

In 2017, Djibouti made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, the Djibouti National Police worked with the International Organization for Migration to interview over 1,000 migrants for trafficking indicators, prioritizing cases of women and children. In addition, the government continued its support of the National Family Solidarity program and provided cash transfers to low-income migrant families. However, children in Djibouti engage in the worst forms of child labor, including in commercial sexual exploitation. Children also perform dangerous tasks in street work. Law enforcement efforts are inadequate to prevent and combat child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Djibouti engage in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking (1). Children also perform dangerous tasks in street work. (2; 3; 4) Table 1 provides key indicators on children's work and education in Djibouti.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5 to 14	12.3 (23,693)
Attending School (%)	5 to 14	67.4
Combining Work and School (%)	7 to 14	10.2
Primary Completion Rate (%)		57.5

Source for primary completion rate: Data from 2017, published by the UNESCO Institute for Statistics, 2018. (5)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Multiple Indicator Cluster Survey 3, 2006. (6)

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	Caring for livestock, mostly goats (2; 7)
Services	Domestic work† (2; 8; 1)
	Street work, such as shining shoes, washing and guarding cars, cleaning storefronts, sorting merchandise, collecting garbage, begging, and selling items, including <i>khat</i> (2; 3; 8; 1; 9)
	Working in restaurants, small shops, and family businesses (2; 8; 1)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2; 10; 11; 12; 1; 13)
	Forced domestic work and begging, each sometimes as a result of human trafficking (2; 1)
	Use in illicit activities, including the selling of marijuana and recreational drugs (12; 1; 14; 7)

† 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.

Limited evidence suggests that children, including undocumented migrant girls, are vulnerable to commercial sexual exploitation in Djibouti City and the Ethiopia-Djibouti trucking corridor. (11; 15) Girls from poor Djiboutian families may also engage in commercial sexual exploitation. (2) Although primary and middle school are tuition-free, other school-related expenses or family pressures may prevent children from attending school. (16; 13) Enrollment rates are lower for children living in rural areas, and children living in poverty, especially girls, thus making these children more vulnerable to child labor. (17)

II. LEGAL FRAMEWORK FOR CHILD LABOR

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

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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 (Table 4). However, gaps exist in Djibouti's legal framework to adequately protect children from the worst forms of child labor, including prohibition of commercial sexual exploitation of children.

Table 4. Laws and Regulations on Child Labor

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	16	Article 5 of the Labor Code (18)
Minimum Age for Hazardous Work	Yes	18	Articles 108 and 110 of the Labor Code (18)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Article 110 of the Labor Code (18)
Prohibition of Forced Labor	Yes		Articles 2 and 290 of the Labor Code; Article 23 of the Law Regarding Terrorism and Other Serious Crimes (18; 19)
Prohibition of Child Trafficking	Yes		Article 1 of the Law on the Fight Against the Trafficking of Persons and the Illegal Smuggling of Migrants; Article 23 of the Law Regarding Terrorism and Other Serious Crimes (19; 20)
Prohibition of Commercial Sexual Exploitation of Children	No		Articles 462–463 of the Penal Code; Articles 1 and 8 of the Law on the Fight Against the Trafficking of Persons and the Illegal Smuggling of Migrants (20; 21)
Prohibition of Using Children in Illicit Activities	Yes		Articles 355–356 and 461 of the Penal Code (21)
Prohibition of Military Recruitment			
State Compulsory	N/A*		
State Voluntary	Yes	18	Article 1 of the National Army Amendment Decree (22)
Non-state	Yes	18	Articles 149–151 and 461 of the Penal Code (21)
Compulsory Education Age	Yes	16	Article 4 of the Law on the Orientation of the Education System (23)
Free Public Education	Yes		Article 16 of the Law on the Orientation of the Education System (23)

* No conscription (24; 25)

Sources indicate that the Labor Code's minimum age provisions do not apply to children working outside of a formal employment contract. (18; 26; 27) The Labor Code applies only to children who perform work under a formal employment agreement, which does not conform to international standards requiring all children be protected under the law establishing a minimum age for work. In addition, although the Labor Code prohibits the employment of children between the ages of 16 and 18 in domestic work, hotels, and bars, the types of hazardous work prohibited for children do not include street work, an area in which there is evidence of work in an unhealthy environment. (18; 28; 27)

The law does not specifically criminalize the offering of a child for prostitution, the production of pornography, pornographic performances, or the use of a child for prostitution. (20; 21)

III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor (MOL) that may hinder adequate enforcement of their child labor laws.

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce all labor laws, including child labor laws and regulations. (3) Through its Inspectorate of Labor and Social Laws, regulate youth employment. (29)
National Police, including the Vice Squad	Enforce criminal laws and investigate crimes related to child labor. (30)
Ministry of Justice	Prosecute child labor cases referred by the MOL. (3)
National Commission on Human Rights	Receive complaints and investigate cases of human rights violations, including child labor. (31; 32) Assist victims in obtaining legal aid to prosecute violators. (31)

Labor Law Enforcement

In 2017, labor law enforcement agencies in Djibouti took actions to combat child labor (Table 6). However, gaps exist within the authority of the Ministry of Labor that may hinder adequate labor law enforcement, including penalty assessment authorization.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	\$5,649.71 (33)	Unknown* (13)
Number of Labor Inspectors	13 (33)	Unknown* (13)
Inspectorate Authorized to Assess Penalties	No (12)	No (12)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (33)	Unknown (13)
Training on New Laws Related to Child Labor	Yes (16)	Unknown (13)
Refresher Courses Provided	No (12)	Unknown (13)
Number of Labor Inspections Conducted	30 (12)	Unknown (13)
Number Conducted at Worksites	30 (12)	Unknown (13)
Number of Child Labor Violations Found	0 (12)	Unknown (13)
Number of Child Labor Violations for Which Penalties were Imposed	N/A	Unknown (13)
Number of Child Labor Penalties Imposed that were Collected	N/A	Unknown (13)
Routine Inspections Conducted	Yes (12)	Unknown (13)
Routine Inspections Targeted	Yes (12)	Unknown (13)
Unannounced Inspections Permitted	Yes (12)	Yes (13)
Unannounced Inspections Conducted	Unknown (12)	Unknown (13)
Complaint Mechanism Exists	Yes (12)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (12)	Unknown (13)

* The government does not publish this information.

The government's policy not to inspect the informal business sector inhibits the identification of child labor cases, which tend to occur in the informal sector. (13)

Criminal Law Enforcement

In 2017, criminal law enforcement agencies in Djibouti took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including prosecution planning.

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Table 7. Criminal Law Enforcement Efforts Related to Child Labor

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Yes (33)	Unknown* (13)
Training on New Laws Related to the Worst Forms of Child Labor	Yes (33)	Unknown* (13)
Refresher Courses Provided	Yes (33)	Yes* (15)
Number of Investigations	Unknown (12)	Unknown* (13)
Number of Violations Found	Unknown (12)	Unknown* (13)
Number of Prosecutions Initiated	Unknown (12)	Unknown* (13)
Number of Convictions	Unknown (12)	Unknown* (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (12)	Unknown* (13)

* The government does not publish this information.

The Djibouti National Police (DNP) worked with the IOM to interview over 1,000 migrants for trafficking indicators, prioritizing cases of women and children. The DNP depends on the IOM to refer cases for prosecution. However, there were no referrals made in 2017. (34) Although the DNP may legally make the referrals for prosecution, it lacks the resources to do so which in turn leads many government agencies to rely on international organizations to handle such cases. (7)

IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including efforts to address all forms of child labor.

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

Coordinating Body	Role and Description
Anti-Trafficking Working Group	Coordinate efforts to combat human trafficking. Led by the Ministry of Justice and includes the MOL. (4; 33) In addition to creating a coordination and overall outreach strategy, the group hosted several information sessions open to the public to explain Trafficking in persons. (7)
National Council for Children (CNE)	Promote children's rights. Led by the Prime Minister and includes eight other agencies, representatives from NGOs, the private sector, and elected officials. (35) The CNE has advocated for 1) newborn refugees and migrants to receive birth certificates, 2) education under governmental programs for refugees and asylum seekers, and 3) family reunification for unaccompanied migrant minors. (7)

Although the government has established an Anti-Trafficking Working Group, research found no evidence that the government has established mechanisms to coordinate its efforts to address other forms of child labor.

V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including implementation.

Table 9. Key Policies Related to Child Labor

Policy	Description
National Action Plan on Trafficking in Persons (2014–2020)	Aims to strengthen the legislative framework to combat human trafficking, protect and assist human trafficking victims, and establish a national referral mechanism between law enforcement officials and social service providers. (36) Although the anti-trafficking working group met more than ten times during the year, the plan has yet to be operationalized. (1)
UNDAF (2013–2017)	Provides access to basic social services to protect children against all forms of violence and exploitation. Includes plans for equal and quality access to basic education in both rural and urban areas. (37) UNDAF focused primarily on programs that build capacity for victim recognition and protection. (7) Research was unable to determine whether activities were undertaken to implement UNDAF during the reporting period.

Research was unable to determine if the government included child labor elimination and prevention strategies into the National Strategy and the Education Sector Strategic Plan. (2; 38; 33).

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that may contribute to the prevention or elimination child labor (Table 10). However, gaps exist in these social programs, including the adequacy of programs to address the full scope of the problem.

Table 10. Key Social Programs to Address Child Labor†‡

Program	Description
Strengthening the National Criminal Justice System's Response to Trafficking in Persons in Djibouti	\$500,000 USDOS-funded program, implemented by UNODC in partnership with the Government, that establishes a national referral mechanism for victims of human trafficking and a mechanism for data collection, raises awareness of human trafficking, and conducts law enforcement trainings. (25; 39) In 2017, it designed and implemented a process to broaden communication between the government, civil society, NGOs, and UN organizations. (7)
National Family Solidarity Program†	Government-funded program implemented by the State Secretariat for National Solidarity that establishes cash transfers to support Djiboutian households in extreme poverty. (40) Research was unable to determine whether activities were undertaken to implement the National Family Solidarity Program during the reporting period.
UNICEF-Funded Projects	Humanitarian Action for Children Project and UNICEF Country Program (2013–2018) promote access to quality education for children, especially from rural and poor urban areas, increase birth registration, and provide support for orphans and vulnerable children. (38; 41; 42) Research was unable to determine whether activities were undertaken to implement the UNICEF-funded projects during the reporting period.
World Bank-Funded Programs	Enhancing Income Opportunities in DJ (2015–2019) aims to provide at least 2,200 youth with basic life skills training, coaching in business plan development, and access to finance. Access to Quality Education Project, a Global Partnership for Education-funded program, seeks to improve the learning environment in the first three years of primary education, construct classrooms, rehabilitate and extend schools in rural areas, train teachers, and procure student learning materials. (17; 43; 44) In 2017, provided 584 youth with cash transfers and built or renovated 47 classrooms in 7 schools. (45; 46)
WFP-Funded Projects in Support of Food Security	Alleviate food insecurity and build resiliency. Support for the National School Feeding Program provides daily meals at schools for 17,900 children. Enhancing the Resilience of Chronically Vulnerable Rural, Urban and Refugee Populations and Reducing Undernutrition in Djibouti increases resilience of rural food-insecure populations to external stressors such as natural disasters. (47; 48; 49) Research was unable to determine whether activities were undertaken to implement the WFP-Funded Projects in Support of Food Security during the reporting period.

† Program is funded by the Government of Djibouti.

‡ The government had other programs that may have included the goal of eliminating or preventing child labor. (12; 25; 39)

Although the Government of Djibouti has implemented programs that target migrant children, research found no evidence of programs to assist children involved in domestic work, street work, and commercial sexual exploitation. (34) There are no official government-run shelters to assist child victims. (7)

As part of the World Day against Trafficking, the government produced a three-part newspaper series on street children to raise awareness among the public about their vulnerability to trafficking. (34)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Djibouti (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that hazardous occupations and activities prohibited for children are comprehensive.	2009 – 2017
	Ensure that all children are afforded minimum age for work protections under the law, including children working outside formal employment relationships.	2015 – 2017
	Ensure that laws criminally prohibit using and offering a child for prostitution, production of pornography, and pornographic performances.	2012 – 2017
Enforcement	Publish data related to labor law and criminal law enforcement efforts associated to child labor.	2010 – 2017
	Strengthen the Labor Inspectorate by allowing the assessment of penalties.	2015 – 2017

Table 11. Suggested Government Actions to Eliminate Child Labor (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that the Labor Inspectorate conducts inspections in informal business sectors.	2017
	Provide the necessary resources to the DNP to make referrals for prosecution of child labor related violations.	2017
Coordination	Establish coordinating mechanisms to combat child labor.	2009 – 2017
Government Policies	Implement the National Action Plan on Trafficking in Persons by taking concrete steps to combat child trafficking.	2017
	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2017
	Undertake activities to implement the UNDAF.	2016 – 2017
Social Programs	Conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2013 – 2017
	Enhance efforts to eliminate barriers and make education accessible for all children, including girls, by removing school-related expenses.	2015 – 2017
	Implement programs to specifically address children involved in domestic work, street work, and commercial sexual exploitation.	2009 – 2017

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