

In 2015, Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted a national action plan to address human trafficking and funded and participated in multiple programs that may contribute to the prevention or elimination of child labor. However, children in Guinea are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in mining. The Government lacks a coordinating mechanism and national policy to address all relevant worst forms of child labor. In addition, the Government does not adequately enforce child labor laws or implement social programs to address the extent of the problem. In 2015, the Government continued to focus its activities and limited resources on addressing an outbreak of Ebola Virus Disease.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guinea are engaged in child labor, including in agriculture.(1-4) Children are also engaged in the worst forms of child labor, including in mining.(2, 3, 5, 6) According to the National Survey on Child Labor and Trafficking (2010), more than 40 percent of children ages 5 to 17 were engaged in child labor in Guinea. In addition, more than 76 percent of working children ages 5 to 11 and 88 percent of working children ages 12 to 15 were performing hazardous work.(2) The survey also revealed that incidents of child labor were higher in rural areas than in urban areas.(2, 5) Table 1 provides key indicators on children's work and education in Guinea.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	32.3 (1,152,064)
Attending School (%)	5-14 yrs.	49.6
Combining Work and School (%)	7-14 yrs.	19.2
Primary Completion Rate (%)		49.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Demographic and Health Survey (DHS), 2012.(8)

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

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

Sector/Industry	Activity
Agriculture	Farming, clearing land,* and carrying heavy loads* in the production of cashews, cocoa, and coffee (2, 4, 9-12)
	Harvesting lumber,* peanuts,* coconuts,* and cotton* (10, 13)
	Herding livestock* (2, 10)
	Capturing and processing fish* (2, 3, 5, 12, 14)
Industry	Quarrying† sand* (10)
	Mining† gold and diamonds (2, 3, 6, 10, 12, 14-16)
	Manufacturing,* activities unknown (2, 4, 5)
Services	Construction,†* including cement making* and carrying materials* (2, 3, 5, 17, 18)
	Street work, including as market vendors, beggars, petty traders,* shoe shiners,* and porters in the transportation sector (2-5, 12, 14, 16, 19-23)
	Working in restaurants and informal cottage industries,* including as waitresses (2, 4, 24)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work (2-4, 12, 20, 25-27)
	Collecting scrap metal* and waste* (13)
Categorical Worst Forms of Child Labor‡	Forced labor as market vendors and in domestic work, mining, herding,* fishing,* and farming, each sometimes as a result of human trafficking* (2, 5, 6, 12, 27)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (6, 12)
	Forced begging by Koranic teachers (3, 6, 14, 16, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

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

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

Children are sent to the coastal region of Boke for forced labor on farms and to Senegal for education in Koranic schools, in which some may be forced to beg.(6, 28) Some Guinean boys and girls are subjected to forced labor in gold mining, including in Senegal and Mali. Girls may be trafficked into domestic work and commercial sexual exploitation in various countries in West Africa, the Middle East, and the United States, while boys may be trafficked for prostitution to the Netherlands.(2, 6, 12, 28)

In Guinea, it is a traditional practice to send children to Koranic teachers to receive an education; however, some Koranic teachers (*marabouts*) force their students (*talibés*) to beg; the students must then surrender the money they have earned to their teachers.(6, 12, 14, 16, 29, 30) In addition, through the system of *confiage*, parents who are unable to care for their children send them to relatives or strangers who are expected to provide food, shelter, and schooling in exchange for the children performing housework. In practice, some of these children receive care and an education, while many become domestic workers and are victims of labor exploitation and abuse.(2, 3, 12, 20)




Although the Constitution guarantees free compulsory primary education, in practice, this provision is not enforced effectively because many children do not attend school. The causes are a lack of school infrastructure; cost of school fees, uniforms, and supplies; a shortage of teachers; election closures; and reported school violence, all of which impede access to education, which may increase the vulnerability of children to the worst forms of child labor.(2, 4, 10, 12, 14, 28) The Government does not prohibit discrimination in education or make efforts to support children with disabilities in regular schools.(4) In addition, many children in Guinea are not registered at birth, which may impede their access to services such as education.(4, 24, 27, 28).

The Ebola Virus Disease outbreak, which continued in Guinea throughout 2015, had a detrimental effect on the country’s economy and social structure, hindering Government efforts to combat the worst forms of child labor, including child trafficking.(31)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Guinea has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

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

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 137.5 of the Labor Code; Article 412 of the Child Code (32, 33)
Minimum Age for Hazardous Work	Yes	18	Articles 2–4 of Order 2791 Working Conditions for Employees Aged Under 18 Years; Article 137.4 of the Labor Code (17, 33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 415–418 of the Child Code; Articles 2 and 4 of Order 2791 Working Conditions for Employees Aged Under 18 Years; Article 135 of the Mining Code; Article 137.6 of the Labor Code (17, 32-34)
Prohibition of Forced Labor	Yes		Articles 326–330, 338 and 339, 377, 385–396, and 401 and 402 of the Penal Code; Articles 4 and 137.6 of the Labor Code; Articles 356–360, 385, and 397–399 of the Child Code (32, 33, 35)
Prohibition of Child Trafficking	Yes		Articles 326–330, 377, and 385–396 of the Penal Code; Articles 356–360 and 385 of the Child Code (32, 35)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 329 and 331 of the Penal Code; Articles 356–360 of the Child Code (32, 35)
Prohibition of Using Children in Illicit Activities	Yes		Article 137.6 of the Labor Code; Article 383 of the Child Code (32, 33)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 429 of the Child Code (32)
Compulsory Education Age	Yes	16	Article 6, Title 1 of Education Decree 97/196-/PRG/SGG (36)
Free Public Education	Yes		Articles 23 of the Constitution (37)

* No conscription.(38)

Guinean law is not completely consistent with international standards regarding child labor. The law contains prohibitions against minors performing work that is dangerous or harmful to their physical or moral health.(17, 33) However, the types of hazardous work prohibited for children do not cover agriculture, an area that shows evidence of work in unhealthy environments that expose children to hazardous substances and dangerous equipment.(2, 12) A more specific list of hazardous child labor activities in all relevant sectors was developed, but it was not approved during the reporting period.(14, 16) In addition, although Article 2.6 of Order 2791 prohibits children under age 18 from working in mines and quarries, Article 135 of the Mining Code allows children between ages 16 and 18 to work in mines and quarries as assistants, leaving the possibility for children to work in hazardous activities.(34)

The law allows children between ages 12 and 14 to perform light work in sectors such as domestic work and agriculture.(17, 32) However, the law does not prescribe the number of hours per week for light work, nor specify the conditions in which light work may be undertaken, as defined by international standards on child labor.(25) The minimum age protections under the law do not apply to children in unpaid or non-contractual work.(25, 27, 33) In 2012, the Government drafted an anti-trafficking law, with assistance from UNDP; however, this law has not been finalized by the Ministry of Justice for submission to the National Assembly for approval.(31)

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

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Guinea

MINIMAL ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL) Labor Inspection Service	Enforce labor laws and investigates Labor Code infractions, including those on child labor, in the formal sector. Provides advice to workers and employers and conducts studies and research on social issues on the request of MOL.(4, 5, 39) MOL also chairs the Child Labor Monitoring and Surveillance System, which includes the National Coordination Unit in the National Directorate of Employment and various prefectural committees.(25)
Office for the Protection of Gender, Children, and Morals (OPROGEM) Special Police Unit	Enforce laws related to the protection of minors, including the worst forms of child labor.(4, 6) Serves as a member of the National Committee to Fight Against Trafficking in Persons (CNLTP).(4, 6, 13)
Ministry for Social Action, Promotion of Women and Children (MASPFE)	Provide protection and social services for victims of child labor and human trafficking.(12) In 2015, conducted raising awareness campaigns on child labor in mining.(40, 41)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Guinea did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (16)	Unknown
Number of Labor Inspectors	53 (16)	53 (14)
Inspectorate Authorized to Assess Penalties	No (16)	No (14)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (16)	No (14)
■ Training on New Laws Related to Child Labor	No (16)	N/A
■ Refresher Courses Provided	No (16)	No (14)
Number of Labor Inspections	0 (16)	0 (14)
■ Number Conducted at Worksite	N/A	N/A (14)
■ Number Conducted by Desk Reviews	N/A	N/A (14)
Number of Child Labor Violations Found	0	0 (14)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (16)	0 (14)
■ Number of Penalties Imposed That Were Collected	N/A (16)	N/A (14)
Routine Inspections Conducted	No (16)	No (14)
■ Routine Inspections Targeted	No (16)	No (14)
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	No (16)	No (14)
Complaint Mechanism Exists	Unknown	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	No (14)

In 2015, the Ministry of Labor (MOL) had 20 inspectors in Conakry and one inspector in each of the country's 33 regional offices.(14) According to the ILO recommendation of one inspector for every 40,000 workers in less developed economies, the Government of Guinea should employ about 131 inspectors to adequately enforce labor laws throughout the country.(14, 42-44) Reports indicate a lack of trained staff, equipment, transportation, and funding to conduct child labor inspections and legal proceedings.(3, 6, 14, 16)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Guinea took actions to combat the worst forms of child labor (Table 7).

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

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	Unknown

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

Overview of Criminal Law Enforcement	2014	2015
Number of Investigations	Unknown	2 (14, 45)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	0 (14)
Number of Convictions	Unknown	0 (14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (16)	Yes (14)

In 2015, the Office for the Protection of Gender, Children, and Morals (OPROGEM) had 23 agents in Conakry and one in each of the country's 33 regional offices.(14, 16) OPROGEM remained understaffed, underfunded, and without adequate office supplies, transportation, and fuel to enforce laws related to the worst forms of child labor effectively.(3, 6, 14, 16) The budget for the Ministry for Social Action, Promotion of Women and Children, decreased from \$13 million in 2014 to \$9 million in 2015 as a result of the Ebola epidemic.(14)

Two NGOs conducted training for government officials in charge of enforcing child trafficking laws, including victims' rights.(31) However, corruption in law enforcement agencies and the judiciary impeded government efforts to combat the worst forms of child labor.(4, 6, 14)

While a referral mechanism exists between criminal law enforcement agencies and social welfare services, the social services available to victims were not adequate to meet the needs.(14, 16) The Government relied on NGOs to provide shelter and other basic services to victims.(31)

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

Although the Government has established a coordination mechanism on human trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee to Fight Against Trafficking in Persons (CNLTP)	Coordinate anti-human-trafficking efforts, including for children. Led by the MASPFE, includes representatives from the Ministry of Justice, the Ministry of Security OPROGEM, MOL and other agencies, the police, NGOs, and other stakeholders involved in human trafficking issues.(6, 12, 13) In September, the CNLTP collaborated with the International IOM on a 3-day workshop to improve its capacity, including its National Action Plan to counter TIP.(31) CNLTPE officials attended EU- and State Department-funded anti-trafficking workshops in Nigeria, Guinea, and Morocco.(31)
Committee for Monitoring, Protection, and Defense of the Rights of the Child	Implement, coordinate, and monitor Government efforts on child protection.(16, 28)

During the reporting period, the National Committee to Fight Against Trafficking in Persons (CNLTP) met to develop the National Plan of Action to Fight Against Trafficking in Persons and work on human trafficking cases.(45) However, the effectiveness of the CNLTP was hampered by budget constraints.(31)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

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

Table 9. Policies Related to Child Labor

Policy	Description
A World Fit for Children (2002–2015)	Sets mandatory procedures for government institutions to assist children by increasing their access to quality education; protecting children against child labor, exploitation, and violence; and combating HIV/AIDS.(46)
Education Sector Program (2015–2017)*	Addresses the welfare of children, which includes initiatives on health, education, legal protection, and access to clean water. Overseen by the MOE and implemented in partnership with UNICEF and the World Bank.(47, 48)

Guinea

MINIMAL ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
PRSP (2013–2015)*	Provides a framework for Guinea’s growth and poverty reduction agenda. Aims to improve access to education and its quality and increase food security, employment opportunities for youth, and protection for women, children, and vulnerable groups and provide programs to assist them.(49)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The Government of Guinea produced a National Plan of Action to Fight Against Trafficking in Persons, but was unable to implement the Plan or renew its 2005 anti-trafficking agreement with the Government of Mali.(31) Research found no evidence of a policy on other worst forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Guinea funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Plan Guinea-Conakry Program	Attempts to change the attitudes and behaviors that are preventing children from realizing their rights. Strengthens the capacity of key actors to respect children’s rights in the areas of education, survival, and protection.(20)
WFP Country Program-Guinea (2013–2017)	WFP-funded, 4-year program, improves elementary school attendance and promotes education for girls. Aims to assist 437,000 beneficiaries for 5 years.(50) Implemented in partnership with the Ministry of Cooperation.(29, 50, 51)
Center in Ratoma, Conakry†	Government program, helps vulnerable children reintegrate into society.(13)

† Program is funded by the Government of Guinea.

Although the Government of Guinea has implemented programs in children’s rights and education, research found no evidence that it has carried out programs specifically designed to assist children in agriculture, domestic work, mining, and street work.(12)

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

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

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

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the types of work that children perform in Guinea that fall into an R.190 category are prohibited to children under age 18.	2014 – 2015
	Ensure that all children are prohibited from participating in hazardous mining.	2010 – 2015
	Ensure that the law’s light work provisions are specific enough to prevent children from involvement in child labor.	2015
Legal Framework	Ensure that the minimum age provisions apply to children in unpaid or non-contractual work.	2009 – 2015
Enforcement	Increase the resources, training, and number of criminal law enforcement officials and labor inspectors to adequately enforce child labor laws.	2009 – 2015
	Collect and make publicly available complete information on labor inspectorate funding, whether unannounced inspections are permitted, training for criminal investigators, and the number of criminal violations related to the worst forms of child labor.	2011 – 2015
	Ensure the labor inspectorate has authority to determine and assess penalties.	2015
Enforcement	Address corruption in law enforcement agencies and the judiciary that impedes efforts to combat the worst forms of child labor.	2015

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

Area	Suggested Action	Year(s) Suggested
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2010 – 2015
	Ensure that the CNLTP receives adequate funding to fulfill its mission.	2010 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Program and PRSP.	2010 – 2015
	Adopt a policy that addresses all relevant worst forms of child labor.	2014 – 2015
Social Programs	Increase access to education by taking the following actions: <ul style="list-style-type: none"> ■ Increase school infrastructure and teacher availability; ■ Eliminate school-related fees; ■ Ensure school administrators and teachers allow children without birth certificates to attend school; ■ Make regular schools accessible to children with disabilities; and ■ Take measures to prevent discrimination in education and ensure the safety of children in schools. 	2010 – 2015
	Institute programs to address the worst forms of child labor, including in agriculture, domestic work, mining, and street work.	2010 – 2015
	Ensure that social services are properly funded and adequate to meet the needs of victims of the worst forms of child labor.	2010 – 2015
	Conduct research to determine the activities carried out by children in manufacturing to inform policies and programs.	2013 – 2015

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41. Barry, IK. "MEG 2015 : Les enfants des zones minières à l'honneur." [online] June 1, 2015 [cited October 26, 2015]; <http://www.ledjely.com/2015/06/01/mois-de-lenfant-guineen-les-enfants-des-zones-miniieres-a-lhonneur/>.
42. CIA. *The World Factbook*, [online] [cited March 18, 2016]; <https://www.cia.gov/library/publications/the-world-factbook/fields/2095.html#131>. Data provided is the most recent estimate of the country's total labor force. This number is used to calculate a "sufficient number" of labor inspectors based on the country's level of development as determined by the UN.
43. ILO. *Strategies and Practice for Labour Inspection*. Geneva, Committee on Employment and Social Policy; November 2006. <http://www.ilo.org/public/english/standards/relm/gb/docs/gb297/pdf/esp-3.pdf>. Article 10 of ILO Convention No. 81 calls for a "sufficient number" of inspectors to do the work required. As each country assigns different priorities of enforcement to its inspectors, there is no official definition for a "sufficient" number of inspectors. Amongst the factors that need to be taken into account are the number and size of establishments and the total size of the workforce. No single measure is sufficient but in many countries the available data sources are weak. The number of inspectors per worker is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.
44. UN. *World Economic Situation and Prospects 2012 Statistical Annex*. New York; 2012. http://www.un.org/en/development/desa/policy/wesp/wesp_current/2012country_class.pdf. For analytical purposes, the Development Policy and Analysis Division (DPAD) of the Department of Economic and Social Affairs of the United Nations Secretariat (UN/DESA) classifies all countries of the world into one of three broad categories: developed economies, economies in transition, and developing countries. The composition of these groupings is intended to reflect basic economic country conditions. Several countries (in particular the economies in transition) have characteristics that could place them in more than one category; however, for purposes of analysis, the groupings have been made mutually exclusive. The list of the least developed countries is decided upon by the United Nations Economic and Social Council and, ultimately, by the General Assembly, on the basis of recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met with regard to per capita GNI, a human assets index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, "developed economies" equate to the ILO's classification of "industrial market economies;" "economies in transition" to "transition economies," "developing countries" to "industrializing economies, and "the least developed countries" equates to "less developed countries." For countries that appear on both "developing countries" and "least developed countries" lists, they will be considered "least developed countries" for the purpose of calculating a "sufficient number" of labor inspectors.
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