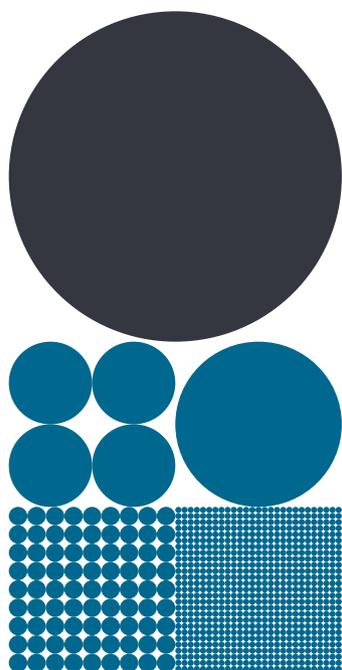




International  
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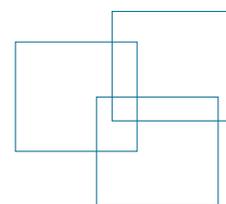


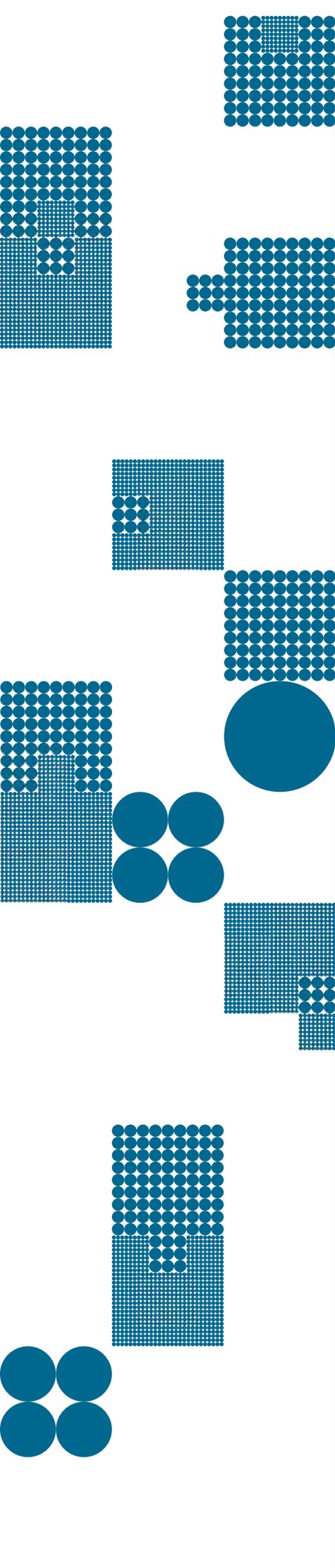
# ILO IPEC+ Flagship Strategy

*International Programme on  
the Elimination of Child Labour  
and Forced Labour*



IPEC+  
International Programme on the Elimination  
of Child Labour and Forced Labour





## Summary

### *The IPEC+ Flagship is ILO's response to the persistent global challenge of eradicating child labour and forced labour*

Today, 152 million children are still in child labour. Around half of them – 27 million girls and 44 million boys – are in hazardous work and other worst forms of child labour, while the remaining 81 million are simply too young to be working.

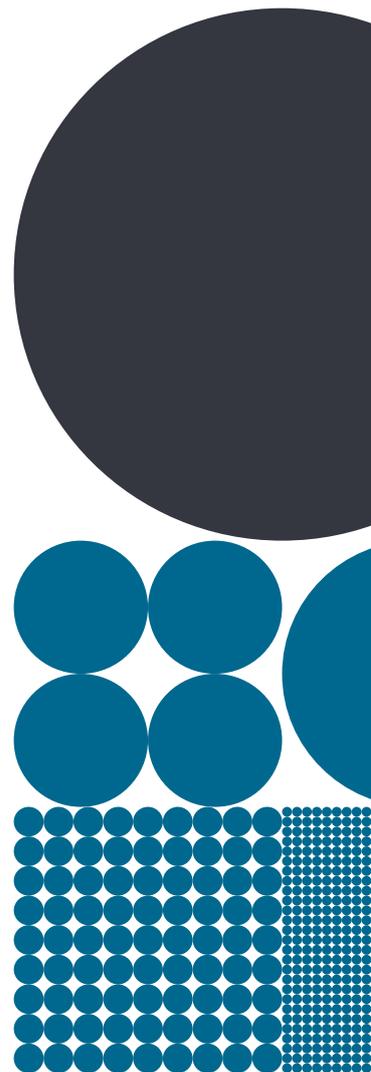
Twenty-five million women, men and children are trapped in forced labour, performing work and services that generate annual illicit profits of US\$150 billion.

Child labour and forced labour affect the most vulnerable and least protected people, perpetuating a vicious cycle in which poverty drives a continued lack of social and economic insecurity, which reinforces poverty and social injustice. Such a situation must not continue. Freedom from child labour and all forms of forced labour – as well as freedom from discrimination and freedom to organize and bargain collectively – are fundamental principles and rights at work and the keystones of social justice and peace.

The global community has clearly acknowledged that the persistence of child labour and forced labour in the 21st century is unacceptable and renewed its commitment in the new Sustainable Development Goals (SDGs) to eliminate all forms of child labour by 2025 and forced labour by 2030.

These ambitious targets can be achieved if the right conditions are established to tackle the root causes of child labour and forced labour, as well as their consequences. Strong political will, better designed and integrated policies and more concerted action have already led to a marked acceleration of progress against child labour, especially from 2008–2012. But the pace of change must be faster still if the global community is to live up to these commitments.

Today's hard question is: How will we do this? The IPEC+ Flagship seeks to ensure ILO leadership in global efforts – in partnership with others to achieve this goal.





## → Child labour

The ILO's most recent global estimates indicate that, in 2016, 152 million children were in child labour – 64 million girls and 88 million boys, with 114 million aged 5–14. Nearly half the children in child labour were engaged in its worst forms: hazardous work; forced labour including forced recruitment for armed conflict; commercial sexual exploitation; and illicit activities such as drug trafficking or organized begging. Some 108 million (71 per cent) of child labour was noted in agriculture, 26 million in services including child labour in domestic work, and some 18 million was found in manufacturing. Nearly 61 per cent of all child labour is unpaid work in informal and/or rural family enterprises.

The 2016 estimates tell a story both of real progress and of a job unfinished. They show a dramatic decline in child labour over the 16 years since the ILO began monitoring child labour in 2000. But the estimates also indicate that the pace of decline has slowed considerably in the last four years, precisely at a time when substantial acceleration is needed to reach the ambitious 2025 target date for ending child labour.

A growing body of practical experience, research and impact evaluations has generated robust understanding of the policy mix that must be implemented to achieve real progress in tackling child labour and its root causes. Those include lack of access to decent work for adults and youth of working age and to free, quality, public education and other public services; the economic vulnerability of poor households and communities; vulnerabilities caused by conflict and disaster situations; and the constraints on the empowerment of working people and their communities that result from the denial of other human rights at work including freedom from discrimination, including gender discrimination, and freedom of association and collective bargaining.

## → Forced labour

Although data is not yet available to track the decline – or growth – in the numbers of victims of forced labour, the ILO's global estimates indicate that, in 2016, 25 million people were oppressed in various forms of forced labour – including still persistent debt-bondage and, in many parts of the economy, increased trafficking for labour exploitation. They included an estimated 15.6 million women and girls and 9.2 million men and boys with a total of 4.5 million children. While some 4.1 million people in forced labour were under the control of governments, 16 million victims of forced labour were exploited by private individuals or enterprises, 4.8 million are subject to forced commercial sexual exploitation.

While new laws and policies have been adopted in recent years by many governments they have yet to demonstrate measureable impact. The prosecution of traffickers and unscrupulous employers using forced labour remains very low globally. The majority of victims, if identified, never receive compensation for the wrongs they have suffered. Measures to prevent forced labour have often been piecemeal and have not taken into consideration socio-economic root causes, which inhibit sustainable change. International cooperation also needs to be strengthened as forced labour and human trafficking are truly global problems.

## → A renewed focus on root causes...

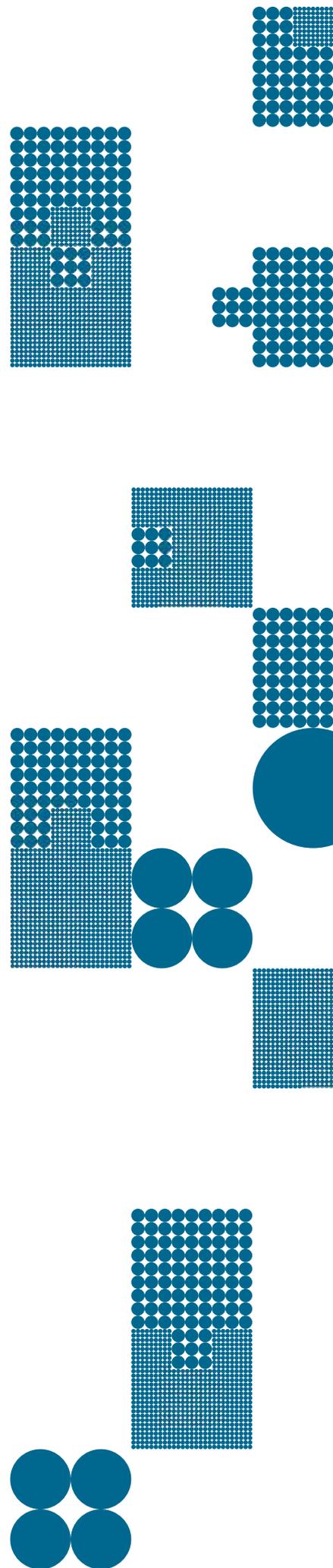
Meeting the global challenge of eradicating child labour and forced labour requires commitment and action to tackle sustainably these social injustices, which are almost always related to wider violations of other fundamental rights at work.

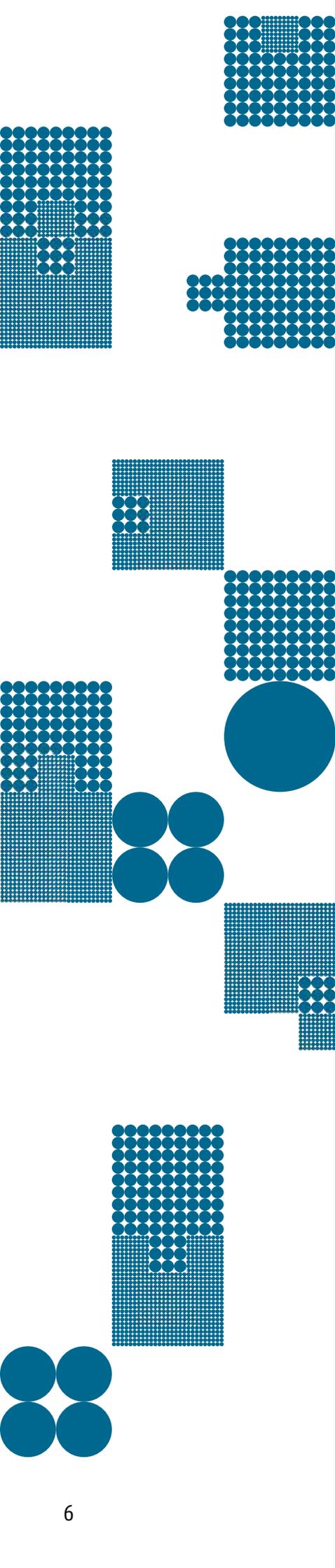
The vast majority of children in child labour work in the informal and rural economy, most of them performing unpaid work in family enterprises or work units. Some 5–15 per cent of children in child labour are estimated to be working in global supply chains. Child labour is commonly driven by family and community poverty, caused by a lack of decent work for adults and youth of legal working age. This includes inadequate wages, income insecurity and weak social protection and a lack of access to health care, free quality education and vocational training. In supply chains, those deficits are often linked to insufficient sourcing prices paid to supplier companies and the absence of effective means for workers to claim a fair wage through collective bargaining. Child labour prevails in circumstances where labour relations are weak and freedom of association is lacking and in informal family enterprises that are unable to hire adult workers to replace the unpaid work of their children.

Sixty five per cent of the people trapped in forced labour are working in the private economy – generating an estimated annual illegal profits of US\$150 billion. While the majority toil in long-existing forms of debt-bondage, contemporary globalization has unleashed new forms of trafficking for forced labour that reach into formal value chains in industrialised as well as developing and emerging economies.

Meeting the global challenge of eradicating child labour and modern slavery requires tackling the root causes of social injustice – which are almost always related to violations of other fundamental rights at work and are most prevalent in the rural and informal economy. Hundreds of millions of people suffer from discrimination in the world of work on grounds of social, national or ethnic origin or because of their religious or political beliefs – and most women do not receive equal pay for work of equal value. More than 40 per cent of the world's population lives in countries that have ratified neither ILO Convention No. 87 on freedom of association nor Convention No. 98 on collective bargaining. Many more – including in countries that have ratified the Conventions – are not under institutional coverage and are, therefore without the effective freedom to associate and bargain collectively for better wages and conditions at work.

Just as the resolutions on Fundamental Principles and Rights at Work adopted by the International Labour Conference in 2012 and 2017 emphasize the interdependent and mutually reinforcing nature of the four categories of fundamental rights, it reflects also the manner in which the violations of these rights are mutually aggravating. The overlap between child labour and forced labour – while egregious, with 4.5 million children trapped in contemporary forms of slavery – is, thankfully, relatively small. However, the overlap between discrimination and the denial of the right to organize and to bargain collectively is significant, and the overlap between the denial of those two categories of fundamental rights with child labour and with forced labour is overwhelming.





# Growing global commitment to tackle the challenges

*The Sustainable Development Goal target 8.7 calls on all UN member States to take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.*

*If SDG target 8.7 as well as many related targets are to be achieved, the pace of the reduction of child labour must be accelerated significantly with much greater attention paid to tackling the challenges of working practices and inadequate social and economic infrastructure in the rural and informal economies. Action against modern slavery also requires better coordination, and increased attention to the enforcement of law, to prevention and to protection of and remedy for victims. In both cases, the work of IPEC+ will be grounded in the relevant ILO fundamental rights instruments on child labour and forced labour.*

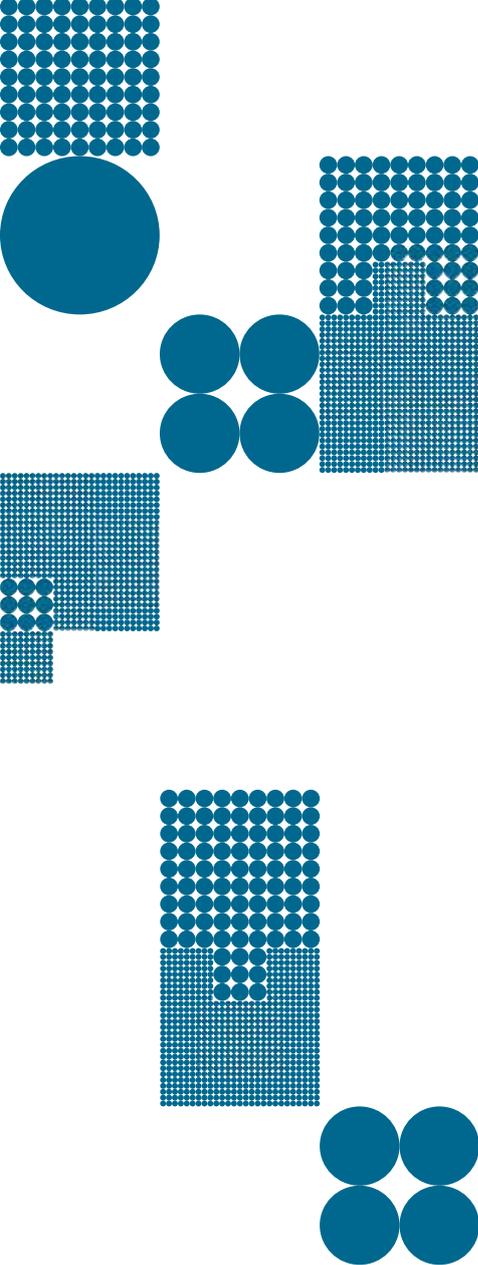
## → Child labour

All over the world, political and public commitment to eradicate child labour and forced labour is growing. Before the adoption of the SDGs in 2015, *The Hague Roadmap for Achieving the Elimination of the Worst Forms of Child Labour*, adopted in 2011, and the *Brasilia Declaration on child labour*, adopted in 2013, had already generated new momentum and commitment, which has been further strengthened by the *Buenos Aires Declaration* and the pledges made at the *IV Global Conference on the Sustained Eradication of Child Labour* in 2017. As of May 2018, only six ILO member States have yet to ratify Convention No. 182 on the worst forms of child labour and Convention No. 138 on minimum age requires 16 more ratifications to reach universal ratification.

## → Forced labour

In June 2014, the International Labour Conference (ILC) voted overwhelmingly to adopt a new Protocol and Recommendation (No. 203) complementing ILO Convention No. 29 on Forced Labour. These new instruments call for effective measures to eliminate forced labour, in particular through prevention and protection of, and remedies for, victims. The Protocol can be ratified by all countries that have already ratified Convention No. 29: 178 member states as of May 2018.

ILO instruments complement key UN Conventions and Protocols on these issues, notably the UN Convention on the Rights of the Child, the UN Supplementary Convention on the Abolition of Slavery and the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.



## Accelerating action

Building on these strong commitments, the IPEC+ Flagship will lead global efforts for a final push against child labour and forced labour. At the heart of the Flagship's integrated fundamental rights strategy lie not only support for better laws and policies, for better enforcement and better business practices, but also support for the empowerment through collective organization and voice of the working men and women whose families and communities are victims of child labour and forced labour. States must be better able to protect, enterprises must be better able to respect, and working people, whatever the nature of their work or employment, must be able to enjoy their fundamental rights at work and to hold to account those who would deny their rights in law or practice.

The SDGs place a clear demand on the ILO and present an unprecedented opportunity for the Organization to maintain its leadership in the struggle against child labour and forced labour, building on its extensive engagement with governments, employers' and workers' organizations and other partners at all levels from the village to the international stage. To this end, the ILO led the creation of a multi-stakeholder "Alliance 8.7" with the aim of mobilizing global action, sharing knowledge more effectively, coordinating action at national and global levels and monitoring progress.

# The strategy

The IPEC+ strategy, which reflects the larger vision embodied in the theory of change, is based on this firm commitment by member States to eradicate child labour and forced labour. Many countries have put in place the national institutional structures and capacity to design and implement appropriate policies and action plans. Member States are increasingly requesting new types of support and intervention geared towards sharing of experience and peer reviews, both within and between countries and regions, and for continued refinement of methods of implementation. Constituents frequently seek robust, evidence-based and nationally tailored advice about policy and about methodologies to assess the impact of different policy options.

The strategy is part of the integrated strategy of the ILO Fundamental Principles and Rights at Work Branch to promote the realization of all the – interdependent and mutually reinforcing – fundamental principles and rights at work. It identifies three thematic priorities on which immediate action will focus.

*I. Rural and informal economies*

*II. Enterprises and global and domestic supply chains*

*III. Situations of crisis and fragility*

The strategy seeks to affect change through focused action targeting:

## → Public policies and governance

Building a sound national legal and policy framework with robust and accountable public institutions to enforce and implement them, including the provision of protection and access to remedies.

## → Empowerment and representation

Supporting the most vulnerable and excluded workers and small producers to organise themselves to achieve collective strength and voice, and employers' organizations and enterprises to provide decent work for adults and youth and support the upgrading of small enterprises.

## → Partnerships and advocacy

Engaging with like-minded partners to amplify impact.

## → Knowledge and data

Strengthening the evidence base, including lessons learned and good practices upon which effective policies and interventions will be designed, tested and adjusted.

**A WORLD FREE FROM CHILD LABOUR AND FORCED LABOUR**

**CATEGORIES OF CHANGE**

**Public policies & governance**

Universal ratification of C138, C182, C29, Po29, C105

Better policies, laws and institutions

Expected results

Expected results

**Partnerships & advocacy**

Effective action by employers' and workers' organizations

Strengthened partnerships with UN agencies and other stakeholders

Expected results

**Knowledge & data**

Improved knowledge sharing and evaluation of emerging practices

Enhanced knowledge on the prevalence, causes and consequences of violations of fundamental principles and rights at work

Expected results

**Empowerment & representation**

Vulnerable families have improved livelihoods, social protection and access to remedies

Marginalized workers have a stronger voice

**CATEGORIES OF CHANGE**

Expected results

Expected results

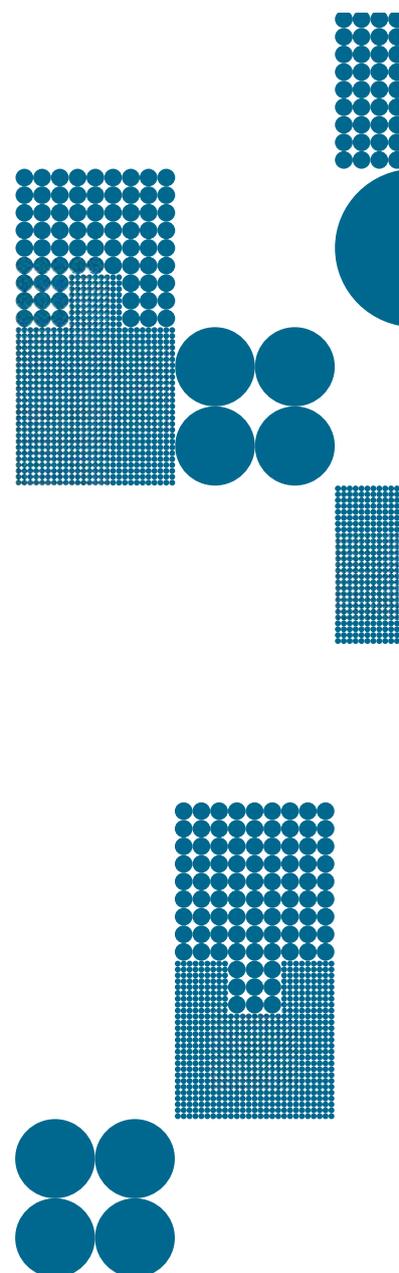
The strategy will be implemented through time-bound Action Plans, which will reflect the specific contribution of the ILO and its constituents to the global struggle against child labour and forced labour. These Action Plans will include a focus on measures to strengthen prevention, protection, empowerment and enforcement, tailored to specific national circumstances. They will constitute a roadmap, with clear baselines and budget allocation, targets and indicators. The 12 action areas listed below are considered to be the main components of those plans:

## Action areas

The action areas are all intended to prioritize action in the three thematic areas: rural and informal economies; enterprises and global supply chains; and situations of crisis and fragility. While un-evenly, they are as a whole also meant to contribute to the three cross cutting policy drivers set out in the P&B 2016–2017.

## Public policies and governance

1. Promote universal ratification and the effective implementation and raise awareness of ILO Fundamental Conventions No. 138, No. 182, No. 29 (and its Protocol of 2014), and No. 105.
2. Build the capacity of public and social partner institutions and communities to develop, enforce and implement action plans and policies to eradicate all forms of child labour and forced labour and enhance policies and action plans at regional, sub-regional, national and local government levels as well as in specific sectors.
3. Provide technical support to strengthen the capacity and mandate of public labour inspection and other enforcement services and stakeholders to enhance States' capacity to promote and ensure compliance with legislation against child labour and forced labour.
4. Promote effective protection for victims of child labour and forced labour and increase access to remedies. Improve access to legal services for children in child labour and families vulnerable to child labour by supporting constituents to develop systemic responses. Support member States to strengthen legislation to prevent and prosecute the use of forced labour.
5. Strengthen policy and programme coherence on child labour and education as well as social protection by supporting closer coordination between concerned Ministries and social partners. To ensure a smooth school to work transition, support transferable skills training and quality apprenticeships as demanded by the market for those who have reached the minimum age for employment.
6. Promote fair labour recruitment practices and orderly, safe and regular migration governance.





# Empowerment and representation

7. Prevent and mitigate the risk of child labour and forced labour in high-risk sectors and industries, by focusing on remedies for victims and by providing technical support to employers, including MNEs, financial service providers, and to small producers/own account workers' and workers' organizations.
8. Develop and support the implementation of innovative, effective and replicable interventions aimed at preventing child labour, forced labour and human trafficking in fragile situations and in crisis.
9. Support the strengthening of the collective voice of workers through Trade Union representation, small producers/own account workers, communities and people at risk through organizing into trade unions, cooperatives or other associations to address sustainably child labour and forced labour.
10. Deepen constituent understanding of and integrated action against forced labour of adults and children in the informal and rural economies as well as fragile situations, particularly family debt-bondage in brick-kilns, agriculture (including fishing), mining and quarrying and domestic work.

## Partnership and advocacy

11. Strengthen international collaboration and partnerships to amplify impact, particularly through Alliance 8.7, a global partnership strategic partnership committed to achieving Sustainable Development Goal Target 8.7, which calls on the world to “take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.”

## Knowledge and data

12. Identify and support the elimination of gaps in knowledge about child labour and forced labour, and the effectiveness of innovative policy and direct action interventions through improved statistics, data collection and research, to better inform policy development and replication of interventions.

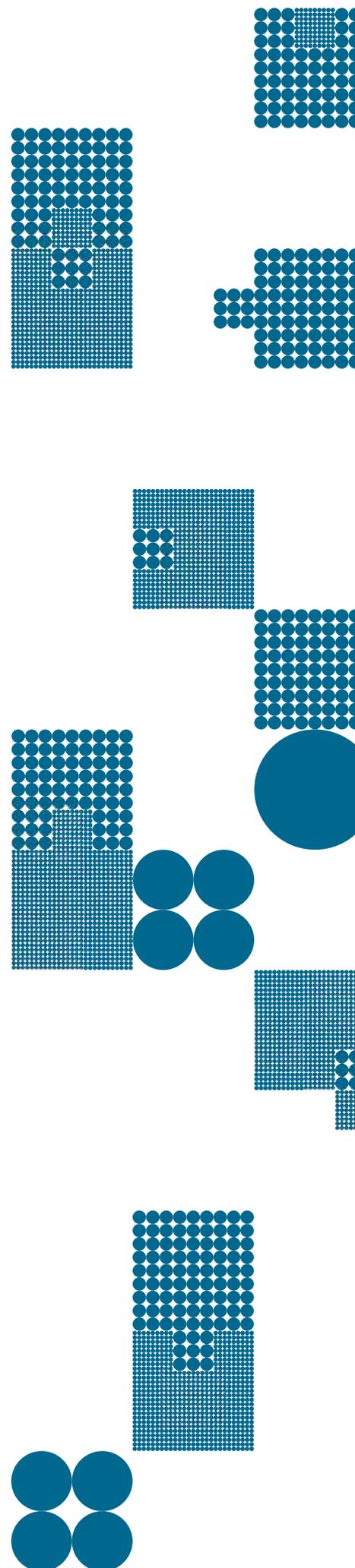
# Governance and management of IPEC+

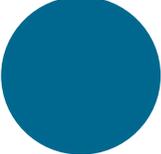
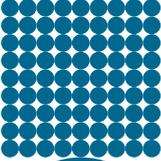
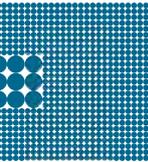
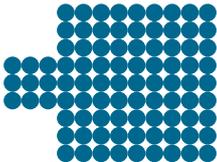
*Since 1992, through its International Programme on the Elimination of Child Labour (IPEC), the ILO has led global efforts against child labour. Since 2002, the Special Action Programme to Combat Forced Labour (SAP-FL) has spearheaded the ILO's work against contemporary slavery.*

Following a decision of the ILO Governing Body in 2015, the IPEC+ Flagship incorporate both streams of work. IPEC+ is located in the Fundamental Principles and Rights at Work Branch of the ILO, and its new home provides the programme with the experience and policy support to promote integrated and more effective strategies to combat child labour and forced labour. These strategies are grounded, more strongly than ever, in the indivisibility and mutually reinforcing nature of all four categories of fundamental rights at work, enshrined in the ILO Declarations of 1998 and 2008; reiterated by the resolutions on Fundamental Principles and Rights at Work adopted by the International Labour Conference in 2012 and 2017; and by the ILO's fundamental Conventions.

Supporting all fundamental rights at work is a legal, moral, social and economic imperative in its own right. And while particular instances of discrimination and denial of the freedom of association and the right to collective bargaining may not always be connected to child labour and forced labour, child labour and forced labour are almost always linked to combinations of discrimination and denial of the freedom of association and the right to collective bargaining. That is why promoting freedom of association, the right to collective bargaining and non-discrimination must be cross-cutting priorities in any coherent strategy to tackle child labour and forced labour.

IPEC+ will be governed by a Steering Committee (SC) involving the ILO's tripartite constituents – representatives of governments and of workers' and employers' organizations. The composition of the Steering Committee will be subject to further consultation about the governance of all five ILO Flagship programmes.





# Impact and measurement

Working in more than 115 member States over 25 years, IPEC+ has raised awareness, encouraged member States to put in place the necessary legal and policy frameworks, pilot-tested interventions, supported public services, the social partners and others in combatting child labour through prevention and remediation, and, in the common family and beyond, it has advocated for appropriate attention to child labour in wider development policies and programmes. These efforts and activities have resulted in nearly 1 million children being withdrawn or prevented from entering child labour through the provision of educational and other opportunities.

Over the past decade, with direct assistance from the ILO, more than 60 countries, enacting almost 200 laws, have adapted their legal frameworks to bring them into conformity with the ILO's child labour Conventions. In 57 of these countries, the changes have been implemented through 279 national action plans. In 45 countries, child labour policies have also been integrated into wider national social development frameworks or sectoral policies such as those on education, social protection, agriculture, and the informal economy. Employers' and workers' organizations have also integrated child labour into their policies and actions, contributing in many countries to the implementation of national action plans. Since 2004, in its regular review of the application of ILO Conventions No. 138 and No. 182, the ILO's Committee of Experts has increased seven-fold its comments noting progress with satisfaction and interest.

The ILO has also provided technical support on forced labour through more than 60 field projects, thereby developing effective ways to prevent and prosecute forced labour and human trafficking, assist victims, raise awareness and support the development, strengthening or implementation of new laws. This has led to many governments adopting new legislation and policies outlawing forced labour, and efforts are being made to increase prosecutions of traffickers and unscrupulous employers who use forced labour. A range of practical products have also been developed, including handbooks and training tools for business, legislators, judges and labour inspectors; and e-learning modules for law enforcement on the identification and investigation of forced labour cases. In 2005, 2012 and 2016, the ILO produced global estimates of forced labour and trafficking and through this process, developed and implemented a methodology using indicators to measure forced labour at the national level.

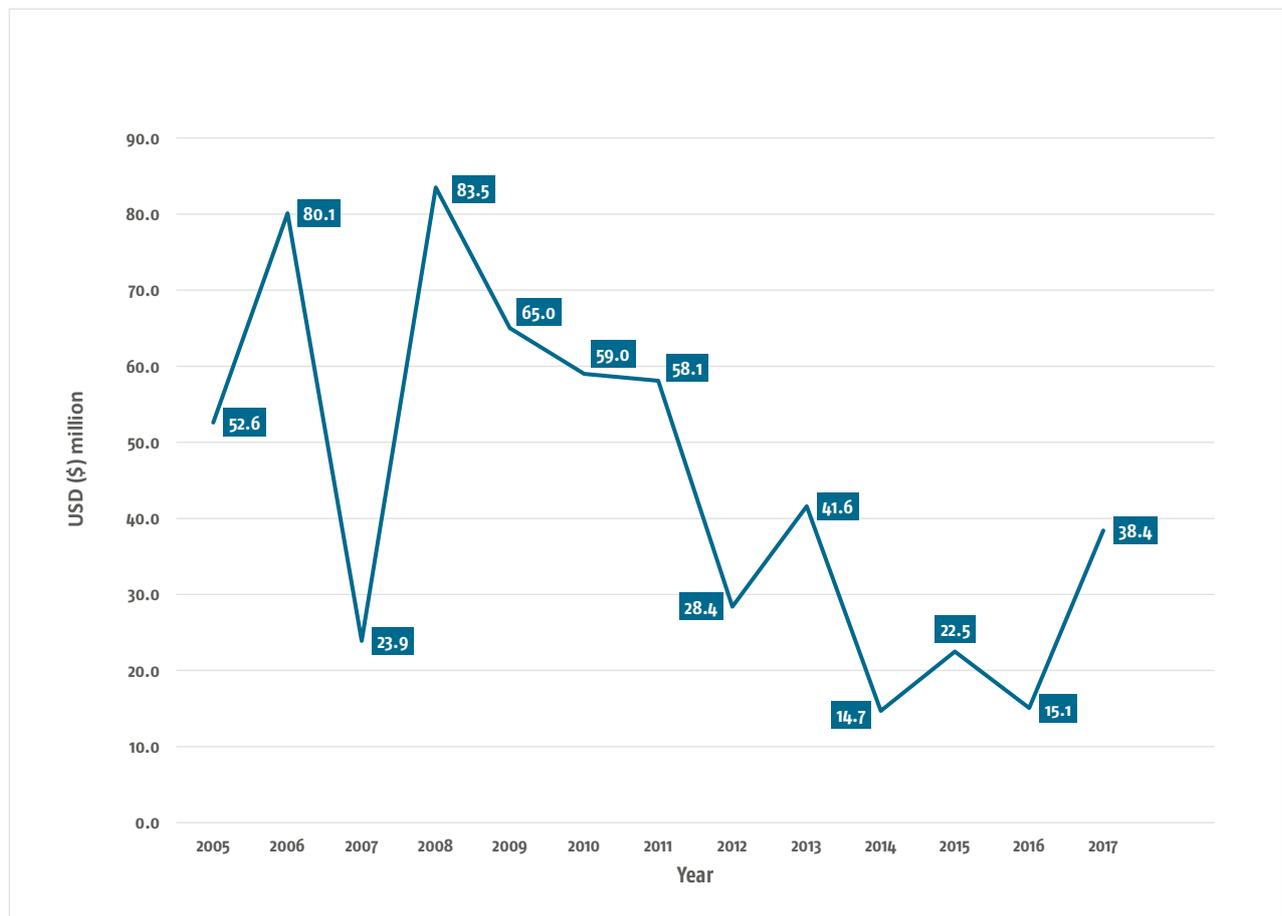
IPEC+ has developed and implemented various methodologies, manuals and guidelines to measure outcome and qualitative and quantitative impacts of policies and action against child labour. Among them are the Strategic Programme Impact Framework and the Comprehensive Monitoring and Evaluation Strategy; and the methodologies of tracer, the life transition and ex-post sustainability studies. On the basis of these methodologies, tools to measure the impact of IPEC+ on the eradication of child labour and forced labour will further be updated and revised.

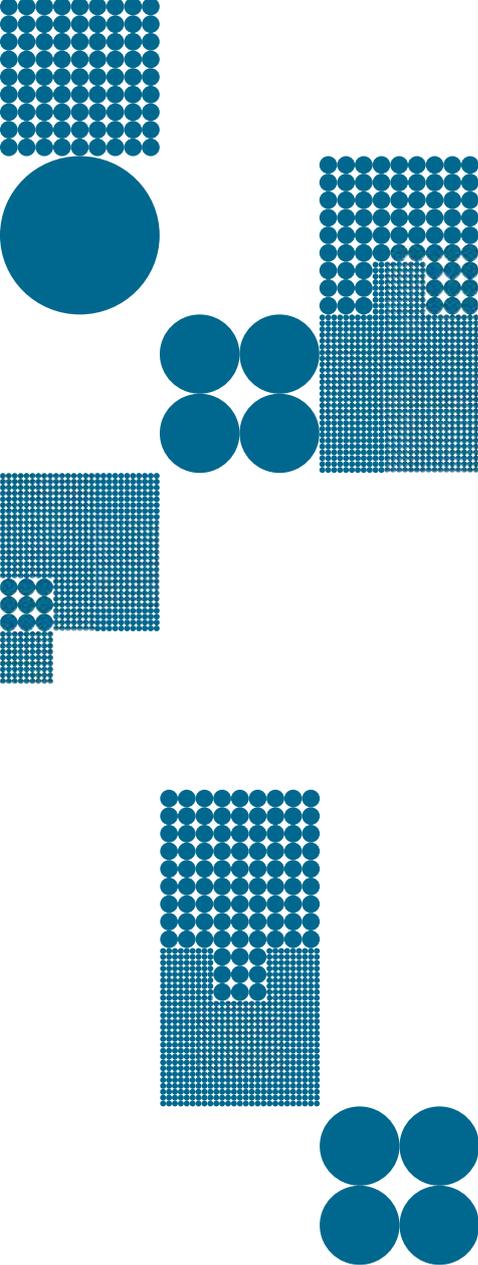
# Financing IPEC+: using resources strategically to reach our goal

Meeting the objectives of IPEC+ and SDG 8.7 requires significant acceleration of past progress towards the elimination of all forms of child labour by 2025 and the eradication of forced labour, modern slavery and human trafficking by 2030. The ILO will need to raise additional resources to fulfil its technical and leadership role in these endeavours.

The ILO's International Programme on the Elimination of Child Labour, established in 1990, was for several years the ILO's largest development cooperation programme, with annual extra-budgetary resources of more than US\$ 70 million a year. This was complemented by annual allocations of more than US\$ 20 million to SAP-FL. The table below shows that this funding has declined significantly since 2011, due to a change in funding policies and priorities of some key development partners.

## IPEC+ Flagship Extra-budgetary allocations from 2005 to 2017





*The IPEC+ integrated strategy places the empowerment of rights-holders and the obligations of accountable duty bearers at its heart and will use available resources strategically and effectively.*

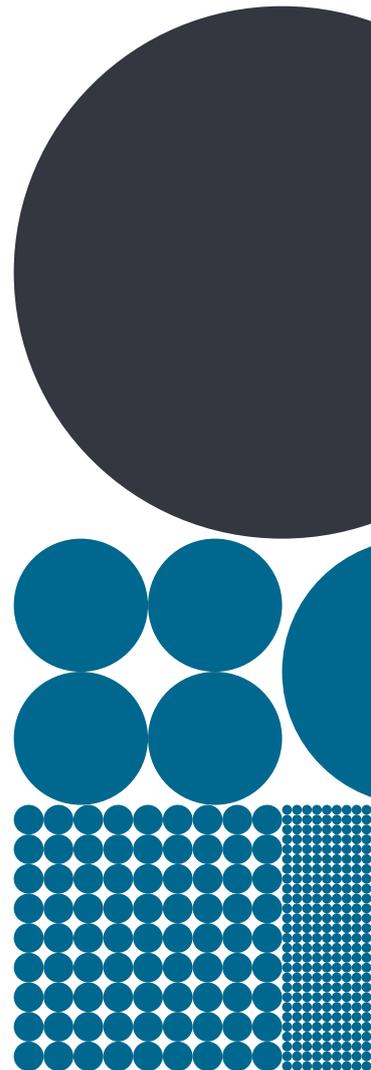
*The strategy to combat forced labour will use a significant proportion of resources to support national and social partner capacity for law enforcement and regulation.*

*The strategy on child labour, while also emphasizing regulation, enforcement and education and other public service capacity, will continue to include significant support to promote the upgrading and formalisation of the informal and rural economy and communities to end the dependence on unpaid child labour in family farms and enterprises, which remains the single largest economic category of child labour.*

# Partnerships and Alliance 8.7

*Hence, IPEC+ will focus on supporting sustainable policy development, enforcement and service delivery capacity of public authorities and public services; the business policies and practices of enterprises: and the organizational and representative capacity of workers' and employers' organizations.*

*This implies that a return to past funding levels is not envisaged, however, a minimum of an annual allocation of US\$ 50 million is required to maintain ILO's leadership role in the eradication of child labour and forced labour.*



## → Accelerating timelines

To support the ambitious timelines established in Target 8.7, the Alliance will act as a catalyst at the national, regional and global levels and will:

- Provide technical expertise to governments, social partners and others to strengthen national strategies capable of achieving Target 8.7 under the new accelerated timelines. This includes prioritising activities to guide partner action at country-level, assigning clear responsibilities, identifying estimated costs and establishing strengthened inter-ministerial, social partner and civil society cooperation.
- Support workers' and employers' organizations as well as civil society organizations to advocate for stronger national policies and contribute to their implementation.
- Foster the development of regionally based solutions and encourage regional initiatives to expand their agenda where they do not yet cover all issues falling under Target 8.7.
- Convene a global summit every four years to renew commitments, disseminate lessons learned, report on progress and coordinate on future activities.

## → Conducting research and sharing knowledge

- To fill knowledge gaps, the Alliance will support efforts to reach agreement on indicators for Target 8.7, fill key data gaps and support governments in monitoring progress. To leverage resources most efficiently across organizations, the Alliance will drive collaboration on research agendas and foster partnerships.
- To address the current barriers to knowledge sharing, the Alliance will develop and support a dynamic Knowledge Sharing, Communication and Dialogue Platform serving as a one-stop-shop for practitioners working to achieve Target 8.7.

## → Driving innovation

To address gaps in the current response and accelerate existing efforts, the Alliance will identify priority areas for testing innovative interventions, including harnessing promising new technologies and supporting public-private partnerships. It will encourage development partners to support the most promising practices, and make full use of and strengthen South-South collaboration.

## → Increasing and leveraging resources

To meet Target 8.7, financial and human resources need to be increased and deployed more strategically. To address this challenge, Alliance 8.7 partners will coordinate in their advocacy for increased resources, commensurate with the scale of the challenge, and work to ensure a stable and coordinated flow of funding by convening an annual meeting of development partners.



# Fundamental Principles and Rights at Work Branch (FUNDAMENTALS)

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