

In 2016, Chad made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved a Five-Year Plan for Development that aims to strengthen the Labor Inspectorate's directorate charged with combating the worst forms of child labor and drafted a guide for law enforcement officials on assisting victims of human trafficking. The Project to Revitalize Basic Education in Chad, which is led by the Ministry of Education, received an additional \$7 million from UNICEF and UNESCO to expand access to education for 8,500 children affected by conflict. However, children in Chad engage in the worst forms of child labor, including forced labor in cattle herding and domestic work. The country's legal framework does not contain criminal penalties for forced child labor, child trafficking, or the use of children in illicit activities.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Chad engage in the worst forms of child labor, including forced labor in cattle herding and domestic work.(1-6) Table 1 provides key indicators on children's work and education in Chad.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5 to 14	48.8
Attending School (%)	5 to 14	49.5
Combining Work and School (%)	7 to 14	28.4
Primary Completion Rate (%)		38.1

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2016.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2014 – 2015.(8)

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	Cultivating and harvesting crops, including rice and corn (1)
	Collecting and chopping wood (5, 6)
	Production of charcoal (1)
	Herding cattle (1, 9)
	Fishing, including catching, smoking, and selling fish (1)
Industry	Building walls (6)
	Gold mining [†] (1)
	Working in auto repair shops (1)
	Making bricks (6, 10)
Services	Domestic work (1-3, 5, 6)
	Street work, including vending, garbage scavenging, and carrying heavy loads [†] (1, 6, 9, 11)
	Begging (2, 12)
Categorical Worst Forms of Child Labor [‡]	Commercial sexual exploitation, sometimes as a result of human trafficking (3-6)
	Forced labor in domestic work, fishing, herding cattle, begging, street vending, and agriculture, each sometimes as a result of human trafficking (1-5)

[†] 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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Child trafficking occurs primarily within Chad for the purposes of forced labor in cattle herding and domestic sex tourism. Children are occasionally trafficked to neighboring countries for forced labor in domestic work and commercial sexual exploitation. (1, 3, 4) Domestically, boys known as *mahadjirine* may be sent to Koranic schools to receive an education, but they are forced to beg and to surrender the money they receive to their teachers. (2-4)




The Constitution and the Law Orienting the Education System mandate free and compulsory education in Chad. (13, 14) However, there is a lack of schools, classrooms, and teachers throughout the country. Some schools do not offer all grade levels, and parents are often required to pay for school-related fees, which may prevent some children from attending school. (15-17) In addition, some schools near Lake Chad were occupied or attacked by *Boko Haram* elements, or closed as a result of military operations, forcing approximately 180,000 children ages 3 to 17 to miss the 2015–2016 school year. (12, 18-22) In September 2016, teacher strikes closed schools throughout the country for several months. Only 7 of the 450 public schools in the Lake Region opened for the 2016–2017 school year, leaving more than 200,000 children unenrolled. (1, 23-26) The Government, supported by UNICEF and other partners, encouraged schools to reopen by distributing school supplies to more than 22,000 children, but the majority of schools remain closed, with the exception of 64 schools located in refugee camps in Eastern and Western Chad. (24)

During the reporting period, Chad experienced an economic crisis, which led to significant cuts to public servant allowances as part of severe austerity measures, as well as internal unrest due to presidential elections. These issues affected the Government’s ability to address the worst forms of child labor. (1, 21, 27, 28)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Chad 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 Chad’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	14	Article 52 of the Labor Code; Article 1 of the Decree Relating to Child Labor (29, 30)
Minimum Age for Hazardous Work	Yes	18	Articles 6–7 of the Decree Relating to Child Labor (29)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 6 of the Decree Relating to Child Labor (29)
Prohibition of Forced Labor	No		Article 20 of the Constitution; Article 5 of the Labor Code (14, 30)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 279–282 of the Penal Code; Articles 81–85 of the Law on Cyber Security and Fight Against Cyber Criminality (12, 31)

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

Standard	Meets International Standards: Yes/No	Age	Legislation
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Military Recruitment			
State Compulsory	Yes	20	Article 32 of the Law on the Organization of the Armed Forces; Article 22 of the African Charter on the Rights and Welfare of the Child (32, 33)
State Voluntary	Yes	18	Article 32 of the Law on the Organization of the Armed Forces; Article 1 of the Ordinance Prohibiting the Use of Children in Armed Conflict; Article 52 of Military Statute N° 006/PR/06 (32, 34, 35)
Non-state Compulsory	Yes	18	Article 1 of the Ordinance Prohibiting the Use of Children in Armed Conflict (34)
Compulsory Education Age	Yes	16 [‡]	Articles 21, 23, 25, and 28 of the Law Orienting the Education System; Article 35 of the Constitution (13, 14)
Free Public Education	Yes		Article 9 of the Law Orienting the Education System; Article 35 of the Constitution (13, 14)

[‡] Age calculated based on available information (13)

In December 2016, the National Assembly adopted a new Penal Code that has provisions criminalizing trafficking in persons; it is awaiting signature by the president and promulgation.(36) Several laws are awaiting approval by the National Assembly, including the Child Protection Code, Labor Code, and Family Code, which contain additional provisions criminalizing child trafficking and extending protection to children working in the informal sector.(1, 2, 37-41) A draft law on trafficking in persons, which has been pending adoption by the General Assembly since March 2015, will bring Chad's laws into compliance with international standards.(4, 36, 42-44) Existing laws do not criminally prohibit child trafficking.(14, 30, 31)

In addition, the Decree Relating to Child Labor prohibits certain hazardous activities for children under age 18 and some other activities for children under age 16.(29, 41) This means that children ages 16 and 17 can work legally in hazardous tasks, such as working with hand- or foot-powered machinery, operating machinery with sharp blades, and working on scaffolding in construction sites.(29)

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 Public Service, Employment, and Social Dialogue (MOL)	Implement and enforce child labor laws.(1, 15) Includes a directorate and specific point of contact to assist in coordinating child protection and human trafficking issues.(45)
Ministry of Justice, Human Rights, and Guardian of the Seal (MOJ)	Draft and enforce laws and coordinate efforts to protect human rights.(1) Through its Directorate for Protection and Legal Monitoring of Children, enforce child labor laws.(46)
Ministry of Women, Childhood Protection, and National Solidarity (MWCPS)	Protect children's rights, provide temporary shelter to victims, and assist with reintegration when appropriate.(4, 36) Through its Child Protection Directorate, lead Government efforts on child protection, including child labor, and liaise with the Child Protection Directorate at the MOJ.(36) In 2016, drafted a guide for civil society and law enforcement officials on assisting victims of human trafficking, particularly during investigations and prosecutions.(36)
National Police	Enforce and investigate criminal laws against child labor, including child trafficking, and refer them to the MOJ for prosecution. In the case of the Child Protection Brigade, specifically monitor violations of children's rights.(1) Located throughout the country.(45, 47)

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The Child Protection Committees did not carry out activities during the reporting period due to a lack of resources. Research indicates that although the Child Protection Brigade within the National Police is tasked with responding to child welfare concerns, it was not well-known by the public.⁽¹⁾ In addition, the judicial system ceased functioning in November 2016 when magistrates and court clerks went on strike to protest government austerity measures.⁽²⁶⁾

Labor Law Enforcement

In 2016, labor law enforcement agencies in Chad did not take 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	Unknown* (12)	\$0 (1)
Number of Labor Inspectors	20 (12)	30 (1)
Inspectorate Authorized to Assess Penalties	No (30)	No (30)
Training for Labor Inspectors		
Initial Training for New Employees	Unknown	No (46)
Training on New Laws Related to Child Labor	No (12)	No (1)
Refresher Courses Provided	Yes (12)	No (1, 48)
Number of Labor Inspections	Unknown* (12)	0 (1)
Number Conducted at Worksite	0 (12)	0 (1)
Number Conducted by Desk Reviews	Unknown* (12)	0 (1)
Number of Child Labor Violations Found	Unknown (12)	0 (1)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (12)	0 (1)
Number of Penalties Imposed that Were Collected	Unknown (12)	0 (1)
Routine Inspections Conducted	No (12)	No (1)
Routine Inspections Targeted	N/A (12)	N/A (1)
Unannounced Inspections Permitted	Yes (30)	Unknown (1)
Unannounced Inspections Conducted	No (49)	Unknown (1)
Complaint Mechanism Exists	Yes (49)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (1)

* The Government does not publish this information.

The number of labor inspectors is insufficient for the size of Chad's workforce, which includes almost 5.5 million workers.⁽⁵⁰⁾ According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, Chad should employ roughly 136 labor inspectors.⁽⁵⁰⁻⁵²⁾ Inspectors lack sufficient resources such as equipment, transportation, and fuel to conduct investigations outside the city where they are based.^(15, 36) In 2016, the labor inspectorate did not receive any funding to conduct inspections, and inspectors were on strike from September 2016 to January 2017 to protest the nonpayment of salaries and government austerity measures.^(1, 36, 46) Research indicates that the informal sector, in which the majority of children work, is largely unmonitored, and some establishments in the formal sector may go years without receiving an inspection.^(2, 15, 48)

Criminal Law Enforcement

In 2016, criminal law enforcement agencies in Chad 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 (12)	Unknown (1)
Training on New Laws Related to the Worst Forms of Child Labor	Unknown (12)	N/A (1)
Refresher Courses Provided	Yes (12)	No (1)
Number of Investigations	5 (53)	0 (1)
Number of Violations Found	9 (49)	235 (25)

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

Overview of Criminal Law Enforcement	2015	2016
Number of Prosecutions Initiated	2 (49)	0 (1)
Number of Convictions	3 (12)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (12)	Yes (1)

Research indicates that investigators had inadequate resources, which hindered their ability to respond to complaints of child labor violations.(1) All newly hired law enforcement officials—including police, military, judiciary officials, and social workers—receive a mandatory course on child protection as part of their training.(12, 49, 53)

Civil society organizations typically assist with providing temporary shelter, legal assistance, and family reintegration; they also track prosecutions and convictions.(12, 45) An underdeveloped judicial system, inadequate deterrents, and under-enforcement of existing penalties pose barriers to prosecution.(4, 15, 45) Police and traditional leaders sometimes resolved cases of child trafficking outside the legal system.(15) In addition, the police commissioner in Kélo was arrested in February 2016 following allegations of complicity in a child trafficking network; the investigation remains ongoing.(4)

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
Working Group on the Worst Forms of Child Labor	Coordinate government efforts on child trafficking, including by providing training, conducting awareness-raising activities, and strengthening the network of government organizations that address human trafficking.(45, 54) Chaired by the MWCPNS's Child Protection Directorate and includes representatives from four other ministries, including the MOL.(36)
Inter-Ministerial Committee on Trafficking in Persons (ICTIP)	Coordinate government efforts to combat child labor, including its worst forms, and propose revision of national legislation to conform to international standards.(12, 36, 55, 56) Led by the MOJ's Directorate General of Human Rights and includes representatives from four ministries, including the MOL, international NGOs, and civil society organizations.(36)
Inter-Ministerial Committee on Child Soldiers	Coordinate government efforts to eliminate the use of children in armed conflict and address the worst forms of child labor.(36) Located in each of the eight military regions and includes representatives from the government, army, gendarmerie, and civil society organizations.(36) Conduct awareness-raising activities and trainings in the military.(10, 57, 58)
MWCPNS's Regional Child Protection Committees	Coordinate regional government efforts to address the worst forms of child labor.(59) Includes representatives from three ministries and the police.(10)

None of the coordinating bodies met in 2016, and the Government noted that a lack of technical and financial resources has hampered its ability to improve its coordination and response to child labor.(36, 46)

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
2013 Child Soldiers Action Plan	Aims to permanently eliminate the use of child soldiers in partnership with the UN.(37, 58, 60-62) Integrates training modules on child soldiers for all military personnel and includes monitoring and age verification in all military training centers by officials from the MOJ, the MWCPNS, and the Ministry of Defense.(4, 45) In 2016, developed modules on child soldiers with the support of UNICEF and integrated them into all military training, established cells to perform age verification at military centers, and raised awareness of child soldiering issues in all eight military zones. In addition, conducted several joint missions with government and UN representatives to sites in the Lake region housing alleged Boko Haram affiliates who had surrendered. Children were referred to a transition center in Bol for family reunification.(22, 24, 25)

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Table 9. Key Policies Related to Child Labor[†] (cont)

Policy	Description
N'Djamena 2010 Declaration of Regional Conference: Ending Recruitment and Use of Children by Armed Forces and Groups	Represents a commitment among six signatory countries, including Chad, to eliminate the use of child soldiers in their territories.(37, 63) Forms the basis for the 2013 Child Soldiers Action Plan and accompanying UNICEF Roadmap.(47)
MWCPNS's 2016 National Action Plan	Aims to provide free birth registration to 27,000 children in targeted areas, establish or strengthen the capacity of 70 child protection committees, reinforce law enforcement comprehension of standards on child protection, and develop a system for preventing and responding to cases of child exploitation.(64) In 2016, carried out many of its planned activities.(46)
Five-Year Plan for Development (2016–2020) [†]	Ministry of Economy and Development Planning policy which aims to conduct a survey on child labor every three years, increase the rate of birth registration, increase educational opportunities, and strengthen the human and financial capacity of the MOL's directorate charged with combating the worst forms of child labor.(65)

[†] Policy was approved during the reporting period.

[‡] The Government had other policies that may have addressed child labor issues or had an impact on child labor.(66)

Although the Government has adopted policies on child trafficking and child soldiers, research found no evidence of a policy on other worst forms of child labor, such as commercial sexual exploitation, forced labor in domestic work, and herding cattle. Although the Inter-Ministerial Committee on Trafficking in Persons began drafting a National Action Plan on Human Trafficking, it was never completed.(46)

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
Transition Centers [†]	Run by the Ministry of Defense; provides family reunification and reintegration assistance to former child soldiers. MWCPNS, in collaboration with UNICEF, assists in demobilizing and reinserting child soldiers.(37, 55) In December 2016, reunited 58 children with their families.(22)
Reception Centers [†]	Run by MWCPNS and UNICEF, centers located throughout the country provide temporary assistance to victims of child trafficking, including food, education, medical, and psychological care, and reintegration services.(4, 45) The National Solidarity Fund, maintained by Prime Minister's Office, funds temporary shelter or reunification assistance for victims.(36) Child Protection Directorates at various ministries work together to provide support and reintegration services to victims of exploitation.(36)
UNICEF Country Program	In support of the UNDAF, aims to increase primary school enrollment, support training of community teachers, and promote birth registration rates.(67) Establishes child-friendly spaces and schools in refugee camps.(68) In 2016, drafted the UNICEF Country Program (2017–2021), which continues promotion of birth registration and access to education, and aims to promote a justice system that is sensitive to child rights.(28)
Project to Revitalize Basic Education in Chad (PREBAT)	\$47.4 million program implemented by UNESCO and UNICEF, led by the Ministry of Education in support of the Transitional Education Plan, which aims to promote access to education, improve physical infrastructure, and reduce educational costs.(69, 70) In February 2016, an additional \$7 million was approved to provide school lunches and access to education for 8,500 children in the Lake Chad region affected by conflict.(69) By the end of 2016, constructed 1,300 classrooms, distributed almost 2 million textbooks to teachers, and provided training to 1,100 teachers.(71)

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

[‡] The Government had other social programs that may have included the goal of eliminating or preventing child labor, including its worst forms.(55, 57, 58, 72)

Research indicates that the Government decreased funding to existing programs during the reporting period due to austerity measures, and it lacks the capacity to provide adequate care and reintegration support for demobilized child soldiers.(1, 40) Although Chad has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem adequately, particularly forced child labor in herding, begging, and domestic work.(9)

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 Chad (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 laws specifically prohibit children from being used, offered, or procured for illicit activities.	2011 – 2016
	Establish criminal prohibitions for debt bondage, slavery, and forced labor of children.	2015 – 2016
	Ensure that laws criminally prohibit both domestic and international child trafficking for the purposes of commercial sexual exploitation and forced labor, and all the steps in the trafficking process, including recruiting, harboring, transporting, transferring, and receiving.	2009 – 2016
	Ensure that all children under age 18 are prohibited from engaging in hazardous occupations or activities.	2014 – 2016
Enforcement	Ensure that law enforcement agencies receive sufficient resources to carry out their mandate and that their role is understood by the public.	2016
	Significantly increase the number of labor inspectors in accordance with the ILO recommendation and ensure that inspectors have adequate resources to carry out their mandate.	2012 – 2016
	Strengthen the labor inspectorate by authorizing inspectors to assess penalties, and by providing sufficient resources to conduct inspections in both the formal and informal sectors and prosecute offenders.	2014 – 2016
	Institutionalize training for labor inspectors, including at the beginning of their employment, and provide regular refresher courses.	2014 – 2016
	Publish information about whether unannounced inspections are permitted.	2014 – 2016
	Ensure that penalties are severe enough to deter offenders and are enforced according to the law.	2015 – 2016
	Investigate allegations of government officials who are complicit in a child trafficking network and ensure that no Government of Chad officials are complicit in perpetuating the worst forms of child labor.	2016
Coordination	Ensure that coordinating committees receive adequate resources to meet and carry out their mandates to coordinate and respond to child labor issues.	2014 – 2016
Government Policies	Adopt a policy to combat all worst forms of child labor in Chad, including commercial sexual exploitation, forced labor in domestic work, and herding cattle.	2009 – 2016
	Ensure that all policies are implemented as intended.	2016
Social Programs	Ensure access to education for all children by eliminating school-related fees, preventing prolonged teacher strikes, continuing to provide scholarships to students, ensuring that schools are safe spaces, and improving access to schools throughout the country.	2014 – 2016
	Ensure that existing programs receive adequate funding and are able to support demobilized child soldiers.	2016
	Establish or expand programs to provide services to children engaged in the worst forms of child labor, such as use of forced labor in herding, begging, and domestic work.	2009 – 2016

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- degree of current primary education completion. The calculation includes all new entrants to the last grade (regardless of age). Therefore, the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades. For more information, please see “Children’s Work and Education Statistics: Sources and Definitions” in the Reference Materials section of this report.
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