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MINISTRY OF PUBLIC SERVICE AND LABOR

**NATIONAL ACTION PLAN FOR THE FIGHT AGAINST THE
WORST FORMS OF CHILD LABOR IN NIGER
2010-2015**

NAP 2nd DRAFT

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ACRONYMS AND ABBREVIATIONS

ATCN.....	Association of Traditional Chiefs of Niger
AECLN.....	Action for the Elimination of Child Labor in Niger
UNGA.....	United Nations General Assembly
RGA.....	Revenue-Generating Activities
NADHR	Nigerien Association for the Defense of Human Rights
ILO/IFCL.....	International Labor Organization /International Fight against Child Labor
ILO.....	International Labor Organization
ACRWF	African Charter on the Rights and Welfare of the Child
ACHRPR	African Charter on Human Rights and Peoples' Rights
CARITAS.....	Development NGO of the Catholic Church in Niger
CCB.....	Communication for a Change of Behavior
CRC.....	Convention on the Rights of the Child
NDC.....	National Directive Committee
DWCN.....	Democratic Workers' Conference of Niger
TCCD.....	Training Centers for Community Development
NCHR/BF.....	National Commission on Human Rights and Basic Freedoms
NOSS-Bozari....	National Office of Social Sciences
MCAl.....	Management Committee for Academic Institutions
COGAA.....	Coalition of Non-Government Associations in Africa
CCPN	Committee for Child Protection in Niger
UCL	Unit on Child Labor
DNPP.....	Declaration of National Population Policy
DHSMI III....	Demographic and Health Study with Multiple Indicators III
IPTT	Instruction and Professional and Technical Training
EFA.....	Education for All
RBM	Results-Based Management
NIS	National Institute of Statistics
IPFCL	International Program for the Fight against Child Labor
HIPC	Initiative for Highly Indebted Poor Countries
STI	Sexually Transmitted Infections
LOSEN [French acronym].....	Education Act of the Nigerien Educational System
MAD.....	Ministry of Agricultural Development
MEF.....	Ministry of Economy and Finance
MNE.....	Ministry of National Education
MSHE/R/T.....	Ministry of Secondary and Higher Education, Research and Technology
MPS/L.....	Ministry of Public Service and Labor
MPTT	Ministry of Professional and Technical Training
FGM.....	Female Genital Mutilation
MI/PS/D.....	Ministry of the Interior, Public Security and Decentralization
MJ/GS.....	Ministry of Justice, Guardian of the Seals
MP/SR.....	Ministry of Population and Social Reforms
MPW/CP.....	Ministry of the Promotion of Women and Child Protection
MPH.....	Ministry of Public Health
STM	Sexually Transmitted Diseases
NICT	New Information and Communication Technology

MDG.....Millennium Development Objectives
 NGO.....Non-Governmental Organization
 CSOCivil Society Organization
 TBP.....Time-Bound Programs
 NAP/SPDC.....National Action Plan for the Survival, Protection and Development of Children
 NAP.....National Action Plan
 FFPFFramework Program in the Fight against Poverty
 TPED Ten-Year Program for Educational Development
 HDP.....Health Development Plan
 WFCL..... Worst forms of Child Labor
 NPCD..... National Policy of Communication for Development
 NGPNational Gender Policy
 NPCPNational Policy on Child Protection
 UNDP.....United Nations Development Program
 TFPTechnical and Financial Partners
 SSDPRStrategy for Sustainable Development and Poverty Reduction
 ASDPRAccelerated Strategy for Development and Poverty Reduction
 NEU-FEO–Niger...National Employers Union and Federation of Employer Organizations of Niger
 SPR.....Strategy for Poverty Reduction
 SRHSexual Reproductive Health
 TR.....Terms of Reference
 UNFPDAUnited Nations Framework Plan for Development Aid
 UNESCO.....United Nations Organization for Education, Science and Culture
 UNPFUnited Nations Population Fund
 UNICEF.....United Nations Children’s Fund
 WUN.....Workers’ Union of Niger

1. Introduction

A vast territory covering a total area of 1,267,000 km², Niger is a landlocked country, located in West Africa where drought and desertification are every-day realities. It is bordered to the north by Algeria and Libya, to the east by Chad, to the south by Nigeria and Benin, and to the west by Burkina Faso, to the north-east by Mali.

In 2009, Niger had a population of more than 14 million. According to the general population and housing census in 2006, Niger's population had a demographic growth rate on the order of 3.3%. This population is characterized by its rapid growth (this rhythm is due to a high fertility rate of 7.5 in 1998) and its extreme youth: more than 48 % of the population is below age 15 and a national average of 29% literacy.¹

This youthful population obviously offers enormous potentiality for the development of the country but it imposes significant responsibilities on the Government and families with respect to health, education, training. Such needs cannot be met when we are aware that the social indicators show a high percentage of children who do not receive the basic health care and education necessary.

The national economy based principally on agriculture and livestock breeding is subject to climatic vagaries. The indicators are among the lowest (in 2005, economic activity, as measured by real GDP, showed a growth rate of 7 % after a drop of 1 % in 2004, and an increase of 3.3 % in 2003, for a population growth rate of 3% ; for the period between 1990 and 2005, economic activity saw an average annual growth on the order of 3%²) in the sub-region and are more and more likely to deteriorate further under the pressure of a number of factors (demographic, economic and socio-political).

These diverse factors (sociocultural, demographic, economic, etc.) combined with educational policies, including the performance of programs in the educational sector as well as their effectiveness against child labor have strengthened the emergence and exploitation of child labor which today constitutes a very alarming scourge. Child labor is common in Niger, even if the country does not have reliable data on the subject. It is for this reason that the Government is increasingly accelerating the process of taking measures to decrease the number of child victims of this situation. Niger is one of the countries which have committed along with the international community to put an end to child labor³.

2. Context and Justification of the NAP

The drafting of the NAP for the fight against the WFCL comes as part of the overall strategic framework for the implementation of national policy on child protection which itself goes hand in hand with completion of significant policies and sector-based strategies as well as programs and national action plans already adopted by Niger. Child protection in general – and particularly children who are compelled to work at the worst forms of labor – has always been a major concern of the Government which made a commitment, starting in 2000, with the support of its partners, to a Strategy of Sustainable Development and Poverty Reduction (SSDPR). The implementation of the Framework Program of Fight Against Poverty (FPFAP) was strengthened with the drafting of the Strategy for Poverty Reduction (SPR) under the HIPC Initiative. Today, the issue of child labor has been elevated to the rank of national

¹ National Institute of Statistics, *Demographic and Health Study with multiple indicators (EDSN-MICS 2006)*, Niamey, 2006, p. 34.

² *Ibid.*, p. 33.

³ As proof, see, *Collection of International and Regional Legal Instruments on Human Rights ratified by Niger*, published by the Network of Journalists for Human Rights, Niamey, NIN, 2007.

priorities and is included in the document of Accelerated Development Strategy for Poverty Reduction (SDPR) 2008-2012.

These instruments have certainly allowed for an improved status for the child, but they especially point out the need to make enormous strides to eliminate all of the WFCL by 2015 and contribute to the elimination of all other forms of child labor in Niger.

This awareness of child labor, combined with the appearance of new phenomena such as HIV/AIDS orphans, the expansion of existing phenomena such as street children, violence done to children, such as early and forced marriages, and sociocultural practices harmful to health, represents a whole set of opportunities to take advantage of:

First, there is national political will at the highest level: today, we indeed observe a will on the part of the State to better protect children's rights as witnessed by the numerous commitments made by the Government, particularly the ratification of regional and international legal instruments on the protection of children's rights. Niger has therefore signed and ratified a number of international and regional legal instruments on children's rights as follows:

- ILO Convention # 138 on the minimum age of access to employment of 1973, ratified by Niger (1978);
- Convention on the Rights of the Child (CRC) of 2 November 1989 ratified by Niger 30 September 1990 stipulates "the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development";
- Convention # 182 adopted 17 June 1999 by the ILO and ratified by Niger in October 2000, calls for the prohibition of the worst forms of labor and immediate action towards their elimination ;
- The Optional Protocol to the CRC, concerning the sale of children, child prostitution and pornography with child actors adopted by the General Assembly of the United Nations 26 April 2000 and ratified by Niger 17 November 2003;
- The African Charter on the Rights and Welfare of the Child (ACRWF) concluded in July 1990 in Addis Abeba, ratified by Niger 11 December 1996;
- World Declaration of the United Nations Education, Science and Cultural Organization (UNESCO) on Education for All (adopted in 1990);
- Final Document of the extraordinary session of the United Nations General Assembly devoted to children in May 2002 established a link between child labor and development, etc.

The adoption of a number of laws and other supplemental texts and the establishment of various institutions is also witness to the Government's commitment to protect children. Niger has taken a certain number of domestic legal measures to fight against the worst forms of child labor and put an end to this modern-day scourge . Thus, children have an important place in the Constitution, the Labor Code, the Civil Code and the Criminal Code. However, despite its commitment and determination in this fight, Niger has not yet finished standardizing its national texts with regional and international

instruments with respect to children's rights ⁴. Moreover, the application of customary law at times comes into blatant contradiction with modern law and the international commitments of Niger with respect to children's rights.

Niger has also established governmental structures responsible for the promotion and protection of children and, in addition, numerous support structures for at-risk children and those in trouble with the law⁵. Yet, today, we note that that child protection is not fully ensured.

On the international level, some technical and financial partners have expressed their desire to support efforts aimed at eliminating the worst forms of child labor. This desire provides a significant opportunity in the fight against WFCL.

Finally, there is another opportunity : the emergence of several NGOs (national and international) and associations involved in child protection and also working in the fight against child labor creates favorable conditions to conduct actions in favor of the definitive elimination of the WFCL.

Well aware of this state of affairs, the Government, supported by technical and financial partners (TFP) notes the gaps in the implementation of the National Action Plan (NAP) for the fight against child labor developed in 1998 and adopted in March 2000 and is committed to establishing a new NAP on the elimination of WFCL.

This NAP aims to develop actions to eliminate all of the worst forms of child labor by 2015 and to contribute to the elimination of all forms of child labor by 2025. It is based on a preliminary basic study on child labor completed in July 2009, and results of the planning workshop of July 2009, where the participants targeted the principle factors encouraging child labor and solutions to confront this situation. Furthermore, it is based on results of the reflections emerging from three (3) regional workshops organized in October 2009 during which the participants from eight (8) regions contributed to enriching the document.

3. Definitions

3.1 Definition of the Child

In Niger, a child is defined according to the Constitution, the Labor Code, the Electoral Code and the Criminal Code "any human being under 18 years of age" ⁶. The proposal for the Code of the Child uses this same definition. The Constitution grants each child the right to education and instruction in conditions set by the law. The law of 7 February 1962, modified by the Educational Act of the Nigerien Educational System (LOSEN [in its French acronym]) in 1998, makes school attendance compulsory for all children ages 7 to 16. Parents have the duty to educate and raise and their children; they are supported by the State in this task.

3.2 Definition of Child Labor

⁴ A study on this issue is on-going as part of the Project for the Support of the Justice System and the Rule of Law (PSJSRL) in Niger.

⁵ See Mrs. FOUTA Aïchatou, Unicef, AMIN Project, "Contribution to the Meeting of African and Francophone NGOs on the sexual abuse and exploitation of children The Case of Niger", conference held in Dakar, 5 - 6 February 2001, pp. 8-9.

⁶ This definition corresponds perfectly to that given by the first article of the Code of the Child.

The Labor Code (art 99) stipulates that children cannot be employed in an enterprise, even as apprentices, before the age of 14. Article 99 of Ordinance # 96-039 of 29 June 1996 on the Labor Code states: *“Children cannot be employed in an enterprise, even as apprentices, before age fourteen (14), except by an exemption ruled by decree, upon recommendation of the Advisory Labor Commission, taking into account local circumstances and tasks to be asked of them. A decree sets forth the type of work and the categories of enterprises which are banned from employing young people and the age limit applied to this interdiction.”*

Article 100 of this same Code states that “the labor inspector may require a medical exam for children by a certified doctor in view of verifying if the work for which they are responsible does not exceed their strength. This order is a right upon request of the interested parties.”

On the international level, ILO Convention # 138 stipulates in its Article 2 that the minimum work age cannot be lower than the age at which compulsory education ends, nor in any case fifteen years. For some types of labor, the Convention sets the age of legal admission to employment at:

- 18 years for activities “likely to compromise health, security or the morality of adolescents [C. 138, Art. 3] ; and
- 13 years for “light work”, i.e. activities which are not likely to negatively impact the child’s health or development , nor of such a nature as to negatively impact on his/her school performance, participation counselling or professional training programs approved by the competent authority, or his/her ability to benefit from instruction received. Therefore, child labor is considered to be:
- any activities undertaken by a child who has not yet reached the minimum age established for the activity and which is, therefore, likely to impede the child’s education or development .
- any activity undertaken by a child under age 18, remunerated or not, which is exploitative, dangerous or inappropriate for his/her age, or which threatens his/her school attendance or his/her social, mental, spiritual or moral development. The excessive exercise of “non-economic” activities should be included here.

3.3 The Worst Forms of Child Labor

Convention # 182 defines WFCL in the following way:

- a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children. (art.3)

The categories (a) – (c) are commonly termed “the absolute worst forms”. These forms of exploitation are suppressed by the Criminal Code and the Code of Criminal Procedure.

Category (d) constitutes “dangerous labor”. Article 4 of Convention 182 asks each country to determine, by national legislation or competent authority, after consultation with organizations of concerned employers and workers, and by considering the relevant international norms, the types of labor concerned by this category. According to Article 3 of ILO Recommendation # 190 IL on the Worst Forms of Child Labor, which was part of Convention # 182, the following types of activities should be considered dangerous for children:

- labor which exposes children to physical, psychological or sexual abuse;
- labor underground, under water, at dangerous heights or in confined spaces ;
- work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
- work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health;
- work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.

4. Survey of Child Labor in Niger

A survey of child labor in Niger includes the following :

4.1. Frequency and Nature of Child Labor in Niger

Today we are more familiar with not only the very concept of child labor, but also the forms it takes.

In Niger, the frequency of child labor depends largely on the sector of activity considered. Thus, it may vary according to whether it is activities in the sectors of agriculture, livestock breeding, fishing, manufacturing, artisanal mining, quarries, extractive industries, the informal sector, fabrication and maintenance or services⁷, etc.

The frequency and nature can be a function of the age of child workers which varies between 7 and 13. Frequently, one will find children under age 7 but in this case, they are with their parents or an adult in their family (instead of being in school like all children their age). In 2000 and 2006, the percentage of economically active children under age 10 was estimated at 60.9% and 37.4%⁸. The age of child guides for beggars and young talibés [children in Coranic schools who are required to beg] varies between 6 and 16 years but those in the 12-14 year bracket is greater.⁹ The two sexes are included in these statistics, even with the predominance of boys who are used proportionally more in labor than girls: 73.41% compared to 66.9 % in 2000 (38.8% compared to 37.2% in 2006¹⁰). Victims of trafficking are more difficult to count and recognize, and there is little information available on these categories of children.

The activities of children who work are extremely varied. Child labor is obviously more frequent in Niger in the least well-off areas in cities, and almost all children in rural settings work.

4.1.1. In the Agriculture, Livestock Breeding, Fishing and Manufacturing Sectors

⁷ This list is not exhaustive; there are other sectors in which numerous children work in Niger. See DENNER, Ch, DIOP, A-A, O., COULIBALY, M., SEYNI, K., YAHAYA, M., *Niger-Childhood in Difficulty, Analysis of Problems, Association Responses, Recommendations, fascicule 2, Child Workers, Exploited Children*, Niamey, 2009, p. 35.

⁸ NIS, EDSN-MICS III, 2006.

⁹ *Juvenile Begging*, master's thesis, University Abdou Moumouni, Niamey, 2000.

¹⁰ NADHR, *Study on the Trafficking of Persons*, Niamey, 2005.

The large majority of children who work are included in this sector. During this demographic and health study, information on child labor was collected during a household study for all children ages 5 to 14. The results of the study present the percentage of children of ages 5 to 14 who, during the week preceding the study, had worked for someone other than a member of the household, in the fields, the family business or domestic labor, based on the number of hours work. The study revealed that 10 % of children ages 5 to 14 have completed work for someone other than a member of the household, the large majority of whom (8 %) worked for at least 4 hours a day and received no wages for their work. Moreover, 38 % have completed work in a domestic setting : 8 % devoted more than four hours a day and the majority (30 %)¹¹ had spent less than 4 hours a day. Twelve percent (12%) had worked in the fields or in business.

With respect to the region of residence, we also note very strong disparities. The percentage of children who work varies from a minimum of 24% in Niamey to a maximum of 41 % in Tahoua and Maradi. With respect to children who work for someone outside of their household, the proportion varies from a minimum of 4% in Agadez and Zinder to a maximum of 16% in Tillaberi. Based on quantiles of welfare, on note that the percentages of children having worked for someone else outside of the household decreases from the poorest quantile to the wealthiest, from 13% in the poorest households to 7 % in the wealthiest. Finally, the study found that the percentage of child orphans having worked is the same as that of non-orphans (38 % and 39 %). On the other hand, 12% of orphans compared to 10% of non-orphans had worked for someone else during the week preceding the study¹².

Most children work as a result of the poverty of their families. In contexts of extreme poverty, children are more disposed to engage in labor which can be dangerous and expose them to situations of the WFCL. In these conditions, certain families encourage this labor. In Niger, children in rural areas often help their parents to augment their meager income derived from the family farm (this is the case of children called on to lead animals to pasture over long distances in Bankilare, Filingue, Tahoua, Agadez, Zinder and Diffa). They can also work along with their parents in commercial agriculture (for example, children who work in pepper fields in Diffa, children who work in rice fields in Tillaberi and Niamey).

Children work starting at age six (6) or seven (7) (girls in particular begin at this age); they assist in domestic work, run errands or help their parents in the field. This can be a healthy contribution to their development. In rural areas particularly, this work prepares children for adult responsibilities and indisputably enables the transmission from one generation to the next of traditional know-how. Children learn to become responsible and derive a certain pride from their activities.

Child labor goes unnoticed for the most part because it tends to blend in with all of the familial activities. Commercial agricultural enterprises engage in all sorts of subcontracting agreements, which allow them to refuse all responsibility if they were rebuked for having children work on their exploitations and plantations. The application of legislation on child labor, although it exists, is much less rigorous in agriculture than in other sectors.

With respect to the manufacturing industries sector which includes mechanics (metal shops, and woodworking shops), soldering, vulcanization, ironworks, handcrafts, pottery (for example in Mirriah, Tarna and Jiratawa in the Zinder area), tanneries (in Mallan Yaro of Zinder, for example), slaughterhouses, bakeries, pastry shops and small industrial units for the manufacture of bricks (in Maradi and Zinder).

¹¹ NIS, EDSN-MICS Niger 2006, p. 300.

¹² *Ibid*,

The fact is that the majority of professional training is done in the informal sector by apprenticeship. For young apprentices, the acquisition of skills comes with training on the job. It is difficult to know the precise number of apprentices. This “informal” apprenticeship remains an institution solidly implanted in Niger. It is based on acquisition by imitation, with no theoretical aspect. The contract made between the parents and employers is explicit and the verbal agreement does not specify the length of the apprenticeship. It will be short if the activity is not very mechanized and if the techniques are not difficult to learn; otherwise it will be long. A study on apprenticeships notes that the participation rates in the labor market by the apprenticeship of youth aged 7 to 14 and 15 to 18 are all the higher if the family is poor¹³.

4.1.2. In the Sector of Artisanal Mines, Quarries and Extractive Industries

Most children who work in the sector of artisanal mines, quarries and extractive industries are either family aids (70 % of the 600 studied), or independent workers (17 %); or salaried employees(13 %) ¹⁴.

According to the results of the basic study conducted by the NIS on the sites of Komabangou and M'Banga (region of Tillabéri) in October 2008, it was noted that on the whole, washing stones is the most frequent activity involving children on the two sites, 33.1% of children studied are engaged in this activity. Digging wells comes in second place and involves 21.3% of children, next carrying water, sieving, with respectively 15.6% and 11.1%. Children are also engaged in crushing stones in the cassiterite quarries of El meki (Agadez area), they are used in the gypsum and limestone mining zones in Keïta and Kao (Tahoua area). We also find children around the food stands set up on mining sites and in extractive industries (example of small gypsum quarries – Madaoua and Malbaza (Tahoua area) – and natron quarries in Boboye, Douchi and Gaya (Dosso area). Kaolin mining in quarries in Mirriah (Zinder area) for use in pottery also attract children who work long, dangerous hours there.

However, children are seldom engaged in retail, particularly in shops where the percentage of children is 0.3%. An analysis by gender reveals that boys are much more frequently employed in washing stones (35.3%) and digging wells (23.3%). With respect to girls, they are particularly employed in sieving (43.6%). They are essentially absent in shops and well digging ¹⁵.

4.1.3. In the Social Sector

According to a study commissioned by UNICEF through the firm CNESS-BOZARI 25,949 children met live from work on the street. Among them, 55 % earn on average 1,500 CFA francs to 3,000 CFA francs per week [US\$3-6]. The most frequent forms of labor are: selling candies (22 %), selling cool water (14 %), unloading trucks and transferring merchandise (17 %), searching through garbage piles for saleable objects (11%)¹⁶.

According to the National Office of Child Protection, in 2007, 34% of other child workers in Niger are involved in activities of fabrication and maintenance, 27 % in the rural sector and 20 % in extractive activities¹⁷.

¹³ DENNER, Ch, DIOP, A-A, O., COULIBALY, M., SEYNI, K., YAHAYA, M., *Niger-Childhood At Risk, Analysis of Problems, Associative Responses, Recommendations , fascicule 4, Access to School, Access to Employment*, Niamey, 2009, p. 15.

¹⁴ ILO/IPFCL, “NAP on Child Labor in Niger”, *op. cit.*, p. 4.

¹⁵ ILO /IPFCL, NIS, *Preliminary Report, Basic Study Mines Project*, Niamey, October 2008, p. 20.

¹⁶ UNICEF, CNESS-BOZARI, *Report on the Study on Orphans and Other At-Risk Children*, Niamey, 2005.

¹⁷ Ministry of the Promotion of Women and Child Protection, Office of Child Protection, *Mid-Course Assessment : World Fit for Children*, Niamey, 2007.

Outside of this information, it is very difficult to gather figures on other sectors of activities because of the mobile nature of these children or the fact that they are not visible. However, numerous children are engaged in begging in the street or leading beggars in Niger. These are child guides, subjected to the authority of a blind relative and forced to accompany them in the street to beg. On the same sidewalks, they run into other children forced into begging by *marabouts* [religious figures] à priori responsible for their religious instruction: talibé children¹⁸. In 2007, CARITAS Niger was nevertheless able to conduct a study in various Coranic schools in Maradi, Niamey and Agadez and found 40,358 *talibé* children¹⁹, without, however, being able to determine the percentage of children whose situation could be qualified as trafficking.

With respect to child domestics housed by their employer, their number is extremely difficult to determine.

Finally, sexual exploitation for economic gains threatens large numbers of young girls (case of young girls in Firji, in the region of Maradi). In West Africa, the most common form of child trafficking is the continuation of a traditional practice – often a survival strategy – as a result of which children are “placed” into families where they are assigned menial tasks. This practice is increasingly more often used to exploit children, both in their home and outside. Today, child trafficking is found in many forms. Some children are kidnapped, others are duped, and still others agree unconsciously to be the subject of trafficking, seduced by the promise of earning a bit of money without being aware of the level of exploitation to which they will be subjected. Child trafficking is always part of a trip, either within – for example from the country towards the city (children are generally sent or taken by adults, very often by *marabouts*, towards urban centers) – or towards another country (Nigeria, Libya are the destinations most frequently taken by “traffickers in human beings”). The children are subjected to a whole series of violations of their rights which takes the form of abuse and mistreatment²⁰. The use of force or of all forms of coercion is not a necessary condition in order that the recruitment, transport, transfer, hosting or welcome of one or a number of children for exploitative ends be considered trafficking²¹.

Another form of child labor in Niger is that of household employees (or “little domestic maids”²²). Domestic labor²³ of children is a concept which encompasses very different situations, in that it may run the gamut from cases that are not serious to the most unacceptable exploitation. Many children who work in families, out of sight and in difficult work conditions, are girls (boys as a last resort) for this labor is considered the only option possible for them. Child household employees generally do not receive any salary, only a flat rate and room and board. Many do not attend school and they must be available all day long for domestic tasks.

All of these phenomena are of course relatively different but they are also linked by the same overriding necessity: generating revenue in the short term. They also have a common characteristic of considering the person as property and denying his/her dignity²⁴.

¹⁸ Ministry of Public Health and the Fight against Endemics, Ministry of Basic Education, Helen Keller International, *The Talibé*, Niamey, Imprimerie IMBA, 8 pages.

¹⁹ CARITAS Niger, *Children in Coranic School*, ENDA TM-Jeunesse Action, Jeuda 118, May 2007.

²⁰ Nigerien Association for the Defense of Human Rights (NADHR), *Study on Trafficking in Persons*, Niamey, 2005, p. 1.

²¹ ILO/IPFCL, *The Forced Labor of Children: Mechanisms and Characteristics*, Geneva, 2007.

²² MPW/C/P, AFEC/N, UNICEF, *Code of Good Conduct for the Promotion of Better Practices for young domestic “maids” in situation of migration in Niger*, UNICEF, Niamey, 2008.

²³ According to a study of the Network of Social Protection in Africa, domestic labor is part of the most frequent categories of labor. On this subject, see JENS ANDVIG et alii “Issues on Child Labor in Africa”, in *Africa Region Human Development Working Paper Series*, September 2001 (www.worldbank.org/childlabor/).

²⁴ DENNER, Ch, DIOP, A-A, O., COULIBALY, M., SEYNI, K., YAHAYA, M., *Niger-Childhood At-Risk, Analysis of Problems, Associative Response, Recommendations, fascicule 2 « Child victims of labor or exploitation »*, Niamey, 2009, p. 13.

4.2. Vulnerability of Children to the WFCL in the Nigerian Context

The causes of child labor in Niger are multiple but can be divided as follows : socio-economic causes, socio-cultural causes, legal and institutional causes, demographic causes and factors linked to the educational system.

4.2.1. Socio-Economic Causes

Niger is one of the poorest countries in the world. Its fragile economy is largely based on agriculture and livestock breeding (three out of four Nigeriens derive their income from the land)²⁵. The weak growth rate, inflation, and external and internal imbalances which characterize it, strongly affect the population's standard of living. Thus the belief that the deep poverty of the Nigerien population is the major cause for child labor.

The unemployment rate is another cause of child labor in Niger. It currently stands at 15.9% ; it is more significant in urban areas (19.4%) than in rural areas (15.18%). Women are more affected by unemployment with a rate of 24.95% compared to 11.78% for men; those aged 15 - 29 record the highest rates (23.66%)²⁶. Persons most susceptible to unemployment are those with a relatively low level of education.

Youth unemployment as a cause of child labor is accentuated by the rural flight of children and families from rural to urban areas or abroad and the series of social and political crises which have led to an acute degradation in public finances and the slow-down in activities of production.

The Government's disengagement has led to a broadening of the informal sector, to the disappearance of agricultural credit, dwindling support for producers, the low rate of use of agricultural inputs, and consequently a recourse to rural flight and weak economic growth which are the indisputable causes of child labor in Niger.

4.2.2. Socio-Cultural Causes

The weight of tradition is crucial in social attitudes and conduct in Niger. Traditional culture erected labor as a tool for the education and initiation of the child into his/her role and his/her future tasks within the community. This practice has currently become a significant source of children beginning in the WFCL.

The sexual abuse and exploitation of minors (prostitution, rape, molestation, corruption of minors, incest, etc.) are social phenomena which are becoming widespread in Niger. Although they are punishable by law, these acts are often not reported out of a sense of shame, or in order to save the honor and cohesiveness of the family. Social and cultural prejudices as well as the predominance of gender-based violence add to the difficulty of protecting them from trafficking. Child labor is so engrained in customs and local habits that neither parents nor children realize that it is against the interest of the child and that it is illegal.

4.2.3. Legal and Institutional Causes

²⁵ On these socio-economic indicators, see NIS, EDSN-MICS 2006, pp. 33-34.

²⁶ See Office of the Prime Minister, Permanent Secretariat of the SPR, *Development Strategy for Poverty Reduction, 2008-2012, op. cit.*

We can cite the outdated nature of some legislative and regulatory texts (particularly the labor code which has not contributed much to the system of apprenticeship), ignorance of these texts with priority given to customs, the increasing marked disengagement of the Government in the area of social action, limited access to training and apprenticeship (the system is dysfunctional) and the ill-adapted educational system and deficiencies in the health system, etc.

In addition, the practical conditions of implementation of some legislative measures has not followed. Thus, in the application of Ordinance 99-11 of 14 May 1999, on the creation, composition, organization and attribution of jurisdictions for minors, the notable progress in the form of systematic information, placement in family or welcome centers, monitoring of minors by social workers has been cancelled out because of the absence of funding for social services of justice meant to conduct studies, the absence of socio-educational centers and sufficient social workers, etc.

The same is true for the allocation of services of the State of the means to implement adopted laws: law on consumption of narcotics, law on cinematography, slavery, etc.

4.2.4. Demographic Causes

The age pyramid reflects the high fertility rate of Nigerien women (7.1 children per woman), one of the highest in the world²⁷. For the last 25 years, Niger has seen a constant down-swing in population age; the median age has dropped from 15.1 years in 1992 to 13.2 years in 2006 (half of the population of the country)²⁸. This demographic pressure added to the high population density leads to the migration of rural populations towards towns and abroad. The demographic growth increases not only the rural and urban family needs and expenses and but also facilitates the work of children not in school and/or victims of all forms of economic, sexual exploitation, etc.

4.2.5. Factors Linked to the Educational System

Low school attendance and the high dropout rate, the poor condition and lack of supervisory structures or support and child training, the shortage of qualified instructors also contribute to child labor. The availability and quality of school infrastructures should be included among the crucial factors. Numerous communities suffer from a lack of adequate school infrastructure. And even when schools exist, education is not always perceived by children and their parents as a viable alternative. For some families, education is simply inaccessible. Even if it is "free", it carries a substitution cost given the lack of revenue generated by priority given to education. Furthermore, education is often of poor quality; children and their parents often consider that it is ill-adapted to local conditions and needs.

Thus, the social environment in which students study is not conducive to success. In rural areas (especially nomadic regions), extra-curricular concerns on top of school work win out over school. Particularly for girls, domestic labor is a real stranglehold.

4.3. Consequences of Child Labor in Niger

Child labor can have consequences on the individual, family and national levels.

4.3.1. Individual Consequences

²⁷ For statistical data on the population of Niger, see DSHMI-2006.

²⁸ *Ibid.*

With respect to health and security, children who work run more risks than adults because they are still in the growth and development stage ; they are more vulnerable to professional risks, exposure to dust, chemical products or other substances as well as excessive physical effort which could engender irreversible damage.²⁹ Furthermore, machines and tools designed for adults are not adapted to the physical and mental skills of younger workers. Children's development is also hindered by the absence of play and leisure with other children. They are subjected to numerous forms of violence (fights, insults, rape, etc.) and to the danger of life on the street (accidents, illnesses, drugs, lack of hygiene, etc.). Finally, they are psychologically damaged. But it is exploitative situations which weigh the most on the affective and psychological development of the child.

4.3.2. Consequences for the Family

Young people show a desire for self-sufficiency at an early age, whether by pursuing studies, migration, marriage or starting a household. Child labor enables the child to take care of his/her own needs and to make a direct financial contribution to the already insufficient parental income to cover the needs of a large family. This contribution is, however, very insignificant in a context where work is difficult to find. The economic vulnerability of the most disadvantaged strata deprives them of any possibility of helping their children who, in turn, renounce the path to success by studies, careers, professions.

4.3.3. National Consequences

Child labor puts a break on the economic development of the country. Child workers have no chance of escaping the poverty into which they were born, or to contribute to the development of the society . Moreover, their offspring are condemned to repeat the same scenario. Hence the vicious circle of poverty where child workers live as the poor and underprivileged. The hopes inspired by speeches on development are often dashed. Daily reality takes priority at an age where normally children are allowed to dream of a future life. The young people feel powerless, incapable of acting against the

²⁹ Regional and national consultations brought out the existence of the following individual consequences : in the rural sector, child workers are subjected to snake bites, scorpion bites, injuries due to manipulating sharp tools, risks of contracting various animal diseases, intoxication from chemical products, general fatigue, herding animals, kicks or butting from animals, dropping out of school and retarded development.

Children working in the sector of manufacturing industries can be subject to accidents due to handtools and machines. They are exposed to problems of fire and consumption of narcotics. They can be victims of physical exhaustion due to intense labor and subjected to difficult conditions of general hygiene (lack of toilet facilities) and linked to labor (noise, vibration, gas, smoke and dust).

Children working in the sector of artisanal mines, quarries and extractive industries run serious and frequent risks of landslides, ores falling during transport, breaks in the transportation chain, asphyxiation and respiratory illnesses, general fatigue leading to psychological problems (overwork), not to mention aches and other social risks (particularly prostitution, dropping out of school, etc.)

Moreover, children who work in artisanal mines, quarries and extractive industries are exposed to all sorts of risks – social, psychological, physical – which are, for some, particular to this sector. Their lack of physical maturity exposes them to work-related accidents and they are not always aware of the risks that they run by their activity and in their workplace (quarries, mines, extractive industries). In addition to a number of diseases and accidents, we also note perforations, fractures or the total loss of limb, burns, skin diseases, visual and hearing loss, respiratory and gastro-intestinal illnesses, fever, headaches caused by unbearable heat in mines and quarries. Furthermore, violence, drug-addiction, and criminality are commonplace. It is, moreover, not rare to find a total lack of school facilities in these areas.

Finally, children who work in the social sector are easy targets because they can be subject to physical aggression, prostitution, sexually transmitted diseases (STD), HIV/AIDS. They are exposed to accidents on the streets and to general fatigue.

factors which transform them into broken down, dependent, individuals and the idea that only support or aid will be able to allow them to escape from this frequent roadblock. How can one be respected as a whole person, take care of oneself, take advantage of basic services, health care, education, housing, be able to freely express oneself, to be heard, loved....without money, work, salary?

4.4. National Response against Child Labor

4.4.1. Political Framework of the State

Niger has ratified almost all of the regional and international legal instruments on children's children (CRC, CRRPR, ACRWC, etc.) in general and particularly those with respect to the rights of child workers (e.g. Conventions # 138, 182, Palermo Protocol.).

On the national level, the Labor Code established by Ordinance # 96-039 of 29 June 1996 regulated child labor and takes into account the measures of related regional and international texts. Section III of this ordinance is particularly devoted to child labor, which illustrates the legislature's interest in the fight against this scourge.

Labor Articles 99 and 100 of the Labor Code integrate into the domestic legal mandate the main measures included in international texts. However, significant omissions remain.

With respect to the field of education, the Constitution as well as numerous treaties, conventions and charters ratified by Niger provide adequate frameworks for promoting quality education.

4.4.2. Institutional Framework and General Application Measures

The Government has made enormous efforts in the framework of the promotion of children's rights, particularly :

- the establishment of the National Commission on Human Rights and Basic Freedoms (NCHR/BF) ;
- the establishment of a Department of Human Rights under the Ministry of Justice ;
- Adoption of Ordinance 1999-11 of 14 May 1999 on the establishment, composition, organization and attribution of jurisdictions for minors ;
- establishment of a Unit in the Fight against Child Labor under the Ministry of Public Service and Labor (decree #0380/MFP/T/DGAT/FP/DTSS of 5 April 2005 on the establishment and attribution of a special unit called: Child Labor Unit);
- adoption of law # 2003-025 of 13 June 2003 on reform of the Criminal Code in articles 232 and following and 270 and following which makes provisions for and cracks down on infractions on slavery and female genital mutilation (FGM) ;
- a Commission responsible for legislative reform with respect to criminal, civil and commercial issues was established by decree # 0079/MJ/GS/MCRP of 11 November 2003. This Commission is charged with examining proposals for texts and their drafting ;
- under the framework of the program for support of legal reform, wings for minors have been designated in correctional facilities. The facility in Niamey has been operational since 1999 ;
- the establishment of a Ministry of the Promotion of Women and Child Protection, a Division remains under the Ministry of Public Health;

- operation permits were granted to numerous NGOs and associations working in the field of protection of children's rights and has led to the establishment of a Coalition of NGOs in Africa (CNGOA) ;
- a bill for a Code of the Child which was drafted and adopted in 2005 ;
- adoption of a "Sector-Based Policy for Instruction and Technical and Professional Training (PTIT)³⁰ » ;
- adoption of a tax for professional training (0.5%) paid by employers to the National Treasury;
- a proposal for a list of dangerous work ³¹ adopted in 2003 and reformulated in July 2009 at the request of the Nigerien Government, etc.

4.4.3. Actors Involved in the Fight against Child Labor

Actors in the fight against child labor have at their disposal a coordination structure (The National Steering Committee in the against Child Labor), established by ministerial decree. This is a structure which brings together the Government and employer and worker representatives, NGOs and associations as well as development partners. This Committee meets periodically, in this case quarterly, to evaluate the status of activities and enumerate the continuing constraints.

Thanks to the work of NGOs and associations, children have been removed from some work sites such as mines, quarries, slaughterhouses, tanneries, to be enrolled in school when possible or placed into apprenticeships.

As for employer and worker organizations, they have been pioneers in promoting international labor standards, including the prohibition of child labor. These organizations continue to play a major role in ongoing efforts to fight child labor.

Finally, development partners are working with Niger in implementing actions in the fight against child labor and its worst forms.

5. Description of Intervention

5.1. Guiding Principles

The NAP was developed and implemented in the framework of the SDRP, the United Nations Development Aid Framework (UNDAF) and, thereby, sector-based development programs. It supplements and strengthens Niger's objectives set out in the various social and economic development policies, particularly in the overall framework of the SDRP, the National Policy of Child Protection (NPCP) of 1999, the Ten-Year Program for Education Development (TPED), the Policy of Instruction, Professional and Technical Training, the Plan of Health Development (PHD), the National Policy of the Promotion of Women, the National Strategic Framework in the Fight against AIDS, as well

³⁰ Decree # 2006-026/PRN/MFPT/EJ of 16 March 2006.

³¹ The list proposed and adopted in 2003 was reviewed by three (3) labor groups during a workshop held in Ayorou, 2 July 2009.

as the Declaration of the National Policy on Population (DPNP). Moreover, it supplements and also benefits from a number of other sector-based policies.³²

Implementation of the NAP will be guided by the spirit and letter of the relevant national and international instruments, including particularly : the Constitution, the Labor Code, the Millenium Development Goals (MDG), the Initiative for Education For All (EFA), the Convention on Children's Rights, the ILO Conventions, the various legal instruments on children's rights, etc. All efforts are designed to contribute to the long-term elimination of child labor. To this end, the National Action Plan is based on the following principles :

In its SDRP (2008-2012), the Government committed to improve the welfare of its population in general and more specifically to eliminate the Worst Forms of Child Labor; the SDRP reaffirms the importance of this consideration of child protection to achieve the MDGs.

- In its NPCD of 1999, Niger committed to promoting access to preschool education and to strengthen the legal and institutional framework on child protection; to increase awareness of the population on texts related to children's rights and to help 12 categories of children : abandoned children and children of child mothers without resources; child orphans with no support; mistreated children; children of mental-disabled or incarcerated mothers; disabled children; children in trouble with the law children in conflit with the law ; child workers ; street children ; *talibés* ; drug-addicted children; young girls working as prostitutes and children of broken families.
- In its TPDE, the second phase of which has begun (2008-2010), the Government of Niger committed to encouraging the social demand for education and the promotion of primary school attendance for girls according to an operational strategy which is based on three pillars: la focus of the program on activities to be carried out on the local level through making educational teams and School Management Committees (SMC) more accountable ; the recruitment of women instructors in rural areas promote school attendance for girls ; the establishment of incentivizing measures for mothers, particularly subsidizing revenue-generating activities (AGR), to reduce direct and opportunity costs linked to girls' school attendance. However, actions are planned to improve preschool instruction and non-formal education of youth aged 9 to 15 as well as literacy.
- In the resolution adopted during the Millennium Summit held in New York in 2000, Niger made the commitment to implement development policies to reduce poverty and hunger (MDG 1); ensure primary education for all (MDG 2) ; reduce mortality of children under age 5 (MGD 5) and ensure a sustainable environment (MDG 7).
- For a greater effectiveness of actions, consultations with local communities and authorities are indispensable in view of their signing on to the philosophy and the principle of eliminating child labor, with priority given to eliminating its worst forms.

³²The Strategy for Rural Development (SRD), the National Micro-Finance Strategy, the Framework Program for Professional Integration of Youth, the Policy and Strategy for Water and Decontamination, the Management Strategy for the Urban Environment as well as the National Strategy for Conflict Prevention and Management, the National Transportation Strategy (NTS), the National Development Plan for Infrastructure and Information Technology, the National Strategy for Urban Development, the priority Program for Kickstarting the Private Sector, the National Policy on Communication for Development (NPCD).

- Children engaged in child labor will be involved in the implementation of interventions.
- NAP implementation will adopt a multi-sector approach which will involve all actors concerned, both far and wide, with the issue of child labor. It will take advantage of the existing potential while also avoiding duplication or overlap.
- In short, "in the medium- and long-term, the vision of Niger is that the Nigerien child will be able to achieve his/her potential, enjoy all of his/her rights, with at his/her disposal with access to the means necessary to allow him/her to become an adult and able to fend for him/herself and to contribute to the development of his/her community"³³.

5.2. NAP Objectives and Strategies for Action

The NAP aims to eliminate the worst forms of child labor. It provides a framework of reference for all actions conducted on the national scale.

5.2.1. Overall Objective of the NAP

The overall objective of the NAP is to eliminate the worst forms of child labor by 2015 and to contribute to the elimination of all other forms of child labor by 2025 at the latest.

5.2.2. Specific Objectives of the NAP

The specific objectives targeted by this NAP are the following :

1. **Objective** : Standardize the legal framework and adapt it to the international instruments with respect to child labor.
2. **Objective** : Provide information on the problems of the WFCL as well as laws, policies and interventions for their eradication to public and legal authorities, local leaders, parents, children, those who use children, and educators in view of the effective application and mobilization against the WFCL.
3. **Objective** : Improve awareness of the WFCL by the implementation of a system of collection, processing and dissemination of information and data on child labor.
4. **Objective** : By 2015, make available to all boys and girls who have not been able to continue or complete basic education or children removed from the WFCL educational alternatives, particularly in professional training or improvement centers .

³³ Declaration formulated during the workshop on framing the policy of the promotion of women in December 2008.

5. **Objective** : Establish and render operational an institutional system for child victims of abuse and exploitation
6. **Objective** : Reduce the vulnerability of families and children with respect to the WFCL by the implementation of community development programs integrating health education, prevention, rehabilitation, socio-economic reinsertion/reintegration of children engaged in or removed from the WFCL.

Each Objective is part of a strategic focus enabling a description of the issue raised and envisioning actions to be taken by the concerned structures, based on the time period for completion of the NAP.

5.2.2.1. Strategic Focus# 1 : Standardization of Legislation

Objective 1 : Standardize national legislation and adapt it to international instruments with respect to child labor.

Description of problem : The analysis of the legal framework certainly points out a number of positive results on the legal level, but significant efforts should be made towards a standardization of national legislation with international texts signed and ratified by Niger.

Despite the existence of a legal arsenal combined with the establishment of jurisdictions for minors throughout the entire country, some obstacles still remain. The structures and human means which should support these jurisdictions do not exist. In addition, we note shortcomings on the aspects of the elimination child labor and suppression of abuse, particularly with respect to the WFCL, on the exploitation of children in informal activities, in domestic labor, etc. Furthermore, the list of dangerous labor has not yet been adopted. It is clear that national legislation has not been standardized with international instruments with respect to child labor.

Actions to Be Taken :

- 1.1. The Ministry of Public Service and Labor, in collaboration with the Ministry of Justice, will ensure the integration – into the Labor Code to be revised and the Code of the Child to be adopted – measures prohibiting the WFCL, including in the informal economy, domestic labor (with regulation of the practices of “placed” children) and the cash crops economy. It should, furthermore, collaborate with the Ministry of Justice to create conditions for a consistent application of this legal framework by making legal actors and labor inspectors accountable through a program established to this end and available everywhere needed. Under the framework of the adoption and application of this adequate legislation guaranteeing the rights of child victims of the WFCL, the official list of dangerous labor prohibited for children (cf. Actions 1.2.) fera l’objet d’a reference expresse.

Project Leader : Ministry of Public Service and Labor.

Partners: Ministry of Justice, Ministry of the Promotion of Women and Child Protection, Technical and Financial partners.

Time Frame: 2010-2011.

- 1.2. The Ministry of Justice, in collaboration with the Ministry of Public Service and Labor and other concerned partners, will undertake to adopt and enforce texts to strengthen existing measures in the Criminal Code and Criminal Procedure Code with respect to forced labor, practices resembling slavery, child trafficking, the use of children in armed conflicts, sexual exploitation of children, and other practices under Article 3 (a), 3(b) and 3(c) of Convention # 182 and of the Optional Protocol to the CRC concerning the sale of children, child prostitution, and pornography with child actors. This work of standardization will put at the disposal of judges legal instruments which are consistent and in accordance with regional and international instruments on issues related to children's rights, especially those who are victims of the WFCL. The Ministry of Justice will also be able to draft and implement bilateral agreements with neighboring countries to fight against child trafficking.

Leaders: Ministry of Justice and Ministry of Public Service and Labor.

Partners: Ministry of the Promotion of Women and Child Protection, technical and financial partners.

Time Period: 2010.

- 1.3. The Ministry of Public Service and Labor, in collaboration with other concerned partners, will adopt and publish the list of dangerous labor drafted in accordance with article 4 of Convention # 182 based on directions in Recommendation # 190. To ensure the population's, parents', childrens' and other actors working with the child'd more thorough awareness of the WFCL, the official list of dangerous labor, the Code of the Child will be disseminated through awareness-raising, mobilization, advocacy, seminars and workshops for actors involved in the fight against the WFCL in order to have related texts enforced, including the list of activities prohibited for children.

Project Leader : Ministry of Public Service and Labor

Partners: National Labor Council, Ministry of Justice, Ministry of the Promotion of Women and Child Protection, Ministry of Population and Social Reforms, social partners, Technical and Financial partners.

Time Period: 2010.

- 1.4. The Ministry of Public Service and Labor, in collaboration with the Ministry of Professional and Technical Training and other partners, will adopt texts allowing for providing essential services of prevention, welcome, listening to problems, counselling, support and social reintegration of children who have dropped out or never attended school and who are victims of the WFCL, girl victims of early and forced marriages, child HIV/AIDS orphans, children living with or affected by HIV/AIDS rejected by local communities, street children, children in trouble with the law. Thus, the Ministry of Public Service and Labor will adopt in collaboration with the Ministry of Professional and Technical Training, texts encouraging the establishment of professional and technical training centers in all regions for child victims of the WFCL and those who have dropped out or never attended school.

Leaders: Ministry of Public Service and Labor, Ministry of Professional and Technical Training.

Partners: Ministry of the Promotion of Women and Child Protection, National Labor Council, Ministry of Justice, social partners, Technical and Financial partners.

Time Period: 2010-2015.

The Ministry of Justice, in conjunction with the Ministry of Public Service and Labor and the Ministry of the Promotion of Women and Child Protection, will complete activities of capacity building and strengthening of departments responsible for the application of laws and texts on child protection to strengthen the application of Ordinance 99-11 of 14 May 1999 on the creation, composition, organization and attribution of jurisdictions for minors; it will also complete activities for advocacy so that all prisons include a section reserved for minors ; it will guarantee an effective application of the legal framework meant to protect child victims of the WFCL ; it will develop and implement legal services programs designed specifically for children in trouble with the law.

Project Leader : Ministry of Justice.

Partners: Ministry of Public Service and Labor and Ministry of the Promotion of Women and Child Protection.

Time Frame: 1st quarter 2010-end of 2012.

5.2.2.2. Strategic Focus# 2 : Information and Awareness-Raising /Mobilization

Objective 2 : Publicize problems of the WFCL as well as laws, policies and interventions for their eradication to legal and public authorities, local leaders, parents, children and those employing children and educators in view of an effective mobilization and application against the WFCL.

Description of problem : In Niger, child labor has always been a major challenge that the Government, NGOs and associations involved in the fight against child labor, just as trade organizations try to raise. However, the Nigerien population as well as authorities are very unfamiliar with the problems of the WFCL. A good part of the population does not understand the concept and the legal measures with respect to child labor. Many public actors are not familiar with the language of laws prohibiting child labor. A certain indifference to or even tolerance for child labor and its worst forms has been noted.

Nigerien public opinion is very little or not at all aware of the dangers which threaten children working in dangerous conditions and of the punishment reserved for those who abuse their availability. There is little or no media communication (radio, television, newspapers, posters) in national languages to reach the public at large.

The awareness-raising of decision makers, various actors and the population is of utmost necessity

Actions to be Taken:

2.1. The Ministry of Public Service and Labor, in collaboration with other partners, will complete activities of information, awareness-raising, increasing the public's consciousness through seminars, colloquia, meetings and campaigns targeting employers in the formal and informal sectors in order to promote the prevention, the fight against the WFCL and their eradication.

Project Leader : Ministry of Public Service and Labor

Partners: The Ministry of the Promotion of Women and Child Protection, employers' organizations, NGOs and associations, and the inter-union in the fight against child labor.

Time Frame: 2010-2015.

2.2. The Ministry of the Promotion of Women and Child Protection, in conjunction with the Ministry of Population and Social Reforms and civil society organizations will complete activities of information, awareness-raising and increasing the public's consciousness via meetings and a campaign targeting parents on the concept of child labor, the nature, causes and consequences of child labor and especially of the WFCL.

Project Leader : Ministry of Promotion of Women and Child Protection.

Partners: Ministry of the Population and Social Reforms, Ministry of Public Service and Labor, civil society organizations involved in the fight against child labor.

Time Frame: 2010-2015.

2.3. The Ministry of National Education, in collaboration with the Ministry of Public Service and Labor, and other partners, will complete activities of awareness-raising on children attending school or not, thanks to games, film screenings, summer camps, public information clips, cartoons, a film bus, a campaign on issues of child labor, its worst forms and the importance of education. Particular attention will be given to domestic labor, the problem of "placed" children, sexual exploitation of children and dangerous jobs.

Project Leader : Ministry of National Education.

Partners: Ministry of Public Service and Labor, Ministry of Population and Social Reforms, Ministry of the Promotion of Women and Child Protection, the youth parliament, youth organizations, media organizations, community radio stations, NGOs and associations involved in the fight against child labor.

Time Frame : 2010-2015.

2.4. The Ministry of Public Service and Labor, in collaboration with other partners, will complete activities for awareness-raising, mobilization and advocacy for the adoption and distribution of the Code of the Child, distribution of national texts and regional and international conventions (CRC,

Conventions # 138, 182 of the ILO and the African Charter on the Rights and Welfare of the Child) in order to make the population aware of them and to raise their awareness of the dangers linked to child labor, particularly in its worst forms.

Project Leader : Ministry of Public Service and Labor.

Partners: The Ministry of the Promotion of Women and Child Protection, the National Commission on Human Rights and Basic Freedoms, NGOs and associations involved in the fight against child labor, opinion leaders, religious leaders and traditional chiefs.

Time Frame: 2010-2015.

5.2.2.3. Strategic Focus# 3 : Improvement of Awareness of Child Labor

Objective 3 : Improve awareness of the WFCL by the establishment of a system of collection, processing and dissemination of information and data on child labor.

Description of the problem : We note the lack of reliable data on the extent, natures, causes and consequences of child labor. The decisions to establish a monitoring system for child labor was indeed made by the Government, but this system is not yet operational. Better awareness of child labor would open the way to designing strategies which would allow for a more effective fight against child labor and more particularly the WFCL. This would also allow for the measurement of the impact of interventions in the various contexts in the country.

Actions to Be Taken:

3.1. The National Institute of Statistics and the Ministry of Economy and Finance, in conjunction with other partners, will conduct studies in order to have reliable and sufficient basic data ; they will regularly update existing data by specific investigations to update knowledge of child labor, particularly through the integration of the problem into socio-economic and demographic surveys with multiple indicators, as well as the preparation and dissemination of thematic reports on the subject.

Project Leader: National Institute of Statistics and the Ministry of Economy and Finance

Partners: Ministry of Public Service and Labor, Ministry of Communication, Ministry of the Promotion of Women and Child Protection, Ministry of Population and Social Reforms, Ministry of the Interior, Public Safety and Decentralization, Ministry of Justice, National Labor Council , NGOs and national and international associations involved in the fight against child labor, technical and financial partners.

Time Frame: Late 2010- Late 2014.

3.2. The Ministry of Public Service and Labor, in collaboration with the National Institute of Statistics, researchers (university and institutes) and other concerned ministries, will establish a

strategic watch to identify new problems linked to child labor and more particularly to the WFCL which crop up and follow the evolution of those existing on the situation in reference to children involved in labor.

Project Leader : Ministry of Public Service and Labor.

Partners: National Institute of Statistics, the Ministry of the Promotion of Women and Child Protection, the Ministry of Population and Social Reforms, the Ministry of Professional and Technical Training, the National Labor Council, social partners, NGOs and national and international associations involved in the fight against child labor.

Time Frame: 2010-2015.

3.3. The Ministry of Public Service and Labor, in conjunction with the National Institute of Statistics and other concerned partners, will establish a system for collection, processing and functional distribution of information and data on child labor and more particularly on the WFCL. The various reports of investigations, studies (cf. Actions 3.1. and 3.2.), periodic reports on child labor will allow for the establishment of a national WFCL cartography which will be updated each year to guide the interventions of this NAP. Moreover, the studies and investigations conducted will encourage the exchange of information on the national level, the participation in regional and international meetings on issues related to the WFCL.

Project Leader : Ministry of Public Service and Labor.

Partners: The National Institute of Statistics, the Ministry of the Promotion of Women and Child Protection, the Ministry of Population and Social Reforms, the Ministry of Professional and Technical Training, the National Labor Council, social partners, NGOs and national and international associations involved in the fight against child labor.

Time Frame: 2010-2011

5.2.2.4. Strategic Focus# 4 : Education and Training

Objective 4 : By 2015, ensure universal school attendance at the primary level, improve secondary school access, make available to all girls and boys who have not been able to continue or complete basic education or children removed from the WFCL alternative forms of education particularly in training or professional improvement centers and develop non-formal education.

Description of problem : Under the SPR framework, education is an important driving force in the fight against poverty and completion of the 2nd MDG. The objectives of the TPDE implemented in Niger cover all the specific objects of a "World Fit for Children" concerning "the availability to all of a quality education." Although the Government, with the support NGOs, associations, social partners and TFP, has conducted significant discussions to reform and revitalize policies on education training, much work remains to be done : according to the MNE, the net rate of school attendance at the primary level in 2007 was 57 % for the country on the whole, with significant gender disparities: 47 % for girls and 67 %

Comment [B1]: Si the percentage des girls is de 47, is-this possible that that of garçon soit 67%. A mon avis c'ds 53%

for boys³⁴ (disturbing phenomenon!). Moreover, educational objectives and content remain to be adapted to the realities and needs of young people. It is urgent to reconnect school and training with the work world by taking into consideration the socio-cultural values and aspirations of young people and their families. Professional training is an essential step for the large majority of children who are not in school or who leave school before the secondary level. The lack of adequate academic infrastructure, qualified personnel in sufficient quantity, teaching materials, accessibility and the inappropriateness of curricula constitute major obstacles to school attendance for children. Furthermore, tuition fees discourage some parents from sending their children to school. For at-risk groups, the lack of school cafeterias contributes to the drop-out rate and the development of child labor. Parents must also be convinced of the value of education. Traditional and cultural practices can also have negative effects in access and the continued attendance of children in school. This poor performance may thus be explained by a set of factors, particularly the parents' negative perception of school, especially for girls, and an educational development strategy based essentially on supply, the lack of actions to stimulate social demand for education (absence or insufficiency of school cafeterias, distance of schools, and absence or insufficiency of latrines, very few special facilities for disabled children, only a few mainstreamed classes, etc.). These gaps and insufficiencies make for a number of challenges to be met to achieve the MDG by 2015 and especially the goals of Education For All.

Actions to Be Taken:

4.1. Universal Primary Education

4.1.1. The Ministry of National Education, in collaboration with the Ministry of Public Service and Labor, will revise the academic map in order to offer the most disadvantaged groups, particularly boys and young girls in rural areas, a better school coverage which will enable them to attend primary school (formal basic education : public, private and community basic cycle I).

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of mother educators, Basic Cycle I education superintendents, religious leaders, traditional chiefs, NGOs and national and international development associations, and technical and financial partners.

Time Frame : 2010-2015.

4.1.2. The Ministry of National Education, in collaboration with concerned Ministries and partners, will reformulate academic curricula by including therein children's rights (program booklet, texts and guides) in order to move towards a partly modular system designed to retain the integrity of the school unit while making it more attractive for the population. Also, the Ministry of National Education will create, test and validate new programs and educational tools for preschool and basic cycle I ; it will ensure the training of preschool educators, trainers for teacher's colleges, inspectors, counsellors and instructors to provide the implementation of new programs and educational tools. Moreover, the Minister will create a National Curriculum Commission with the scientific and technical supervision of an international institution or consultants with proven expertise and experience in curriculum development. Finally, teams will be created by sectors which will work in their specific field based on directions defined by the Ministry of National Education.

³⁴ SPR, 2008, cited in *Study on Revisions to the National Policy on the Promotion of Women and the National Policy on Child Protection*, July 2009, p.15.

Project Leader : Ministry of National Education .

Partners: The Ministry of Public Service and Labor, social partners, superintendents of basic cycle I education, NGOs and national and international development associations, and technical and financial partners.

Time Frame: 2010-2012.

4.1.3. The Ministry of National Education, in collaboration with decentralized communities, will develop a program for construction of school infrastructure based principally on construction (especially in areas where children are exposed to exploitation in mines, quarries and other extractive industries), rehabilitation and equipping of classrooms (it also includes improvements in the environment of schools by the construction of latrines and the search for solutions to maintenance and management problems of the property in the sector).

Project Leader : Ministry of National Education.

Collaborators : The Ministry of Public Service and Labor, communities, social partners, associations of parents of students, associations of mother educators, superintendents of basic cycle I education, religious leaders, traditional chiefs, NGOs and national and international development associations and technical and financial partners .

Time Frame: 2010-2014.

4.1.4. The Ministry of National Education, in collaboration with decentralized communities, will ensure the provision of free school textbooks to contribute to improvement in the quality of basic preschool instruction, basic cycle I education, through better availability and greater accessibility of school textbooks (booklets, textbooks, guides, etc) and other quality teaching materials in sufficient quantity.

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of mother educators, school management committees, superintendents of basic cycle I education, religious leaders, traditional chiefs, NGOs and national and international development associations and technical and financial partners.

Time Frame: 2010-2011.

4.1.5. The Ministry of National Education, in conjunction with social partners, will make available to the educational system and at the appropriate time, a quality teaching staff and of sufficient number (the recruitment of contract employees for basic cycle I education will be based on a test after which the contract employees will be made available to the teaching superintendents of basic cycle I who will place them in schools where they will sign a contract, the renewal of which is based on an evaluation by the supervisory staff with respect to the professional aspects and the analysis of the community with respect to the obligations of the contract employee, as defined in the terms of the contract).

Project Leader : Ministry of National Education .

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of mother educators, the superintendents of basic cycle I education, traditional chiefs, NGOs and national and international development associations and technical and financial partners.

Time Frame: 2010-2012.

4.1.6. The Ministry of National Education, in collaboration with civil society organizations, will stress the school attendance of young girls through awareness-raising on a national level with particular attention given to targeted areas and the implementation of a participative approach by the involvement of the population of these targeted areas.

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of mother educators, superintendents of basic cycle I education, students, instructors, religious leaders, traditional chiefs, NGOs and national and international development partners and technical and financial partners.

Time Frame: 2010-2015.

4.1.7. The Ministry of National Education, in conjunction with decentralized communities, can promote the idea of quality schooling (i.e., a school of, by and for the community) in order to improve the internal and external performance of schools and involve communities in school management in order to accept the principle of the development in each school of a program of intervention which utilizes the efforts of all on the basis of the analysis of concrete real-life problems.

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of mother educators, superintendents of basic cycle I education, the school instructional team, development partners, religious leaders and traditional chiefs.

Time Frame: 2010-2015.

4.1.8. The Ministry of National Education, in collaboration with the population and social partners, will adopt a program to adapt schools to rural realities in order to develop quality schools in rural areas which ensure both annual recruitment and an educational continuity leading to a single classroom (experiment conducted in various villages characterized by their distance from others, or by a nomadic population or by its distance from an existing school).

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, concerned populations, NGOs and national and international development associations and technical and financial partners.

Time Period: 2010-2015.

4.1.9. The Ministry of National Education, in collaboration with concerned ministries, will extend bilingual instruction in the first language and French (in accordance with the LOSEN 98-12 of 1 June 1998 providing this legal framework) because such schools are more effective than the traditional monolingual institutions, both with respect to instructional effectiveness and social training.

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of mother educators, superintendents of basic cycle I education, religious leaders, traditional chiefs, NGOs and national and international development associations, and technical and financial partners.

Time Frame: 2010-2015.

4.2. Improvement in Access to Secondary Education

The Ministry of Secondary and Higher Education, Research and Technology in conjunction with other partners, will particularly stress the school attendance of girls at the secondary level through the revision and popularization of texts on the protection of female students, the reorganization of schools and the application of new programs of study to facilitate access to the secondary level, the encouragement of female secondary students through special prizes or prizes for excellence, the organization of a supervisory session during vacations for female students with academic problems.

Project Leader : The Ministry of Secondary and Higher Education, Research and Technology.

Partners: The Ministry of Public Service and Labor, the Ministry of the Promotion of Women and Child Protection, the Ministry of Population and Social Reforms, social partners, associations of the parents of students, religious leaders, traditional chiefs, NGOs and national and international development associations and technical and financial partners.

Time Frame: 2010-2012.

4.2.1. The Ministry of Secondary and Higher Education, Research and Technology, in conjunction, with other partners, will ensure the maintenance and success of girls at the secondary level through a tutoring program (which will consist of organizing review sessions between strong and weak students under the supervision of the instructor if necessary, with strong community involvement through mothers and other members of the community) aimed at improving learning and performance of children who are close to failing, with particular attention to girls.

Project Leader : The Ministry of Secondary and Higher Education, Research and Technology .

Partners: The Ministry of Public Service and Labor, the Ministry of the Promotion of Women and Child Protection, the Ministry of Population and Social Reforms, social partners and associations of the parents of students .

Time Frame: 2010-2012.

4.2.2. The Ministry of Secondary and Higher Education, Research and Technology, in conjunction with other partners, will reform the institutional framework linked to the improvement in continuing education and the supervision of secondary-school instructors, through the rehabilitation of teacher's colleges and revisions in curricula (elimination of disciplinary teaching, taking an academic test, practical training in classrooms in the immediate vicinity of teacher's colleges).

Project Leader : The Ministry of Secondary and Higher Education, Research and Technology.

Partners: The Ministry of Public Service and Labor, the Ministry of National Education and technical and financial partners.

Time Frame: 2010-2012.

4.2.3. The Ministry of Secondary and Higher Education, Research and Technology in collaboration with other partners, will improve school health and hygiene at the secondary level through strengthening the technical capacity of instructors with respect to school health, the improvement of socio-health arrangements for students with access to potable water, the construction of latrines, the mobilization of school actors by the establishment of health committees in the institutions and the revitalization of existing committees for the fight against STI/HIV/AIDS and the establishment of new committees.

Project Leader : Ministry of Secondary and Higher Education, Research and Technology.

Partners: The Ministry of Public Service and Labor, the Ministry of National Education, students, parents, instructors, members of health committees and technical and financial partners.

Time Frame: 2010-2012.

4.3. Rehabilitation and Development of Professional and Technical Training

4.3.1. The Ministry of Professional and Technical Training, in collaboration with other partners, will draw up, adopt, and implement a national strategy on professional and technical training to provide alternative forms of education to young people who have not been able to continue in or complete basic education or children removed from the WFCL.

Project Leader : Ministry of Professional and Technical Training.

Partners: The Ministry Public Service and Labor, Ministry of Secondary and Higher Education, Research and Technology, the Ministry of National Education, students not attending school, children removed from the WFCL, instructors and technical and financial partners.

Time Frame: 2010-2015.

4.3.2. The Ministry of Professional and Technical Training, in collaboration with other partners, will develop and implement a program designed to strengthen schools and existing public professional and technical training in order to make them effective and competitive. This program will include a support component for private institutions to ensure a better choice of services.

Project Leader : Ministry of Professional and Technical Training.

Partners: The Ministry of Public Service and Labor, Ministry of Secondary and Higher Education, Research and Technology, the Ministry of National Education, and technical and financial partners.

Time Frame: 2010-2015.

4.4. Development of Special Education

The Ministry of National Education, in conjunction with other partners, will develop special education in accordance with the LOSEN, through the construction of specialized schools, including schools for the blind, the hearing-impaired and training centers for intellectually-disabled children. Moreover, the Ministry of National Education should construct more mainstreamed classrooms where disabled children will be educated along with the non-disabled. All of these facilities will be distributed over the 8 regions, and not concentrated in Niamey.

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, social partners, associations of parents of students, associations of educator mothers, education superintendents, students, instructors, religious leaders, traditional chiefs, NGOs and national and international development associations and technical and financial partners.

Time Frame: 2010-2012.

Development of Non-Formal, Relevant and Effective Education

The Ministry of National Education, in collaboration with concerned partners, will develop, adopt and implement a strategy for non-formal education with the implementation of a functional literacy program, the renovation of Coranic schools and the development of alternative approaches such as training centers for community development (TCCD established in 1998 offering practical training for small trades and revenue-generating activities) which welcome child dropouts , i.e. those who have not completed their primary studies, who have failed the exam to obtain the certificate of completion of primary studies or have not been accepted to the first part of secondary education.

Project Leader : Ministry of National Education.

Partners: The Ministry of Public Service and Labor, the Ministry of the Promotion of Women and Child Protection, the Ministry of Community Development, the Ministry of Professional and Technical Training, social partners, NGOs and national and international development associations and technical and financial partners.

Time Frame: 2010-2012.

5.2.2.5. Strategic Focus # 5: Institutional Mechanisms, Operational Arrangements for the Removal, Rehabilitation and Social Integration of Children

Objective 5 : Implement and render operational an institutional system for child victims of abuse and exploitation.

Description of the problem: Those involved in the protection of child victims of abuse and exploitation do not have access to institutional mechanisms and to a procedural framework which would allow them to report situations of abuse and exploitation. Also, the management capacities of structures for protection and support for child victims of abuse and exploitation as well as their service providers are limited, and even widely insufficient (particularly for disabled individuals). These services lack competent and specialized human resources and specialized services for children in distress and danger. They also lack an adapted child protection system, including standardized approaches for identification of and help for at-risk children, including children engaged in the WFCL, as well as infrastructures for welcome and direction. Finally, there is a lack of coordination of actions by the various institutions responsible for child protection.

Actions to Be Taken:

5.1. The Ministry of Promotion of Women and Child Protection, in collaboration with the concerned ministries, will put in place an integrated program of child protection including, *inter alia*, measures for guidance, welcome, psycho-social support, the readaptation and monitoring of at-risk children, particularly children in trouble with the law, child victims of abuse and exploitation, child orphans or those living with or affected by HIV/AIDS, as well as children removed from the WFCL. This action will include:

- a clear definition of the roles of various institutions responsible for child protection, with establishment of job descriptions;
- the development and establishment of unconditional norms, standardized procedures and guidelines for the identification, removal, rehabilitation and socio-economic reintegration of child victims of the WFCL;
- the establishment of mechanisms for coordination of activities for the protection of at-risk children in each region;
- a training program for service providers, including labor inspectors, law enforcement, social workers and NGOs, on norms, procedures and guidelines thus agreed upon and established, and on the performance of support and monitoring systems for at-risk children.

Project Leader : Ministry of the Promotion of Women and Child Protection.

Partners: Ministry of Public Service and Labor, Ministry of Population and Social Reforms, Ministry of Justice, Ministry of National Education and technical and financial partners.

Time Period: 2010-2015.

5. 2. The Ministry of the Promotion of Women and Child Protection in collaboration with concerned ministries, will encourage the participation of child victims of the WFCL in the promotion of their own rights through awareness-raising, advocacy and social mobilization in view of enforcing the texts on the

WFCL, to pursue the authors of the WFCL and their accomplices by imposing appropriate sanctions on them, developing institutional mechanisms to involve children in decisions by which they are concerned.

Project Leader : Ministry of Promotion of Women and Child Protection.

Partners: Ministry of Public Service and Labor, Ministry of Social Development, Ministry of Population and Social Reforms, Ministry of Justice, National Labor Council, NGOs and national and international associations involved in the fight against child labor.

Time Period: 2010-2015.

5.3. The Ministry of Justice, in collaboration with the Ministry of Promotion of Women and Child Protection and other partners, will establish a consistent mechanism for consultation and coordination of the activities of those involved in the fight against the WFCL (composed of a multisector-based national committee for the elimination of the WFCL and regional committees) and will develop a training program and the training of those working with child victims of the WFCL to prevent and respond as quickly as possible to emergency situations requiring support for child victims of any form of physical or psychological violence.

Project Leader : Ministry of Public Service and Labor.

Partners: Ministry of the Promotion of Women and Child Protection, Ministry of Social Development, Ministry of Population and Social Reforms, Ministry of Justice, National Labor Council , NGOs and national and international associations involved in the fight against child labor.

Time Frame: 2010-2011.

5.2.2.6. Strategic Focus # 6 : Capacity Building for At-Risk Households

Objective 6 : Reduce the vulnerability of families and children to the WFCL by the implementation of community development programs integrating health education, prevention, rehabilitation, the socio-economic reinsertion/reintegration of children engaged in or removed from the WFCL.

Description of the problem: In Niger, poverty is the main cause of child labor. Economic insecurity puts families at risk and drives children into the WFCL. The State does not have sufficient human, financial and material means to meet the challenge of children's school attendance because of the rapid population growth (3.3 % per year with a fertility rate of 7 children per woman)³⁵. The vulnerability of families is in part caused by illiteracy, household illiteracy, especially among women, and limited access to credit and other means of organizing revenue-generating activities. Moreover, the demographic context contributes to making the most at-risk families the poorest. Also, the progressive disengagement of the State vis-à-vis almost all basic socio-economic sectors, the vulnerability of households calls out to all of Niger's actors and partners to reflect on the ways and means to support the most at-risk populations in the establishment of a system for the fight against poverty in order to answer the growing needs for school attendance for child victims of the WFCL. Finally, despite the existence of sector-

³⁵ SPR 2008.

based policies (Health Plan Development, Declaration of the Government on Population Policy, the National Gender Policy and the National Strategic Framework in the Fight against STI/HIV/AIDS, etc.), it should be noted that efforts remain to be made in these areas: reduce high costs of basic health care, establish health infrastructures in rural areas, reduce sexual inequalities to reduce the vulnerability of households.

Actions to Be Taken :

6.1. The Ministry of Agricultural Development, in collaboration with the Ministry of Economy and Finance will develop a support program for economically at-risk families, particularly through support (access to credit, information, markets, etc.) for agricultural production, livestock breeding, fishing, manufacturing industries, small and medium-sized business, projects established by youth removed from the WFCL, rural infrastructures (integrated health centers, schools, wells and other water sources, etc.).

Project Leaders: Ministry of Agricultural Development and Ministry of Economy and Finance.

Partners: The Ministry of Public Service and Labor, the National Labor Council, the Ministry for Youth Entrepreneurship, the Ministry of Land Use Management and Community Development, parents of children working in the sectors of agriculture, breeding, fishing, manufacturing, artisanal mines, extractive industries, in the social sector, child victims of the WFCL, NGOs and national and international associations involved in the fight against child labor, associations of producers.

Time Frame: 2010-2015.

6.2. The Ministry of Economy and Finance, in collaboration with the concerned ministries will develop a strategy for reduction of vulnerability for poor households through revenue-generating activities (RGA), micro-credit for women, literacy courses dealing with the development and management of small enterprises, RGA and projects by rural women.

Project Leader : Ministry of Economy and Finance.

Partners: The Ministry of Public Service and Labor, the National Labor Council, the Ministry of the Promotion of Women and Child Protection, the Ministry of Agricultural Development, the Ministry of Land Use Management and Community Development, the Ministry of Religious Affairs and Humanitarian Action and women from the poorest households.

Time Frame: 2012-2015.

6.3. The Ministry of Public Health and the Fight against Endemics, in cooperation with other partners, will implement the Health Development Plan (HDP) to increase the accessibility of quality services and care for the population, to strengthen activities towards sexual reproductive health (SRH) to cover all specific objectives of a "World Fit for Children" aimed at "the promotion of a healthy life", to increase the availability of essential and consumable medications of good quality in health centers and to integrate the fight against STI/HIV/AIDS into the reproductive health program.

Project Leader : Ministry of Public Health and the Fight against Endemics.

Partners: The Ministry of Public Service and Labor, the National Labor Council, the Ministry of the Promotion of Women and Child Protection, National Service for Reproductive Health.

Time Frame: 2010-2015.

6.4. The Ministry of Population and Social Reforms, in collaboration with other partners, will implement the Declaration of the Government on Population Policy, through the fight against early marriages and all forms of discrimination against women, the execution of advocacy actions and communication for behavioral change with respect to procreation with opinion leaders, religious figures and local communities, and awareness raising on population and development problems.

Project Leader : Ministry of Population and Social Reforms.

Partners: The Ministry of Public Service and Labor, the National Labor Council, the Ministry of Promotion of Women and Child Protection, opinion leaders, religious figures, local communities and NGOs and associations in the fight against violence against women and children.

Time Frame: 2010-2015.

6.5. The Ministry of the Promotion of Women and Child Protection, in conjunction with other partners, will implement the National Gender Policy (NGP) through its contribution to the realization of the third MDG towards correcting gender inequalities and inequities which have negative effects on social relations of production, the economic growth of the country and poverty reduction. This transversal policy will consist of taking gender into consideration in all sectors and at all stages of the NAP implementation.

Project Leader : Ministry of the Promotion of Women and Child Protection.

Partners : The Ministry of Public Service and Labor, the National Labor Council, the Ministry of Population and Social Reforms, opinion leaders, religious figures, grassroots communities and NGOs and associations in the fight against violence against women and children.

Time Frame: 2010-2015.

6. NAP Coordination and Implementation

The Government should opt for the formation of a multi-sector-based National Committee responsible for the implementation of the National Action Plan. In order to avoid duplication, this committee should include certain members of the National Labor Council. It will be expanded to include representatives of the main governmental and non-governmental organizations/ institutions concerned or interested in the problem of child labor.

The national committee is a structure for cooperation and consultation on monitoring the commitments made with respect to the eradication of the WFCL in Niger.

The Ministry of Public Service and Labor will provide the Secretariat for the National Committee for the Fight against WFCL.

The National Committee will provide monitoring for the contributions of the various actors in order to be able to measure or evaluate, not only the impact of the actions, but also the performance of the actors. This coordination framework will support and lead the process of elimination of the worst forms of child labor in Niger. It will develop a National Leadership (Government, social and civil society partners) which will enable both an appropriation of the problem and a catalyst for communities for their greater responsibility. Each sector will ensure the implementation of its NAP-assigned actions.

This committee should have regional, departmental and local divisions.

7. NAP Monitoring and Assessment

The system of information and monitoring and evaluation for the NAP should be based on the principles of the Declaration of Paris and Results-Based Management (RBM).

To this end, the institutionalization and choice of a results-based information management, monitoring and assessment system for the NAP should target the fight against the WFCL. This system will allow for the production of reliable information to more successfully develop strategies and programs, and guarantee the rational use of mobilized resources. To this end, the system for collection, processing and dissemination of knowledge on child labor will allow for the monitoring of the execution of strategies and programs, the assessment of behavior and living conditions of child workers, as well as the assessment of the impact of development program actions for child victims of the WFCL.

The establishment of this system aims to achieve the following results :

- coordination of actions and dissemination of information;
- monitoring and assessment of results;
- definition of results and targeted actions ;
- human, material and institutional capacity-building .

To guarantee a better coordination of actions and to ensure the dissemination of information, the Government should commit to creating an active institutional system, the clarification of the responsibilities of concerned structures, as well as the creation of a strategy and policy with respect to the development of statistics and a culture of assessment through the National Institute of Statistics.

On the institutional and operational level, the reinvigorated and more participative system should function. Its organs should meet regularly to provide direction and assess results of the NAP implementation. The Unit for the Fight against Child Labor should be strengthened. A national, regional and local monitoring and evaluation system should be established. This system will enable the drafting of status reports.

First, each community and each region will provide a results-based follow-up report which will be used to draft an annual monitoring report on the NAP implementation. More specifically, this annual report will provide information on the real results obtained based on expected results and resources allocated, the main achievements, an assessment of the identified risks as well as the future outlook. The annual monitoring report will be validated by the National Steering Committee. Finally, information from these various annual reports will be aggregated in a national report which will thereby allow for an assessment of the NAP results through analysis of the physical and financial execution of action strategies for implementation.

The evaluation system will be divided into three (3) stages:

- pre-evaluation : will be completed before undertaking NAP direct actions , by comparing the current situation (as described in the basic study on child labor in Niger) with the target situation (in accordance with texts on the prohibition and elimination of WFCL in Niger) ;
- Intermediate evaluation: will analyze in mid-course, each year, the speed of the NAP completion;
- post-evaluation : will take place after a reasonable period of time (two-three years) to examine if the changes have indeed been made and if they are permanent.

Appendix : Matrix of NAP Indicators and Results 2010-2015.

Overall Objective: The overall objective is to eliminate the worst forms of child labor in Niger by 2015 and contribute to the elimination of all forms of child labor by no later than 2025.

Specific Objective	Activities	Project Leader	Indicators	Time Frame or Completion Period	Means of Verification
1. Standardize national legislation and adapt it to international legal instruments with respect to child labor	1.1. Integration of measures prohibiting the WFCL, including in the informal economy, domestic labor and cash-crops into the Labor Code to be revised and the Code of the Child to be adopted	Ministry of Public Service and Labor	Revised Labor Code with measures on the WFCL in all sectors Adoption of the Code of the Child	2010-2011	Published legal instruments
	1.2. Strengthening of existing measures on forced labor, slavery-like practices, child trafficking, exploitation...in the Criminal Code and Criminal Procedure Code; drafting and implementation of signed bilateral agreements	Ministry of Justice and Ministry of Public Service and Labor	Strengthened measures in Criminal Code and Code of Procedure; signed bilateral accords implemented	End of 2010	Texts of law on the Criminal Code and Criminal Procedure Code; signed bilateral agreements
	1.3. Creation of list of the WFCL and labor to which children cannot be subjected ; dissemination of list and Code of the Child through awareness-raising, mobilization, advocacy, seminars and workshops for actors in the fight against the WFCL	Ministry of Public Service and Labor	Official list available, adopted and in effect;awareness-raising, mobilization, advocacy campaigns and seminars and workshops organized	End of 2010	Ordinance adopted and published; % or numbers of sessions organized activity or training reports
	1.4 Adoption of texts which enable the provision of essential services of prevention, welcome, listening, counselling, support and reintegration of child victims of the WFCL ; adoption of texts encouraging the establishment of professional and technical training centers in the 8 regions of the country for child victims of the WFCL	Ministry of Public Service and Labor and Ministry of Professional and Technical Training	Texts are available, adopted and in effect and the related decisions published	2010-2015	official texts and official decisions made

	1.5. Strengthening of the application of Ordinance 99-11 of 14 May 1999 ; effective application of the legal framework for protection of child victims of the WFCL ; adoption and implementation of a program of legal services for children in trouble with the law.	Ministry of Justice	Application of Ordinance 99-11 of 14 May 1999; texts outlawing the WFCL effectively applied ; program of legal services adopted, available and implemented	1 st quarter 2010-end of 2012	Texts and programs adopted and implemented
2. Raise awareness of the problems of the WFCL as well as laws, policies and interventions for their eradication on the part of public and legal authorities, parents, children, those who employ children, and educators for an effective mobilization against the WFCL	2.1. Creation and implementation of a program of information, awareness-raising and consciousness for employers in the formal and informal sectors through seminars, colloquia, meetings and campaigns to promote the prevention of and fight against WFCL and their eradication	Ministry of Public Service and Labor	Activity Program adopted and implemented by identified partners; percentage of target groups affected by the activity program undertaken	2010-2015	Content of activity program adopted ; activity reports
	2.2. Creation and implementation of a program of information, awareness-raising and consciousness for parents through meetings and campaigns on the concept of child labor, the nature, causes consequences of child labor and especially the WFCL	Ministry of the Promotion of Women and Child Protection	Activity Program adopted and implemented by partners, percentage of target groups affected by the activities	2010-2015	Content of activity program adopted ; activity reports
	2.3. Creation and implementation of a program of information, awareness-raising for children attending school or not, based on games, film screenings, summer camps, public information clips, cartoons, a film bus, a campaign on issues of child labor, its worst forms and the importance of education	Ministry of National Education	Activity Program adopted and implemented by partners, percentage of target groups affected by this program	2010-2015	Content of activity program adopted ; activity reports
	2.4. Creation and implementation of an activity program of awareness-raising, mobilization and advocacy for the adoption and dissemination of the Code of the Child, the dissemination of national texts and regional and international conventions	Ministry of Public Service and Labor	Activity Program adopted and implemented by partners; number of national, regional and international instruments disseminated; percentage of target groups affected by this program	2010-2015	Document contains the program adopted and implemented ; activity reports
3. Improve knowledge on the WFCL by the establishment of a system of collection, processing and dissemination of	3.1. Completion of studies on child labor; regular updating of existing data by specific studies for updating knowledge on child labor	National Institute of Statistics and the Ministry of Economy and Finance	Studies completed; percentage of socio-economic and demographic studies with multiple indicators including the problem of child labor completed	End of 2010-end of 2014	Study reports disseminated; thematic reports disseminated; report questionnaires, study reports

information, and data on child labor	3.2. Design and establishment of a strategic oversight system to identify new problems linked to child labor and monitor the evolution of existing problems on situation of reference of child victims of the WFCL	Ministry of Public Service and Labor	Operational oversight; number of studies on new problems linked to child labor that have been identified; percentage of studies completed, updated and available on the evolution of the situation of child victims of the WFCL	2010-2015	Activity Reports of strategic oversight; reports on child labor; updated data on the evolution of the situation of child victims of the WFCL
	3.3. Establishment of a system for collection, processing and dissemination of information and data on child labor	Ministry of Public Service and Labor	Operational system of collection, processing and dissemination; reports from surveys, studies, periodic study reports on child labor; information exchanged at the national and international level on questions related to the WFCL	2010-2011	Reports on studies, periodic studies and reports, documents to share information
4. 1. By 2015, ensure universal school attendance at the primary level	4.1.1. Revision of school map to offer a better coverage and to enable access to school in rural areas	Ministry of National Education	Revised school map; percentage of localities with a primary school in close proximity or arrangements for transportation to school	2010-2015	School map; annual reports /reporting schedules from the MNE and school partners
	4.1.2. Establishment of a national commission on curricula ; revision of school curricula, including children's rights, the design, testing and validation of new educational programs and tools, training for teachers, teacher's colleges trainers, superintendents, counsellors, principals and instructors ; establish teams by educational sector	Ministry of National Education	Operational national curricula better adapted to needs developed and in effect; new educational programs and tools designed, tested and validated; ensure the training of all educational actors; operational sector-based teams	2010-2012	Activity reports from the MNE and school partners
	4.1.3. Construction, rehabilitation and outfitting of classrooms in schools	Ministry of National Education	Number of buildings constructed, rehabilitated and number of classrooms outfitted in schools	2010-2014	Annual Reports /charts from the MNE and school partners
	4.1.4. Instituting free primary education	Ministry of National Education	Free instruction effective at the primary level; percentage of target group beneficiaries	2010-2011	Annual Reports /reporting schedules from the MNE and school partners
	4.1.5. Availability of quality teaching staff and in sufficient numbers	Ministry of National Education	Instructors of sufficient quality and quantity on the ground	2010-2012	Annual Reports /reporting schedules from the MNE and school partners
	4.1.6. Acceleration of school attendance of young girls, especially in rural areas	Ministry of National Education	Percentage of young girl beneficiaries; expanding girls' access to school	2010-2015	Annual Reports /reporting schedules from the MNE and school partners

4. 2. Improve access to secondary education	4.1.7. Promotion of the concept of quality schools, (school of, by and for the community)	Ministry of National Education	Plan for promotion of quality schools; number of schools using this approach	2010-2015	Document for promotion of quality schools; monitoring reports on activities for promotion of quality schools
	4.1.8. Adaptation of school to rural realities for a single classroom (experienced either by distance from school or by a nomadic population)	Ministry of National Education	Plan of adaptation of school to rural realities for a single classroom; number of schools using this approach	2010-2015	Document on adaptation of school to rural realities; monitoring reports on experimental activities in single classroom
	4.1.9. Design and implementation of a plan extending native language-French bilingual education	Ministry of National Education	Plan for design and implementation of the expansion of bilingual native language-French instruction; number of schools using bilingual approach	2010-2015	Document on the expansion plan; monitoring reports on the expansion plan
	4.2.1. Reorganization of academic institutions and application of new programs of study to facilitate girls' access to secondary school; revision and dissemination of texts on protection for female students; special prizes for excellence awarded to girls; supervision of girls with academic problems	Ministry of Secondary and Higher Education, Research and Technology	Effective reorganization of schools; new programs applied; texts for protection of girls revised and expanded; female students encouraged and supervised	2010-2012	Application Texts; end of year activity reports drafted by secondary schools; annual reports/charts from the MSHE/R/T
	4.2.2. Maintenance and success of female students at the secondary level through a tutoring program	Ministry of Secondary and Higher Education, Research and Technology	Make-up courses organized; percentage of girls concerned by apprenticeships and the performance of children close to failing out of school	2010-2012	End of year activity reports drafted by secondary schools; annual reports/reporting schedules from the MSHE/R/T
	4.2.3. Reform of the institutional framework related to the improvement in continuing education and the supervision of secondary instructors	Ministry of Secondary and Higher Education, Research and Technology	Teacher's colleges rehabilitated and outfitted; percentage of revised curricula; percentage of supervised and trained instructors	2010-2012	End of year activity reports drafted by Teacher's Colleges; annual reports/reporting schedules from the MSHE/R/T
	4.2.4. Improvement of health and hygiene at the secondary level	Ministry of Secondary and Higher Education, Research and Technology	Technical skills of instructors with respect to school health strengthened; improvement in socio-health measures for students strengthened; percentage of latrines available; percentage of health committees established or reinvigorated	2010-2012	End of year activity reports drafted by centers and health committees; annual reports /reporting schedules from the MSHE/R/T
	4.3.1. Design, adoption and implementation of a national strategy on technical and professional training	Ministry of Professional and Technical Training	National strategy on professional and technical training designed, adapted and implemented	2010-2015	Document of the National Strategy for Professional and Technical Training; official instruments of adoption and implementation; reports from MTPT

4.3. Provide for all girls and boys who have not been able to complete basic education or children removed from the WFCL, alternative forms of education particularly in training or professional improvement centers	4.3.2. Design and implementation of a program for capacity-building of academic professional and technical institutions; support for private institutions	Ministry of Professional and Technical Training	Program of capacity-building designed and implemented; support provided to private schools ; percentage of services offered by these school; effective and competitive schools	2010-2015	Program Document designed and implemented; official instruments for adoption and implementation; reports from MPPT
	Construction of specialized schools and new mainstreamed classes	Ministry of National Education	Schools for the blind, Schools for the Deaf, and training centers for mentally-challenged children constructed ; new mainstreamed classrooms available in sufficient quantity on the regional level	2010-2012	End of year activity reports drafted by the centers; annual reports /reporting schedules from the MNE
4.4. Develop specialized education	Established of literacy program; renovation of Coranic schools and the development of alternative welcome plans for child drop-outs or those who have failed	Ministry of National Education	Effective literacy program ; operational training centers for community development; percentage of children attending these centers	2010-2012	End of year activity reports drafted by the centers ; annual reports /reporting schedules from the MNE
4.5. Develop relevant and efficient non-formal education					
5.Establish and make operational an institutional system for child victims of abuse and exploitation	5.1. Establish an integrated program of child protection	Ministry of the Promotion of Women and Child Protection	Programs established and executed; percentage of institutions responsible for child protection; roles of these institutions clarified and approved, with terms of reference established; norms, standardized procedures and guidelines for identification, removal, rehabilitation and reintegration of child victims of the absolute WFCL drafted, tested and established	2010-2015	Program Document; documents defining the roles of institutions and terms of reference ; annual activity reports from the MPW/CP; documents setting forth norms, procedures and guidelines
	5.2. Design and implementation of a program for participation of child victims of the WFCL and promotion of their rights	Ministry of the Promotion of Women and Child Protection	Program established and executed ; percentage of child beneficiaries ; percentage of institutions providing child-protection services	2010-2015	Program Document; annual reports of MPW/CP activities
	5.3. Establishment of a coherent mechanism of consultation and coordination of activities of actors in the fight against the WFCL ; member training	Ministry of Public Service and Labor	National multi-sector-based committee established; 8 regional committees established; training plan designed, adopted and operational; percentage of persons benefiting from at least one training session	2010-2011	Acts establishing committees; member lists; committee activity reports; training plan for committee members; training activity reports

<p>6. Reduce the vulnerability of families and children with respect to the WFCL by the implementation of community development programs integrating education on health, prevention, rehabilitation, socio-economic reinsertion/reintegration of children engaged in or removed from the WFCL</p>	<p>6.1. Design and adoption of a support program for at-risk families</p>	<p>Ministry of Agricultural Development and Ministry of Economy and Finance</p>	<p>Program designed and adopted; number of operational parts of program; percentage of at-risk families beneficiaries of the program</p>	<p>2010-2012</p>	<p>Program Document; activity reports of the MAD and the MEF on program implementation</p>
	<p>6.2. Design and implementation of an RGA program; establishment of literacy courses on business development and management, RGA and micro-projects by rural women</p>	<p>Ministry of Economy and Finance</p>	<p>RGA designed and completed; literacy courses taught; micro-credits given to rural women; businesses and projects managed by them</p>	<p>2012-2015</p>	<p>RGA program document; support for literacy; texts forming enterprises and creating projects; micro-credit management reports; activity reports</p>
	<p>6.3. Design and implementation of a program for strengthening health coverage in rural areas</p>	<p>Ministry of Public Health and the Fight against Endemics</p>	<p>Program designed, adopted and operational; percentage of quality services and care accessible to rural populations; percentage of SRH activities strengthened; percentage of quality essential consumable medications available in health training; the fight against STI/HIV/AIDS integrated into the program</p>	<p>2010-2015</p>	<p>Document of program for strengthening health coverage; reports from MPH/THE and partners</p>
	<p>6.4. Implementation of the Declaration of the Government on Population Policy in its sections concerning the fight against early marriages and all forms of discrimination against women</p>	<p>Ministry of Population and Social Reforms</p>	<p>Relevant parts of the DGPP document implemented; proportion of women beneficiaries of DGPP</p>	<p>2010-2015</p>	<p>DGPP document; activity reports from MP/SR</p>
	<p>6.5. Implementation of measures relevant to the National Gender Policy in view of correcting gender inequalities and inequities.</p>	<p>Ministry of the Promotion of Women and Child Protection</p>	<p>Relevant parts of the NGP document; proportion of women beneficiaries the NGP</p>	<p>2010-2015</p>	<p>NGP document; activity reports from MPW/CP</p>

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