



REPUBLIC OF KENYA

ALLIANCE



KENYA COUNTRY ROAD MAP 2025 - 2030





Table of Contents

Abbreviations	4
Key Definitions	5
Foreword	6
Preface	7
Message from the ILO	8
Acknowledgement	9
Executive Summary	10
KENYA COUNTRY ROADMAP	11
Chapter 1: Introduction	12
Chapter 2: Situational Analysis	13
Chapter 3: Roadmap Development Process	22
Chapter 4: Institutional Commitment For Implementing and Monitoring the Roadmap	27
Chapter 4: Stakeholders' Roles	30
Chapter 5: Implementing Plan Kenya Alliance 8.7 Roadmap	32
Annexures	40

ABBREVIATIONS

AHTCPU	Anti-Human Trafficking Child Protection Unit
BMS	Border Management Secretariat
CAPSA	ILO Project on Strengthening Capacity for Government Social Partners and Civil Society to address child labour, forced labour, human trafficking and violations of acceptable conditions of work
CDTD	Centre for Domestic Training and Development
CHTEA	Counter Human trafficking Trust
CL	Child Labour
CLCs	County Labour Committees
COG	Council of Governors
COTU-K	Central Organization of Trade Unions-Kenya
CPIMS	Child Protection Information Management system
CTIP	Counter Trafficking in Persons
CTIP AC	Counter Trafficking in Persons Advisory Committee
CUCs	Court Users Committees
DCI	Directorate of Criminal Investigation
DCS	Directorate of Children's Services
EBS	Elder of the Burning Spear
EGH	Elder of the Golden Heart
FBO	Faith Based Organization
FKE	Federation of Kenya Employers
GCG	Global Coordinating Group
GoK	Government of Kenya
GSI	Global Slavery Index
KDHS	Kenya Demographic Health Survey
KNBS	Kenya National Bureau of Statistics
LSK	Law Society of Kenya
NGAO	National Government Administration Officers
MDAs	Ministries, Departments and Agencies
MFDA	Ministry of Foreign & Diaspora Affairs
MLA	Mutual Legal Assistance
MoE	Ministry of Education
MoLSP	Ministry of Labour & Social Protection
NATF	National Assistance Trust Fund
NCC	National Coordination Committee
NCCS	National Council for Children Services
NCM	National Co-ordination Mechanism on Migration
NEA	National Employment Authority
NPA	National Plan of Action
NPS	National Police Service
NRM	National Referral Mechanism
NSC	National Steering Committee
NTSA	National Transport and Safety Authority
OAG&DOJ	Office of the Attorney General and Department of Justice
ODPP	Office of the Director of Public Prosecutions
TSC	Teachers Service Commission
NGEC	National Gender Equality Commission
NCRC	National Children's Research Center (NCRC)

► Key Definitions

Child Labour: Work done by a child which is exploitative, hazardous, or otherwise inappropriate for a person of that age; and places at risk the child's well-being, education, physical or mental health, or spiritual, moral, emotional, or social development (Children Act 2022).

Exploitation: The act of taking advantage of something or someone, particularly unjust advantage of another for one's own benefit. It includes, at a minimum, other forms of exploitation i.e. forced labour, child labour, trafficking in persons and slavery or practices similar to slavery. (CTiP Act, 2010)

Forced Labour: Forced labour refers to all work or service which is exacted from any person under the threat of a penalty and for which the person has not offered himself or herself voluntarily (ILO Convention No. 29).

Forced Marriage: Forced marriage refers to the situation where one or both people in a marriage have not, or cannot, consent to the marriage.

Modern Slavery: Modern slavery refers to situations of exploitation that a person cannot refuse or leave because of threats, violence, coercion, deception, and/or abuse of power.

Trafficking in Persons: 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 (CTiP Act, 2010).

Trust Fund: National Assistance Trust Fund for Victims of Trafficking in Persons, established under section 22 of CTiP Act, 2010.



► Foreword



Child labour, forced labour, human trafficking and modern slavery are major societal and developmental challenges in Kenya. The Government of Kenya recognizes that these vices deprive children and adults of their dignity, right to education, health, wellbeing, and protection. The prevalence of these vices affects the long term national economic and social development goals by creating cycles of intergenerational poverty. Addressing these multidimensional problems requires a combined sectoral and integrated approach to mobilize all key actors to take action if these practices are to be reduced in the short term and totally eliminated in the long term.

Children in Kenya are subjected to the worst forms of child labour, including in commercial sexual exploitation, forced domestic service, street begging & hawking, sand mining and stone quarrying, fishing and in both small family subsistence farming as well as performing dangerous tasks in large scale agricultural farms. Adults are also subjected to forced labour practices predominantly in the informal sector, such as construction and small-scale industries. Cases of domestic servitude involving women and girls who are subjected to long working hours and restricted freedom are also on the rise. Trafficking of person continues to pose a serious challenge to the well-being of the victims, violates and impairs the enjoyment of their fundamental freedoms and presents a serious threat to human dignity and physical integrity. Modern slavery practices like forced and child marriages are also prevalent and continue to deny the children an opportunity to meaningfully engage in quality education, economic development and to earn a sustainable livelihoods for themselves and their families.

The government of Kenya has ratified International Conventions and developed several policy and legal frameworks to prevent and eliminate child labour, forced labour, human trafficking, and all forms of modern slavery in Kenya. The National Policy on the Elimination of Child Labour provides the policy framework for collective and sustainable action to combat child labour starting with the worst forms. The policy forms the basis for the development of guidelines and action to combat child labour in Kenya. The Employment Act 2007 prohibits all forms of forced or compulsory labour. The Counter Trafficking in Person Act 2012 guides interventions that aim to prevent, suppress, and punish offences related to trafficking in person. The Marriage Act 2014 explicitly prohibits forced and marriage of children under the age of 18 without exception and anyone who marries a person below the minimum age commits an offence.

Kenya's membership to the Alliance 8.7 movement is a key strategy and vehicle for realizing the Government of Kenya and its partners' efforts to effectively achieve priorities in the national plans of action on child labour, counter trafficking in persons and the supportive legal and policy frameworks. The highly consultative process that involved a broad range of stakeholders who committed to accelerate action towards reduction of child labour and its worst forms and abolish forced labour, trafficking in persons and modern slavery. Kenya developed a robust Road Map that adopts a whole-of-government approach and with robust involvement of survivors and stakeholders, for implementing, monitoring implementation, and reporting on her commitments under the Alliance 8.7 Pathfinder Country Status. The Road Map has integrated a robust mechanism for co-ordination of all the actors involved in combating child labour, forced labour, human trafficking at the national and sub-national level.



Dr. Alfred Mutua
Cabinet Secretary for Labour and Social Protection

► Preface



The Kenya Country Roadmap to Alliance 8.7 provides information and specific commitments by the Government of Kenya and key stakeholders to accelerate action against child labour, forced labour, human trafficking, and modern slavery under the Sustainable Development Goals (SDGs) Target 8.7.

The Roadmap identifies the main issues in child labour, forced labour, trafficking in persons and modern slavery and prescribes priority strategies for accelerating action towards eradicating the same. It spells out clear and timebound commitments to action by specific State and non-state stakeholders.

Chapter 1 on Introduction provides a background to the Alliance 8.7 Pathfinder Initiative, the rationale for joining the Alliance, and a country context on Kenya's performance against commitments under SDG Target 8.7.

Chapter 2 is the **Situational Analysis** providing the obtaining national contexts on child labour, forced labour, trafficking in persons and modern slavery.

Chapter 3 on Process of Developing the Roadmap charts the key milestones in Kenya's journey towards joining Alliance 8.7.

Chapter 4 on Institutional Arrangements and Partnerships for Implementing the Roadmap sets out the administrative structures and partnerships for implementing, monitoring, and reporting on the Roadmap.

Chapter 5 on the Implementation Plan gives a breakdown of key priority areas per thematic area and matches proposed interventions to implementing agencies, timelines, and costs.

This Roadmap is intended for policy makers, enforcers and implementers, survivors, human rights practitioners, ILO constituents, Civil Society Organizations (CSOs), stakeholder groups and development partners. It provides a framework through which the different organs of the Alliance 8.7 will monitor, gauge, and provide technical support to Kenya, towards the achievement of the stated goal and objectives.



Shadrack Mwadime, EBS

Principal Secretary State Department for Labour and Skills Development



► Message from the ILO



Kenya is a member of the International Labour Organization (ILO) which strives for a world without child labour, forced labour, and discrimination.

The ILO Declaration on Fundamental Principles and Rights at Work - and its follow-up of 1998 - and the ILO Declaration on Social Justice for a Fair Globalization 2008, commit Member States to adopt integrated approaches to achieve decent work and advance social justice, including realizing the goals of ending child labour and eradicating forced labour and modern slavery as enshrined in the international labour conventions and other international treaties. Target 8.7 of the Sustainable Development Goals (SDGs) calls on State and non-state actors to, “take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of all forms of child labour as an essential step to achieving decent work for all, full and productive employment and inclusive and sustained economic growth.”

Membership of the Alliance 8.7 Pathfinder Country Initiative enables Kenya to focus resources and capacities towards the most strategic interventions to address the most pertinent issues – by magnitude, scale, and impacts – in child labour, forced labour, trafficking in persons and modern slavery. The Alliance offers integrated thinking and coordinated actions for effective policy-making and efficient use of resources. The Alliance 8.7 is Kenya’s vehicle for the accelerated action towards achieving its commitments under Alliance 8.7.

The Government of Kenya’s commitment to the Alliance 8.7 Pathfinder Country Initiative is timely, coming after the Durban Call to Action of 2022, which exhorts ILO Member States and other stakeholders to take specific and targeted action to end child labour by 2025. Child labour, forced labour, trafficking in persons and modern slavery have a clear nexus. They often manifest together. Moreover, the root causes are usually similar. Similarly, they rely on near similar policy actions and interventions for prevention and mitigation. The Alliance 8.7 Pathfinder Initiative offers Kenya a platform to address these four issues through coordinated actions, leveraging upon learning across the respective disciplines, and joint capacities and resources.

The Kenya Country Roadmap to Alliance 8.7 (2025-2030) adopts a whole-of-government and whole-of-society approach to addressing the SDGs Target 8.7 issues for effective and sustainable solutions. The development of the Roadmap in Kenya will centre on the voice of survivors, crucially including their implementation, monitoring, and reporting.

The ILO looks forward to an impactful collaboration with Kenya in promoting social justice by taking considered and deliberate actions to eliminate child labour and completely abolish forced labour and trafficking in persons and to direct action towards ending these violations.

Ms. Caroline Khamati Mugalla

Director - ILO Country Office for the United Republic of Tanzania, Burundi, Kenya, Uganda, and Rwanda

► Acknowledgement



The drafting and development of the Kenya Country Roadmap to the Alliance 8.7 Pathfinder Country Initiative was an all-inclusive and intensive process involving a wide range of stakeholders. It is in this regard that I recognize the various stakeholders for their critical input in shaping the contents of the roadmap.

The Ministry of Labour and Social Protection appreciates and recognizes the contributions of various stakeholders for their critical input and tireless efforts.

I would like to thank the Cabinet Secretary, Dr. Alfred Mutua, and the Principal Secretary in the State Department for Labour and Skills Development, Mr. Shadrack Mwadime, for their able leadership and unwavering support to the development of this roadmap.

I wish also to recognize the support and collaboration from our Social Partners Bro Dr. Francis Atwoli, Secretary General, Central Organization of Trade Unions (Kenya) and Sis. Mrs. Jacqueline Mugo, Executive Director, Federation of Kenya Employers. I would like to thank Ministries, Departments and Agencies namely Education, Directorate of Children's Services, Office of the Attorney General and Office of the Director of Public Prosecutions for availing their technical officers to give their input during the drafting of this roadmap. I appreciate Ms. Christine Otieno and Mr. Artlibert Makori from the Child Labour Division who offered Secretariat services throughout the drafting process.

I would like to thank the ILO-CAPSA Project team led by the Project Manager Mrs. Grace Banya and ILO technical officers Mr. Andrew Odete and Mr. Chris Agunga for their technical and financial support as well as their invaluable guidance to the drafting team contributions.

Special thanks goes to the National Steering Committee on the Elimination of Child Labour and the Technical Working Committee on the Elimination of Child Labour.

I wish to sincerely thank the Non-Governmental Organizations, Civil Society Organizations namely Terre des Hommes Netherlands, Free the Slaves, Awareness Against Human Trafficking Kenya, African Network for the Prevention and Protection against Child Abuse and Neglect, Centre for Domestic Training and Development, Azadi Community, Kituo cha Sheria and Survivors Network Kenya for their technical support during the development process of this roadmap.

Finally, I wish to acknowledge the efforts of other stakeholders and officers as captured in the annexure who took part in the development of this roadmap.



Hellen Apiyo,
Commissioner For Labour- Kenya



► Executive Summary

The “Kenya Alliance 8.7 Road Map (2025-2030)” is the national strategic plan to accelerate the fight against forced labour, human trafficking, child labour, and modern slavery in Kenya. This Roadmap aligns with the global Sustainable Development Goals (SDG) Target 8.7 and the Durban Call to Action and represents Kenya’s commitment and action to accelerate efforts to eradicate these forms of exploitation through a collaborative, multi-stakeholder approach.

The Roadmap begins with a detailed situational analysis that highlights the prevalence and challenges associated with forced labour, child labour, human trafficking, and modern slavery in the country. It identifies critical issues such as the lack of specific national data on forced labour, underreporting of forced labour cases due to fear and inadequate legal protections, and the absence of comprehensive policies targeting forced labour specifically. Child labour remains a significant issue, particularly in rural areas where children work in predominantly in the agricultural sector. Human trafficking is recognized as a severe transnational crime affecting primarily women and children, with Kenya as a source, transit, and destination country. The analysis also addresses modern slavery practices, including forced and child marriages, revealing significant prevalence through national statistics.

The development of this Roadmap was a structured and inclusive process that involved multiple stakeholders, including government agencies, civil society organizations, and survivor networks. The process included thematic research, stakeholder consultations, strategic workshops, and public participation, ensuring that the Roadmap reflects the national priorities and needs of all the stakeholders. A key aspect of this process, was the meaningful participation of modern slavery, human trafficking and forced labour survivors, whose perspectives were incorporated in the strategies and interventions outlined in the Roadmap.

The implementation plan within the Roadmap sets out specific priority areas and interventions across the four main clusters: child labour, forced labour, human trafficking, and modern slavery. It provides detailed actions, identifies responsible stakeholders, timelines and provides estimates the costs for each intervention. The plan emphasizes the need to strengthen legal frameworks, improve data collection systems, raise public awareness, and enhance institutional capacity to effectively combat these issues.

To ensure successful implementation, the Roadmap outlines the roles and responsibilities of various government actors and stakeholders in monitoring and executing the plan. A Technical Working Committee (TWC) on Alliance 8.7 has been established to oversee the coordination of efforts and ensure alignment with national and international commitments. This committee is tasked with providing strategic direction and supporting efforts in all thematic areas covered by the Roadmap.

Kenya’s commitment to the Alliance 8.7 Pathfinder Country Initiative is also a significant feature of this Roadmap. By engaging with the Alliance 8.7 Monitoring and Review Committee and presenting the Roadmap to the Alliance 8.7 Global Coordinating Group, Kenya will demonstrate its dedication to transparency and achieving measurable outcomes. This Roadmap not only serves as a comprehensive guide for Kenya’s efforts to eradicate forced labour, human trafficking, child labour, and modern slavery but also reflects a unified approach that leverages national and international partnerships to secure a future free from exploitation for all its citizens.



**KENYA
COUNTRY
ROADMAP**

► Chapter 1: Introduction

Kenya, a United Nations member since December 16, 1963, has a rich history of cooperation with the UN, continually enhancing its commitment to promoting peace, stability, development, and human rights. Kenya has adopted or ratified over 400 international and regional instruments that align with its national goals and aspirations. Although any treaty or convention ratified by Kenya becomes part of the law under the Constitution, Kenya has further domesticated many of these instruments by enacting local laws.

The 2030 Agenda for Sustainable Development, adopted by all United Nations Member States in 2015, offers a shared blueprint for peace and prosperity for people and the planet, now and in the future. At its core are the 17 Sustainable Development Goals (SDGs), which call on all countries to engage in a global partnership. These goals emphasize that ending poverty and other forms of deprivation must be coupled with strategies to improve health and education, reduce inequality, and promote economic growth—all while addressing climate change and preserving oceans and forests. SDG Target 8 specifically focuses on promoting sustained, inclusive, and sustainable economic growth, along with full and productive employment and decent work for all. Target 8.7, which guides the formation of Alliance 8.7, calls for immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and eliminate the worst forms of child labour, including the recruitment and use of child soldiers, aiming to end child labour in all its forms by 2025.

Alliance 8.7 is a coalition of over 404 global partners dedicated to achieving SDG Target 8.7, with four primary objectives: accelerating and coordinating action, conducting research and sharing knowledge, driving innovation, and increasing and leveraging resources. To support country-level implementation, Alliance 8.7 has established Action Groups focused on research, knowledge dissemination, tool development, and resource mobilization across four key themes: migration, rule of law and governance, conflicts, and humanitarian issues.

Key legal frameworks instituted by Kenya to combat child labour include the National Policy on the Elimination of Child Labour and the Children and Employment laws. In the fight against human trafficking, Kenya has enacted a national counter-trafficking law, a national action plan, and several standard operating procedures, guidelines, and mechanisms to guide enforcement. Forced labour and modern slavery interventions are addressed within the child labour and human trafficking legal frameworks, including the Marriage Act and the Constitution of Kenya, among others.

In this regard, Kenya is pursuing a pathfinder status under the Alliance 8.7 Movement. This level of engagement, participation, and commitment will scale up and accelerate ongoing national efforts to eradicate human trafficking, forced labour, child labour, and modern slavery in all its forms.

► Chapter 2: Situational Analysis

A. FORCED LABOUR



National/Global Statistics: Globally, 27.6 million people were in forced labour in 2021, with 3.8 million in Africa (see note 1). In Kenya, there is no specific data on forced labour; existing statistics focus on general employment without detailing forced labour cases.

Key Issues:

1. Absence of specific national data on forced labour.
2. Underreporting due to fear, lack of awareness, and inadequate legal protections.
3. Lack of comprehensive policies or action plans specifically targeting forced labour.

Main Forms of Forced Labour:

1. **Child Labour:** Predominantly in agriculture, domestic work, mining, and fishing (see note 2).
2. **Domestic Servitude:** Affects mainly women and girls, characterized by long hours and restricted freedom (see note 3).
3. **Forced Labour in Informal Sectors:** Includes sectors like construction, agriculture, and small-scale industries.
4. **Sexual Exploitation and Trafficking:** Concentrated in urban centers and tourist areas.

Key Drivers:

1. **Push Factors:** Poverty, lack of education and employment opportunities, political instability, weak legal protections, social and cultural norms, family breakdown, and lack of rehabilitation for incarcerated individuals.



2. **Pull Factors:** Promise of better opportunities, urbanization and migration, large informal economy, weak border controls and migration policies, increased regional integration, and tourism demand for sex work.

Key Policies, Laws, Strategies, and Programmes to Address Forced Labour International Instruments:

1. **ILO Convention No. 29 on Forced Labour (1930)**: Ratified by Kenya in 1964.
2. **2014 Protocol to ILO Convention No. 29**: Kenya has not ratified this protocol, which emphasizes prevention, protection, remedies, and enforcement (*see note 4*).
3. **Alliance 8.7**: A global partnership supporting efforts to eradicate forced labour as part of the Sustainable Development Goals (SDGs) (*see note 5*).

National Legislation:

1. **Constitution of Kenya (2010)**: Prohibits forced labour under Article 30 (2) (*see note 6*). 2. **Employment Act (2007)**: Prohibits forced labour, with certain exceptions (*see note 7*).
2. **Counter Trafficking in Persons Act (2010)**: Provides a legal framework to combat human trafficking, which overlaps with forced labour (*see note 8*).

Institutional Frameworks for Addressing Forced Labour

1. **Ministry of Labour and Social Protection (MoLSP)**: Regulates labour practices and enforces laws.
2. **Directorate of Labour**: Oversees the implementation of labour laws and facilitates tripartite dialogue.
3. **National Labour Board**: Advises on labour and employment issues.
4. **Directorate of Labour Market Research and Analysis**: Develops policies for decent work and provides labour market information.
5. **Counter Trafficking in Persons (CTIP) Secretariat**: Coordinates anti-trafficking efforts and victim support.
6. **National Employment Authority (NEA)**: Manages employment policies and promotes employment access.

Main Gaps in Policies, Laws, and Institutional Frameworks

1. **Lack of Specific Policy and Action Plan**: No targeted policy or national action plan for forced labour exists.
2. **Inadequate Legal Framework**: Beyond the Constitution and Employment Act, there are no comprehensive legal provisions specifically addressing forced labour.
3. **Unclear Institutional Mandates**: Lack of a designated institution to exclusively handle forced labour issues leads to fragmented efforts.
4. **Data Deficiency**: Absence of specific national data on forced labour hampers effective policy and intervention planning.

B. CHILD LABOUR



The 2019 KNBS report states that a total of 1,369,600 children aged 5-17 years were working in Kenya comprising 969,868 children aged 5-13 years and 399,732 children aged 14-17. Another 127,428 children were actively seeking work. The incidence of working children is higher in the rural areas at 92 percent compared to urban areas at 8.2 percent.

The high prevalence of working children in rural areas is consistent with the fact that rural areas are dominated by poor households who are more likely to engage their children in child labour. Most working children are engaged in the agricultural sector at 94 percent, with 6 percent being engaged in the services sector (see note 9).

Key issues

The legal, policy and institutional framework on child labour in Kenya is largely fragmented, uncoordinated and thus agencies, bodies mandated to address child labour lack anchorage and effectiveness in steering the delivery in the fight against child labour with policies and laws that are fit for purpose.

Low levels of awareness among parents, employers, communities and actors about the negative effects of child labour. Additionally, lack of research and data, cultural norms and practices and inadequate social protection interventions sum up key issues in the fight against child labour.

Key policies, laws, strategies and programmes to address the same.

The Constitution of Kenya 2010 under Article 53 on the Rights of Children states that every child has the right to be protected from abuse, neglect, harmful cultural practices, all forms of violence, inhuman treatment and punishment and hazardous or exploitative labour.

The Employment Act 2007 prohibits the worst forms of child labour. It prohibits employment of children under 13 years for any kind of work. Children aged between 13 and 16 years may only be employed to perform 'light work' that is not harmful to their health, education and development.



The Children Act 2022 provides that “no person shall subject a child to child labour, domestic servitude, economic exploitation or any work or employment which is hazardous, interferes with the child’s education or is likely to be harmful to the child’s health or physical, mental, moral or social development (*see note 10*)”.

The Early Childhood Education Act 2021 provides a framework for the establishment of systems for the administration of early childhood education within a County.

The Victim Protection Act 2014 provides a legal framework for protecting and supporting victims of crime, including children who are victims of child labour.

The Basic Education Act 2013 mandates that every child is entitled to free, compulsory, quality and equitable basic education. Section 36 states, “No person shall employ or engage a child of compulsory school age in any labour or occupation that prevents the child from attending school.”

The Counter-Trafficking in Persons Act 2010 addresses human trafficking, including child labour, and provides a legal framework for the prevention, suppression, and punishment of trafficking in persons.

The Sexual Offences Act 2006 primarily addresses issues related to sexual offences, including child sexual abuse and exploitation. It also provides prevention and protection mechanisms for all persons from harm from unlawful sexual acts.

The Occupational Safety and Health Act, (2007) provides for the safety, health and welfare of workers and all persons lawfully present at workplaces.

The Work Injury Benefits Act, (2007) provides for compensation to employees for work- related injuries and diseases contracted in the course of their employment.

Labour Institutions Act, (2007) establishes labour institutions, providing for their functions, powers and duties. Among the institutions created under this Act are the National Labour Board, and Wages Council

C. HUMAN TRAFFICKING



The Global Modern Slavery Index 2023 estimates 328,000 people are held in conditions of modern slavery across Kenya with child trafficking being the most prevalent form accounting for 39% of all human trafficking. Children are often trafficked into forced labor in domestic service, agriculture, fishing, cattle herding, street vending and begging.

Human trafficking is one of the most serious transnational crimes, preying on the most vulnerable, especially women and children. Approximately 40 million are trafficked globally (see note 11). According to the United Nations Office on Drugs and Crime Global Trafficking in Persons 2022 report (see note 12), women and girls account for 60% of trafficked persons, while women and children account for 77%.

Kenya is a source, transit, and destination country for victims of trafficking. Victims from neighboring countries such as Eritrea, Tanzania, Burundi, Ethiopia, Rwanda and Uganda, have been detected in Kenya. At the national level, there is a high prevalence of women and children being trafficked from rural areas throughout Kenya to be exploited in cities like Nairobi, Mombasa, and Kisumu (see note 13).

Other destination counties include Kisumu, Kilifi, Marsabit, Kwale, Machakos, Busia, and Kericho largely due to their major tourism/hospitality and agricultural industries where victims are subjected to sexual exploitation or forced labor (see note 14).

On the other hand, counties such as Isiolo, Namanga, Taita Taveta, Garissa, and Kajiado, serve as popular transit points through which victims are trafficked to Southern Africa, the Middle East, and Central and Southeast Asia, predominantly for domestic servitude and forced criminality (see note



75). Traffickers often utilize online platforms and fraudulent employment agencies to lure victims with false promises of employment opportunities abroad.

Kenya's economic slump has not only slowed down economic activities but also accelerated the loss of livelihoods arising from job losses across multiple sectors of the economy and consequently increased vulnerability to human trafficking.

Criminal justice responses to trafficking in persons in Kenya remains fragmented with the majority of capacity-building activities targeting law enforcement officers and criminal justice actors from major cities such as Nairobi and Mombasa, leading to weaker responses in other Counties.

Recognizing the prevalence of TIP in many other counties, there is a need to expand capacity- building activities, specifically strengthening investigative and prosecutorial capacities to combat this crime, information resources, and public awareness campaigns to relevant actors and communities in these key counties as well.

Kenya has made significant progress towards combating TIP and enhancing criminal justice responses to TIP, including domesticating The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Palermo Protocol through the Trafficking in Persons Act 2010, implementing the Kenya National Plan of Action to Combat TIP (2022- 2027), disseminating the standard operating procedures (SOPs) for investigating and prosecuting TIP in Kenya, an operational National Referral Mechanism Guidelines and the National Assistance Trust Fund Guidelines for assisting Victims of Trafficking in Persons. Notable efforts by both Government departments such as the Counter TIP Secretariat (CTIP) and non- governmental organizations have played significant roles in the identification of victims of TIP and provision of direct assistance and livelihood support to avoid their victimization

Drivers of Trafficking in Persons:

Push factors: climate change, conflicts and wars, poverty, illiteracy, political instability, persecution, unemployment, disasters (natural and man-made).

Pull factors: promise of better livelihood options, employment opportunities, better quality of life, safety and security, freedom from persecution.

Institutional frameworks for addressing the same

1. Counter Trafficking in Persons Advisory Committee.
2. National Assistance Trust Fund for assisting Victims of Trafficking in Persons
3. Counter trafficking in Persons Secretariat
4. DCI Specialised Units i.e. Anti-Human trafficking Child Protection Unit (AHTCPU), Transnational Organized Crime Unit (TOCU)
5. Specialized courts: - Kahawa law courts, Shanzu law courts
6. National Employment Authority (NEA)

As reflected in the Trafficking in Persons Report 2024, Kenya is poised to continue strengthening the national efforts to fight trafficking in persons. In that regard, it is critical to significantly enhance the quality services for shelter, health, clothing and food including other specialized services for trafficking victims, who include adult males, boys, Kenyan migrant workers, and victims from rural and coastal areas. Collaboration with NGOs that provide victim care will be increased, together with better enforcement of regulations and oversight of labor recruitment agencies to ensure migrant workers are protected. Additionally, protection for Kenyans trafficked abroad should be bolstered by ensuring that they undergo pre-departure training, train embassy staff, negotiate for stronger bilateral labor agreements and assign more labor attachés to monitor working conditions for Kenya migrant workers.

Efforts to investigate and prosecute trafficking crimes will be intensified, ensuring that convicted traffickers, including complicit officials, face the appropriate sentences while ensuring victims compensation is pursued for all victims.

The National Referral Mechanism Guidelines (NRM) will be fully implemented, ensuring law enforcement and other key stakeholders refer trafficked victims for assistance and that protection services are available for all victims. Authorities will systematically identify trafficked victims among vulnerable populations, ensure victims are not penalized for crimes committed because of being trafficked and expand training on trafficking at all levels of government, especially border counties and hot spots within major cities and those located outside the main cities.

Moreover, the implementation of the 2022-2027 National Plan of Action (NPA) and the National Assistance Trust Fund guidelines will be prioritized, by dedicating resources to anti-trafficking initiatives, and the creation of a centralized National database on trafficking crimes to enhance interagency coordination and improve reporting. Even though Kenya has a counter trafficking in Persons Act, 2010 it lacks a policy for the same. Lastly, measures to leverage technology will be put in place to address trafficking that is perpetuated through online platforms including tech- facilitated sexual exploitation (TFSEA), Online child sexual exploitation and abuse (OCSEA), and cyber scams among others.



D. MODERN SLAVERY (FORCED AND CHILD MARRIAGES)



The 2023 Global Slavery Index (GSI) Report notes that an estimated 7 million men, women, and children were living in modern slavery in Africa, a prevalence of 5.2 people for every thousand (1000) people. National statistics from this report estimated that on any given day in 2021, 269,000 people were living in modern slavery in Kenya (5 people per every thousand (1000) people in the country). This includes people in forced labour and forced marriage (see note 16).

Kenya has no publicly available official data on the prevalence of forced marriage in Kenya, however the prevalence of child marriage was last reported in the 2014 Kenya Demographic and Health Survey (KDHS). The survey found that almost one quarter (23 per cent) of women and nearly three per cent of men aged 20 to 24 years old were married before the age of 18 in Kenya, while four per cent of women and less than one per cent of men in the same age group were married before the age of 15 (see note 16).

Key Drivers

There are several complex and intersecting drivers of child and forced marriage in Kenya, including poverty; low social and economic value placed on girls; lack of education; patriarchal norms and stigma; influence of religious and cultural norms and practices such as Female Genital Mutilation/Cutting (FGM/C), beading and bride price, and crises including natural disasters, conflicts, and epidemics (see note 17).

Legal and Regulatory Frameworks

Kenya is one of few countries around the world to explicitly prohibit forced and marriage of children under the age of 18 without exception. Pursuant to the Marriage Act 2014 (*see note 18*), a person shall not marry unless they have attained 18 years of age, and anyone who marries a person below the minimum age commits an offense. The right to consent to marriage is enshrined in the Constitution of Kenya 2010 (*see note 19*), which supersedes African Customary Law. Kenya has also ratified the UN Convention on the Elimination of Discrimination Against Women, which obligates states to ensure free and full consent to marriage, and the African Charter on the Rights and Welfare of the Child, which prohibits child marriage.

Gaps in Legal and Regulatory Frameworks

Forced marriage is not sufficiently criminalized as a distinct offence under Kenyan law: article 89 of Marriage Act 2024 does not cover all cases where consent has not been given, and only applies to parties to the marriage. Further, the government has not ratified the Convention on Consent to Marriage, Minimum Age for Marriage, and Registration of Marriages, 1964. The National Plan of Action to End Child Marriage drafted in 2016 is also yet to be finalized by the government (*see note 20*).

International and Regional Conventions	
Ratified	Not Yet Ratified
<ul style="list-style-type: none"> UN Convention on the Elimination of Discrimination Against Women African Charter on the Rights and Welfare of the Child Maputo Protocol 	<ul style="list-style-type: none"> Convention on Consent to Marriage, Minimum Age for Marriage, and Registration of Marriages, 1964
National Policies and Strategies	
Enacted and Adopted	Not Yet Adopted
<ul style="list-style-type: none"> Marriage Act 2016 Counter Trafficking in Persons Act 2010 	<ul style="list-style-type: none"> The National Plan of Action to End Child Marriage



► Chapter 3: Roadmap Development Process



The development of Kenya's Roadmap to attain Alliance 8.7 Pathfinder Country status followed a structured and inclusive process, ensuring that it aligns with the national and international commitments to eradicate forced labour, modern slavery, human trafficking, and child labour.

The Roadmap's development process involved several key stages encompassing several stakeholders, each contributing to the formulation of a comprehensive and actionable strategic plan. Each stage was designed to ensure that the final Roadmap reflects the national priorities, and collective expertise of all relevant stakeholders. In developing the Roadmap, the following principles were adhered to;

- Whole-of government approach
- Inclusivity
- Meaningful engagement of survivors
- Multi-stakeholder consultation

Planning Phase

Between January and March 2023, Kenya commenced the initial official discussions around joining the Alliance 8.7 Pathfinder Country Initiative. On 6th February 2023, Kenya submitted a letter of intent to join the Alliance 8.7 through the Ministry of Labour and Social Protection, in coordination with other relevant stakeholders. After a review by the ILO Director General International Labour Organization (ILO), Kenya was requested to resubmit the letter in the prescribed format, leading to further engagement and refinement of the initial proposal.

Following the submission, In April 2023, Kenya sought technical support from the ILO and Free the Slaves - who sit on the Global Coordinating Group (GCG) of Alliance 8.7 Secretariat. This collaboration provided the necessary guidance for the Roadmap's formulation. A series of virtual meetings between MoLSP, ILO, and Free the Slaves resulted in an engagement plan for relevant stakeholders in the government, CSOs and Survivors Network. In September 2023, an inception meeting was held in Nairobi, bringing together Government, social partners, civil society organizations, representatives of survivors and UN bodies.



The meeting mapped out stakeholders for inclusion in the process of developing the roadmap and established a steering committee to guide the process. Thematic leads of 4 cluster groups – child labour, forced labour, trafficking in persons and modern slavery – were identified and tasked with developing initial thematic situational analyses and briefs.

Setting the Context

Between September 2023 and February 2024, thematic leads compiled respective thematic briefs from existing data from various sources, including governmental reports, NGO databases, international organizations, and academic studies. The thematic leads identified key trends, gaps, and challenges within each cluster area, ensuring that the baseline data accurately reflects the Kenya context. The respective thematic briefs provided foundational information for anchoring conversations around addressing the 4 cluster issues.

Stakeholders and Survivor engagement

This was an inclusive process used to gather input from various stakeholders on the four clusters of Child Labour, Forced Labour, Human Trafficking and Modern Slavery. This process also included training CSOs, the survivor networks, and other actors on relevant aspects of Alliance 8.7 Pathfinder Country Initiative.

Survivor engagement began in October 2023 with meetings in Nairobi, Mombasa, and Busia. These meetings, attended by a total of 115 survivors, introduced the Alliance 8.7 Initiative and how it influences the achieving SDG 8 Target 7. Survivors drafted and refined recommendations over several sessions, culminating in a draft which would be discussed at the subsequent stakeholders' strategic workshop.





Strategic Stakeholders' Workshop

A crucial component of the Roadmap's development was the national stakeholder strategic workshop of March 2024. The 2-day workshop was held in Nairobi with targeting 60 stakeholders, who included government agencies, social partners, civil society organizations, survivors, and United Nations bodies. 6 leaders of survivor groups participated at the workshop. Crucially, they were incorporated in each of the 4 cluster groups. The strategic workshop identified key issues per thematic or cluster area and priority strategic interventions to address the said issues. Further cluster meetings would be convened afterwards in the months of March to May 2024, to refine these briefs.

Process review meetings

Through the Ministry of Labour and Social Protection, the Government convened a comprehensive series of process review meetings to monitor and evaluate the process of developing the Roadmap. These meetings served as critical checkpoints, allowing stakeholders to assess progress, address challenges, and ensure alignment with the overarching objectives of the Roadmap. The sessions enlisted the participation of key government officials, technical experts, and representatives of relevant sectors, ensuring a collaborative approach to decision-making.



Consolidation Meetings

In July 2024, a series of a total of four online meetings were convened to allow stakeholders to review the respective cluster briefs. Subsequently, a second stakeholders' workshop was convened to validate the thematic briefs. This workshop brought together representatives of key stakeholder groups to develop a consensus on the format and content of the Kenya Country Roadmap. Emphasis was laid on ensuring that the Roadmap would be comprehensive, actionable, and aligned with specific challenges and needs as identified during preceding consultations.

On top of refining the thematic briefs, the meeting identified practical actions, strategies and collaborations for adoption.. The meeting resulted in a consolidated brief of the various cluster documents.

Technical workshop to consolidate and edit the Roadmap

In August 2024, the Cluster Group on Modern Slavery – the last among the 4 clusters to provide a final cluster document – successfully finalized its brief, accompanied by a comprehensive implementation plan, that outlines key actions, timelines, and responsibilities. Following this meeting, the Technical Working Group met in Naivasha, to collate all component parts of the roadmap and consolidate them into a one consolidated document that forms the Kenya Roadmap.

The process took the form of an editorial and drafting process to ensure the document is technically sound, accuracy of the content, efficacy of information, adherence to the law and legal standards, and a harmonized and structurally coherent sections of the consolidated Roadmap.



OUR JOURNEY - IN PICTURES



Representatives of the Ministry of Labour and Social protection during the strategic workshop



Survivors' Network Leaders representatives during a consultative workshop



ILO CAPSA Technical Specialist



Representative from COTU - Kenya



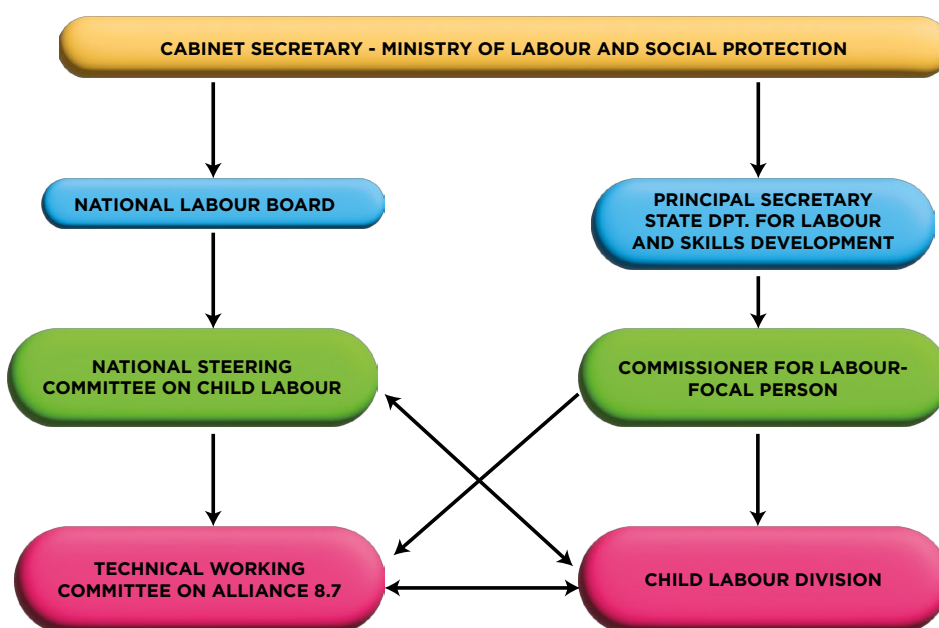
Representative from the CSOs - Free the Slaves



Child labour Cluster Team

► Chapter 4: Institutional Commitment For Implementing And Monitoring The Roadmap

FRAMEWORK FOR IMPLEMENTING, MONITORING, AND REPORTING ON KENYA'S ROADMAP TO THE ALLIANCE 8.7



The chapter on Institutional Commitment for implementing and monitoring the Alliance 8.7 Roadmap highlights the collaborative efforts among state and non-state actors to combat forced labor, human trafficking, modern slavery, and child labor. This framework ensures multi-stakeholder engagement, data-driven decision-making, and continuous monitoring to improve the effectiveness of the roadmap in eliminating these human rights violations.

For special agendas related to Alliance 8.7 reporting, the National Steering Committee on the Elimination of Child Labour (NSC on CL) will co-opt a representative from non-state actors—specifically from Civil Society Organizations (CSOs), Non-Governmental Organizations (NGOs), or the Survivors Network. These co-opted members will provide expertise and insights specifically for the reporting on the components of human trafficking, modern slavery, child labour, and forced labour. The inclusion of a non-state actor representative will ensure that the voices and perspectives of those directly engaged in on- the-ground efforts, including survivor-led initiatives, are adequately represented in the national reporting process. This approach is aimed at enhancing the comprehensiveness and accuracy of the reports, by integrating diverse viewpoints and experiences from various sectors who are actively involved in fighting these vices.

The National Steering Committee on Child Labour (NSC on CL) (NSC on CL) comprises key stakeholders, each playing a crucial role to guide and implement child labour policies. The committee is chaired by the State Department of Labour and Social Development Principal Secretary (PS SDLSD), with the



Labour Commissioner (LC) serving as the Secretary. Other key members include representatives from the Directorate of Occupational Safety and Health Services (DOSHS), the Department of Children Services (DCS), and the Child Protection and Management Unit (CPMU). The committee also includes representatives from the Central Organization of Trade Unions (COTU), the Federation of Kenya Employers (FKE), the International Labour Organization (ILO), the Ministry of Education (MoE), the Kenya National Bureau of Statistics (KNBS), the Counter Trafficking in Persons (CTIP) Secretariat, and the Office of the Director of Public Prosecutions (ODPP).

The Technical Working Committee (TWC) on Alliance 8.7 - The Labour Commissioner, who serves as the Ms Alliance 8.7, Focal Officer, will chair the TWC on Alliance 8.7. She is responsible for appointing members of the secretariat, which will include members from the Child Labour (CL) Division as well as other designated labour officers. The CL Division will provide secretariat services not only to the TWC on Alliance 8.7 but also to the National Steering Committee on Child Labour (NSC on CL). The TWC on Alliance 8.7 will address all thematic areas and will be composed of members from the existing drafting committee.

Cabinet Secretary - Ministry of Labour and Social Protection, Kenya: will lead the implementation of the Alliance 8.7 Roadmap, aligning it with the national labour policies to combat forced labour, modern slavery, human trafficking, and child labour. This involves guiding the integration of these efforts into existing policies, coordinating multi-stakeholder forums, ensuring data-driven decisions, and enhancing workplace safety, especially in high- risk sectors. Additionally, the role includes strengthening social protection for vulnerable groups, promoting productivity without exploitation, advocating for Kenya in international forums, and monitoring the Roadmap's progress for continuous improvement.

Principal Secretary for the State Department for Labour and Skills Development in Kenya: will drive the implementation of the Alliance 8.7 Roadmap by promoting decent work, skills development, and sustainable job creation for vulnerable populations. This includes leading initiatives to equip youth with market-relevant skills, fostering partnerships for ethical job creation, aligning policies to prevent forced labour and human trafficking, and building the capacity of training institutions. Additionally, the role involves monitoring program effectiveness, engaging stakeholders to expand decent work opportunities, and empowering youth to thrive in a safe, supportive environment.

Technical Working Committee on Alliance 8.7: will provide focused expertise and strategic policy direction for implementation, monitoring and annual reporting on the Kenya's national Roadmap to the Alliance 8.7. Key responsibilities will include supporting efforts in all thematic areas, collaboration with stakeholders, and providing strategic guidance to align the Roadmap with national and international commitments.

National Steering Committee on the Elimination of Child Labour (NSC): will oversee and coordinate national efforts to eliminate child labour by providing technical support, policy guidance, and strategic direction across sectors. Key responsibilities include leading cross- sectoral coordination among government ministries and NGOs, offering expert policy guidance in collaboration with relevant boards, overseeing the implementation of child labour strategies, and developing comprehensive policies and legislation. The NSC also focuses on capacity building for stakeholders, resource mobilization to support child labour programs, and establishing monitoring frameworks to assess and refine strategies over time.

Commissioner for Labour: Is the Ms. ALLIANCE 8.7, and the focal person for the Alliance 8.7 and ensures Kenya complies with national and international standards. Key responsibilities include overseeing the enforcement of labour laws, advocating for workers' rights, and monitoring compliance through inspections and audits. The role also involves providing expert advice on labour issues, facilitating dispute resolution, engaging with stakeholders to promote social dialogue, leading capacity-building initiatives for labour inspectors, maintaining accurate records for informed policy decisions, and conducting public awareness campaigns to educate workers and employers about their rights and responsibilities.

Child Labour Division: will be responsible for coordinating efforts to prevent and eliminate child labour in line with the Constitution of Kenya and the Children Act, 2022. Key responsibilities include leading

national initiatives to prevent child labour through effective coordination and supervision, developing and enforcing relevant policies, and conducting awareness campaigns to engage communities and authorities. The division ensures the provision of essential services like education and healthcare to at-risk children, monitors and reports on child labour prevalence, collaborates with various stakeholders to strengthen support networks, and works with law enforcement to enforce child labour laws effectively.

The National Labour Board: will be advising the Cabinet Secretary for Labour on employment and labour matters, supporting the formulation and implementation of national labour legislation and policy to promote fair labour practices, social dialogue, and harmonious industrial relations. Key responsibilities include providing expert advice on labour issues, assisting in policy formulation in collaboration with key councils, ensuring compliance with labour laws, advocating for fair labour practices and workers' rights, facilitating dialogue to prevent and resolve labour disputes, promoting fundamental labour rights, and engaging with stakeholders to advance the national labour agenda.

The Office of the Attorney General and Department of Justice, guided by the Constitution of Kenya and the Office of the Attorney General Act, 2010, will play a pivotal role in advancing Kenya's commitment to the global Alliance 8.7 initiative by providing essential legal advice and representation for the National Government, particularly in cases related to labour rights, human trafficking, and child protection, ensuring that Kenya's legal actions align with the objectives of Alliance 8.7. Additionally, the office is tasked with promoting human rights and ensuring access to justice for all, especially vulnerable populations impacted by exploitation. The Office also oversees and coordinates legal policies, treaties, and legislation, striving to strengthen Kenya's legal framework to effectively combat these forms of exploitation.

The Office of the Director of Public Prosecutions (ODPP) is responsible for prosecuting cases related to forced labour, human trafficking, and child labour, which directly supports Kenya's implementation of Alliance 8.7. The ODPP plays a critical role in directing investigations and prosecuting offenses related to human trafficking and forced labour, ensuring that these cases are handled with the seriousness and rigor they require. In addition to its prosecutorial duties, the ODPP manages international legal cooperation, including extradition and Mutual Legal Assistance (MLA), to support cross-border efforts against human trafficking and other forms of exploitation. The office also facilitates the protection and support of victims and witnesses throughout the prosecution process, ensuring that those impacted by these crimes receive the necessary care and assistance.

The Counter Trafficking in Persons Governance framework, established by the Counter Trafficking in Persons Act, 2010, is essential for implementing Kenya's commitments under Alliance 8.7. The Act establishes key structures, including the Counter Trafficking in Persons Advisory Committee, which is composed of both state and non-state actors. This committee advises on the formulation and coordination of policies and programs designed to prevent and suppress trafficking in persons. It also monitors and evaluates Kenya's progress in preventing, protecting against, and prosecuting trafficking offenses, ensuring alignment with the goals of Alliance 8.7. Additionally, the committee plays a vital role in raising public awareness about trafficking and fostering international cooperation, which enhances Kenya's efforts to combat human trafficking on a global scale.



► Chapter 4: Stakeholders' Roles

In the spirit of adopting a whole-of-government approach and through a multi-stakeholder consultation, with social dialogue as its cornerstone, the Government enlisted participation of diverse constituencies and stakeholders, including non-state actors in the development of the Roadmap and plans to engage them further in its implementation. The following are clusters of stakeholders and their roles;

Organization	Activity / Project
International Labour Organization (ILO) and other UN agencies	In collaboration with the Government of Kenya, social partners and other stakeholders, the ILO and other UN agencies will provide technical and convening support for the development and implementation of legislation, policies, and programs aimed at combating child labour, forced labour, trafficking in persons and, modern slavery. The ILO will also support capacity strengthening for stakeholders and systems to address the SDGs Target 8.7 issues, and in documenting and disseminating learning and good practices.
Social Partners: Central Organization of Trade Unions (COTU -K)	<p>COTU-K will undertake several key roles in addressing critical issues affecting workers and their families. First, it will lead sensitization efforts to educate workers and their families on the importance of investing in their children's education, while also raising awareness of pressing issues such as Forced Labour, Modern Slavery, and Trafficking in Persons.</p> <p>Additionally, COTU-K will work closely with the government to support the development and implementation of legislation, policies, and programs that are geared towards the elimination of Child Labour, Forced Labour, Modern Slavery, and Trafficking in Persons. It will ensure that clauses focused on eradicating these practices are included in Collective Bargaining Agreements, thereby reinforcing its commitment to protect the rights and welfare of workers.</p> <p>In cases where Child Labour, Forced Labour, Modern Slavery, or Trafficking in Persons are identified, COTU-K will report these to the relevant authorities to initiate appropriate action. Through advocacy efforts, the organization will also continue to push for the elimination of all forms of Child Labour, Forced Labour, Modern Slavery, and Trafficking in Persons in the country.</p>

Social Partners: The Federation of Kenya Employers (FKE)	<p>The Federation of Kenya Employers (FKE) will play a crucial role in Alliance 8.7 by ensuring that employers will adhere to the minimum age of employment provisions as stipulated in national labour laws and regulations, thereby refraining from practices such as Forced Labour (FL), Modern Slavery (MS), and Trafficking in Persons (TIP). They will conduct awareness campaigns to educate employers on the human, economic, and social costs of child labour. Additionally, they will work to protect young workers from hazardous work, including FL, MS, and TIP, while promoting and providing decent youth employment opportunities such as attachments, internships, and vocational training. The Federation will collaborate with the Government in the development and implementation of legislation, policies, and programs focused on child labour, forced labour, modern slavery, and trafficking in persons. They will offer guidance to employers in creating codes of conduct and programs targeting these issues. Furthermore, they will document best practices relevant to employers to encourage their adoption and replication across the sector. Engaging in corporate social responsibility activities aimed at eliminating child labour will be another key aspect of their role. The Federation will also ensure that public-private partnership programs are sensitive to child labour issues and will actively fight against child labour in supply chains, FL, MS, and TIP.</p>
Survivors Network Kenya:	<p>Survivors are crucial to the implementation of Alliance 8.7, offering invaluable insights and experiences that shape effective strategies against child labour, forced labour, human trafficking, and modern slavery. Their stories amplify advocacy efforts, humanize the issues, and influence stronger legal frameworks. Survivors provide unique perspectives in policy development, ensuring interventions are practical and effective, and can serve as peer mentors in support services, fostering trust and aiding in rehabilitation. In community engagement, survivors educate and empower vulnerable populations, raising awareness and promoting protective practices. Their contributions to legal reform efforts highlight gaps in current laws, driving the development of stronger protections. Additionally, survivors play a key role in innovating new approaches to prevention, protection, and reintegration, making them indispensable partners in the fight against exploitation and in realizing the goals of Alliance 8.7</p>
Development Partners	<p>Development partners provide essential financial resources, technical expertise, and strategic support to eradicate child labour, forced labour, human trafficking, and modern slavery. They fund programs, research, and scaling efforts, ensuring initiatives are well-resourced and sustainable. Their technical expertise helps design and implement effective interventions, while capacity building strengthens local organizations and governments. Development partners also foster collaboration among stakeholders, aligning efforts across governments, civil society, and businesses for greater impact. They play a key role in advocacy, promoting the integration of Alliance 8.7 goals into national and international policies, and supporting legal reforms. Furthermore, they drive innovation by developing and scaling new tools and approaches, ensuring that successful models are widely adopted. Overall, development partners are crucial in ensuring that efforts to combat exploitation are effective, coordinated, and aligned with global standards.</p>



Civil society Organizations (CSOs):

(CSOs): will play a vital role in implementing Alliance 8.7, a global initiative to eradicate child labour, forced labour, human trafficking, and modern slavery. They will lead advocacy and awareness campaigns, working with governments and international bodies to strengthen policies and legal frameworks. CSOs will also be responsible for monitoring and reporting on policy implementation, ensuring accountability, and influencing decision-making. Additionally, they will provide direct support to victims, including shelter, rehabilitation, and legal assistance, while empowering communities through capacity-building and forming strategic partnerships to enhance their impact. CSOs will further contribute by driving innovation and legal reforms, developing and sharing best practices to combat exploitation more effectively. Their efforts will translate global commitments into localized actions, promoting protective practices at the grassroots level. Through these comprehensive roles—advocacy, support, monitoring, partnerships, and innovation—CSOs will be indispensable in the global fight against exploitation, helping to achieve the goals of Alliance 8.7 and making significant progress toward eradicating child labour, forced labour, human trafficking, and modern slavery



► Chapter 5: Implementing Plan Kenya Alliance 8.7 Roadmap

CHILD LABOUR

PRIORITY AREAS	INTERVENTIONS	RESPONSIBLE STAKEHOLDERS	TIMELINES
Strengthen and enforce legal, policy and institutional frameworks on the elimination of child labour	1.1. Ratify and domesticate the ILO C189 - Domestic Workers Convention, 2011 (No. 189), ILO C190 - Violence and Harassment Convention, 2019 (No. 190), and ILO C181 - Private Employment Agencies Convention, 1997 (No. 181)	MoLSP, OAG & DOJ, MFDA	2024 - 2030
	1.2. Finalize, launch and implement the National Policy on Elimination of Child Labour and the National Action Plan on the Elimination of Child Labour.	MoLSP	2024-2027
	1.3. Strengthen the child protection structures and coordination of actors at all levels	MoLSP	2024-2027
	1.4. Finalize, launch and implement the National Policy on Elimination of Child Labour and the National Action Plan on the Elimination of Child Labour	Ministry of Labour and Social Protection (MoLSP)	2024-2027
	1.5. Build capacity and enhance collaboration among key stakeholders on legal, policy, and institutional frameworks on elimination of child labour	MDAs, FKE, COTU-K, ILO, County Governments	2024-2027
	1.6. Enhance labour inspections in the informal sectors	CSOs, Development Partners, Child Labour Committees	2024-2027
	1.7. Strengthen investigation and prosecution of child labour cases	MoLSP, FKE, COTU, ODPP, NPS/ Interior	2024-2030
	1.8. Continuous advocacy	MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners, CLCs	2024-2030



Conduct research on Child Labour	2.1. Undertake a periodic national child labour survey	MoLSP, Min. of ICT	2024 - 2030
	2.2. Establish an Integrated National Children Database	MoLSP, Min. of ICT	2024 - 2030
	2.3. Integrating child labour in the Child Protection Information Management System (CPIMS)	MoLSP, Min. of ICT	2024 - 2030
	2.4. Collaboration with universities and tertiary institutions to undertake research on child labour issues	MoE	2024 - 2030
	2.5. Improve information sharing among key stakeholders.	MDAs, FKE, COTU-K, ILO, KNBS, ILO, County Governments, CSOs, Development Partners	2024 - 2030
Promote quality basic education and training	3.1. Improve access to education by establishing more mobile schools, affordable boarding schools and safe commuting solutions	MoLSP, MoE	2024 - 2030
	3.2. Streamlining and coordination of existing social protection systems and extending target groups for social protection to increase access to services such as bursaries, school feeding programs, cash transfers, etc	MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners	2024 - 2030
	3.3. Sensitization and capacity building of parents and caregivers to increase awareness on child labour and harmful/inhibitive/retrogressive cultural practices, to realize children's rights to basic education and ensure universal access to free compulsory, quality, equitable and inclusive education, and training	MoE, MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners	2024 - 2030
	3.4. Strengthen livelihood programmes	Relevant MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners	2024 - 2030
	3.5. Increase the number of decent jobs for adults to improve socio-economic status	Relevant MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners	2024 - 2030
Increase resources for programmes and interventions on child protection	4.1. Increased budget allocation for Labour Administration by Government to child labour prevention and response efforts	MoLSP, Relevant MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners	2024 - 2030
	4.2. Foster partnerships and collaborations with development partners and relevant stakeholders to scale up interventions at all levels	MoLSP, Relevant MDAs, FKE, COTU-K, ILO, County Governments, CSOs, Development Partners	2024 - 2030

FORCED LABOUR

PRIORITY AREAS	INTERVENTIONS	RESPONSIBLE STAKEHOLDERS	TIMELINES
Establish a data collection and information management system on forced labour	1.1 Develop a round-the-clock portal/App that captures the relevant data of the Kenyan migrant workers	MoLSP, NEA, MFDA, Relevant MDAs, FKE	2026
	1.2. Integrate the data collection system with existing mechanisms		
	1.3. Strengthen collection of data of migrant workers at all exit and entry points.		
	1.4. Collaborate with stakeholders in both the destination and countries of origin.		
Enforce labour inspections in target sectors to address forced labour	2.1. Strengthen enforcement through regular inspections and punitive measures in sectors prone to forced labour, such as domestic work, hospitality, agriculture, and security.	MoLSP, Judiciary, NPS, ODPP	Ongoing
Enhancing Accountability by Private Recruitment Agencies	4.1. Enforce regulations holding recruitment agencies and brokers accountable for migrant worker welfare as per the Foreign Contract of Service.	NEA, MoLSP, CSOs	Ongoing
	4.2. Improve distress reporting mechanisms through government collaboration		
Develop policies on forced labour	5.1. Develop a national policy on Forced Labour	OAG & DOJ, MoLSP, ODPP, COTU-K, FKE	2026
	5.2 Develop a national action plan on forced labour		
	5.3 Harmonize laws, regulations, and guidelines on forced labour.		
Ratify the 2014 Protocol to the ILO Convention No. 29	6.1 Ratify the 2014 Protocol to the ILO Convention No. 29	MoLSP, NEA, MFDA, Min. of Interior and National Coordination, FKE	2026



TRAFFICKING IN PERSONS

PRIORITY AREAS	INTERVENTIONS	RESPONSIBLE STAKEHOLDERS	TIMELINES
Establish a national data management system.	1.1 Develop a central database for Counter trafficking in persons.	MoLSP, CTIP AC, DCS, Interior (NGAO), NPS, MoLSP, ODPP, Judiciary, Probation, Immigration, MFDA, TSC, C.O.G, N.C.M, CUCs, Medical Staff, UN Agencies, Development Partners, Diplomatic Missions, NGOs, CBOs, FBO and NEA, COTU, FKE.	2025
	1.2 Annual development and dissemination of the Kenyan TiP report based on the database information (through website, emails to key stakeholders).	MoLSP, CTIP AC	2026
	1.3 Conduct and disseminate research focusing on CTiP trends and patterns in Kenya every 5 years	MoLSP, CTIP AC, NCRC, KNBS	2028
Strengthen and enforce policies and regulations against trafficking in person	2.1 Develop a curriculum to facilitate annual training for all relevant stakeholders on CTiP	MoLSP, CTIP AC, NPS, MoLSP, ODPP, Judiciary, Immigration, MFDA, N.C.M, Development Partners, NGOs.	2027
	2.2 Assenting of the Amended CTiP bill into law	MoLSP, CTIP AC	2025
	2.3 Dissemination of all the national referral mechanism across all the 47 Counties	MoLSP, CTiP AC, MFDA	2030
	2.4 Implementation of the diaspora policy and development of the migration policy.	MoLSP, CTIP AC, MFDA	2026
	2.5 Enforcement of laws through efficient investigation and prosecution of TiP cases- SOPs	MoLSP, CTIP AC, ODPP, NPS, Judiciary, MFDA, Immigration, LSK	2030
	2.6 Promotion of safe and dignified migration through awareness creation.	MoLSP, CTIP AC, NEA, NGOs, Development Partners, COTU	2030
	2.7 Development of a trafficking in persons policy	MoLSP, CTIP AC, All other relevant MDAs.	2027
	2.8 Monitor and report on the impact of the visa free movement within the EAC to the Counter trafficking environment (challenges and opportunities)	MoLSP, CTIP AC, MFDA, Immigration, B.M.S, N.C.M.	2026
	2.9 Devolved dissemination and implementation of the NPA for combating trafficking in persons to all relevant stakeholders	MoLSP, CTIP AC, DCS, Interior (NGAO), NPS, MoLSP, ODPP, Judiciary, Probation, Immigration, MFDA, TSC, C.O.G, N.C.M, CUCs, Medical Staff, UN Agencies, Development Partners, Diplomatic Missions, NGOs, CBOs, FBO and NEA, COTU, FKE.	2027

Strengthening border and transit management	3.1 Dissemination of the standard operating procedures for investigating and prosecuting trafficking in persons across the country (Multiagency)	ODPP, MoLSP, CTIP AC, NPS, MoLSP, Judiciary, Immigration, MFDA, BMS, N.C.M, Development Partners, NGOs, CBOs, FBO	2030
	3.2 Enhance international cooperation with other pathfinder countries	MoLSP, CTIP AC, MFDA, Immigration, Development partners,	2026
	3.3 Capacity enhancement of border officials and traffic police to increase surveillance and reporting of trafficking cases on transit routes	MoLSP, CTIP AC, ODPP, NPS, NTSA, BMS	2030
Enhanced holistic direct assistance to victims of trafficking.	4.1 Development and implementation of minimum standards of care and accountability framework for victims of trafficking in persons.	MoLSP CTIP AC, DCS, NPS, NGOs, CBOs, FBOs, Relevant MDAs.	2030
	4.2 Strengthening of the National Assistance Trust Fund (NATF) for assisting victims of trafficking and increasing its financial capacity	MoLSP CTIP AC	2025 to 2026



HUMAN TRAFFICKING

PRIORITY AREAS	INTERVENTIONS	RESPONSIBLE STAKEHOLDERS	TIMELINES
Establish a national data management system.	1.1 Development of a central database for CTiP.	MoLSP, CTIP AC, DCS, Interior (NGAO), NPS, MoLSP, ODPP, Judiciary, Probation, Immigration, MFDA, TSC, C.O.G, N.C.M, CUCs, Medical Staff, UN Agencies, Development Partners, Diplomatic Missions, NGOs, CBOs, FBO and NEA, COTU, FKE.	2025
	1.2 Annual development and dissemination of the Kenyan TiP report based on the database information (through website, emails to key stakeholders).	MoLSP, CTIP AC	2026
	1.3 Conduct and disseminate research focusing on CTiP trends and patterns in Kenya every 5 years	MoLSP, CTIP AC, NCRC, KNBS	2028
Strengthening and enforcement of Policies and regulations	2.1 Development of a curriculum to facilitate annual trainings for all relevant stakeholders on CTiP	MoLSP, CTIP AC, NPS, MoLSP, ODPP, Judiciary, Immigration, MFDA, N.C.M, Development Partners, NGOs.	2027
	2.2 Assenting of the Amended CTiP bill into law	MoLSP, CTIP AC	2025
	2.3 Disseminate all the national referral mechanism across all the 47 Counties	MoLSP, CTiP AC, MFDA	2030
	2.4 Implement the Kenya Diaspora Policy and develop A national policy on migration.	MoLSP, CTIP AC, MFDA	2026
	2.5 Development of a trafficking in persons policy	MoLSP, CTIP AC, All other relevant MDAs.	2027
	2.6 Monitor and report on the impact of the visa free movement within the EAC to the Counter trafficking environment (challenges and opportunities).	MoLSP, CTIP AC, MFDA, Immigration, B.M.S, N.C.M.	2026

	2.7 Devolved dissemination and implementation of the NPA for combating trafficking in persons to all relevant stakeholders	MoLSP, CTIP AC, DCS, Interior (NGAO), NPS, MoLSP, ODPP, Judiciary, Probation, Immigration, MFDA, TSC, C.O.G, N.C.M, CUCs, Medical Staff, UN Agencies, Development Partners, Diplomatic Missions, NGOs, CBOs, FBO and NEA, COTU, FKE.	2027
Strengthen border and transit management	3.1 Disseminate the standard operating procedures for investigating and prosecuting trafficking in persons across the country (Multiagency)	ODPP, MoLSP, CTIP AC, NPS, MoLSP, Judiciary, Immigration, MFDA, BMS, N.C.M, Development Partners, NGOs, CBOs, FBO	2030
	3.2 Enhance international cooperation with other pathfinder countries for learning and technical support in border and transit management	MoLSP, CTIP AC, MFDA, Immigration, Development partners,	2026
	3.3 Strengthen capacity of border officials and traffic police to conduct surveillance and report on cases of trafficking in persons on transit routes	MoLSP, CTIP AC, ODPP, NPS, NTSA, BMS,	2030
Enhance holistic direct assistance to victims of trafficking.	4.1 Develop and implement minimum standards of care and accountability framework for victims of trafficking in persons.	MoLSP CTIP AC, DCS, NPS, NGOs, CBOs, FBOs, Relevant MDAs.	2030
	4.2 Strengthen the National Assistance Trust Fund (NATF) for assisting victims of trafficking and increasing its financial capacity.	MoLSP CTIP AC	2025 to 2026



MODERN SLAVERY

PRIORITY AREAS	INTERVENTIONS	RESPONSIBLE STAKEHOLDERS	TIMELINES
Strengthen Legal and Regulatory Frameworks to Combat Forced and Child Marriage	1.1 Develop and Adopt National Action Plan to End Forced and Child Marriages in Kenya	MoLSP, CTIP AC, DCS, ODPP, NGEC, National Assembly, UN agencies, OAG, Development Partners, CSOs	2028
	1.2 Ratify the UN Convention on Consent to Marriage, Minimum Age for Marriage, and Registration of Marriages, 1964		2027
Capacity Strengthening for Institutions mandated to Combat Forced and Child Marriages	2.1 Develop standardized manuals and training guidelines on forced and child marriages	MoLSP, CTIP, DCS, ODPP, NGEC, UN Agencies, Development Partners, CSOs	2026
	2.2 Support trainings for law enforcement agencies and frontline workers on forced and child marriages using the standardized manuals and training guidelines	MoLSP, CTIP, DCS, ODPP, NGAO, UN agencies, Development Partners, CSOs	2026
Research and Evidence Generation to inform interventions on combatting Forced and Child Marriages	3.1 Conduct survivor-centered, trauma-informed national research on the nature and scale of child and forced marriage in Kenya.	MoLSP, CTIP, DCS, NGEC, KNBS, UN agencies, Development Partners, CSOs	2027
	3.2 Development of periodic annual reports on forced and child labour	MoLSP, CTIP, KNBS, ODPP, UN agencies, Development Partners	2028
	3.3 Inclusion of forced marriage indicators on adults in the KDHS by the Kenya Bureau of Statistics	MoLSP, CTIP, NGEC, KNBS, UN agencies, Development Partners	2026
Promote Behaviour and Attitude Change on Forced and Child Marriages	4.1 Conduct community sensitization campaigns on existing legal framework and referral pathways for forced and child marriage cases	MoLSP, CTIP, DCS, NGEC, NGAO, CSOs, FBOs, NPS, UN agencies, Development Partners	2026
	4.2 Strengthen capacities of community-based structures on identification, reporting and referral of child marriage cases		
	4.3 Strengthen community-based support and rehabilitation programs for survivors/victims of forced and child marriages		
	4.4 Monitor and report on the impact of the visa free movement within the EAC to the Counter trafficking environment (challenges and opportunities).	MoLSP, CTIP AC, MFDA, Immigration, B.M.S, N.C.M.	

ANNEXTURES

Annexure 1:

Technical Working Committee engaged in Drafting Kenya Country Roadmap on Alliance 8.7 - August 2024

No	Name	Organization
1	Christine Otieno	Ministry of Labour and Social Protection (Labour Directorate)
2	Artlibert Makori	Ministry of Labour and Social Protection (Labour Directorate)
3	Grace Banya	International Labour Organization (ILO-CAPSA)
4	Andrew Odete	International Labour Organization (ILO-CAPSA)
5	Chris Agunga	International Labour Organization (ILO-CAPSA)
6	Joyce Macharia	International Labour Organization (ILO-CAPSA)
7	Fredrick Ochieng	Federation of Kenya Employees
8	Dancan Omondi	Federation of Kenya Employees
9	Selina Ngei	Central Organization of Trade Union- Kenya
10	Linda Ndambiri	Office of the Director of Prosecution
11	Nancy Chepkwony	Office of Attorney General and Department of Justice
12	Kemunto Kenani	Ministry of Education
13	Christine K. Ondieki	Directorate of Children's Services
14	Lilian Barasa	Counter Trafficking in Persons Secretariat
15	Karimi Murithi	National Employment Authority
16	Jackline Mwende	Free the Slaves
17	Evans Munga	Terre des Hommes Netherlands.
18	Winnie Mutevu	Awareness Against Human Trafficking (HAART)Kenya
19	Wanja Kimani	Survivors Network Kenya
20	Peter Olewe	Azadi Community
21	Chrispin Kimani	Centre for Domestic Training and Development (CDTD)
22	Natasha Akholi	African Network for the Prevention and Protection Against Child Abuse and Neglect



Annexure 2:

Organisations who participated in Development of Alliance 8.7 Roadmap (2023-2024)

State Actors	
Ministry of Labour and Social Protection (MoLSP)-Labour Directorate	Ministry of Education
Office of the Director of Public Prosecutions	National Council for Children Services (NCCS)
Office of Attorney General and Department of justice	Directorate of Children's Services
National Employment Authority (NEA)	Counter Trafficking in Persons (CTiP) Secretariat
Non-State Actors and Social Partners	
International Labour Organization (ILO)	Federation of Kenya Employees
International Organization for Migration (IOM)	Central Organization of Trade Union- Kenya
Centre for Domestic Training and Development (CDTD)	Free the Slaves
Counter Human Trafficking Trust - East Africa (CHTEA)	Terre des Hommes Netherlands (TdH NL)
African Network for the Prevention and Protection Against Child Abuse and Neglect (ANPPCAN)	Awareness Against Human Trafficking (HAART) Kenya
Kenya Alliance for the Advancement of children (KAACR)	Survivors Network Kenya
African Institute for Children Studies (AICS)	Azadi Kenya
Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers. (KUDHEIHA)	Maisha Girls
Amka Africa Justice Initiative	Maono Africa
Survivors of Hope Initiative (SOHI)	ChildLine Kenya
Investing in Children and their Societies ICS-SP	UBANI Trust
Talitha-Kum International Kenya	The Freedom Fund
Consolation East Africa	CANA Family
Western Twaweza Empowerment Campaign	Love Justice Kenya
Lawyers Without Borders (LWOB)	Trace Kenya
Fighting Stress and Depression (FIDS)	Smart Youth Mombasa
Legacy Education Centre (LEC)	Missing Child Kenya
Kisauni Community Development Program (KICODEP)	Candle of Hope
Rural Education and Economic Enhancement Programme (REEP)	Global Justice Group
Domestic Workers Returnees of Kenya (DWRoK)	Salvation Army

Kwale Youth and Governance Consortium	Footprints to Freedom
Safe Jamii Social Justice	Migrant Defenders
Linda Mazingira Initiative Kenya	Jafari Jata
Dhamira Moja CBO	Sema Nami
Kaka Amua Initiative CBO	The Dorcas CBO
I Child Africa	Haki Africa
Busia county Interfaith	Wazo
Ibrahs Care Initiative	Amkeni Community Organization
USAID 4 The Child	Okoa Sasa
Baridi Kwa Baridi CBO	Caritas
Employee and Legal Solutions Kenya Limited	Technical Working Group

Annexure 3: Reference documents

- Note 1:** ILO, Profits and poverty: The economics of forced labour. Second edition, Geneva: International Labour Office, 2024. © ILO. <https://www.ilo.org/media/520201/download>
- Note 2:** U.S. Department of State (no date) 2024 Trafficking in Persons (TIP) Report, U.S. Department of State. Available at: <https://www.state.gov/reports/2024-trafficking-in-persons-report/>
- Note 3:** Progress in the fight against Forced Labor (2024) Human Rights Watch. Available at: <https://www.hrw.org/the-day-in-human-rights/2024/03/14>
- Note 4:** Ratifications of P029 - protocol of 2014 to the Forced Labour Convention, 1930. Ratifications of ILO conventions: Ratifications by Convention. Available at: https://normlex.ilo.org/dyn/normlex/en/f?p=1000%3A%300%3A0%3A%3ANO%3A%300%3API%300_INSTRUMENT_ID%3A%3174672
- Note 5:** Ending forced labour, modern slavery, human trafficking and child labour (2024) Alliance 8.7. Available at: <https://www.alliance87.org/>
- Note 6:** The constitution of Kenya, 2010 - Nairobi. Available at: http://www.parliament.go.ke/sites/default/files/2023-03/The_Constitution_of_Kenya_2010.pdf
- Note 7:** Employment act. Available at: https://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/EmploymentAct_Cap226-No1of2007_01.pdf
- Note 8:** Counter-trafficking in persons act. Available at: https://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/Counter-TraffickinginPersonsAct_No8of2010.pdf
- Note 9:** United States Department of Labor - Findings on The Worst Forms of Child Labour - Kenya. Available at: <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/kenya>
- Note 10:** Children Act, No. 29 of 2022 - kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/2022/TheChildrenAct_2022.pdf
- Note 11:** https://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms_575479.pdf
- Note 12:** https://www.unodc.org/documents/data-and-analysis/gloTiP/2022/GLOTiP_2022_web.pdf
- Note 13:** JTIP Trafficking in Persons Report: Kenya (2024)
- Note 14:** Kenya National Crime Research Centre, 'The Problem of Human Trafficking in Kenya' (2022),





REPUBLIC OF KENYA

ALLIANCE



International
Labour
Organization

CAPSA

Funding for the publication, layout, and distribution of this document has been provided through the ILO CAPSA Project, which is funded by the US Department of Labor under Cooperation Agreement number **IL-34203-19-75-K**.

KENYA COUNTRY ROAD MAP 2025 - 2030