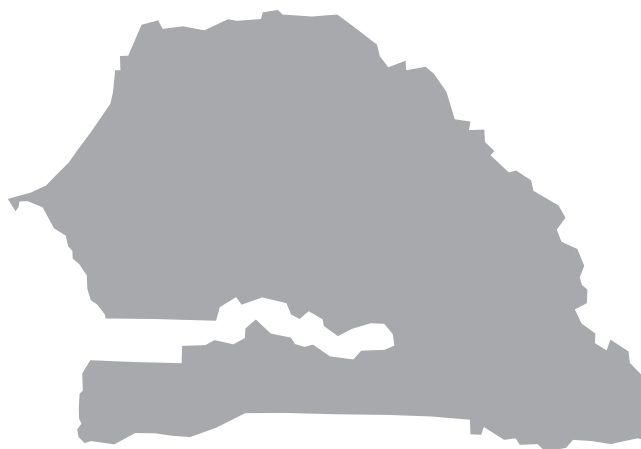


In 2016, Senegal made a minimal advancement in efforts to eliminate the worst forms of child labor. In June, the Government launched an initiative to remove *tailbés* from the street and prosecute *marabouts* that perpetrate crimes against their students; however, no *marabouts* were prosecuted during the reporting period. Children in Senegal perform dangerous tasks in gold mining. Children also engage in the worst forms of child labor, including in forced begging, sometimes as a result of human trafficking. Criminal and labor law enforcement agencies lack adequate resources to effectively carry out their work, and redundancy among coordinating bodies to combat child labor hinders effective collaboration. Further, types of hazardous work prohibited for children do not include domestic work and street work, areas where there is evidence of harm to children engaged in child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Senegal perform dangerous tasks in gold mining.(1-13) Children in Senegal also engage in the worst forms of child labor, including in forced begging, sometimes as a result of human trafficking. Table 1 provides key indicators on children's work and education in Senegal.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5 to 14	22.3 (4,255,365)
Attending School (%)	5 to 14	53.0
Combining Work and School (%)	7 to 14	13.9
Primary Completion Rate (%)		57.2

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2016.(14)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2015.(15)

Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data.

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Herding cattle (16-18)
	Fishing, activities unknown (16-18)
	Farming, including the production of cotton, rice, peanuts, and mangoes (2, 7, 17-19)
Industry	Washing ore, crushing rocks, and carrying heavy loads† while mining gold, iron, and salt, and quarrying rock (4, 17-23)
	Welding and auto repair (17-19)
Services	Domestic work (2, 4, 11, 17-19, 24)
	Street work, including vending (2, 18, 25)
Categorical Worst Forms of Child Labor‡	Forced domestic work, gold mining, fishing, and farming, each sometimes as a result of human trafficking (7, 10, 11, 22, 26, 27)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 10, 11, 23, 28)
	Forced begging, sometimes as a result of human trafficking (1, 2, 4-13, 17-19, 26, 27, 29)
	Forced labor in garbage collection (30)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

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Senegalese boys and girls are subjected to domestic servitude, forced labor in gold mines, and sex trafficking. Internal trafficking is more prevalent than transnational trafficking. (11, 26, 27) In Senegal, it is a traditional practice to send boys to Koranic schools, called *daaras*, for education. However, instead of receiving an education, many students, known as *talibés*, are forced to beg by their teachers, known as *marabouts*. (8, 12, 27, 31-34) The *marabouts* take the *talibés*' earnings and often beat those who fail to meet the daily quota. (4, 8, 9, 13, 31, 33, 34) The *talibés* often live in overcrowded, unsanitary conditions, receive inadequate food and medical care, and are vulnerable to physical and sexual abuse. (8, 9, 12, 30, 34, 35) They typically come from rural areas in Senegal and from neighboring countries, sometimes as a result of human trafficking. (8, 9, 32, 34, 36, 37) In June 2016, President Macky Sall announced and launched an initiative to remove *talibés* from the street and prosecute *marabouts* that perpetrate crimes against their students; however, in 2016, no *marabouts* were prosecuted. As of November, the Government conducted 57 operations, removing 1,186 children from the streets and reuniting 1,086 of them with their families, although some of these children were eventually returned by their parents to *daaras*. (18, 38-41) A 2014 *daara*-mapping study estimated that 30,000 of the estimated 54,800 *talibés* in Dakar are forced to beg, and a 2016 study found that 9,000 of the estimated 14,000 *talibés* in the St. Louis department are also forced to beg. (18, 38-47)

A variety of factors remain as barriers to education, forcing some students to quit school. These barriers include school-related fees, a lack of birth registration documents, a lack of teachers and rural schools. Some girls reportedly quit school due to sexual harassment, including by teachers, and as a result of early pregnancy. (2, 10, 17, 45, 48, 49)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Senegal has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4). However, gaps exist in Senegal's legal framework to adequately protect children from child labor.

Table 4. Laws and Regulations on Child Labor

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	Yes	15	Article L. 145 of the Labor Code; Article 6 of the Decree Establishing the Scale of Penalties for Violations of the Labor Code and Associated Rules for Application (50, 51)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Article 1 of the Ministerial Order Determining the Types of Hazardous Work Prohibited for Children and Youth; Article 1 of the Ministerial Order Determining the Categories of Business and Work Prohibited to Children and Youth (52-54)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Article 2 of the Ministerial Order Determining the Types of Hazardous Work Prohibited to Children and Youth; Article 2 of the Ministerial Order Determining the Categories of Business and Work Prohibited to Children and Youth (52-54)

Table 4. Laws and Regulations on Child Labor (cont)

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Forced Labor	Yes		Article L. 4 of the Labor Code; Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Article 1 of the Law Concerning the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims (50, 54, 55)
Prohibition of Child Trafficking	Yes		Article 1 of the Law Concerning the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims (55)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Articles 323 and 324 of the Penal Code (52, 56)
Prohibition of Using Children in Illicit Activities	Yes		Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor (54)
Minimum Age for Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 19 of Law N° 2008-28 (57, 58)
Non-state Compulsory	No		
Compulsory Education Age	Yes	16	Article 3 of Law N° 2004-37 (59)
Free Public Education	Yes	18	Article 3 of Law N° 2004-37; Articles 21 and 22 of the Constitution (59, 60)

* No conscription (18)

A revision of the Labor Code that is still under consideration by the National Assembly includes an amendment to raise the minimum age of work from age 15 to age 16 and to establish harsher penalties for subjecting children to the worst forms of child labor.(58, 61) Further, a law was drafted in 2013 to improve the regulation of *daaras* as part of the voluntary Daara Modernization Program, which would require participating schools to submit to state inspections, adhere to a basic education curriculum, and, as a condition for receiving subsidies, formally halt the practice of forced begging; however, the impact of this measure on forced child begging remains uncertain due to its voluntary implementation.(9, 11, 30, 34, 40, 41, 62, 63) Legislation is also pending to establish a Children’s Ombudsman and a Children’s Code.(47) Government officials, the UNODC, UNICEF, and local NGOs have stated that these measures may not be severe enough to deter employers from exploiting children, particularly because the penalties are rarely enforced.(3) Further, the types of hazardous work prohibited for children do not include domestic work and street work, areas where there is evidence of potential harm to children engaged in child labor. Senegalese law does not criminally prohibit the recruitment of children under 18 into non-state armed groups.(18, 52-54)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5). However, gaps in labor law and criminal law enforcement remain and some enforcement information is not available.

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Social Dialogue, Professional Organizations, and Institutional Relations (MOL)	Enforce child labor laws through the Labor Inspections Office and by using social security inspectors.(3, 64)
Ministry of Justice (MOJ)	Enforce all laws, including those on child trafficking and forced labor, and prosecute violations.(19) Train police and judiciary on laws related to human trafficking and forced begging.(9) Through its Department of Correctional Education and Social Protection, help develop draft texts in the field of social protection and juvenile delinquency; strengthen the capacity of stakeholders to care for children; and share responsibility with the Ministry of Women, Family, and Children (MWFC) to provide services to vulnerable children.(29, 63, 65, 66)

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Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of the Interior and Public Security	Oversee all law enforcement agencies, including the local and national police officials who intervene in cases of human trafficking, and arrest perpetrators of the worst forms of child labor. Refer cases to social services providers.(19, 26, 58, 67) House the Children's Unit, located in Dakar, which employs three officers who specialize in child protection, victim identification, and reinsertion.(26, 29, 58) Through its Children's Unit, receive assistance from the Vice Squad in child protection cases.(68)
Ministry of Women, Family, and Children (MWFC)	Contribute to the creation and implementation of child protection policies, and provide services to victims of exploitative child labor.(69) Operate the Ginddi center for vulnerable children and a toll-free child protection hotline through which the public can report child labor abuses.(29, 30)

Labor Law Enforcement

In 2016, labor law enforcement agencies in Senegal took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2015	2016
Labor Inspectorate Funding	\$90,000 (19)	\$143,000 (18)
Number of Labor Inspectors	90 (19)	99 (18)
Number of Child Labor Dedicated Inspectors		2 (18)
Inspectorate Authorized to Assess Penalties	Yes (19)	Yes (18)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (19)	Yes (18)
Training on New Laws Related to Child Labor	Yes (19)	N/A (18)
Refresher Courses Provided	Yes (19)	No (41)
Number of Labor Inspections	Unknown	1,931 (41)
Number Conducted at Worksite	Unknown	1,931 (18)
Number Conducted by Desk Reviews	Unknown	0 (18)
Number of Child Labor Violations Found	Unknown (19)	Unknown (18)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (19)	Unknown (18)
Number of Penalties Imposed that Were Collected	Unknown (19)	0 (18)
Routine Inspections Conducted	No (19)	Yes (18)
Routine Inspections Targeted	N/A (19)	Yes (18)
Unannounced Inspections Permitted	Yes (19, 50)	Yes (18)
Unannounced Inspections Conducted	Yes (19)	Yes (18)
Complaint Mechanism Exists	Yes (70)	No (41)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (66)	No (18)

All new labor inspectors are trained at the National Administration School, which includes a module on the worst forms of child labor and a consultation with members of the National Committee Against Child Labor.(19, 26) All regional inspectorates also receive yearly refresher training from the Ministry of Labor, Social Dialogue, Professional Organizations, and Institutional Relations (MOL) Directorate General of Labor and Social Security.(19) The number of labor inspectors is insufficient for the size of Senegal's workforce, which includes over 6 million workers. According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, Senegal should employ roughly 158 inspectors. The MOL acknowledged that the current number of labor inspectors is insufficient; it also noted that a high turnover rate and significant reduction in its funding level had further hindered the labor inspectorate's capacity to enforce child labor laws.(18, 19, 71)

Research indicates that the lack of enforcement in the informal sector, in which most children are employed, hampers the labor inspectorate's enforcement of child labor laws.(11, 19, 45, 64) Although Article L. 241 of the Labor Code grants inspectors the authority to assess penalties for all offenses, they typically do so only for minor offenses and refer the more serious infractions to the courts for determination of penalties.(19, 50, 61) Courts may require violations to be resolved through conciliation at the labor inspectorate or refer cases to a tribunal for judgment.(19) During the reporting period, the

Ginddi Center's child protection hotline was operational; however, the total number of calls was unknown. Furthermore, it is not clear how many cases of child labor were identified as a result of these calls.(11)

Criminal Law Enforcement

In 2016, criminal law enforcement agencies in Senegal took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2015	2016
Training for Investigators		
Initial Training for New Employees	Yes (19)	Yes (18)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (19)	N/A (18)
Refresher Courses Provided	Yes (19, 26, 72)	No (18)
Number of Investigations	Unknown (19)	Unknown (18)
Number of Violations Found	14 (19)	Unknown (18)
Number of Prosecutions Initiated	1 (9)	Unknown (18)
Number of Convictions	1 (9, 26)	Unknown (18)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (19)	No (18)

The entities responsible for enforcing laws against the worst forms of child labor are primarily concentrated in Dakar and Thiès, so enforcement is limited outside of the capital.(9, 73) Although police stations in Senegal are expected to report cases involving children to the Ministry of the Interior and Public Security's Children's Unit, research found no evidence that this occurs regularly.(68, 73)

The Government reported that existing laws are sufficient to effectively prosecute and punish individuals who use *talibés* for personal profit.(1, 9, 26, 30, 74) However, the courts have had limited success in prosecuting cases related to forced begging, partly due to a perceived lack of political support, cultural norms, and pressure from influential Koranic teachers who support this practice, particularly in rural areas, along with a lack of coordination and resource constraints.(26, 61, 72, 75-77) In addition, police rarely investigated cases of forced begging or brought them to the courts for prosecution.(41) Further, some courts and law enforcement officials are not aware that the Law Concerning the Fight Against Trafficking in Persons, which prohibits forced begging, does not conflict with the Penal Code, which permits begging for religious purposes on specific days.(56, 61, 72)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee Against Child Labor	Coordinate initiatives, policies, and partnerships with civil society organizations to address child labor, including the National Action Plan on the Prevention and Abolition of Child Labor in Senegal (PCNPETE). Chaired by the MOL and includes representatives from three ministries, the police, and elected officials.(26, 78-80)
Inter-Ministerial Commission	Coordinate implementation of the National Strategy on Child Protection and its related action plan.(3)
National Task Force Against Trafficking in Persons (CNLTP)	Report on human trafficking in Senegal, with a focus on women and children; coordinate the implementation of the National Action Plan on Combating Trafficking in Persons and other efforts to prevent human trafficking; prosecute perpetrators; and protect victims.(58, 63, 81-83) Chaired by the MOJ and employs five staff members.(9, 26, 63)
Office of the President's Childhood Protection Unit	Coordinate government efforts related to child protection, including through the implementation of the National Strategy on Child Protection.(63, 84) Reports directly to the President of Senegal.(68, 84) Contribute to the creation and implementation of child protection policies, and develop a national system for collecting and disseminating data about vulnerable children. Advocate on behalf of all entities working on issues related to child begging, violence against children, and child labor.(84)

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Funding for the National Task Force Against Trafficking in Persons and a lack of support from all levels of the Government remained unresolved. Redundancy among the activities of the coordinating bodies also creates confusion and obstructs effective collaboration and implementation of efforts.(26, 27, 41, 58, 67, 80)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government has established policies related to child labor, including its worst forms (Table 9).

Table 9. Key Policies Related to Child Labor[‡]

Policy	Description
National Action Plan on the Prevention and Abolition of Child Labor in Senegal (2012–2016)	Aims to raise awareness of child labor issues; reinforce the capacity of law enforcement officials and civil society organizations; increase educational and training opportunities for youth; and improve the legal framework on child labor, including its worst forms.(1, 16, 25, 85-87) In 2016, research was unable to determine whether any actions were undertaken.(41)
National Strategy on Child Protection	Aims to establish an integrated national social protection system and specifically identifying the issue of child begging through an action plan with a recommended budget of \$18 million.(16, 30) Implemented through Child Protection Committees (CDPEs), currently established in 24 prefectures, which refer victims to social services, assist law enforcement with reintegrating child trafficking victims.(16, 26, 29) In 2016, the Government maintained 40 CDPEs.(40)
National Action Plan to Combat Trafficking in Human Beings (2015–2017)	Aims to strengthen the legal framework to prevent human trafficking, build capacity by training enforcement officials and working with religious leaders, provide protection and judicial remediation for victims, and improve monitoring and evaluation of the National Action Plan.(26, 88) Implemented by the CNLTP.(28) In 2016, the Partnership for the Rescue and Rehabilitation of Street Children and the National Framework Plan for the Eradication of Child Begging were merged into this plan.(1, 16, 29, 30, 41, 74, 83)

[‡] The Government had other policies that may have addressed child labor issues or had an impact on child labor.(26)

The Government has not included child labor elimination and prevention strategies in both the *Plan Sénégal Emergent* and the Program to Improve the Quality, Equality, and Transparency of the Education Sector (2013–2025).

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2016, the Government funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Key Social Programs to Address Child Labor[‡]

Program	Description
Project to Fight Against Trafficking and the Worst Forms of Child Labor (2013–2019) [†]	MWFC program that aims to raise awareness about forced begging and assist victims of child labor.(29, 36) During the reporting period, the program was renewed until 2019.(41)
National Program of Family Assistance Bursaries (2013–2017) [†]	Part of PCNPETE, a social safety net program that provides conditional cash transfers to vulnerable families who keep their children in school.(19, 25, 83, 89-92) In 2016, research indicated that the program continued activities.(41)
<i>Daara</i> Modernization Program [†]	\$18.5 million Government-funded voluntary program implemented by Tostan and La Rencontre <i>Africaine pour la Défense des Droits d'Homme</i> (RADDHO) that aims to regulate, inspect, and fund <i>daaras</i> and eliminate forced begging.(41, 93, 94) A mapping of <i>daaras</i> in the Dakar region in 2014 registered 1,006 <i>daaras</i> with 54,837 <i>talibés</i> , including 38,079 boys and 16,758 girls.(46) A mapping of Senegal's northern Saint-Louis department in 2016 counted more than 200 <i>daaras</i> and 14,000 <i>talibés</i> , with more than 9,000 children compelled to beg.(47) The Ministry of Education signed an accord with the Senegalese Association of Koranic Schools to rehabilitate and equip 90 <i>daaras</i> ; its Funds for Koranic Schools program also developed a secular curriculum and works with religious institutions to remove children from street begging and exploitative situations.(29, 64) In 2016, a legal framework was established and the Islamic Development Bank pledged funds.(41)
Ginddi Center [†]	The MWFC-run shelter serves abused and vulnerable children, including runaway <i>talibés</i> , street children, and child trafficking victims.(5, 29, 30, 64, 65, 67) Provides food, education, vocational training, family mediation, and medical and psychological care.(5, 26, 65, 67) In 2016, research indicated that the center continued activities.(41)
Government of Senegal-funded centers to address child trafficking [†]	The MOJ runs transit houses in Dakar, Pikine, and Saint-Louis that provide monitoring, education, and rehabilitation and reintegration services for victims of child trafficking.(26) In 2016, research indicated that the centers continued activities.(41)

[†] Program is funded by the Government of Senegal.

[‡] The Government had other social programs that may have included the goal of eliminating or preventing child labor, including its worst forms.(18)

Although the Government of Senegal has implemented programs to address child trafficking and forced begging, research found no evidence that the Government has carried out programs to assist children in domestic work, agriculture, or mining. (10, 19, 30, 67, 86)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Senegal (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that penalties for child labor violations, including the worst forms, are stringent enough to serve as a deterrent.	2014 – 2016
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2016
	Ensure that the law criminally prohibits the recruitment of children under 18 by non-state armed groups.	2016
Enforcement	Publish information on labor law enforcement efforts related to child labor, including the number of violations found and penalties imposed.	2013 – 2016
	Increase the number of labor inspectors responsible for enforcing laws related to child labor to meet the ILO recommendation, and ensure adequate labor inspectorate funding.	2010 – 2016
	Strengthen the labor inspectorate by proactively planning labor inspections, including in the informal economy.	2014 – 2016
	Ensure that law enforcement officials and judges know how to appropriately apply the Law Concerning the Fight Against Trafficking in Persons, and that all penalties are applied according to the law, including those against forced begging.	2010 – 2016
	Establish a mechanism to log all calls to the MWFC child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2016
	Ensure that criminal law investigators and labor inspectors receive refresher training on laws related to the worst forms of child labor.	2016
	Establish a formal and reciprocal referral mechanism between labor law enforcement and criminal law enforcement agencies and social services.	2016
	Publish information on the criminal enforcement of child labor laws, including the number of investigations, violations found, prosecutions initiated, and convictions.	2016
Coordination	Ensure the effectiveness of coordinating mechanisms on child labor by providing adequate resources, support, and distinct scopes of responsibility.	2010 – 2016
Government Policies	Integrate child labor elimination and prevention strategies into the Plan Sénégal Emergent and the Program to Improve the Quality, Equality, and Transparency of the Education Sector.	2013 – 2016
	Take steps to implement National Action Plan on the Prevention and Abolition of Child Labor in Senegal (PCNPETE).	2016
Social Programs	Ensure that all children have access to education by eliminating school-related fees, building schools in rural areas, training additional teachers, ensuring that all children have access to birth registration, and ensuring that schools are free from sexual abuse.	2011 – 2016
	Institute programs to address child labor in domestic work, agriculture, and mining, and ensure that adequate funding is available to support existing programs targeting the worst forms of child labor, including forced begging.	2010 – 2016

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