement
Guinea	AF	Moderate Advancement	Moderate Advancement
Guinea-Bissau	AF	Moderate Advancement	Moderate Advancement
Guyana	WHA	Moderate Advancement	Moderate Advancement
Haiti	WHA	Minimal Advancement	Minimal Advancement
Honduras	WHA	Moderate Advancement	Moderate Advancement
India	SCA	Moderate Advancement	Moderate Advancement
Indonesia	EAP	Moderate Advancement	Moderate Advancement
Iraq	MENA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Jamaica	WHA	Moderate Advancement	Moderate Advancement
Jordan	MENA	Moderate Advancement	Moderate Advancement
Kazakhstan	SCA	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Kenya	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Kiribati	EAP	Moderate Advancement	Minimal Advancement
Kosovo	EUR	Moderate Advancement	Moderate Advancement
Kyrgyz Republic	SCA	Minimal Advancement – Efforts Made but Continued Law and Practice that Delayed Advancement	Moderate Advancement
Lebanon	MENA	Minimal Advancement	Minimal Advancement
Lesotho	AF	Minimal Advancement	Moderate Advancement
Liberia	AF	Moderate Advancement	Moderate Advancement
Madagascar	AF	Moderate Advancement	Moderate Advancement
Malawi	AF	Moderate Advancement	Moderate Advancement
Maldives	SCA	Moderate Advancement	Moderate Advancement
Mali	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement

COUNTRY/AREA	REGION	2023 ASSESSMENT LEVEL	2024 ASSESSMENT LEVEL
Mauritania	AF	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Mauritius	AF	Moderate Advancement	Moderate Advancement
Mexico	WHA	Significant Advancement	Significant Advancement
Moldova	EUR	Significant Advancement	Significant Advancement
Mongolia	EAP	Moderate Advancement	Moderate Advancement
Montenegro	EUR	Moderate Advancement	Significant Advancement
Montserrat	EUR	No Advancement	No Advancement
Morocco, including Western Sahara	MENA	Moderate Advancement	Moderate Advancement
Mozambique	AF	Moderate Advancement	Moderate Advancement
Namibia	AF	Moderate Advancement	Minimal Advancement
Nepal	SCA	Moderate Advancement	Moderate Advancement
Nicaragua	WHA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Niger	AF	Minimal Advancement	Moderate Advancement
Nigeria	AF	Minimal Advancement	Moderate Advancement
Niue	EAP	No Advancement	No Advancement
Norfolk Island	EAP	Moderate Advancement	Moderate Advancement
North Macedonia	EUR	Moderate Advancement	Moderate Advancement
Oman	MENA	Moderate Advancement	Moderate Advancement
Pakistan	SCA	Moderate Advancement	Moderate Advancement
Panama	WHA	Moderate Advancement	Significant Advancement
Papua New Guinea	EAP	Minimal Advancement	Minimal Advancement
Paraguay	WHA	Moderate Advancement	Moderate Advancement
Peru	WHA	Moderate Advancement	Moderate Advancement
Philippines	EAP	Moderate Advancement	Moderate Advancement
Rwanda	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	No Advancement – Efforts Made but Complicit in Forced Child Labor
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement	No Advancement
Saint Lucia	WHA	Minimal Advancement	Minimal Advancement
Saint Vincent and the Grenadines	WHA	Minimal Advancement	Minimal Advancement

COUNTRY/AREA	REGION	2023 ASSESSMENT LEVEL	2024 ASSESSMENT LEVEL
Samoa	EAP	Moderate Advancement	Moderate Advancement
São Tomé and Príncipe	AF	Minimal Advancement	Minimal Advancement
Senegal	AF	Moderate Advancement	Moderate Advancement
Serbia	EUR	Moderate Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Sierra Leone	AF	Moderate Advancement	Moderate Advancement
Solomon Islands	EAP	Moderate Advancement	Moderate Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
South Africa	AF	Moderate Advancement	Minimal Advancement
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	No Advancement – Efforts Made but Complicit in Forced Child Labor
Sri Lanka	SCA	Moderate Advancement	Moderate Advancement
Suriname	WHA	Moderate Advancement	Minimal Advancement
Tanzania	AF	Moderate Advancement	Moderate Advancement
Thailand	EAP	Moderate Advancement	Significant Advancement
The Gambia	AF	Moderate Advancement	Moderate Advancement
Timor-Leste	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Togo	AF	Moderate Advancement	Moderate Advancement
Tokelau	EAP	No Advancement	No Advancement
Tonga	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Tunisia	MENA	Minimal Advancement	Minimal Advancement
Tuvalu	EAP	Minimal Advancement	Moderate Advancement
Uganda	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Uzbekistan	SCA	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	Moderate Advancement
Vanuatu	EAP	Minimal Advancement	Moderate Advancement
Wallis and Futuna	EUR	No Assessment	No Assessment



---

COUNTRY/AREA	REGION	2023 ASSESSMENT LEVEL	2024 ASSESSMENT LEVEL
West Bank and the Gaza Strip	MENA	Minimal Advancement	Minimal Advancement
Yemen	MENA	No Advancement	Minimal Advancement
Zambia	AF	Moderate Advancement	Moderate Advancement
Zimbabwe	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement

---

## Appendix 6

# TDA Laws and Ratifications, by Country

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Afghanistan	SCA	No Advancement – No Efforts and Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	18	15	Yes
Albania	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Algeria	MENA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Angola	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	Yes
Anguilla	EUR	Moderate Advancement	No	No	Yes	No	No	No	12	17	No
Argentina	WHA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	18	Yes
Azerbaijan	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Bangladesh	SCA	Minimal Advancement – Efforts Made but Continued Law and Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	N/A	Yes
Belize	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	16	Yes
Benin	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	11	No
Bhutan	EAP	Minimal Advancement	N/A	N/A	Yes	Yes	Yes	Yes	13	N/A	Yes
Bolivia	WHA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	17	Yes
Bosnia and Herzegovina	EUR	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Botswana	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	N/A	Yes
Brazil	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	17	Yes
British Virgin Islands	EUR	Minimal Advancement	No	No	Yes	No	No	No	16	17	No
Burkina Faso	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Burma	EAP	No Advancement – Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	14	11	Yes

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Burundi	AF	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	No
Cabo Verde	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Cambodia	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	N/A	No
Cameroon	AF	Moderate Advancement	Yes	Yes	Yes	No	Yes	Yes	14	12	No
Central African Republic	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	11	No
Chad	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	14	16	No
Chile	WHA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes
Christmas Island	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	17.5	17.5	No
Cocos (Keeling) Island	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	17.5	17.5	No



COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Colombia	WHA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	17	18	Yes
Comoros	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	No
Congo, Democratic Republic of the	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	12	No
Congo, Republic of the	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	16	16	Yes
Cook Islands	EAP	Minimal Advancement	No	Yes	Yes	No	No	No	16	16	No
Costa Rica	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	17	Yes
Côte d'Ivoire	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No
Djibouti	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Dominica	WHA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No
Dominican Republic	WHA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	14	Yes
Ecuador	WHA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Egypt	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
El Salvador	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	14	14	No
Eswatini	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	12/13	No
Ethiopia	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	15	N/A	No
Falkland Islands (Islas Malvinas)	EUR	No Advancement	No	Yes	Yes	No	No	No	14	16	Yes
Fiji	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
Gabon	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Georgia	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	Yes
Ghana	AF	Moderate Advancement	Yes	Yes	Yes	No	Yes	Yes	15	15	Yes
Grenada	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	No
Guatemala	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Guinea	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No
Guinea-Bissau	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	No
Guyana	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Haiti	WHA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	Yes
Honduras	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	17	Yes
India	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	Yes
Indonesia	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
Iraq	MENA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	12	No
Jamaica	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	No
Jordan	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No
Kazakhstan	SCA	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	Yes

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Kenya	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	No	Yes	Yes	16	18	No
Kiribati	IP	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	15	Yes
Kyrgyz Republic	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	Yes
Lebanon	MENA	Minimal Advancement	Yes	Yes	Yes	Yes	No	Yes	14	15	No
Lesotho	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	13	No
Liberia	AF	Moderate Advancement	Yes	Yes	Yes	No	No	Yes	15	15	Yes
Madagascar	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Malawi	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes
Maldives	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Mali	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No



COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Mauritania	AF	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	No	Yes	16	15	Yes
Mauritius	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Mexico	WHA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes
Moldova	EUR	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Mongolia	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	No
Montenegro	EUR	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Montserrat	EUR	No Advancement	No	No	No	No	No	No	16	16	No
Morocco, including Western Sahara	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
Mozambique	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	15	Yes
Namibia	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes
Nepal	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	No
Nicaragua	WHA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	12	Yes

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Niger	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	N/A	No
Nigeria	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	12	15	Yes
Niue	EAP	No Advancement	No	No	Yes	No	No	No	N/A	16	Yes
Norfolk Island	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	No
North Macedonia	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Oman	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Pakistan	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	16	Yes
Panama	WHA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Papua New Guinea	EAP	Minimal Advancement	Yes	Yes	Yes	No	No	No	16	N/A	No
Paraguay	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	17	Yes
Peru	WHA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	17	17	Yes
Philippines	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes
Rwanda	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	16	12	No
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement	No	Yes	Yes	No	No	No	16	16	Yes
Saint Lucia	WHA	Minimal Advancement	No	Yes	Yes	Yes	Yes	Yes	15	15	No

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Saint Vincent and the Grenadines	WHA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	16	No
Samoa	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	16	16	No
São Tomé and Príncipe	AF	Minimal Advancement	Yes	Yes	Yes	No	No	Yes	15	15	Yes
Senegal	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Serbia	EUR	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Sierra Leone	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
Solomon Islands	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	12	N/A	No
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	No	No	No	15	14	Yes
South Africa	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	No	14	13	No
Sri Lanka	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes

COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Suriname	WHA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	12	Yes
Tanzania	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	13	No
Thailand	EAP	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
The Gambia	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	N/A	Yes
Timor-Leste	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	Yes	Yes	Yes	15	15	No
Togo	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Tokelau	SCA	No Advancement	No	No	No	No	No	No	N/A	16	No
Tonga	EAP	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	No	No	No	N/A	18	No
Tunisia	MENA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Tuvalu	EAP	Moderate Advancement	No	Yes	Yes	No	No	No	15	15	No
Uganda	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	No	16	13	No



COUNTRY/ AREA	REGION	2024 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALERMO PROTOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPULSORY EDUCATION AGE	FREE PUBLIC EDUCATION
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	Yes
Uzbekistan	SCA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes
Vanuatu	EAP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	14	N/A	No
Wallis and Futuna	EUR	No Assessment	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
West Bank and the Gaza Strip	MENA	Minimal Advancement	N/A	N/A	Yes	Yes	Yes	Yes	15	16	Yes
Yemen	MENA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	No	14	15	Yes
Zambia	AF	Moderate Advancement	Yes	Yes	Yes	No	No	Yes	15	N/A	Yes
Zimbabwe	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No

---

## Appendix 7

# Other Key Concepts and Definitions

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

In this report, 110 country profiles include a statistical table (Statistics on Children's Work and Education) with data on the percentage of working children, school attendance rate, and percentage of children who combine school and work. In addition, some countries have further disaggregation by sex and urban/rural location and information on hazardous work by adolescents. For a smaller set of profiles, a chart lists the percentages of children who work by sector.

This appendix provides definitions and descriptions of the sources for these data and some of the strengths and weaknesses inherent within them. In a few cases, more current sources of data may be available than the ones used in this report; however, the most reliable, standardized sources available to date are used to allow for cross-country comparisons. Because reliable child labor surveys are not available for many countries, in some cases USDOL uses statistics from child labor surveys that are more than 10 years old (data from earlier than 2015). If data did not exist from the sources described below, if no other reliable and publicly available source of data exists for a country, or if data exist but have not been analyzed to allow for cross-country comparisons, this report concludes that the statistics are "unavailable."

### Working Children

Many of the statistical tables in the country profiles in this report present data on the percentage and number of working children. Data presented in the

current report may differ from data that were presented in previous reports because updated data have become available.

### Definition

The term "working children" describes children engaged in any productive activity for at least 1 hour during the reference period. Productive activity includes market production and certain types of non-market production, principally the production of goods and services for own use. The work that children perform may be in the formal or informal economy, inside or outside family settings, or for pay or profit. This includes children working in domestic service outside the child's own household for an employer, paid or unpaid. This definition is in accordance with the Resolution to Amend the 18th ICLS Resolution Concerning Statistics of Child Labor, adopted by the 20th International Conference of Labor Statisticians (ICLS) in 2018, and the ILO and UNICEF report *Child Labour: Global Estimates 2020, Trends and the Road Forward*.<sup>42, 56</sup> The 20th ICLS definition classifies working children as those engaged in any activity to produce goods or to provide services for use by others or for their own use. The definition also includes the production of additional types of services for family use, unpaid trainee work by children, volunteer work by children, and other work activities by children. Since most countries are in the process of adapting survey instruments to reflect this new definition, the definition of working children from the 18th ICLS Resolution has been used in this report.

---

## Working Children Versus Children Engaged in Child Labor

This report presents statistics on “working children” rather than on “children involved in child labor.” These terms are defined precisely in Appendix 3, “Definitions Related to Child Labor and Forced Labor.” The definition of working children does not vary among countries and, therefore, statistics on working children are comparable across country profiles. In contrast, the definition of children involved in child labor is based on national legislation, including, for example, the minimum age for work, which varies from country to country. As a result, child labor data are not comparable across countries. Furthermore, these country-level statistics may not disaggregate child labor from the broader category of child work, thereby including children who work only a few hours a week in permitted light work. For the purposes of this report, ILAB is unable to clearly articulate the proportion of working children who are involved in child labor.

### Data Sources and Limitations

Data are primarily from the ILO’s analysis of four survey types: (1) the ILO’s Statistical Information and Monitoring Program on Child Labor (SIMPOC) surveys; (2) national Labor Force Surveys (LFS); (3) UNICEF’s Multiple Indicator Cluster Surveys (MICS); and (4) other national and regional household surveys, including Demographic and Health Surveys (DHS).

According to ILO researchers, typical surveys on children’s work often lack detailed information to accurately measure economic activity.<sup>57</sup> This observation was reiterated in December 2008 at the 18th ICLS. A resolution adopted at the conference provides guidelines for governments on collecting child labor data. Specifically, the guidance indicates that countries can choose to use a broad framework to measure children’s work and child labor that encompasses unpaid household services or countries can use a narrower definition of children’s work that excludes such services, as long as

the definition used is clearly specified. This resolution is contributing to the collection of more comparable data on children’s involvement in non-market activities. In addition, although the 20th ICLS introduced changes to the definition of working children to align it with internationally accepted definitions of work for adults, since most countries are in the process of adapting survey instruments to reflect this new definition, the definition of working children from the 18th ICLS Resolution has been used in this report.<sup>42, 43</sup>

In analyzing the data from the above-mentioned surveys, the ILO attempted to apply a standard definition of children’s work, although UNICEF’s MICS and ILO’s SIMPOC reports, for example, each use a different definition of work. As of the writing of this report, MICS reports include household chores in their definition of work, while some SIMPOC reports do not, depending on each country’s basis for reporting. To the extent possible, the ILO applied a common definition of work to the micro-data described. To date, this has resulted in the individual analysis of more than 270 datasets. While every attempt was made to present a standardized child work statistic, differences across surveys have the potential to affect the comparability of statistics across countries and across years. Some of these differences are explained in greater detail here; however, in general, they include differing age groups, questionnaire content and wording, purpose of the survey, sample design, non-sampling errors, and the year of data collection.

In general, data are presented for children ages 5 to 14; however, some of the profiles present a work statistic for children ages 6 to 14, 7 to 14, 8 to 14, or 10 to 14, depending on the age categories used in the original survey. The wording of work-related questions also may affect the results. For example, the question on work in these surveys usually refers to work during the past 7 days; however, some surveys may refer to work activities during the past 12 months, and thus they are

---

likely to capture a higher proportion of working children than surveys with 7-day timeframes. The purpose of the survey—whether specifically to measure children's work and child labor (SIMPOC surveys) or measure labor force participation of adults—may affect estimates of children's work.<sup>58</sup> Sample design may also affect survey results. For example, children's work is often clustered geographically; SIMPOC surveys are designed to capture children's work in such geographic areas. As a result, estimates of working children vary across surveys that do not use the same sample design.<sup>57</sup> The ILO and UNICEF continue to investigate the effects of these survey differences on estimates of children's work.

As noted, some country profiles also include the sectors in which children reportedly work. For some surveys, the sector of work was not reported by the entire sample of working children. Therefore, the distribution of children working by sector—agriculture, industry, and services—represents children with non-missing data for the sector of work. Additional information on the sectors of work reported in the chart appears in individual country profiles.

### **Percentage of Children Attending School**

The percentage of children attending school is the share of all children within a specified age group that reported attending school. The ILO data described above in the section "Working Children" are used to develop country-specific school attendance statistics. To be consistent with estimates of working children, the age group for which attendance statistics are calculated for children is generally ages 5 to 14. In some cases, however, different age categories are used, usually ages 6 to 14, 7 to 14, or 10 to 14.

### **Percentage of Children Combining Work and School**

The percentage of children who combine work and school is the share of all children within a specified age group reporting both working and attending school. The

ILO data described earlier under "Working Children" are used to develop country-specific statistics on children combining work and school. The age group for which these statistics are calculated is usually for children ages 7 to 14 or 10 to 14.

## **Labor Law Enforcement: Sources and Definitions**

### **Labor Force Calculation**

This report uses data from either government-reported labor force statistics collected by the ILO or from labor force estimates by the ILO modeled on a combination of demographic and economic factors. Both sources of labor force data provide the most recent estimates for countries' total labor force. This number is used to calculate a "sufficient number" of labor inspectors based on the country's level of development, as determined by the UN.<sup>59</sup>

### **Country Classification**

For analyses, the Development Policy and Analysis Division of the Department of Economic and Social Affairs of the United Nations Secretariat (UN DESA) classifies all countries of the world into one of four broad categories: (1) developed economies, (2) economies in transition, (3) developing economies, and (4) least developed countries. The basic criteria for inclusion require that certain thresholds be met for per capita gross national income, a human assets index, and an economic vulnerability index. For this report, "developed economies" equates to the ILO's classification of "industrial market economies," "economies in transition" to "transition economies," "developing economies" to "industrializing economies," and "least developed countries" to "less developed countries." Countries that appear on both "developing economies" and "least developed countries" lists are considered "least developed countries" for calculating a "sufficient number" of labor inspectors.<sup>60</sup>

### **Number of Labor Inspectors**

Article 10 of ILO C. 81 calls for a "sufficient number" of inspectors to do the work required. Because each



country assigns different priorities of enforcement to its inspectors, there is no official definition for a sufficient number of inspectors. In 2022, the ILO updated its guidance for assessing the size of country/territory labor inspectorates to emphasize a holistic evaluation of national context rather than solely a ratio of labor inspectors to labor force size. The factors that need to be considered include the number and nature of the functions assigned to the inspection system; the number, nature, size, and situation of the workplaces liable to inspection; the number of workers; the number and complexity of legal provisions to be enforced; the material and financial resources available to the inspectorate; and the practical conditions under which visits of inspection must be carried out in order to be effective. No single measure is sufficient; however, in many countries, the available data sources are weak. The ratio of inspectors per workforce is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach 1:10,000 in industrial market economies, 1:15,000 in industrializing economies, 1:20,000 in transition economies, and 1:40,000 in less developed countries.<sup>61, 62</sup>

### **ILO Committee of Experts on the Application of Conventions and Recommendations (ILO CEACR)**

The ILO CEACR examines and makes two types of comments on the application of international labor standards by states that are party to the relevant conventions. Direct Requests contain the Committee's technical comments or questions about the state's application of a particular convention, and these requests are sent directly to governments. Observations, which are published in the Committee's annual report, contain comments on fundamental questions raised by a state's application of a particular convention and recommendations for the state.<sup>62</sup>

## **Glossary of Other Terms**

### **Basic Education**

Article 7(c) of ILO C. 182 requires countries to “ensure access to free basic education.” According to the International Standard Classification of Education, “basic education” corresponds to the first 9 years of formal schooling and comprises primary and lower secondary education. Primary education is considered to be the first stage of basic education and covers 6 years of full-time schooling, with the legal age of entrance normally being no younger than age 5 or older than age 7. Primary education is designed to give pupils a sound basis in reading, writing, and mathematics, along with an elementary understanding of other subjects, such as history, geography, natural science, social sciences, religion, art, and music. Lower secondary education is more subject-focused and requires specialized teachers. It corresponds to about 3 years of schooling. Basic education also can include various non-formal and informal public and private educational activities offered to meet the defined basic learning needs of groups of people of all ages.<sup>41</sup>

Article 13 of the UN's 1966 International Covenant on Economic, Social and Cultural Rights indicates that primary education should be compulsory and free to all. Secondary education, including technical and vocational education, should be available and accessible to all, and free education should be progressively introduced. Article 28 of the 1989 Convention on the Rights of the Child affirms the right of the child to an education and the state's duty to ensure that primary education is free and compulsory.<sup>63, 64</sup>

### **Bonded Labor, Debt Bondage**

Bonded labor or debt bondage is “the status or condition arising from a pledge by a debtor of his personal services or those of a person under his control as security for a debt if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the

---

length and nature of those services are not respectively limited and defined,” as defined in the UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956).<sup>47</sup>

Bonded labor typically occurs when a person who needs a loan and has no security to offer pledges their labor, or that of someone under their control, as security for a loan. In some cases, the interest on the loan may be so high that it cannot be paid. In others, it may be deemed that the bonded individual’s work repays the interest on the loan but not the principal. Thus, the loan is inherited and perpetuated, and becomes an inter-generational debt.<sup>47</sup>

Bonded labor is prohibited as one of the worst forms of child labor in ILO C. 182.<sup>41</sup>

### **Child Domestic Worker**

A “child domestic worker” works in third-party private households under an employment relationship and engages in various tasks that include cleaning, cooking, gardening, collecting water, or caring for children and the elderly. Child domestic workers sometimes have live-in arrangements, whereby they live in their employer’s household and work in exchange for room, board, and sometimes education. Child domestic workers are vulnerable to the worst forms of child labor, including sexual, physical, and verbal abuse, in large part because they often depend on their employers for basic needs and work in locations hidden from public view.<sup>65, 66</sup>

### **Child Trafficking**

The UN’s Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol) states “the recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’ even if this does not involve any of the means set forth in subparagraph (a) of this Article.” As such, there does not need to be abuse of power, control, coercion, or fraud present to constitute child trafficking, as the definition

for trafficking adults requires. The Palermo Protocol provides a commonly accepted definition of human trafficking in Article 3(a) that trafficking in persons means “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs.”<sup>67</sup>

The trafficking of children is prohibited as a worst form of child labor in ILO C. 182, Article 3(a).<sup>41</sup>

### **Commercial Sexual Exploitation of Children**

Based on the 1996 Declaration and Agenda for Action of the First World Congress Against the Commercial Sexual Exploitation of Children (CSEC). CSEC is defined as “sexual abuse by the adult and remuneration in cash or kind to the child or third person or persons.”<sup>68</sup> The remuneration dynamic distinguishes CSEC from the sexual abuse of a child, which does not include commercial gain; however, commercial sexual exploitation also involves abuse. The definition of CSEC includes these activities:

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

ILO C. 182, Article 3(b), prohibits using, procuring, or offering a child for prostitution or for the production of pornography or for pornographic performances.<sup>41</sup>

---

### **Compulsory Education Age**

The age up to which children and youth are legally required to attend school.<sup>69</sup>

### **Convention on the Rights of the Child**

The UN's Convention on the Rights of the Child spells out the basic rights of children, such as the right to survival; to develop to the fullest; to be protected from harmful influences, abuse, and exploitation; and to participate fully in family, cultural, and social life. The Convention protects children's rights by setting standards in health care; education; and legal, civil, and social services.

According to Article 32 of the Convention, children have the right "to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral, or social development."<sup>63</sup>

### **Hazardous Work**

Article 3(d) of ILO C. 182 sets forth "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" as a worst form of child labor. This is colloquially referred to as "hazardous work." Countries must determine which types of work are considered to be hazardous work by statute or regulation. ILO R. 190 includes factors for consideration in determining which types of work are hazardous.<sup>51</sup>

### **ILO Recommendation No. 190: Worst Forms of Child Labor**

ILO R. 190 supplements the provisions of ILO C. 182 and provides guidance to ratifying countries regarding its implementation. It provides guidelines to assist countries in determining what types of work should be considered hazardous and thus what type of work countries should prohibit for all children as a worst form of child labor, in accordance with Article 4 of ILO C. 182. ILO R. 190 describes populations in need of specific attention regarding the worst forms of child labor, such as girls and children involved in hidden forms of work. It also provides

guidance regarding specific steps that countries which have ratified ILO C. 182 should take to combat the worst forms of child labor, such as the collection and exchange of data on both the problem and best practices to address it; passage and enforcement of laws that penalize violations with criminal penalties; awareness raising about the problem; establishment of policies against the worst forms of child labor; and international cooperation through technical, legal, and other forms of assistance.<sup>41, 51</sup>

### **Illicit Activities**

ILO C. 182, Article 3(c), prohibits "the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs."<sup>41</sup> According to ILO R. 190 and the General Survey on the Fundamental Conventions Concerning Rights at Work, illicit activities can include "activities which involve the unlawful carrying or use of firearms or other weapons," and "the use of children by criminal organizations for transporting weapons and carrying out arson attacks or destroying public or private property, illicit activities such as housebreaking and petty theft, and children being engaged by adults in car breaking, housebreaking, selling drugs and selling stolen goods, use of children for forced or organized begging, gambling, the unlawful carrying or use of firearms or other weapons, or for the commission of an offence or a crime using violence or the threat of violence."<sup>51</sup>

### **Informal Economy**

The informal sector is "a group of production units comprised of unincorporated enterprises owned by households, including informal own-account enterprises and enterprises of informal employers (typically small and non-registered enterprises)." Informal work is "all remunerative work (i.e. both self-employment and wage employment) that is not registered, regulated or protected by existing legal or regulatory frameworks, as well as non-remunerative work undertaken in an

---

income-produce enterprise. Informal workers do not have secure employment contracts, workers' benefits, social protection or workers' representation."<sup>70</sup> The informal economy is "all economic activities by workers and economic units that are—in law or in practice—not covered or insufficiently covered by formal arrangements."

Children are more likely than adults to be working in the informal economy, including in informal micro- and small enterprises operating on the lower tiers of supply chains.<sup>71</sup> Because employers in the informal sector are generally either not covered by labor laws or are not held accountable for complying with labor protections, including occupational safety measures, children who work in "hazardous" informal settings likely face increased risk of injury. In addition, because businesses in the informal sector are not usually included in official statistics, children working in informal sector enterprises may not be counted in labor force activity rates.<sup>72, 73</sup>

### **Light Work**

This report uses the definition of light work as established in ILO C. 138, Minimum Age for Admission to Employment. Under Article 7(1) of the Convention, "National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work which is (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority, or their capacity to benefit from the instruction received." Countries that have specified a minimum legal working age of 14 may permit the employment or work of persons ages 12 to 14 in light work as defined in Article 7(1). Under Article 7(2), countries may also permit the employment in light work of children who are at least age 15 but have not yet completed compulsory schooling. Countries permitting light work under Article 7 must specify limitations on their hours of work, as well as activities and conditions in which light work may be undertaken.<sup>50</sup>

### **Minimum Age for Work**

The minimum age for work is the age at which a child can enter into work other than light work or hazardous work. ILO C. 138 states that the minimum age for admission to employment should not be less than the age of completion of compulsory schooling and should not be less than age 15, or age 14 for developing countries that specified a minimum legal age of 14 upon ratification of ILO C. 138.<sup>50</sup>

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

This optional UN protocol, adopted in 2000, addresses and commits ratifying countries to take action against the involvement of children in armed conflict, which is a worst form of child labor per ILO C. 182, Article 3(a).<sup>74</sup>

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

This optional UN protocol, adopted in 2000, addresses and commits ratifying countries to prohibit CSEC, which is a worst form of child labor as defined in ILO C. 182, Article 3(b).<sup>41, 75</sup>

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

The Palermo Protocol supplements the UN Convention Against Transnational Organized Crime and covers the trafficking of children, also delineated as a worst form of child labor under ILO C. 182, Article 3(a).<sup>76</sup> See "Child Trafficking" above.<sup>41, 67</sup>

### **Ratification**

Ratification is a serious undertaking whereby a state formally accepts the terms of an international agreement,



---

thus becoming legally bound to apply it. Generally, an ILO convention comes into force in a ratifying country 12 months after the government has deposited the requisite instrument of ratification. This grace period provides ILO members time to enact or modify legislation to comply with the convention before it comes into force.<sup>49</sup>

### **Slavery**

Slavery is the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised<sup>46</sup>

### **Unpaid Household Services**

For this report, the term “unpaid household services by children” refers to the domestic and personal services a child performs within the child’s own household, under the following conditions: (1) for long hours; (2) in an unhealthy environment, including equipment or heavy loads; or (3) in dangerous locations.<sup>65</sup>

---

## Appendix 8

# Research Framework and Organization of Country Profiles

### Research Methods

This section describes the research methods used for data collection, as well as the sources, analysis of information, and the limitations of these methods in this report.

#### Data Collection and Sources

Information was gathered for this report through desk research, U.S. embassy reporting, and limited fieldwork. Information also was received from some foreign governments. Desk research consisted of an extensive review of mostly online materials, which included both primary and secondary sources. The sources included academic and independent researchers, media outlets, NGOs, international organizations, foreign governments, and U.S. government agencies. Information also was collected from U.S. government-funded technical assistance and field research projects.

Examples of the sources used in this report are the most recent available editions of country laws relevant to child labor; national-level child labor surveys; NGO reports on the nature of child labor in various countries; and UN reports, including direct requests and observations by the ILO Committee of Experts.<sup>62</sup>

The U.S. Department of State and U.S. embassies and consulates abroad provided important information by gathering data from contacts, conducting site visits, and reviewing local media sources. A request for information from the public was published in the Federal Register, and a copy of the request was mailed to the Washington, D.C.-based foreign embassies of the countries included in this report.<sup>77</sup> Data also were gathered through key informant interviews.

### Analysis of Information

The existence of child labor, particularly in its worst forms, often involves violations of laws and regulations, including serious criminal violations. Information on child labor may be intentionally suppressed. Victims of the worst forms of child labor often are unable to claim their rights or even communicate the abuse they are suffering because they are traumatized, unaware of their rights under the law. These factors make information on the worst forms of child labor difficult to obtain. Therefore, to compile a credible and comprehensive report, ILAB uses the following criteria to assess information:

#### Nature of the Information

Whether the information about child labor and government efforts to combat it gathered from research, public submissions, or other sources was relevant and probative, and covered the “worst forms of child labor” and “government efforts” as used in this report. Specific evidence of government efforts was preferred when it was available.

#### Date of the Information

Whether the source information about child labor was no more than 5 years old. More current information was given priority, and to the extent possible, ILAB uses sources published during the reporting period. Information from sources older than 5 years was generally not considered.

In the case of child labor statistics, however, certain factors contribute to less frequent generation of new data. Because government and other efforts to address exploitative child labor take time to have an impact on

---

national-level rates of child labor, children's involvement in such activities does not change dramatically from year to year. Child labor surveys are carried out infrequently, in part, because the child labor picture does not change frequently, although the number of surveys has increased recently. To present an overall picture of children's work in as many countries as possible, ILAB uses statistics that are, in some cases, more than 10 years old as of the writing of this report. For more information on the statistics used in this report, see "Children's Work and Education Statistics: Sources and Definitions" in **Appendix 7**.

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

### **Source of the Information**

Whether the information, either from primary or secondary sources, was from a source in which methodology, prior publications, degree of familiarity and experience with international labor standards, or reputation for accuracy and objectivity warranted a determination that it was relevant and probative.

### **Extent of the Corroboration**

Whether the information about the use of child labor was corroborated by other sources.

### **Limitations**

While data on the worst forms of child labor and information about government efforts to provide

remediation are improving, data are still insufficient to provide a complete understanding of the problem. A lack of information may create the impression that a country has less serious problems with the worst forms of child labor than it actually has. At the same time, a dearth of information may create the impression that a government is doing less than it should when, in fact, efforts to address child labor exist, but are simply unreported or unpublicized. Although countries with open and available information may sometimes appear to have greater problems relative to other countries, this may not be the case. In fact, countries that collect information on child labor are in a better position to eliminate the problem than countries in which such information is suppressed, because with better information, they can target policies and programs toward identified problem areas to achieve maximum impact.

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

Most of ILAB's online research is conducted in English; however, we also gather and read source materials written in Spanish, French, and, to a limited extent, Portuguese, Russian, and Arabic. Materials other than laws written in other languages are generally not reviewed.

Despite ILAB's best efforts to cover relevant topics as comprehensively as possible, this report cannot address every salient issue that may affect children's involvement in child labor. For example, there are many factors that

---

affect whether a household sends a child to school, to work, or both. A lack of available information, however, limits the discussion of these issues for some countries. In these cases, we note that the profile's information is incomplete. Furthermore, ILAB chose to limit its reporting of education to the issue of access, and generally does not cover the quality of education because research on the relationship between the quality of education and child labor is lacking.

### **Organization and Content of Country Profiles**

ILAB organizes country profiles to track the types of efforts outlined in the TDA Conference Committee report. In this report, the Conference Committee indicated that the President should consider certain criteria when determining whether a country has met its obligation under the GSP program to implement its international commitments to eliminate the worst forms of child labor.<sup>38</sup> Each country profile contains an introductory paragraph that provides an assessment of government actions to advance efforts in eliminating the worst forms of child labor, six sections that describe the problem and different aspects of government efforts to address it, and a set of suggested actions. The following section describes the content in country profiles.

#### **Summary Paragraph**

Each country profile begins with a single-paragraph overview of 2024 and a statement identifying the assessment level assigned to the country for 2024. Following the statement of assessment, the summary includes meaningful efforts taken by a government to implement its commitment to eliminating child labor. The summary also notes where children are engaged in the worst forms of child labor, or if no worst forms of child labor exist, where they are engaged in tasks for which there is evidence that such tasks fall into the categories suggested by ILO R. 190 for hazardous work—referred to as “dangerous tasks” in this report. Depending on the situation in the country, the summary also may discuss

child labor that does not rise to the level of hazardous work. Finally, the paragraph highlights areas in which key gaps in government efforts remain.

#### **Section I: Prevalence and Sectoral Distribution of Child Labor**

The first section of each country profile provides, to the extent that information is available, a comprehensive picture of child labor in the country. This section begins with a review of available data on working children and school attendance, followed by a presentation of the most common sectors and activities in which children are engaged. The narrative also provides information about the nature and conditions of the work, specific populations that are particularly at high risk of engaging in child labor. In addition, this section recognizes the lack of education as a root cause of child labor and details circumstances that make accessing education difficult.

#### **Section II: Suggested Government Actions to Eliminate Child Labor**

The second section of the country profile is a set of suggested actions. These suggested actions serve as a roadmap of efforts that individual countries can follow to address the worst forms of child labor.

#### **Section III: Legal Framework for Child Labor**

The third section of the country profile addresses the second criteria included in the TDA Conference Committee report concerning whether the country has “adequate laws and regulations proscribing the worst forms of child labor.”<sup>78</sup> This section describes a country's legal framework with regard to child labor and assesses the adequacy of that legal framework by comparing it, in general, to the standards set forth in ILO C. 182 and ILO C. 138, and to other international instruments, including the Palermo Protocol and the Convention on the Rights of the Child and its Optional Protocols. ILAB considered whether the laws criminally prohibited the categorical worst forms of child labor in ILO C. 182, Articles 3(a)–(c), as suggested by ILO R. 190. In line with the ILO Committee of Experts,

---

ILAB considered any law that could be used to prohibit child labor, including its worst forms. ILAB also considered whether the country had ratified key international instruments related to child labor.

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

The corresponding table indicates where the legal framework meets international standards and where it does not. For example, the table indicates whether the country's minimum age for work complies with the international standard.

ILAB assesses whether a country has created a hazardous work list and whether the types of hazardous work prohibited are comprehensive, based on whether there is evidence that children in that country engage in unlisted work which exposes them to hazards listed in ILO R. 190. Because the standards on the minimum age for work in ILO C. 138 provide a foundation for protections against the worst forms of child labor, ILAB uses the standards embodied in that convention to assess each country's minimum age for admission to work and the age up to which education is compulsory. ILO C. 138 establishes that countries should set a minimum age of 15 for work, or age 14 for countries with less-developed economies where the country has specified an age of 14 upon ratification of the convention. For countries that permit children to engage in light work, ILAB also indicates whether the country has set a minimum age of 13 for light work, or age 12 for less-developed economies, whether legislation related to light work determines

permitted activities, and the number of hours per week and the conditions under which light work may be conducted.

ILAB assesses whether a country's laws criminally prohibit slavery and practices similar to slavery, including debt bondage and forced labor, as well as human trafficking. In accordance with the Palermo Protocol's standard for child trafficking, ILAB reviews statutes criminalizing international and domestic trafficking for both commercial sexual exploitation and forced labor, including whether the legal protections prohibit the five actions that comprise the human trafficking process—recruiting, harboring, transporting, transferring, and receiving persons.

For the issue of CSEC, ILAB assesses whether a country's laws criminally prohibit the using, procuring, and offering of children for prostitution; the production of child pornography; and the use of children in pornographic performances. For illicit activities, ILAB assesses whether laws criminally prohibit the using, procuring, and offering of a child in the production and trafficking of drugs.

In all cases in which countries maintain a military force, ILAB assesses whether the country prohibited the compulsory military recruitment of children and whether the minimum age for voluntary military recruitment is at least age 16, with certain safeguards to ensure voluntariness. For all countries, ILAB assesses whether the recruitment of children under age 18 by non-state armed groups is criminally prohibited, even if non-state armed groups are not present in the country.

ILAB assesses whether the age for compulsory education aligns with the minimum age for work, in accordance with ILO C. 138, which states that the minimum age for work should not be less than the age up to which education is compulsory, and that it should be at least age 15, or age 14 for countries with less-developed economies. However, the opposite situation—in which the minimum



---

age for work is higher than the upper cut-off age for compulsory education—also should be avoided because when children are not required to be in school or permitted to work, they are susceptible to the worst forms of child labor.

#### **Section IV: Enforcement of Laws on Child Labor**

The fourth section of the country profile addresses the second and third criteria included in the TDA Conference Committee report concerning whether the country has “adequate laws and regulations for the implementation and enforcement of such measures,” and has “established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor.”<sup>78</sup> This section describes the role of government agencies in enforcing laws relevant to child labor, including its worst forms, and reports on labor law and criminal law enforcement efforts during the reporting period.

In this section, ILAB analyzes whether and to what degree the country defines enforcement agency roles and investigates and addresses complaints related to allegations of child labor. Because ILO C. 182 only discusses enforcement to a limited extent, other international standards and practices also are considered as general evaluation guidelines, including from ILO C. 81 and ILO C. 129 on Labor Inspection and Labor Inspection in Agriculture, respectively.<sup>55,79</sup> To the extent possible, ILAB assesses whether the country has taken these actions:

- Established labor inspection systems, including a functioning labor inspectorate.
- Provided sufficient funding and resources to enforce child labor laws and regulations.
- Employed a sufficient number of inspectors to enforce the country’s child labor laws and regulations.
- Provided sufficient training for inspectors, including initial training for new employees, training on new laws related to child labor, and refresher courses.
- Developed and implemented an adequate labor inspection strategy that allows for different types

of onsite inspections of worksites—such as routine, targeted, complaint-driven, and unannounced—and conducted inspections with sufficient frequency and in all relevant sectors.

- Implemented digital tracking systems for civil worst forms of child labor violations.
- Provided sufficient authority to the labor inspectorate to penalize child labor violations and follow through with sanctions, where appropriate.
- Published information on specific inspection results and fines or sanctions imposed for violation of child labor laws and regulations, including the worst forms of child labor.
- Established a complaint mechanism for labor violations.
- Set up a reciprocal referral mechanism between labor authorities and social services.

Although ILAB conducts research and requests law enforcement information on the topics for this year’s report, the information is not always available. For example, in many cases, ILAB does not have enough information to determine whether the number of inspectors was sufficient for the country. Only in certain situations, in which a country’s government acknowledges that it does not have a sufficient number of labor inspectors or ILAB obtains information indicating that the number of labor inspectors is insufficient relative to the size of the country’s workforce, does ILAB issue findings of insufficiency.<sup>80</sup>

ILO R. 190 states that countries should criminally prohibit the categorical worst forms of child labor as set forth in ILO C. 182, Articles 3(a)–(c).<sup>41,51</sup> Therefore, the report also assesses whether criminal law enforcement in the country has taken these actions:

- Established criminal investigation systems.
- Provided sufficient funding and resources to enforce the worst forms of child labor laws and regulations.
- Provided sufficient training for investigators, including

---

initial training for new employees, training on new laws related to the worst forms of child labor, and refresher courses.

- Conducted a sufficient number of investigations related to the worst forms of child labor.
- Published information on specific investigation results and violations, prosecutions, and convictions related to the worst forms of child labor.
- Imposed penalties for violations related to the worst forms of child labor.
- Established a reciprocal referral mechanism between criminal authorities and social services.
- Established systems for the public to report worst forms of child labor violations.

### **Section V: Coordination of Government Efforts on Child Labor**

The fifth section of the country profile also addresses the third criterion included in the TDA Conference Committee report—whether the country has established “formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor.”<sup>78</sup> This section provides information on key institutions in the country charged with coordinating overall efforts to combat child labor, including its worst forms. Although the TDA Conference Committee report speaks only to whether such mechanisms are in place with regard to investigation and complaints, ILO C. 182, Article 5, states that “[e]ach Member shall, after consultation with employers’ and workers’ organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention.” ILAB applies this concept of monitoring to all provisions of the Convention, not just those directly related to the enforcement of child labor laws. However, because the term “monitor” is often associated exclusively with enforcement activities, ILAB uses the term “coordinate” to describe this function.

### **Section VI: Government Policies on Child Labor**

The sixth section of the country profile provides information on the fourth criterion in the TDA Conference Committee report—whether the country has “a comprehensive policy for the elimination of the worst forms of child labor.”<sup>78</sup> This section describes a country’s key policies and plans to combat child labor, including its worst forms.

ILAB uses the framework provided in ILO R. 190, Article 15(f), which illustrates measures that countries might take to combat the worst forms of child labor, such as “encouraging the development of policies by undertakings to promote the aims of the Convention.”<sup>51</sup> In ILO C. 182 and in comments from the ILO Committee of Experts, the terms “programs” and “plans of action” are often used interchangeably. Indeed, in some cases, it is difficult to distinguish among “a policy,” “a plan,” and “a program.”<sup>41, 62</sup> For the TDA Conference Committee report, a policy on child labor is defined as a framework that lays out general principles that are intended to guide a government’s actions on child labor. Although policies may call for the passage of new laws and the establishment of new programs, the actual adoption of laws and program implementation are reported in the “Legal Framework for the Worst Forms of Child Labor” or the “Social Programs to Address Child Labor” sections of the profiles.

Specifically, ILAB assesses whether governments have achieved the following activities:

- Established specific child labor policies, any related development policies that explicitly incorporate the issue of child labor, or any related development policies that do not explicitly target child labor but that could have an impact on the problem (because so few governments distinguish between worst forms of child labor and child labor, any policy on child labor, whether targeted toward the worst forms of child labor or not, may be reported).

- Ensured that these policies include specific action plans, assign responsibilities, establish goals, and set timetables.
- Implemented established policies and plans.

## **Section VII: Social Programs to Address Child Labor**

The last section of each country profile provides information on the fifth criterion in the TDA Conference Committee report—whether social programs exist in the country “to prevent the engagement of children in the worst forms of child labor and assist in the removal of children engaged in the worst forms of child labor.”<sup>78</sup>

This section of the country profile reports on key programs focused on child labor and the worst forms of child labor because countries often do not distinguish between the two when creating child labor programs. This section of the profile also reports on programs that focus on child labor specifically, and programs that address poverty, education, and other related matters that could have a beneficial impact on child labor.

ILAB generally considers the implementation of projects through international organizations to be government efforts because the projects can be carried out only with the consent of the government, and such efforts are sometimes considered part of a country’s national budget.

ILAB applies the standards embodied in Articles 6 and 7 of ILO C. 182 to assess country programs to combat child labor. ILO R. 190 also is considered to determine the types of efforts that governments might make, such as giving special attention to girls, providing training to employers and workers, and raising awareness. ILAB assesses whether governments have taken the following actions:

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

- Targeted at-risk populations.
- Implemented social programs successfully and sustainably.

## **Framework for Country Assessments**

### **Objective for Country Assessments**

ILAB is using an assessment tool to clearly indicate and highlight the status of efforts to eliminate the worst forms of child labor by each country that benefits from U.S. trade preferences.

### **Research Question Guiding Country Assessments**

The assessment answers the question “To what extent did the beneficiary country advance efforts to eliminate the worst forms of child labor during the reporting period?”

### **Scope of Country Assessment**

As discussed, the TDA Conference Committee report outlines the following six criteria that the President is asked to consider in determining whether a country is implementing its international commitments to eliminate the worst forms of child labor:

- Whether the country has adequate laws and regulations proscribing the worst forms of child labor
- Whether the country has adequate laws and regulations for the implementation and enforcement of such measures
- Whether the country has established formal institutional mechanisms to investigate and address the worst forms of child labor
- Whether the country has a comprehensive policy for the elimination of the worst forms of child labor
- Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor and assist in the removal of children engaged in the worst forms of child labor
- Whether the country is making continual progress toward eliminating the worst forms of child labor

The country assessment tool is intended to inform the sixth criterion—whether the country is “making continual

---

progress toward eliminating the worst forms of child labor.”<sup>78</sup> In preparing the assessments, ILAB evaluates the first five criteria, grouping them into the same five areas addressed in the individual country profiles: laws and regulations, enforcement, coordination, policies, and social programs. The assessment is based on an analysis of the status of each country’s efforts in these five areas considered as a whole and compared to the country’s prior efforts. The assessments do not consider the impact of government actions on the problem, or whether they have a documented effect on eliminating child labor. This type of analysis would require rigorous impact evaluations and assessments based on data from solid research designs, which is beyond the scope of this report. It is important to note that the assessment is not intended to reflect a determination of “whether a country has implemented its commitments to eliminate the worst forms of child labor.” That determination is reserved for the President.

### **Method for Determining a Country Assessment**

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

assessing the level of a country’s advancement during the current reporting period and in comparison, with the previous reporting period.

After identifying and assessing a country’s efforts, ILAB considers the significance of the efforts undertaken during the reporting period—actions that could have an impact on eliminating the worst forms of child labor—and the extent to which these efforts addressed the first five TDA criteria, outlined above, in a limited or meaningful manner during the reporting period. In addition, ILAB reviews whether the government established or failed to remedy a regressive or significantly detrimental law, policy, or practice that delayed advancement in eliminating child labor. Finally, ILAB also examines whether countries had a policy or demonstrated a practice of being complicit in forced child labor in more than isolated incidents at the national, regional, or local level.

To promote consistency and transparency, and to operationalize these first five TDA criteria, each country’s efforts are analyzed according to a uniform set of guidance questions related to the five general areas of laws and regulations, enforcement, coordination, policies, and social programs. Detailed information is given in **Appendix 9**, “TDA Criteria and Corresponding Guidance Questions.”

## Appendix 9

# TDA Criteria and Corresponding Guidance Questions

### Assessment Level

#### TDA Conference Report Criterion:

- Whether the country is making continual progress toward eliminating the worst forms of child labor

#### Guidance Questions

- What efforts did the country make to address child labor during the year?
- Has the government instituted minimally acceptable laws and regulations, mechanisms, practices, and programs to address and prevent child labor?
- Did the government of the country establish or fail to remedy a regressive or significantly detrimental law, policy, or practice that delayed advancement in the elimination of child labor?\*
- Was the government of the country complicit in the use of forced child labor in more than isolated incidents?\*

\* A “Yes” response likely means that the country will automatically receive an assessment of Minimal Advancement or No Advancement.

### Prevalence and Sectoral Distribution of Child Labor

#### Guidance Questions

- Were government officials complicit in the use of forced child labor in more than isolated incidents?\*
- What are the prevalent types of child labor?
- Has the government conducted research on the prevalence and nature of the worst forms of child labor and made the results publicly available?
- Are specific populations vulnerable to child labor?
- Are there barriers to education access?
- Were there events during the year that destabilized

the country, such as armed conflict; health epidemics and natural disasters; or other social, economic, and political crises?

### Legal Framework for the Worst Forms of Child Labor

#### TDA Conference Report Criterion:

- Whether the country has adequate laws and regulations proscribing the worst forms of child labor

#### Guidance Questions

- Did the laws meet international standards?
- Is the minimum age for admission to employment in line with ILO C. 138?
- Is the minimum age for admission to hazardous work in line with ILO C. 138 and C. 182?
- Are criminal prohibitions on slavery, debt bondage, forced child labor, child trafficking, commercial sexual exploitation of children, and use of children in illicit activities in line with ILO C. 182?
- Is the prohibition against recruitment of children under age 18 for state compulsory military service in line with ILO C. 182?
- Is the minimum age for recruitment into state voluntary military service in line with the UN CRC Optional Protocol on Armed Conflict?
- Is the prohibition against recruitment of children under age 18 by non-state armed groups in line with ILO C. 182?
- Does the age up to which education is compulsory align with the minimum age for work and meet the standards in ILO C. 138?
- Is the provision of free public basic education in line with ILO C. 182?



- If the law permits light work, is the minimum age in line with ILO C. 138 and are there appropriate safeguards as outlined in ILO C. 138?
- Has the country ratified ILO C. 182 and C. 138, as well as other relevant conventions and protocols?
- If the country's laws are not compliant with international standards embodied in ILO C. 138 and C. 182, has there been any change in the laws that brings the country closer to being fully compliant?
- Are laws related to child labor available to the public?
- Did the country establish or fail to remedy a regressive or significantly detrimental law that delayed its advancement in the elimination of child labor?\*

\* A "Yes" response likely means that the country will automatically receive an assessment of Minimal Advancement or No Advancement.

## Enforcement of Laws on the Worst Forms of Child Labor

### TDA Conference Report Criteria:

- Whether the country has adequate laws and regulations for the implementation and enforcement of such measures
- Whether the country has established formal institutional mechanisms to investigate and address the worst forms of child labor

In this section of the country profiles, ILAB analyzes whether, or to what degree, a country has defined enforcement agency roles, conducted routine and targeted inspections, and unannounced inspections, and investigated and addressed complaints related to allegations of the worst forms of child labor. The analysis is based on the following guidance questions.

### Guidance Questions

- Does the country have a labor inspectorate?
- Does the country have labor inspectors? Are its labor inspectors public servants as opposed to contractors?
- What was the amount of funding for the labor inspectorate? Was there an increase or decrease in the funding and resources to enforce child labor laws and regulations, and were these resources adequate given the incidence of child labor in the country?
- Was there an increase or reduction in the number of labor inspectors, and was the number of labor inspectors adequate given the size of the country's workforce?
- Did the country offer initial training to new labor inspectors and investigators, including specialized training on child labor; training on new laws related to child labor, including its worst forms; and refresher courses?
- Did the labor inspectorate fail to conduct labor inspections during the reporting period?\*
- Does the labor inspectorate lack legal authorization to conduct unannounced inspections?\*
- Did the inspectorate conduct unannounced inspections?
- Did the government develop and implement a labor inspection strategy that allowed for different types of onsite inspections of worksites, such as routine, targeted, and complaint-driven?
- Were inspections conducted with sufficient frequency and in all relevant sectors?
- Did the government provide the labor inspectorate with sufficient authority to sanction child labor violations?
- Did the country make available information on labor law enforcement efforts related to child labor, including the number of labor inspections conducted at worksites and by desk review, the number of child labor violations found, and the number of child labor violations for which penalties were imposed and collected?
- Does the government use a digital tracking system for civil worst forms of child labor violations?
- Does the government have a public mechanism for filing and resolving complaints expeditiously regarding child labor?
- Does a reciprocal referral mechanism exist between labor and criminal authorities and social services?

- Did the government investigate, prosecute, convict, and sentence cases of violations of criminal child labor statutes, including public officials who participate in or facilitate the worst forms of child labor?
- Did the government impose criminal penalties for violations related to the worst forms of child labor?
- Did the country make available information on criminal law enforcement efforts related to the worst forms of child labor, including the number of investigations, violations found, prosecutions initiated, convictions obtained, and penalties imposed?
- Did the government establish or improve a process for information sharing among enforcement authorities?
- Did the government ensure that all children engaged in the worst forms of child labor were protected from inappropriate incarceration, penalties, or physical harm?
- Did the country establish or fail to remedy a regressive or significantly detrimental law enforcement practice that delayed its advancement in the elimination of child labor?\*

\* A “Yes” response likely means that the country will automatically receive an assessment of Minimal Advancement or No Advancement.

## Coordination of Government Efforts on the Worst Forms of Child Labor

### TDA Conference Report Criterion:

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

In this section of the country profiles, ILAB analyzes whether, or to what degree, the country has an institution charged with coordinating overall efforts to combat child labor, including its worst forms. The analysis is based on the following guidance questions.

### Guidance Questions

- Does the government have an agency or committee created to coordinate government efforts to combat

the worst forms of child labor? Did it create such an agency or committee during the reporting period?

- Does the agency or committee address all sectors of child labor that are prevalent in the country, or does it address only certain sectors?
- Did such an agency or committee meet regularly and take actions, or did it not meet regularly and take few or no actions?

## Government Policies on the Worst Forms of Child Labor

### TDA Conference Report Criterion:

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

### Guidance Questions

- Did the government establish any new policies or plans that specifically address the worst forms of child labor or any one of the worst forms of child labor?
- Did the government incorporate the worst forms of child labor specifically as an issue to be addressed in poverty reduction, development, educational, or other social policies, such as poverty reduction strategy papers?
- If the country established any of the above policies or plans, do they designate responsibilities, establish goals, and set timelines?
- Did the government effectively implement existing policies and plans?
- Did the country establish or fail to remedy a regressive or significantly detrimental policy that delayed its advancement in the elimination of child labor?\*

\* A “Yes” response likely means that the country will automatically receive an assessment of Minimal Advancement or No Advancement.

## Social Programs to Address Child Labor

### TDA Conference Report Criterion:

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

---

### Guidance Questions

- Did the government fund or participate in any new or ongoing programs that aim to eliminate or prevent the worst forms of child labor?
- Did the government fund or participate in any social protection programs that could reasonably be expected to have an impact on child labor? Were any of the country's programs shown, through research, to have had an impact on child labor?
- Did the government make efforts to reduce children's vulnerability to the worst forms of child labor by addressing factors such as
  - Country- and region-specific practices that make children vulnerable to the worst forms of child labor, and
  - Barriers to education, such as a lack of teachers; lack of schools or inadequate facilities; lack of infrastructure to access schools; lack of transportation; violence, including physical and sexual abuse; birth registration requirements; and the charging of school fees?
- Are the country's programs sufficient to combat particular forms of child labor, considering the scope and magnitude of those problems?
- Do the programs provide services directly to children?
- Do the programs adequately target at-risk populations?
- Were the programs fully funded?
- Are the programs meeting their goals?
- Are the programs' efforts sustainable?
- Did existing government programs improve or worsen in quality or effectiveness compared with the previous year?
- Did the country establish or fail to remedy a regressive or significantly detrimental social program or other practice that delayed its advancement in the elimination of child labor?\*

*\* A "Yes" response likely means that the country will automatically receive an assessment of Minimal Advancement or No Advancement.*

---

# End Notes

- 1 **Soujellaan Lapsia Protect Children.** *Tech Platforms Used by Online Child Sexual Abuse Offenders.* 2024.
- 2 **Termeer, Emma, et al.** *Digitalization and Child Labour in Agriculture.* s.l. : Food and Agricultural Organization of the United Nations, 2023.
- 3 **Food and Agriculture Organization of the United Nations.** *Digichild: Digital Geographic Information for Child Labour Risk Estimation.* 2024.
- 4 **Government of Chile.** *Chile Child Labor Report.* s.l. : Minsitry of Social Development and Family, 2024.
- 5 **ILO.** Digital Technology: A Game Changer in the Fight Against Child Labour in Uganda's Agriculture Sector. [Online] March 30, 2023. <https://www.ilo.org/resource/article/digital-technology-game-changer-fight-against-child-labour-ugandas>.
- 6 —. Digital Child Labour Monitoring Empowers Communities in Cotabato. [Online] October 16, 2023. <https://www.ilo.org/resource/news/digital-child-labour-monitoring-empowers-communities-cotabato>.
- 7 **Government of the United States.** Artificial Intelligence to Harness Key Insights at CBP. [Online] March 24, 2023. <https://www.cbp.gov/newsroom/spotlights/artificial-intelligence-harness-key-insights-cbp>.
- 8 —. S.146 - TAKE IT DOWN Act. [Online] May 19, 2025. <https://www.congress.gov/bill/119th-congress/senate-bill/146/text>.
- 9 **Stevenson, Mark.** In Mexico, Children as Young as 10 Recruited by Drug Cartels. AP. [Online] October 21, 2021. <https://apnews.com/article/caribbean-mexico-city-mexico-drug-cartels-6f73f0a2277ea91eb5a39a098238ae6b>.
- 10 **U.S. Department of State.** Trafficking in Persons Report- 2020: El Salvador. [Online] June 25, 2020. <https://www.state.gov/reports/2020-trafficking-in-persons-report/el-salvador/>.
- 11 **U.S. Embassy Mexico City.** Reporting. June 24, 2025. Source on file.
- 12 **UNODC.** *Global Report on Trafficking in Persons 2024.* 2024.
- 13 **O'Carroll, Lisa.** EU Warns of 'Child Soldiers' Exploited by Drug Gangs. *The Guardian.* [Online] October 19, 2023. <https://www.theguardian.com/world/2023/oct/19/eu-launches-crackdown-on-cocaine-smuggling#:~:text=Children%20exploited%20by%20drug%20gangs,crack%20down%20on%20cocaine%20smuggling>.
- 14 **Associated Press.** Mexico: Drug Cartels Recruiting Youths Through Video Games. AP. [Online] October 21, 2021. <https://apnews.com/article/technology-mexico-media-caribbean-drug-cartels-05525fb65583bcfbcd8d43631f8863ad>.
- 15 **Government of the United States.** *2024 Trafficking in Person Report: Albania.* June 2024.
- 16 **UN Office of the High Commissioner for Human Rights.** *Compilation on El Salvador (Universal Periodic Review).* 2019.
- 17 —. Summary of stakeholders' submissions on El Salvador (Universal Periodic Review). 2019.
- 18 Dudley, Steven, et al. Colombia's Ongoing Child Recruitment Crisis. s.l. : Insight Crime, 2022.
- 19 ACAPS. Colombia: Child Recruitment and Use. 2024.
- 20 U.S. Department of Labor. Qvest LLC Must Pay \$171k After Federal Investigators Find Sanitation Contractor Employed 11 Children at Sioux City Pork Processing Plant. [Online] [Cited: May 2, 2025.] <https://www.dol.gov/newsroom/releases/sol/sol20241129>.
- 21 —. Department of Labor Secures Agreement From Cleaning Contractor to Pay Penalties, Take Steps to Prevent Dangerous Child Labor Employment. [Online] January 16, 2025. <https://www.dol.gov/newsroom/releases/whd/whd20250116>.
- 22 —. US Department of Labor Reaches Agreement with Perdue Farms, Secures Judgement Against Staffing Agency to Address Child Labor Violations. [Online] January 15, 2025. <https://www.dol.gov/newsroom/releases/whd/whd20250115>.
- 23 —. US Department of Labor Secures Agreement with JBS USA, Nation's Largest Meat Packing Processor, to Address Child Labor Compliance. [Online] January 13, 2025. <https://www.dol.gov/newsroom/releases/whd/whd20250113>.
- 24 —. Impact in Fiscal Year 2024. [Online] [Cited: May 2, 2025.] <https://www.dol.gov/agencies/whd/data>.
- 25 —. Department of Labor Reaches Settlement with Hattiesburg Poultry Facility to Enhance Safety Measures After 16-year-old Suffers Fatal Injuries. [Online] August 14, 2024. <https://www.osha.gov/news/newsreleases/national/20240814>.
- 26 —. US Department of Labor Cites Hattiesburg Poultry Facility After 16-Year-Old Worker Pulled into Machine, Suffers Fatal Injuries. [Online] January 16, 2024. <https://www.dol.gov/newsroom/releases/osha/osha20240116>.

- 
- 27 —. *The Fair Labor Standards Act Of 1938, As Amended*.
- 28 **Government of the United States**. *Child Labor Regulations, Orders and Statements of Interpretation*, 29 C.F.R. 570.33-570.35, 570.50-570.68, 570.71.
- 29 **U.S. Bureau of Labor Statistics**. Employment Status of the Civilian Noninstitutional Population by Age, Sex, and Race. [Online] [Cited: May 2, 2025.]  
<https://www.bls.gov/cps/cpsaat03.htm>.
- 30 —. Employment status of the civilian noninstitutional population by age, sex, and race. [Online] [Cited: May 2, 2025.]  
<https://www.bls.gov/cps/data/aa2023/cpsaat03.htm>.
- 31 —. Injuries, Illnesses, and Fatalities. [Online] [Cited: May 2, 2025.]  
<https://www.bls.gov/iif/fatal-injuries-tables/fatal-occupational-injuries-table-a-7-2023.htm>.
- 32 **U.S. Department of Labor**. YouthRules! [Online] [Cited: July 11, 2023.]  
<https://www.dol.gov/agencies/whd/youthrules>.
- 33 —. Child Labor. [Online] [Cited: May 3, 2024.]  
<https://www.dol.gov/agencies/whd/data/charts/child-labor>.
- 34 **Government of the United States**. Policy and Requirements Handbook. [Online] January 29, 2025.  
<https://prh.jobcorps.gov/PRHChapter%201/PRH%20Chapter%201%20-%2001.29.25.pdf>.
- 35 —. Public Law 114–22. [Online] May 29, 2015. <https://www.congress.gov/114/plaws/publ22/PLAW-114publ22.pdf>.
- 36 **Job Corps**. Job Corps Reports and Outcomes. [Online] [Cited: May 2, 2025.] <https://www.jobcorps.gov/reports>.
- 37 **Government of the United States**. Code of Federal Regulations. [Online] [Cited: May 2, 2025.]  
<https://www.ecfr.gov/current/title-20/chapter-V/part-658?toc=1>.
- 38 —. Trade and Development Act of 2000, 19 U.S.C. § 2464.  
<https://www.govinfo.gov/content/pkg/USCODE-2021-title19/pdf/USCODE-2021-title19-chap12-subchapV-sec2464.pdf>.
- 39 —. Trade Act of 1974, 19 U.S.C. § 2462(b)(2).  
<https://www.govinfo.gov/content/pkg/USCODE-2021-title19/pdf/USCODE-2021-title19-chap12-subchapV-sec2462.pdf>.
- 40 **U.S. Department of Labor**. By the Sweat & Toil of Children, Volume VI: An Economic Consideration of Child Labor. January 1, 2000.
- 41 **ILO**. Worst Forms of Child Labour Convention, 1999 (No. 182) Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour. [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:C182](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C182).
- 42 —. Resolution to amend the 18th ICLS Resolution concerning statistics of child labour. 2018.  
<https://www.ilo.org/media/209451/download>.
- 43 —. Resolution II: Resolution Concerning Statistics of Child Labour. 18th International Conference of Labour Statisticians. 2008.  
[http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms\\_112458.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms_112458.pdf).
- 44 —. Forced Labor Convention, 1930 (No. 29) Concerning Forced or Compulsory Labour.  
[http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312174:NO](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312174:NO).
- 45 —. 20th International Conference of Labour Statisticians. Geneva, October 10–19, 2018. Appendix: Revised Draft Guidelines Concerning the Measurement of Forced Labour. 2018.  
[https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms\\_647379.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_647379.pdf).
- 46 **UN**. Slavery Convention. September 26, 1926.
- 47 —. Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery. Entry into force: April 30, 1956. <http://www.ohchr.org/EN/ProfessionalInterest/Pages/SupplementaryConventionAbolitionOfSlavery.aspx>.
- 48 **ILO, IOM, and WalkFree**. *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*. s.l. :  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---ipecc/documents/publication/wcms\\_854733.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipecc/documents/publication/wcms_854733.pdf), 2022.
- 49 **ILO**. How International Labour Standards Are Created. Accessed: August 5, 2019.  
<https://www.ilo.org/global/standards/introduction-to-international-labour-standards/international-labour-standards-creation/lang--en/index.htm>.



- 
- 50 —. Minimum Age Convention, 1973 (No. 138) Concerning Minimum Age for Admission to Employment.  
[http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100\\_ILO\\_CODE:C138](http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_ILO_CODE:C138).
- 51 —. Worst Forms of Child Labour Recommendation, 1999 (No. 190) – Recommendation concerning the prohibition and immediate action for the elimination of the worst forms of child labour.  
[http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:R190](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:R190).
- 52 —. Abolition of Forced Labour Convention, 1957 (No. 105) concerning the Abolition of Forced Labour.  
[http://ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:C105](http://ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C105).
- 53 —. Protocol of 2014 to the Forced Labour Convention, 1930 (P29).  
[http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:P029](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:P029).
- 54 —. Forced Labour (Supplementary Measures) – Recommendation, 2014 (No. 203).  
[https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_INSTRUMENT\\_ID:3174688](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3174688).
- 55 —. Labor Inspection Convention, 1947 (No. 81). [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:C081](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C081).
- 56 **ILO and UNICEF**. *Child Labour: Global Estimates 2020, Trends and the Road Forward*. s.l. : [https://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---ipec/documents/publication/wcms\\_797515.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_797515.pdf), 2020.
- 57 **ILO-IPEC**. *Child Labour: A Textbook for University Students; Appendix 2: Glossary*, 287. 2004.  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/documents/publication/wcms\\_067258.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_norm/documents/publication/wcms_067258.pdf).
- 58 **UNESCO Institute for Statistics**. *Fixing the Broken Promise of Education for All: Findings From the Global Initiative on Out-of-School Children*, Executive Summary. 2015.  
[http://uis.unesco.org/sites/default/files/documents/fixing-broken-promise-efa-findings-global-initiative-oosc-exe-sum-education-2015-en\\_4.pdf](http://uis.unesco.org/sites/default/files/documents/fixing-broken-promise-efa-findings-global-initiative-oosc-exe-sum-education-2015-en_4.pdf).
- 59 **ILO**. Population and Labour Force. *Labor Force Statistics (LFS) and ILO Labor Force Modelled Estimates (ILOEST)*. [Online] Accessed: January 31, 2023. <https://ilostat.ilo.org/data/>.
- 60 **UN**. *World Economic Situation and Prospects*. 2023.  
[https://desapublications.un.org/file/1113/download?\\_ga=2.26305597.1069227715.1679595421-1332668057.1679595421](https://desapublications.un.org/file/1113/download?_ga=2.26305597.1069227715.1679595421-1332668057.1679595421).
- 61 **ILO**. *Guidelines on General Principles of Labour Inspection*. 2022.  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---lab\\_admin/documents/genericdocument/wcms\\_844153.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---lab_admin/documents/genericdocument/wcms_844153.pdf).
- 62 **ILO Committee of Experts**. *Committee of Experts on the Application of Conventions and Recommendations: Reports of the Committee of Experts since 1932*. Accessed: August 5, 2019.  
<https://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang--en/index.htm>.
- 63 **UN Office of the High Commissioner for Human Rights**. *Convention on the Rights of the Child*.  
<http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>.
- 64 —. *The International Covenant on Economic, Social and Cultural Rights*.
- 65 **ILO**. *Ending Child Labour in Domestic Work and Protecting Young Workers from Abusive Working Conditions*. 2013.  
<https://www.ilo.org/ipecinfo/product/download.do?type=document&id=21515>.
- 66 —. *Domestic Workers Convention*, 2011 (No. 189). [Online]  
[http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_ILO\\_CODE:C189](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_ILO_CODE:C189).
- 67 **UN Office of the High Commissioner for Human Rights**. *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime*. s.l. : UN General Assembly, November 15, 2000.  
<https://www.ohchr.org/en/instruments-mechanisms/instruments/protocol-prevent-suppress-and-punish-trafficking-persons>.
- 68 **UNICEF**. *Declaration and Agenda for Action – 1st World Congress Against Commercial Sexual Exploitation of Children*. Stockholm, Sweden, August 27–31, 1996.
- 69 **UNESCO**. *Glossary*. [Online] Accessed: April 25, 2023. <https://uis.unesco.org/en/glossary-term/compulsory-education>.
- 70 **ILO**. *4.5 Informal Economy Workers*. [Online] December 3, 2015. <https://www.ilo.org/resource/45-informal-economy-workers>.
- 71 —. *Child Labor: Global Estimates 2024, Trends and the Road Forward*. 2025.

- 
- 72 —. *Measuring Informality: A Statistical Manual on the Informal Sector and Informal Employment*. 2013.  
<https://www.ilo.org/publications/measuring-informality-statistical-manual-informal-sector-and-informal>.
- 73 —. *Women and Men in the Informal Economy: A statistical picture*. [Online] 2002. <https://www.gdrc.org/informal/women.pdf>.
- 74 **UN Office of the High Commissioner for Human Rights**. Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict. <https://www.ohchr.org/en/professionalinterest/pages/opaccrc.aspx>.
- 75 **UN Office of the High Commissioner for Human Rights**. Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography. <http://www.ohchr.org/EN/ProfessionalInterest/Pages/OPSCCRC.aspx>.
- 76 **UNODC**. *United Nations Convention Against Transnational Organized Crime and the Protocols Thereto*. 2004.  
<http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>.
- 77 **U.S. Department of Labor**. *Child Labor, Forced Labor, and Forced or Indentured Child Labor in the Production of Goods in Foreign Countries and Efforts by Certain Foreign Countries to Eliminate the Worst Forms of Child Labor*. *Federal Register*. October 5, 2018.  
[https://www.regulations.gov/document?D=DOL\\_FRDOC\\_0001-1269](https://www.regulations.gov/document?D=DOL_FRDOC_0001-1269).
- 78 **Government of the United States**. H.R. Rep. No. 106-606, Title IV, Sec. 412 (2000) (Conf. Rep.).  
<https://www.congress.gov/congressional-report/106th-congress/house-report/606/1>.
- 79 **ILO**. *Labour Inspection (Agriculture) Convention, 1969 (No. 129)*. Accessed: April 24, 2023.
- 80 —. *Strategies and Practice for Labour Inspection*. November 2006.  
<http://www.ilo.org/public/english/standards/relm/gb/docs/gb297/pdf/esp-3.pdf>.

## Caption and credit from page 10

© **Chip Somodevilla/Getty Images**

First Lady Melania Trump signs the TAKE IT DOWN Act alongside United States President Donald Trump, lawmakers and victims of AI deepfakes and revenge porn, during a signing ceremony in the Rose Garden of the White House. Washington, D.C. May 19, 2025.



**BUREAU OF INTERNATIONAL LABOR AFFAIRS**  
UNITED STATES DEPARTMENT OF LABOR