

# SITUATIONAL ANALYSIS OF CHILD LABOUR IN DOMESTIC WORK IN TOGO



**GLOBAL MARCH**

Against Child Labour  
Contra el Trabajo Infantil  
Contre le Travail des Enfants

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Today, in Togo, one of the most widespread forms of child labour and what constitutes the greater exploitation of the latter is the domestic work. All regions are affected by the phenomenon and have become the source areas providing children for domestic work. This phenomenon affects the most vulnerable children. That said, the child labour in domestic work is difficult to understand due to the virtual absence of reliable quantitative and qualitative data in Togo. In this respect, this document deserves recognition for shedding some light on a little-known phenomenon, but one that affects more than thousands of children.

## 1. UNDERSTANDING CHILD DOMESTIC LABOUR

### 1.1. Typology of child victims or children at risk to be recruited in domestic work

Vulnerable and socially and economically disadvantaged children are the prime target of domestic work. They are:

- Orphan children who have lost one or both of their parents at an early age;
- Children not in school, not following any curriculum of learning;
- The children placed at an early stage in a course of learning without taking account of their choice of profession;
- Children whose parents are insufficiently educated or lack any education and are in precarious socio-economic employment situations;
- Children in conflict with the law;
- Children from separated or polygamous households;
- Children working and attending school at the same time; and
- Children who perform one or more economic activity (ies) without any possibility of schooling and even less technical or vocational training.

It should finally be noted that children in households with incomes just above the poverty line are less involved in child labour (25.4%) than those in the poorest households (60.2%) according to a study by R. Amegble and J. Amegninou.<sup>1</sup>

### 1.2. Extent of child domestic labour

It is important to clarify that in Togo, in the absence of reliable and specific studies on child domestic labour, there are generally only estimates available.

According to the last population census in Togo, children aged 5 to 17 years of age represent a population of 2,026,405. Among them, about three in five (60%) perform an economic activity.<sup>2</sup>

The phenomenon of child labour affects 54.9% of children aged 5 to 14 years and 71.5% of children aged 15 to 17 years, and affects girls (56.7% of girls) and boys (59.3% of boys) equally.

Among children affected by child labour, 24.9%, nearly 300,000 children are involved in domestic work. Regions are affected differently: there are 26.6% of children working in domestic work in the Savannah region, while there are 23.4% in the Kara region and 16.4% in the city of Lomé.

It is important to note that often domestic work is closely linked to commercial activities. One may wonder about the relatively low rate recorded in Lomé, as commercial activities occupy more than 50% of working children in the city.<sup>3</sup> Plausible justification for this is that cases of child domestic workers were not included in this count.

An insidious phenomenon is observed in the rural areas: children engaged in domestic work for their own parents. They are, in fact, children of very poor parents. For this reason, they are forced out of their inherent housework socialisation, to take care of the family farm that provides income or find, in addition, paid work in order to meet their needs and ensure their primary schooling.

<sup>1</sup> AMEGBLE, R.; AMEGNINOU, J., "A Study on the working and living conditions of domestic labourers" 2012.

<sup>2</sup> Results of the National Survey of Child Labourers, Final Report, 2010.

<sup>3</sup> Rapid analysis of domestic work of children in Togo, ILO/IPEC Togo, December 2012.

“My name is K.T. I live in Adomi Abra. I am 17 and I am in 5th grade. I regularly work on my father’s plantation. Sometimes, I have to leave the classroom and go work there. In addition, I carry wood from loggers to supplement my income. Otherwise, I would have dropped out of school a long time ago.”

*Excerpt from interview with a child of Adomi Abra (Prefecture Wawa)*

Based on consultations conducted with key players in the field (the leaders of civil society, technical services, members of the community mechanism), it can be confirmed that:

- the level of incidences of child domestic labour is on the increase given the constant evolution of a strong supply to meet demand;
- the incidence of child domestic labour is related to the level of education /training, information and economic affluence of families; and
- the failure or lack of regulation in the informal sector in employment favours its expansion.

### 1.3. Age distribution of child domestic labourers

According to official statistics compiled by the International Labour Organization (ILO): In Togo, 95.6% of domestic workers working full time are between 7 and 17 years old.<sup>4</sup>

Furthermore, it is important to note that pupils 5 to 11 years old are more likely to be engaged in child labour (55.7%) than those between 12 and 14 years old (23.5%).<sup>5</sup>

The national survey on child labour conducted by International Labour Office/ International Programme on the Elimination of Child Labour (ILO/IPEC) in 2010 confirms this data, that is to say that children between 5 to 14 years old represent 80% of children involved in domestic work, against 20% children 15 to 17 years old. It seems that the younger the child is, the more likely the child will be engaged in domestic work. In all likelihood, young children are more compliant and can hardly defend themselves in situations of exploitation by their employers.

### 1.4. Gender distribution of child domestic labourers

Traditionally this employment sector attracts more girls than boys. This is confirmed by the visits with some families. Moreover, the report of a study on human rights reveals that, in Lomé, the participation rate of females in this sector is 86.3%, against 13% of male children.<sup>6</sup>

Another study of Plan Togo also reveals that the main type of work performed by trafficked children is domestic work, with a strong predominance of girls.<sup>7</sup> According to the National Survey of Child Labourers (2010), there are four girls for every boy that are in domestic work, 80% and 20% respectively.

The predominance of girls reflects the image we have of women in general and young women in particular. According to customs and traditions in Togo, the place of the woman is at home; she is called to perform household chores, care for children, and help her husband work in the fields. The woman will not inherit the land because she will marry a man from another family and, therefore, will not be able to preserve the family legacy. Thus, women do not need to own property. In addition, being consistently ranked in second place, she neither benefits from opportunities nor guidance that can allow her to increase her chances of success and social advancement. She is not allowed to learn, to grow intellectually, or be independent because, then, she would be attempting to be equal to men.

<sup>4</sup> Social Alert: in-depth study on invisible servitude of domestic workers in the world: Research on Human Rights, 1998.

<sup>5</sup> ILO/IPEC, Rapid analysis of child domestic labour in Togo, Sadissou Miziyawa, Lomé, December 2012.

<sup>6</sup> AMEGBLE – AMEGNINOU – BASSALBI, 2012.

<sup>7</sup> Plan-Togo, “The Psychosocial Impact of Trafficking on Children in the Plateau Region and the Central Region in Togo,” Behrendt, Mor Mbaye 2008.

### 1.5. Origin of child domestic labourers

All regions are affected by the phenomenon and have become source areas for children for domestic work. This is especially marked by the diversity of ethnic groups to which these children belong. There is a diversity of ethnic groups; however, the major ethnic groups are the Ewé (33%) and Kabyè (22%).<sup>8</sup>

64% of child domestic labourers say that they have found domestic work through their parents.

In reality, many foster children (enfants confiés) are child domestic labourers. They represent 53.5% of child domestic labourers. As proof, the chores assigned to them far outweigh the process of social education and life skills to justify their presence in the host family. These children are often treated very differently and are less privileged than the biological children of their guardians.

Peasants and farmers are the main providers of child domestic labourers. In return, middle managers and traders are often employers of child domestic labourers.

### 1.6. Education of child domestic labourers

According to the study of ILO/IPEC, the rate of school attendance is 88.7% among the children engaged in economic activities.<sup>9</sup> It is only 10% among the child domestic labourers. The majority of them have not obtained any diploma, having quickly abandoned classes. The reasons for dropping out are many and varied. According to the children themselves, these are the loss of one or both parents, the absence of a protective family environment, the lack of financial means, the repeated failures, the distance between the high school and the village, lack of interest in school that no longer provides jobs, inadequacy of the school context of the environment, and teaching that is too theoretical. Beyond the views of children, official data indicates that the main obstacles that limit attendance are a high rate of repetition levels (21.8%: 21.1% for males and 22.1% among girls) and poor quality of the education that results in a low completion rate (63.2%: 73.1% for boys and 53.7% for girls) in primary education.<sup>10</sup>

Among child domestic labourers, 15.4% of children said they are continuing their schooling despite the challenges.

According to a child, visited in Agou-Akplolo (Agou Prefecture) in the 5th grade, “school is a hassle if you are a child domestic labourer”. His grades are not good despite his efforts. He says he does not often have the time to learn his lessons. He had a hard time talking about his poor academic performance and life in the host household. One of his teachers recognised that he regularly dozed in class.

*Testimony of a child domestic labourer who had been placed in a foster family in Agou-Akplolo in April 2013*

Many children are disappointed with their lack of academic progress. But, according to ILO/IPEC’s survey, out of those engaged in domestic work, about two out of three children have never seriously thought about integrating a process of socialisation with education. The opportunity to go to school for these children is a hopeless disappointment because of the unenviable conditions of the domestic work, with work allowing no respite. Outside of school, few child domestic labourers are learning to read.

### 1.7. The activities carried out by child domestic labourers

Child domestic workers perform a variety of tasks such as cleaning, gardening, sweeping, dishes, laundry, ironing, assisting in the kitchen, preparing meals, fetching water, keeping the house clean, caring for a baby and sometimes the elderly, and selling or caring for a business on behalf of their employers. It can be assessed that fetching water is more or less difficult depending on the source of drinking water, whether it from a pump at home, public fountain at a long distance, well and/or a pond. The container used is also an element of difficulty for this task.

<sup>8</sup> Anti-Slavery International – WAO-Afrique, Psychosocial impact of domestic work on child domestic labourers, Lomé, 2010.

<sup>9</sup> ILO/IPEC, “Quick Analysis of Domestic Child Labourers in Togo” Sadissou Miziyawa, Lomé, Dec. 2012.

<sup>10</sup> Table from the Board of Education in Togo, 2010-2011, p. 16.

### 1.8. Living and working conditions of child domestic labourers

Often working without a contract and/or social protection, child domestic labourers work in very difficult conditions. Work schedules sometimes exceed 10 hours per day. In fact, more than half of child domestic labourers work more than 12 hours a day. They get up early and sleep late. Some are up from 3 or 4 in the morning and others go to sleep at midnight. Many sell products that they carry on their heads all day long. Such conditions do not help these children to grow properly.

Few of them have the opportunity to visit their parents or even to have news about them, or even to participate in community activities. They often have no time for rest and recreation, and often live in isolation. They rarely have the opportunity to make friends with their peers (55.5%). It cannot say whether this is because of discrimination among children.

They are sometimes subjected to beatings, threats, and insults that demean them and negatively affect their daily lives. 49% suffer physical punishment for mistakes. An official of a placement agency who was interviewed as part of this analysis admits receiving regular complaints from adult workers (over 30 years old) for slaps administered by their employers. As per him, if this is the treatment faced by adults, "imagine what it is like for children working in this environment". According to the statements of the children interviewed, they are regularly accused of theft, "for all that is lost in the house, one must first accuse the child domestic labourer." Worse, some of them are accused of being child witches that must be exorcised and this provides an opportunity for employers to make them suffer the worst atrocities.

Employers are aware of these facts, and one employee said: "Those who have to work as domestic servants must be treated with dignity." By this statement, she implicitly recognised that child domestic labourers are commonly "abused" by employers. According to social workers, in most cases, it is women who are the perpetrators of the worst assaults on child domestic labourers.

Beyond violence and abuse, child domestic labourers and their families often cite the lack of consideration that these children receive. They consider it inhumane, especially if one takes into account the lack of visits to relatives, friends, other state structures and NGOs. These last two often do not appear until the problems escalate, to announce the departure of the child domestic labourer from his workplace.

Ultimately, among child domestic labourers, half said they are not proud of the domestic work they do and 77% feel happier in their own home.

### 1.9. Health of child domestic labourers

Another important aspect of the lives of child domestic labourers is health. According to the survey by WAO-Afrique and outside of normal conditions in children for their age, 77.5% of child domestic labourers suffer from back pain and 88% of them suffer from extreme fatigue. Indeed, there are children who do not get enough sleep and do not get an adequate period of rest from their work. In addition, 53% have at one time or another, suffered from nervousness and have had physical manifestations of emotional stress (tension, anxiety, restlessness, tremor, hyperventilation). Child domestic labourers are often poorly treated for their illnesses. Thus, 47% say they have never been in the hospital and 28% buy drugs at the "roadside pharmacies" (pharmacies par terre).

### 1.10. Modes of recruitment of child domestic labourers

According to information gathered from key players, more than 80% of child domestic labourers find employment with the active or passive complicity of at least one of their parents or guardians. Children are identified, contact is established, and a tacit oral contract for the salary and the method of payment is established. From that moment, the child "as any good" can be delivered to the applicant/employer family without any other formality. Some children are recruited through "solicitors." Other ways for recruiting children for domestic work include: friends of the children, women intermediaries designated by the term "good women" or "aunties," as we would say in the area, and "placement agencies" that simply seek to profit from the child's labour.

### 1.11. Compensation of child domestic labourers

Regarding the remuneration of child domestic labourers, surveys showed three scenarios. About 65% are not paid, possibly because no one ever thought to discuss salary with the parent, or because there is a promise of education or apprenticeship. Sometimes, at the time of placement, the intermediary or the parent is paid through lump sum cash as settlement for all labour and without the knowledge of the child. The foster children (enfants confiés) are often faced with this situation.

For child domestic labourers who receive a salary, it is usually negligible. According to the survey by WAO-Afrique, the minimum wage owed to a qualified child domestic labourer is 3,000 to 5,000 CFA francs and cannot exceed 10,000 CFA francs per month. The said salary is often paid late, irregularly, or, as is not uncommon, the employer "forgets" to pay the amount due for several months. Some children may not be paid at all after a shorter or longer period of work; this is especially true of children who have sought employment on their own.

"My name is D.K. and I am 15 years old. I had to go to Ghana to work when I left school where I continuously failed. I was placed with a family of fishermen in a coastal city. I was doing domestic work and I also did fishing. We had several children to draw nets on fishing days. We got up at 2:00 or 3:00 in the morning to go for fishing and returned home around noon. When I asked for my salary, I was told that it was being saved for me. After a few months, I was told that the intermediary had received some of my salary and it was upon his return that we would know what to do. This ploy lasted about 6 months. Ultimately, I had to go without receiving any of my salary."

*Evidence of child domestic labourer of Adomi-Abra (Prefecture Wawa).*

### 1.12. Causes of the recruitment of children in domestic work

The main root causes of child domestic labour are related to social practices (including the social practice of discrimination against women) that are hindering the development of children in their environment: early marriage, placement in induction convents (e.g., the placement of a girl into a convent in the Maritime Region or the exchange of girls for marriage in the Savannah Region), the process of offerings and counter-offerings and the exploitation of children placed with other families by third parties, abuse at an early age, and economic exploitation of the child (this is often the result of poverty). Within these practices, we must stress the psychological practicalities such as how the girl is taken to accept her "inferiority" vis-à-vis the boy through a process of socialisation, which explains, among other things, how she is the most affected by domestic work.

Moreover, the serious incidents in the course of the lives of some children explain their trajectory: It is a matter of, for example, the death of one or both parents, parental abandonment, divorce or separation of parents or loss of employment of the head of household.

"My name is Mrs. A.D. I am a farmer. I live in the village of Akoumapé. My husband was a career officer in the phosphate industry in Hahotoè for 10 years. Unfortunately, he lost his job. In addition, the land that I rented for cultivation was taken away. Life has become very difficult for us and our children; I have five. We are not able to meet the educational needs of our children. The only solution is to place the older children in domestic work. The first was placed with a relative in Cotonou and the other with an acquaintance in Lomé. But know that this decision was very difficult to make."

*From an interview of a beneficiary family of the programme of NGO La Colombe.*

Finally, according to the families of child domestic labourers, poverty and vulnerability are the main causes that would force them to send their children or encourage them to enter into domestic work. The child becomes a source of income for the family and parents have given up hope of any further effort on their part.



### 1.13. Consequences of child domestic labour

Multiple tasks assigned to child domestic labourers far outweigh the beneficial work that promotes child development without compromising his or her free time, rest, and schooling. The physical and psychological abuses they suffer do not contribute to their safety, but negatively affect their well-being.

According to the study by Anti-Slavery International and WAO-Afrique, child domestic labourers feel emotionally neglected and abandoned.<sup>11</sup> Their existence is marked by an emotional emptiness, feelings of frustration, sadness (75%) and discouragement. These factors do not facilitate their social and psychological development. Nearly 7 out of 10 child domestics (68%) say they are stressed and almost the same proportion (69.5%) are shy. Thereafter, 75% of child domestic labourers suffer sadness and depression.

All these facts clearly have negative effects on their health, school education, as well as the physical, intellectual, and moral development of child domestic labourers. More specifically, specialists of technical services (health, social services, primary education, etc.) and NGOs have claimed that, depending on the duration of the labour intensity and variability, the impact on the child victim are of several kinds, including:

- Health: redness, swelling of the feet, frequency of certain diarrheal diseases caused by poor diet, and recurring signs of fatigue; and
- School: delays and repeated in school very often leading to failure and dropout absences.

## 2. NATIONAL RESPONSE TO CHILD LABOR IN DOMESTIC WORK

On a national level, a response to the phenomenon exists, with three dimensions: legal, institutional and programmatic measures. This response is brought as much by the State as by the non-state players.

### 2.1. International and regional treaties and conventions ratified

In view of finding a solution to the problem of the protection of children in general and child domestic labourers in particular, the Togolese State has entered into diverse treaties and international and regional conventions. It must be said that these texts do not all concern, specifically, child domestic labourers. These acts of ratification have allowed, to the extent possible, for the improvement of the national legal order:

- ILO Convention No. 138 on the minimum age for work (1973), ratified July 20, 1983;
- Convention on the Rights of the Child (1989), ratified August 1, 1990;
- the African Charter of Rights and Well-being of Children (1990), ratified in 1998;
- ILO Convention No. 182 on the worst forms of child labour (1999), ratified August 16, 2000;
- United Nations Convention against Transnational Organised Crime (2000), ratified in 2004 ;
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (2000), ratified July 2, 2004 ;
- The Multilateral Cooperation Agreement to Combat Child Trafficking in West Africa (2005) ;
- The Multilateral Agreement of Regional Cooperation to Combat the trafficking in persons, in particular women and children in West and Central Africa (2006) ; and
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000), signed on December 12, 2000 and ratified November 14, 2008.

On an international level, the adoption of Convention No. 189 on decent work for domestic workers on June 16, 2011 by the ILO profoundly changed all aspects of the national response to child labour in domestic work. Several actions have been undertaken by players from civil society in view of its ratification.

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<sup>11</sup>Anti Slavery International – WAO-Afrique, “Psychological Impact of Domestic Work on Child Domestic Labourers,” Lomé, 2010.

## 2.2. National Laws and Regulations

These are legal texts protecting children in a general way from violence and mistreatment and being used for labour:

- Law no. 88-16 of November 23, 1988 relating to the modification of law 83-20, relating to apprenticeships that sets the minimum age for admission into an apprenticeship at 15, while providing for an exception for out-of-school youth aged 14 for whom the apprenticeship programme must include literacy courses;
- Law no. 2005-009 of August 3, 2005 relating to the trafficking of children in Togo;
- Law no. 2006-010 of December 3, 2006 related to the Labour Code in its articles 150, 151, 154, 155;
- Law no. 17 of July 6, 2007 related to the Child Code in its articles 262- 264, 353, 355-358, 395-398, 411- 419 ; and
- Order no. 1464/MTEFP<sup>12</sup>/DGTLS<sup>13</sup> determining work prohibited for children.

## 2.3. Institutional Mechanisms

### 2.3.1. Ministry of Labour

The **Ministry of Labour** has an essential responsibility in the prevention and protection of children against exploitation and the worst forms of labour. Its role is to ensure the application of labour norms, and particularly child labour (including domestic work by children), to define general policy on this topic, and to take regulatory and institutional measures in conformity with the laws in effect and with the political guidelines in place.

The **Directorate-General of Labour and Social Legislation** encompasses four Departments<sup>14</sup>. It is the technical service of the Ministry responsible for the conception of policy on labour issues and their implementation. It is based on the labour inspections in the regions.

### 2.3.2. Public Services and Institutions Responsible for Child Protection

They depend essentially on the Ministry in charge of Social Affairs.

**Directorate-General for the Protection of Children:** the central level is charged with conceiving, elaborating, coordinating and evaluating interventions for protection of children, in conformity with the legislation in effect and the political orientations of the government in this domain. The mission of the Directorate-General covers the promotion of the rights of children and the protection of children from all forms of violence, fighting against violations of their rights and guaranteeing assistance for child victims. It is charged with the coordination of associative and religious sector activities, and of civil society in this domain.

**Regional Directorate for Social Affairs and the Promotion of Women:** At the intermediate level, in each of the five regions and in the Commune of Lomé, the Regional Directorate for Social Affairs houses the personnel (usually a single agent) in charge of child protection. He/she oversees the implementation and supervision of actions for protecting children.

**Social action services on the peripheral level:** In each of the thirty-five prefectures of Togo, there is a Prefectoral Directorate for Social Affairs, which includes, most often, a Social Centre. Throughout the territory, more than 80 Social Centres are currently open, each run, generally, by a single agent of social promotion. These centres have a welcoming role, listening role, orienting role and helping role vis-à-vis impoverished people or people in difficulty, whatever their age or sex. In the domain of child protection, the cases which they deal with the most often concern the schooling of impoverished students, then orphans or abandoned children, and child victims of trafficking or exploitation through work.

<sup>12</sup> Ministry of Labour, Employment and the Public Service (Ministère du Travail, de l'Emploi et de la Fonction publique)

<sup>13</sup> Directorate-General of Labour and Social Legislation (Direction Générale du Travail et des Lois Sociales)

<sup>14</sup> Health and Safety at Work, Norms, General Work Conditions, Studies, Research and Statistics.

Each **Regional Directorate for Social Affairs** offers a care and housing centre specifically for child victims of trafficking or exploitation, while the search for parents is being organised for family reintegration. The quality of care in these centres is not systematically guaranteed, given the shortage of space fit for this function, and the lack of equipment, personnel to listen to the children, qualified supervision, and an autonomous operating budget. Apart from this care arrangement targeting a particular group of children, the social affairs services at the prefectural level do not offer their own temporary housing structures. In case of emergency, the supervision of the child is organised with the help of associative structures or in an informal way with host households.

### 2.3.3. Other Ministries

**Directorate-General on Gender and the Promotion of Women:** Anchored within the Ministry in charge of Social Affairs, the General Directorate has as its mission : i) through its Directorate on Education and Training for Women and Girls, to promote and encourage the schooling and education of girls and girl-mothers and to encourage the creation of appropriate units for professional training to benefit them; ii) through its Directorate on Gender and the Rights of Women, to make more readable texts promoting gender and protecting women's rights, in particular Law 98-016 of November 17, 1998, related to forbidding female genital mutilation.

### 2.3.4. Protection Mechanisms for Children in Danger/Risk

The **National Commission for the Care and Social Reintegration of Child Victims of Trafficking**<sup>15</sup> (National Commission) created under the inter-ministerial order No. 446 has as its mission: i) to organise the repatriation to Togo of victims of child trafficking detected at the borders and in the different destination countries ; ii) to coordinate the care and on-site supervision (lodging and health care) of repatriated victims of child trafficking; iii) to supervise the family and social reinsertion of repatriated victims of child trafficking; iv) to centralise the information and statistical data on victims of child trafficking cared and reintegrated on a national level; v) to mobilise the necessary resources for the repatriation, care and social reintegration of victims of child trafficking. The National Commission offers regional and prefectural divisions, but its operational hours and period are not always guaranteed.

The **National Steering Committee**, created by order No. 357/MFPTÉ<sup>16</sup> of March 27, 2001, coordinates and orients the activities of the IPEC. It approves the propositions for action programmes aiming to abolish child labour in conformity with priorities and with the national and sectoral action plan. Its Secretariat is overseen by the Committee for the Elimination of Child Labour which also oversees the secretariat of the National Commission, either a single person. The arrangement is present in each region under the name of Regional Steering Committee.

**The green line "Allo 1011":** This was launched on January 14, 2009 under the auspices of the Ministry for Social Action. "Allo 1011" is a free phone number for the protection of children. The green line is a public service supervised by a steering committee with a control centre and completed by a dozen organisations from civil society, partners in charge of referrals. This arrangement, which is only operational in the city of Lomé, offers the following services: welcome, listening, schooling, assistance, psychological and social support, investigation, search for parents, medical care, the management of STIs, lodging, mediation/legal assistance, literacy courses, socio-professional and school reintegration, identification, support and follow-up, removal and reintegration (school and professional), and repatriation. "Allo 1011" contributed to guaranteeing an improvement in the protection of child domestic labourers thanks to denunciation calls. The green line benefits from the support of major child protection agencies such as UNICEF, Plan-Togo and Terre des Hommes, but it lacks substantial financial means.

## 2.4. Government Policies

**The Document for National Strategy for the Elimination of Child Labour through Education, Professional Training and Apprenticeships**, of the MTEFP/MEPS<sup>17</sup> and MASPF<sup>18</sup>, adopted in October of 2006, determines

<sup>15</sup> Commission Nationale d'Accueil et de Réinsertion Sociale des Enfants Victimes de Trafic (CNARSEVT)

<sup>16</sup> Ministry of Public Service and Labour Employment (Ministère de la Fonction Publique, du Travail de l'emploi)

<sup>17</sup> Ministry of Primary and Secondary Education (Ministère des Enseignements Primaire et Secondaire)

<sup>18</sup> Minister of Social Affairs and Women Promotion (Ministère des Affaires Sociales et de la Promotion de la Femme)

strategic axes of intervention in the sector of Education on institutional and familial levels. This programme includes child domestic labour.

**The National Programme for the Elimination of Child Labour**, conducted by the Ministry in charge of Labour and Employment with the support of the ILO/IPEC, aims at the prevention, protection and withdrawal of children from the worst forms of labour, including trafficking, through the reinforcement of the normative framework and national capacities, community mobilisation with village committees to combat trafficking and follow and improve knowledge in this field.

In March of 2008, Togo validated the framework for intervention of the project of combating child labour through education. Entitled "Combating the Child Labour Exploitation through Education in Togo", the project covers a period of four (04) years and is beginning to be put into place in the commune of Lomé, and the Maritime, Plateaux and Central Regions with targeted interventions in those of the Kara and the Savanes. It is managed by the ILO/IPEC in collaboration with the government, social partners, civil society, and communities as well as international organisations.

This support is a result of the memorandum concluded between the INTERNATIONAL LABOUR OFFICE and Togo. The results of the programme relate to:

- Preventive action through awareness (3605 leaders of village communities in 586 communities affected, 7838 children, 1528 employers, 1622 members of worker organisations, 280 master artisans, political heads, heads of State technical services and public opinion);
- Support for reinforcement of local capacities, training on strategies for fighting child labour, the conception and planning of action plans and the programme for fighting child labour (445 heads of State technical services, 48 heads of 6 worker union organisations, 18 heads of employee organisations, 71 NGO heads and organisers, 1050 heads of village committees, 180 heads of associations of parents of students);
- Direct action in favour of children and their families; withdrawal of 1285 children from work; and
- The improvement in the living conditions of 285 families of former child labourers.

It is to be noted that these actions do not specifically affect child domestic labourers, but most of the time target all children involved in work. Action aiming only at child domestic labourers is rare.

## 2.5. Budgetary Resource Allocation

It must first of all be recognised that the resources allotted to the social protection sector are very marginal. The budgetary endowments allotted to this sector represent only 0.7% of the General Budget of the Functioning of the State voted in for 2007. The part allotted to the Ministry of Social Action and the Women Promotion and to the Secretary of State in Charge of the Protection of Children represented 0.39% of the State Budget (or 963,999,000 FCFA), while the current transfers to institutions with a non-lucrative goal in this domain —Subsidies and Assistance (including the National Solidarity Agency, but not including the National Programme of the Fight against AIDS (Programme National de Lutte contre le Sida (PNLS)) represent 0.04% of the General Budget (or 115,000,000 CFA). The budgets paid out to the two ministries only manage to finance fixed salaries and operational expenditures. The rate of equipment spending usually varies from 80 to 100%. The level of spending for other allocations has not been able to be established. Lack of investment credits has led to infrastructure degradation.

As one can see, it is difficult to find, in the budgetary lines, a specific line destined for child domestic labourers.

Beyond the State, investments made by national and international NGOs and big agencies involved in the field are disproportionate to those made by the government. As a guideline, the NGO Aide et Action brings in, alone, each year, on average an amount of more than 200 million CFA francs in investments through its programme for the protection and schooling of children in Togo.

## 2.6. Actions/Efforts by the Different Players

Beyond State-led action for an appropriate response to child domestic labour, some national and international players from civil society have committed to this path. It must be noted that actions specifically targeting child domestic labourers are rare, contrary to actions contributing in a general way to the fight against child labour. Among these actions, we can cite:

- In the context of a sub-regional project fighting child labour and trafficking, and the trafficking of child labourers in Central and West Africa, Anti-Slavery International, in collaboration with national and international non-governmental institutions and organisations, elaborated a code of conduct for the improved treatment of child domestic workers and victims of trafficking. The launching of this Code in Togo by WAO-Afrique mainly served to raise public awareness about who decides its contents and to change the mentality and attitude vis-à-vis these child domestic labourers.
- The programme for fighting the exploitation of girls in domestic work executed in 2002-2003 by WAO-Afrique with the support of ILO/IPEC allowed for the withdrawal of 150 children under 15 from domestic labour and for the increase in income of families of child domestic labourers through the implementation of income-generating activities. It helped improve the working conditions of household employees over 17 by making employers aware of the duration of work, negotiating acceptable remuneration, and providing medical protection. This programme also allowed for 102 children, out of the 150 children taken out of labour, to go to school.
- The project "Social Protection and Professionalisation of Domestic Labour" executed by CARE International in collaboration with the Welcome Agency, the NGO ASMENE and the service of Social Affairs, from 2003 to 2005 and with financing from the European Union, has also highlighted the raising of awareness about the harm of child domestic labour, the training, placement and follow-up of 1800 household employees and has advocated for the fight against child domestic labour.
- In Lomé and in the prefecture of Vo and the Lakes, an integrated programme for the protection of child victims of abuse and exploitation is being conducted with the support of Bureau International Catholique de l'Enfance (BICE). It targets, through direct action with children and their parents, social and community mobilisation action, reinforcement of national capacities, girl/women porters and their children under 15, but also sexually exploited girls, in the context of their work, and children in conflict with the law.
- Terre des Hommes offers a care and lodging centre<sup>19</sup> for children under 14 who have been victims of mistreatment (including child domestic labourers) while privileging intervention in an open environment and with a community approach to rehabilitation and follow-up of the children. This organisation has also conducted, since 2011, a project supporting the mobility of children on the Vogan-Lomé axis in view of preventing their exploitation through work (including domestic work).

*"I am 12 and I am a domestic worker in Lomé. My boss sells goods at the Big Market. I have always wanted to go to school. When I learned that they had created a school at the Big Market for domestic workers, I enrolled and I go every day at noon. I hope that I will know how to write my name at the end and do math. It's very important for me to be able to perform well the tasks my boss gives me at the market." - A literate child in the Literacy Centre of Terre des Hommes at the Big Market of Lomé.*

- The cooperation programme realised by CARE-Togo and upheld by US/DOL from 2002 to 2006 was a project of fighting child trafficking in the Maritime and Central regions. It aimed to fight child trafficking in the context of a community mobilisation strategy, social aid and education improvement, targeting 6000 children.
- The project "Protection and Schooling of 200 Girls Removed from Domestic Labour in the City of Lomé and Implementation of Prevention Measures in Favour of 300 Girls at Risk" in the Prefectures of

<sup>19</sup> This center, the Oasis Center, is currently ceded to the State.

Sotouboua-Blitta and Agou, executed by WAO-Afrique in 2010-2012, allowed these main results to be obtained: the populations of the prefectures of Agou, Sotouboua and Blitta know the dangers linked to the work of child domestic labourers, as well as the institutional and legal measures that protect them, and they are committing themselves to undertaking activities for emerging from poverty over the course of 27 sessions; 391 children have been identified and forewarned, among whom 62 girls have been placed in apprenticeships and followed, and the 329 other children have been sent to school and received services; all have received school supplies and all have been followed by organisers and members of the committees; 293 child victims of exploitation have been identified and cared for; 90 children have come through the welcome centre Hiheatro d'Avédji, of whom 79 have received psychosocial and health care.

- The Protection Programme, upheld by UNICEF for 2008-2012 aimed to assist and be responsible for, through a minimum packet of services, 20,000 vulnerable children; the reinforcement of community mobilisation through the protection Commissions in the village development committees; and the reinforcement of national capacities particularly regarding mechanisms for applying the law to protect children.
- The Programme upheld by the international NGO Plan -Togo covered 25,000 children in the Central and Plateaux Regions, was distributed among 243 villages, for a total population of 736,441 inhabitants. In the context of the Programme "Learn For Life," Plan-Togo sought to improve access to school and continued attendance for vulnerable children, girls in particular. The programme "Protection and Participation" specifically has supported the community development centred on the child and particularly handicapped children, street children, child labourers and those affected by HIV; the reinforcement of local and national capacities for fighting against child trafficking; the recording of births; as well as access to micro credit and support for agricultural initiatives for women and children and out-of-school youth.

Today, despite the involvement of national authorities in the fight against domestic labour, and despite, also, the joint efforts of partners in development (international organisations, national and international NGOs, and civil society) who have collectively or individually undertaken action against the abusive use of child domestic labourers, the results obtained up to now are very mixed with regard to the scale of the problem and the hopes sustained by non-state players. Nevertheless, this action has helped in raising public opinion awareness, and a collective awakening to the existence of the phenomenon. Child domestic labour still persists even after the adoption of Order No. 1464/MTEFP/DGTLS, specifying the tasks too dangerous for children that should be forbidden, which includes child domestic labour among the worst forms of child labour.

## 2.7. Community Protection Mechanisms

For more than ten years, community protection structures for children, against trafficking, have been put into place under the direction of the Ministry of Social Affairs, with the support of a number of different structures, such as the ILO/IPEC, BICE, CARE-Togo, Plan-Togo and Terre des Hommes. These are: Local Committees Fighting Against Child Trafficking, Vigilance Committees, and Commissions for the Protection of Childhood. These structures, mainly implanted in rural communities, have the mission of protecting and promoting the rights of children in general and addressing questions related to the education of children, in view of allowing them to enjoy their most essential rights and develop in a harmonious way. To reach this goal, the specific objectives of community structures are, among others, to:

- Make the population aware of diverse problems linked to the protection of children;
- Protect and promote the rights of children;
- Identify cases of violations of children's rights;
- Look for solutions to problems linked to the protection of children; and
- Move the cases received towards a higher level if possible.

If these different committees contribute to the protection of children in general, and fight against the trafficking of children in particular, specific community structures against child labour arose with WAO-Afrique: specifically, Local Committees Combating Child Labour through the project "Protection and Schooling of 200 Girls Removed from Domestic Labour in the City of Lomé and Implementation of Prevention Measures in Favour of 300 Girls at Risk in the Prefectures of Sotouboua - Blitta and Agou (2010-2012)". They were put into place in 16 localities in the interior of the country, including in Lomé, and were formed in the context of the fight against child domestic labour. They are community measures for prevention and for withdrawal that allow members of the structures represented there (state and non-state structures) to participate more actively in the operations for identifying child beneficiaries and in the follow-up activities of the educational services that are offered to them. Each committee is composed of 15 members. Each member of the committee receives the awareness, information and training manual on child domestic labour.

The Children and Young Labourers Associations<sup>20</sup> are structures put into place by children and young labourers for the protection and promotion of the rights of children. The main activities are training, implementing income-generating activities<sup>21</sup>, the support-accompaniment of children and youth in mobile situations, the reinsertion of children and youth coming back from mobility, awareness activities to prevent departures, abuse and mistreatment. In place since 2006, there are 30 local sections of the Associations today throughout the national territory. The main current objective of the Associations is to fight against child labour, particularly child domestic labour, classed among the worst forms of labour. To this effect, in the localities of implantation, the Associations lead activities aimed at enrolling and maintaining children in school and training. As an example, we can note the centre constructed in Adomi-Abra (Prefecture of Wawa) with the support of WAO-Afrique which leads similar activities.

## 2.8. Workshops for Reflection on Domestic Labour

Following the adoption of ILO Convention No. 189 on Decent Work for Domestic Workers, WAO-Afrique organised, in collaboration with the Ministry of Labour, Employment and Social Security, with the technical and financial support of Anti-Slavery International, Department for International Development (DFID) and the OAK Foundation and the participation of the Welcome Agency, a series of three workshops for exchanging thoughts and reflecting, designed for those working on the problem of domestic labour in February 2012.

The first workshop, held February 22 and 23, 2012, mainly grouped together employers. The second workshop, known as the workshop on female and male domestic labourers, grouped together those. Finally, the third workshop gathered inspectors and some players from civil society. These workshops allowed participants to become more familiar with the tools for protecting domestic labourers (including Convention 189); allowed civil society players to consolidate the beginning of an advocacy process for the ratification of the said convention by Togo, to amend and validate the preliminary draft of the order relating to regulations on domestic labour; and allowed domestic labourers to share their specific problems, particularly salary, work hours, professionalism, the freedoms of this category of labourers and the necessity of creating unions. The problem of child domestic labourers was also evoked. A long debate ensued over the situation of placed children not assimilated to domestic labourers and which, according to the participants, must be the object of a high-level reflection in order for them to fully realise their rights.

## 3. GAPS - RECOMMENDATIONS

Despite the measures taken by governments, there remain significant deficits or gaps to be filled in order to better address the phenomenon of child domestic labour. These deficits or gaps are of several kinds.

### 3.1. Legal and judicial shortcomings

In terms of measures under the law, it may be noted that:

- **Absence of specific laws:** Togo does not yet have specific regulations governing domestic work in general. Initiatives in this direction have not yet been completed.

<sup>20</sup> Associations des Enfants et Jeunes Travailleurs (AEJT)

<sup>21</sup> Activités génératrices de revenus (AGR)

- **An understanding and still-partial appropriation of child protection rights by both the professionals and by the communities and parents**, which are a serious obstacle to their achievement, particularly in regard to the measures and devices prescribed by the Code of the Child.
- **A virtual absence of judicial repression in violation of protection of children's rights:** Little attention is paid by the justice system and society to judicial punishment of perpetrators of abuse, violence or exploitation of children in domestic work (in particular). This situation contributes to legitimising this worst form of child labour and violence thereto and to issuing a message of impunity. The judicial system is most often found ineffective for the protection of the child domestic labourer, running up against institutional shortcomings and failures, the weight of cultural, religious and traditional values, the weakness of social services and of the Ministry of Labour, and, subsequently, a limited access of the population to the justice system. In cases of abuse, violence or exploitation committed against child domestic labourers, the referral of the case to prosecution, including through social services, the labour inspectorate and the police and gendarmerie, is not systematic.

“It is clear that the current number of labour inspectors is insufficient to meet current needs in the field. If we no longer rank child domestic labour with the worst forms of child labour, it will open the door to abuse because I think we should exercise strict control to avoid the excesses that are already present on the ground.”

From an interview with a representative of the work of the Ministry of Labour in April 2013

- **A weakness in the judicial review of placing children and educational assistance measures:** The courts are not always informed or asked about the placement of a child. When they are, their involvement is more to protect the institution by giving it a legal basis for intervention than to ensure that the placement is in the best interest of the child. Placement decisions are not systematically or regularly reviewed by the judge, who, in practice, no longer exercises control or monitors, especially when the child is placed with a foster family.

“When you look at the abuse, all the violence experienced by adult domestic workers and its consequences, I mean blows, insults ... you realise that this work is very dangerous for children. In my opinion, we should not downgrade the domestic work on the list of the worst forms of child labour.”

Extract from the interview with a private player, April 2013

“... In my opinion, child labour in general and child domestic labour is unacceptable. None of the officers or the great leaders of this country would like to see their child in this situation. We must do everything to ensure that children go to school or are enrolled in vocational training. After 18 years, the child is an adult, so he can work. In addition, one never applies the laws regarding the exploitation and abuse of children, while this work is still very much subject to these evils ...”

Extract from an interview with a lawyer practicing in civil society, April 2013

Moreover, it should be noted that there exists a dichotomy in the camp of players vis-à-vis child domestic labour. For some players, child domestic labour should be downgraded in the list of the worst forms of child labour. For others, it cannot be otherwise, given the realities on the ground.

### 3.2. Malfunctions in control structures and community prevention

As noted above, there exist in the field many community structures to prevent and fight against the smuggling or trafficking of children. There are few that are specifically oriented towards the control and prevention of child domestic labour. Although these structures work for the protection of children in general, the majority of these structures are especially oriented towards trafficking.



Generally, it is not obvious that communities will understand and embrace the ideals developed around children's rights as understood in national legislation and regulations. This is a major obstacle to the fight against violations of children's rights and therefore to the fight against child domestic labour.

In addition, community structures have difficulties in terms of operation because they lack financial material, logistical material, and a sense of organisation for working effectively on the ground. There is also a lack of specific training, a lack of recycling, a lack of leadership, a lack of group management skills and ignorance on the part of communities (at least some of them). Sometimes there is some hostility from some members of the community towards these structures in place for the prevention of trafficking. Moreover, in some community structures, there have been compromising situations concerning some members (participation in networks of traffickers or involvement in the departure of children to trafficking).

Finally, we must recognise that the community structures are often effective (in the optimistic case) only during the life cycle of the projects. Upon withdrawal or termination of the intervention, these structures come into lethargy and lose momentum.

### 3.3. Problem of schooling of children

Nearly 10%<sup>22</sup> of children of a generation have no access to school for various reasons. In addition, and because of many obstacles, only 72% of children entering school will reach the end of primary school. In addition, rates of repetition and dropout in primary education are very high, respectively 21.8% and 9.7% which shows a poor internal efficiency. But the Togolese Constitution states that "Education is compulsory for children of both sexes up to the age of 15."

And as has been seen above, child victims of domestic work are mostly those who do not go to school or who gave up schooling. This means that the problems of schooling of children have a great influence on the work (including domestic work) of children. So, everyone agrees on the massive deficiencies in the education and training system in Togo, which have the effect of discharging onto the labour market thousands of idle children, easy preys that can be recruited into the work.

A more detailed analysis of the different opinions expressed by key stakeholders (including state players and communities) and children themselves about child labour and school reveals that **schooling is regarded as a productive long term investment for the whole nation. It is therefore pleasing to note that if** a segment of the population still doubts the benefits of schooling, a good majority still believes that investment in education and training of children is the guarantee of a stable and positive future in terms of future income.

"... I'm really happy with the work I do at the center. I am very pleased with the involvement of registered child domestic labourers children. For proof, there were some who came to beg us that we negotiate with their boss, which we did. In addition, they are very efficient in learning. They should be encouraged to continue and go to the end of the programme. This should allow them to better manage their business and income. In addition, children are taught their rights..."

Extract from an interview with a framer (setter) of the literacy center of Terre de Hommes in Grand Market of Lomé.

Another very important aspect that was highlighted by child domestic labourers themselves is the fate of some children affected by certain category of domestic work: these are the children who dropped out of school before the age of 15 and can't take part in training, being still under legal age. For the players involved in the management of these cases, it is a real "headache" because they often do not have effective alternatives to manage them.

### 3.4. Household poverty

In Togo, the recurrence of socio-political crises had very serious consequences on the quality of people's lives,

<sup>22</sup> Republic of Togo, Sector Plan for Education, 2010

not to mention the global economic crisis. One of the most visible consequences is poverty. The incidence of poverty at the national level was 58.7%<sup>23</sup> in 2011. The fact remains that poverty is predominantly a rural phenomenon with more than 73.4% of the rural population under the poverty line, against 28.5% in Lomé and 44.7% in other urban areas in 2011. Regional disparities in poverty are still glaring. The Savannah region is the most affected with 90.8%, followed by the Central Region with 80.2%. For regions of Kara and Plateaux, nearly seven in ten residents are assigned respective poverty rates of 68.4% and 64.7%. For the Maritime Region "the incidence is only" 53.9%.

This poverty is a multidimensional phenomenon, characterised by both low consumption of private goods, but also by malnutrition, poor living conditions, or by a lack of access to public services or basic social services. All these features are indeed felt in the Togolese communities. In educational terms, there is a drop in enrollment rates in both primary and secondary levels in the poorest households. The poorest households in both rural and urban areas find it more difficult to access health services (hence the use of "roadside pharmacies" (pharmacies par terre) and healers). The disparity is also quite important in terms of access to electricity.

In addition, the active Togolese population is particularly facing growing unemployment (6.5% in 2011 according to survey based on Core Welfare Indicators Questionnaire<sup>24</sup> (CWIQ) 2011) and under-employment (22.8%) particularly affecting young people (8.1% 20.5%) and women. These figures are, according to some economists with mastery in Togolese macroeconomic framework, far below reality.

So it is clear that poverty has a somewhat negative impact on households, thus increasing their vulnerability. To escape, a large portion of poor households prefer to encourage their children to work (including the worst forms of child labour).

According to the providing families of child domestic labourers, poverty and vulnerability are the main factors that lead families to send their children to domestic work. Resources from domestic work permit, according to them, their children's needs to be met.

That reason for the establishment of child labour is doubtful. Indeed, it is not uncommon to meet heads of households who are heavily indebted (hundreds of thousands of francs) for the funeral in the family while they are not willing to fund supplies or breakfast or the sewing of school suits (uniforms) for their children enrolled in primary school, with those costs being only a few thousand CFA francs. In fact, it is a sociological concept that some parents do not place education among the priorities in the life of the child.

### 3.5. Problems related to the implementation and monitoring of programmes

A good policy to protect the child must be based on the foolproof component of "Monitoring - assessment". However, in relation to actions to protect children and child domestic labourers, it may be noted that this either remains often neglected or considered secondary. The following are thus noted:

- Partial and fragmented data production and collection and inadequate management of information;
- A proven insufficiency of skills regarding the specific care of children at risk and victims, including child domestic workers;
- Absence / failure of rapid detection and diagnosis regarding children involved in domestic work; and
- Absence / lack of monitoring of child domestic labourers who are removed and reintegrated/rehabilitated.

"We had the opportunity to host child victims of trafficking. In most cases, we proceed to reintegration into the family of origin. For lack of resources, we are unable to solve the problems that are causing the displacement of children. The same causes produce the same effects, the children do not hesitate to return [to child labor]. Our institution could succeed in its mission if the means were significant. It is true that in recent years, projects are implemented to prevent the phenomenon. But it takes more ..."

Testimony of a member of the **National Commission for the Care and Social Reintegration of Child Victims of Trafficking** (CNARSEVT).

<sup>23</sup> Republic of Togo, Accelerated growth strategy and promotion of employment 2013-2017, final version in December 2012

<sup>24</sup> Questionnaire des indicateurs de base du bien-être (QUIBB)

Beyond the national budget, the Strategic Plan for the National Policy on Child Protection was calculated at more than one hundred billion CFA francs. Note that the investment needed to finance is not fully available. In addition, the needs assessment for the achievement of Millennium Development Goals (MDG)<sup>25</sup> revealed that the overall cost would be about 3.675 billion FCFA for all selected sectors over the period 2006-2015.

If these needs allocations of public investment spending in these priority areas are compared, we realise the high level of funding needs. Indeed, for the period 2009 - 2011, budgetary allocations in these priority areas related to the MDGs represent only 42%. That means it would still be necessary to find 58% of the assessed needs for the MDGs during the same period. Thus, if we know that 6 of the 10 MDGs relate directly to children, you can see the path that lies ahead for achieving optimum protection of children, and thus for fighting effectively against the excesses in child domestic labour.

### 3.1 Recommendations

#### 3.1.1. Laws and policies

Togo's laws and regulations are still insufficient for addressing domestic work. To this end, it is necessary to:

- Accelerate the process of ratification of the Convention No. 189 of the ILO by Togo;
- Classify domestic work as formal employment so that the workers of this sector may receive the same benefits as any other workers;
- Harmonise the national legislation with the Convention No. 189 of the ILO (particularly the decree 1464 MTEFP/DGTLS of November 12<sup>th</sup>2007);
- Take the required measures for implementation of the national policy on child protection in Togo;
- Ensure the effective application of laws reprimanding the violation of children's rights, particularly in the matter of abuse, mistreatment and exploitation, specifically in the worst forms of labour, and
- Accelerate the adoption process of the draft decree regarding the regulation of decent domestic work.

#### 3.1.2. For education and training

Given the importance of the clear links between the phenomenon of child domestic labour and education and training, it is necessary to:

- Ensure the effective application of the Education Sector Plan 2010-2020;
- Provide alternative measures for educating and training children who leave the education system too early; and
- Provide, for every step of the education system, training adapted to the market's needs enabling the youth to enter directly into the workforce.

#### 3.1.3. Programmes and resources

Given the precariousness and urgency of the situation of child domestic labourers, it is necessary to take urgent programmatic measures allowing to:

- Develop transit and care services (including psychological care) for the child victims;
- Plan, in addition to educational support, other support for health care or nutrition in the case of the most vulnerable children, in short, urgent measures for the social protection of communities;
- Include, in the action programmes, financial support for the beneficiary's communities or parents for the implementation of income-generating activities;
- Raise awareness of communities and employers, through information and education campaigns involving the media, in order to make them realise the importance of the child's welfare, the potential danger of child domestic labour, and its possible degrading and destructive effects; and
- Reinforce the intervention capacities of local and community structures for preventing the phenomenon.

<sup>25</sup> Republic of Togo - United Nations System, Third monitoring report of the Millennium Development Goals, April 2010

**3.1.4. For the NGOs, associations, unions and employers**

Non-state players are called upon to play an important role in the response to the phenomenon of child domestic labourers. To this effect, it is necessary to:

- Advocate for ratification of Convention No. 189 by Togo;
- Reactivate advocacy around the findings of the workshop organised by WAO-Afrique on the theme of domestic labour in February 2012;
- Promote the creation of domestic workers unions;
- Advocate for the state to allocate funds to measure the extent of the phenomenon; and
- Strengthen the capacity of civil society organisations in the fight against child labour in domestic work to improve staff skills and capabilities of the management of these organisations.

## APPENDIX 1 Terms of reference

### Guidelines/Suggestions for Country Rapid Assessment Analysis on Child Domestic Labour in Indonesia, Panama and Togo

Given the objectives and the nature of the project and in light of completed/in-progress rapid assessment analysis (RAA) of the situation of child domestic labour by the ILO in Indonesia, Panama and Togo, it is suggested that the RAA which is essentially a need-gap assessment for tackling child domestic labour should focus on understanding and analysing the national response to child domestic labour and child protection. Given this, the following outline and themes are suggested for the RAA.

#### Part 1: Understanding Child Domestic Labour in Indonesia/Panama/Togo

- Suggested importance to be given to Part 1 is 30%
- We suggest covering/including the following topics/information in this Part 1 to understand the situation of child domestic situation in your country:
  - Latest statistics/figures of children in domestic labour (CDL)
  - Demographic (ages, gender, etc) and socio-economic background of CDLs
  - Education status (been to school, never been to school, combining study and work, only working, etc)
  - Hours and conditions of work (including live-in/live-out CDLs)
  - Types of activities performed
  - Payments received
  - Method of recruitment (including internal and cross-border trafficking as applicable; and traditional practice like *confiage* in Togo)
  - Hazards, effects and consequences of domestic labour on children (physical, psychological, social, etc.)
  - Main causes of CDL
  - Any other, as may be applicable to your country and you feel to be relevant
- All this information should be captured briefly. We recommend using case stories through interviews of former/current CDLs that you may have access to in order to corroborate the above information. At least 4 case stories may be included, in which at least 1 case story should be of a male child domestic labourer. For the sake of balance, we recommend that 1 trafficked, 1 non-trafficked, 1 live-in and 1 live-out CDL should be covered.

#### Part 2: National Response to Child Domestic Labour (including child protection)

- Suggested importance to be given to Part 2 is 50%
- The objective of Part 2 is to understand the national framework for tackling CDL and the efforts/actions being undertaken by different stakeholders/actors for tackling CDL. Suggested themes for this Part are:
  - National legal framework for tackling child domestic labour (including child labour in general) and ensuring education. This could also include:
    - Relevant international/regional treaties & instruments ratified
    - Different laws/legal provisions/codes on child labour, CDL and education (minimum age for work, minimum age for hazardous work, compulsory education age)
    - Whether CDL is included in the list of hazardous work for children
    - Laws/legal provision on child trafficking for labour
    - Any other, e.g., domestic workers legislation/bill that includes provisions for CDL
  - Institutional mechanism for coordination and enforcement (of laws) for protection of children from exploitation (especially domestic labour) and ensuring education
  - Government Policies on Child Labour (CDL)
  - Social Programmes to Eliminate/Prevent Child Labour (CDL)
  - Resource/budget allocation for child labour/child protection
  - The actions/efforts being undertaken by:
    - Governments
    - NGOs (including child rights organisations, etc.)
    - Trade unions (including domestic workers' organisations)
    - Teachers' organisations
    - Employers' organisations (as applicable)
    - Any other as deemed appropriate, for example – resident welfare associations, other civil society organisations

### Part 3: Gaps & Recommendations for Tackling Child Domestic Labour

- Suggested importance to be given to Part 3 is 20%
- Based on the analysis of the information given in Part 1 and Part 2, Part 3 would identify the gaps and suggest recommendations for strengthening the fight against CDL, in the following areas:
  - Laws & policies, programmes and resources
  - For different stakeholders/actors involved – government, NGOs, trade unions, teachers' organisations, employers' organisations, others
- For Part 3, we recommend interviewing the different stakeholders to include their perspective and ground situation with regard to tackling CDL. We suggest that at least 2 government officials and at least 3 civil society organisations (1 NGO, 1 trade union/domestic workers' organisation) be interviewed/consulted.

#### Please note:

- The RAA is a qualitative study based essentially on secondary information with limited interviews. Given this, while doing the RAA, please keep in mind that it is meant to be a quick and brief study (not requiring any sampling or statistical analysis) and is not cost intensive. Please see the brief overview given below.
- We have suggested the above outline and themes to maintain uniformity across the 3 country studies and to facilitate comparison between countries on similar parameters. However, you could also include other themes, information that maybe relevant to your country context.
- Also, you could also consider including photographs in the RAA.
- As the RAA involves interviewing children, we are sharing our child protection policy (attached separately) with you, so that children could be informed about the policy so that if they are not comfortable mentioning any details then they know they can state so.

#### Brief overview

		Secondary information	Primary information
<b>Part 1</b>	<b>Understanding Child Domestic Labour</b>		
	Country information on CDL- statistics, demographic & socio-economic information, education, working conditions, activities performed, recruitment method, hazards, causes, etc.	Secondary	Supported by 4 case stories/studies
<b>Part 2</b>	<b>National Response to Child Domestic Labour (including child protection)</b>		
	National legal framework Institutional mechanism Government Policies Social Programmes Resource/budget allocation Actions/efforts by different stakeholders	Secondary	
<b>Part 3</b>	<b>Gaps &amp; Recommendations</b>		
	Gaps and recommendations- Laws & policies, programmes and resources For different stakeholders	Secondary	Interviews of 5 Government/CSO representatives

**APPENDIX 2**  
**Places of origin of child domestic labourers<sup>26</sup>**

REGION	PREFECTURE	LOCALITES
SAVANES	Tône	Canton de Korbongou (Korbongou, Nagnoma) ; canton de Nanergou (Nanergou et Doutougou) ; canton de Nioukpourma (Nioukpourma, Yanyan)
	Kpendjal	Canton de Borgou (Natongou, Kpaborga, Ogaro), de Papri (Kpendjaga, Kampirbong, Papri) de Namoudjoga (Namoudjoga, Gale, Noloate), (Mandouri, Sadiega, Natchabonga) de Koudjoaré (Tambina, Banangale) de Mandouri
	Oti	Barkoissi, Nagbeni, Tontondi, Magna Momoti, Sadori, Baoulé, Mogou, Ando
	Cinkassé	Canton de Mamprougue (Mamprougue, Djapak, Boré, Talongue Tambimangue, de pligoo (pligou, Nassak, Mandière, de Loco (loco centre, youk) de Bagou (Bagou, Kpark), de Nano (Nano, Doré, Bopak) de Tamongue (Tamongue, Yembour, Youak)
KARA	Binah	Kétao, Pagouda, Sola, Kassoua
	Kozah	Landa pozenda, Tcharé, Pillo
	Bassar	Bassar, Kabou
	Doufelgou	Siou, Yaka, Agbandè, Niamtougou, Pessaré
	Assoli	Alédjo, Gandé, Kpéwa, Koumondè, Bafilo city and surroundings
CENTRAL REGION	Tchaoudjo	Kassena, Aléhéridè, Kpalo-vlass, Kémeni, Kpaza, Wassarabo
	Tchamba	Hézosoudè, Kaholi, Goubi, Affosala Kopé, Dantcho, Balanka Agoumana
	Sotouboua	Djarkpanga, Tindjassi, Ayengré, Koueda, Kazaboua, Opooulidè, Okou, Fazao
	Blitta	Agbandi, Blitta gare, Blitta village, Koflo, Diguingué, Welly, A Alété
PLATEAUX		
MARITIME	Avé	Noépé, Aképé, Todomé, Yopé
	Zio	Agbelouve, glekopé, Adeti kopé, Davié, Alokogbé, Tsévié city
	Golfe	Zanguera, Adidogomé, Legbassito, Sogbossito and Baguida
	Lacs	Aného, Aklakou, Glidji, Bas-Mono
	Vo	Hahotoé, Seva kondji, Sévagan, Togoville,
	Yoto	Wogba, Tabligbo, Ahépé, Tchékpo-Dédékpo, Gbotó
	Afangnagan	Akumapé, Atitogon, Aklakou Kpémé, Lomé et its neighbourhood

<sup>26</sup> ILO/IPEC, Rapid Analysis of domestic work of children in Togo, MIZIYAWA Sadissou, Lomé, Déc. 2012.

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