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Child Labour Monitoring

Case Study on Child Labour Monitoring in Izmir, Turkey



International
Programme on
the Elimination
of Child Labour
(IPEC)

**International Labour Organisation
International Programme on the
Elimination of Child Labour**

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in Izmir, Turkey**

by

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INTRODUCTION

This paper sets out to identify and analyze the existing child labour monitoring (CLM) system in Turkey with direct reference to a project that was conducted in the province of Izmir in 2000-2003. The work narrated and analyzed here is based on a descriptive and analytical overview of the world's existing CLM systems. From very early on, various monitoring systems were put into place in the fight against child labour within the framework of the ILO-IPEC programme in Turkey. Different monitoring systems were developed by three main participants in this fight: government bodies, in particular the Ministry of Labour and Social Security (MOLSS), the Ministry of National Education (MONE) and the Social Services and Child Protection Agency (SHCEK); trade unions; and, employers' unions. In addition, a number of NGOs have also devised systems of their own or given support to the efforts of these participants. These efforts mainly involved the withdrawal of working children below 15 years of age from the labour force and their enrolment in primary education, and improvement of working conditions for children 15-18 years of age, along with their enrolment in Apprenticeship Training Centres.

Among these efforts, the most comprehensive CLM programme was established within the framework of the IPEC action programme in Izmir entitled "Integrated Programme for the Elimination of the Worst Forms of Child Labour in Selected Industrial Areas in Izmir by 2003". Building on the tangible accomplishments of previous programmes formed an important part of achieving concrete and sustained results in the withdrawal, rehabilitation and prevention of child labour in three sectors where the worst forms of child labour (WFCL) were observed in Izmir. The CLM mechanism established in this programme, which was the result of taking ten years of accumulated experience gained through different monitoring modalities and optimally harmonizing those modalities so as to make the best use of each, may be considered as a good working example.

PART A

1. Research Question and Methodology

From August 2000 to 2003, the International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) conducted a project in selected industrial areas in Izmir with the aim of withdrawing 2500 working children from high-risk sectors. The project achieved its target number, and engendered cooperation and collaboration among many governmental and civil bodies. This paper sets out to identify and analyze the existing child labour monitoring (CLM) system in Turkey with direct reference to the Izmir Project. It is expected that this research will make it possible to draw conclusions and formulate recommendations to further capacity building in the area of the CLM mechanism.

The study made use of several methodological approaches that complemented each other:

- A comprehensive desk review was undertaken, which comprised all relevant documents on countries that implement CLM.
- Interviews were conducted with all of the categories of beneficiaries of the action programme entitled "Integrated Programme for the Elimination of the Worst Forms of Child Labour in Selected Industrial Areas in Izmir by 2003", which consisted of samples of ex-working children, their families and their former employers. Interviews were also conducted with a representative sample of all of the categories of stakeholders who took part in CLM, such as labour inspectors, IDDG (Workplace Control and Monitoring Group) members, schoolteachers and social workers.
- Visits to selected schools, workplaces and Provincial Directorates of public authorities were made by the researcher, which allowed for the collection of more in-depth and contextual information.
- The findings, conclusions, "lessons learned", and recommendations resulting from the research were validated and amplified during a workshop, which was designed as a learning event that would assist in crafting a refined comprehensive national CLM mechanism.

The work narrated and analyzed here would have been incomplete had it not been based on a descriptive and analytical overview of CLM systems in Turkey within an historical context. Hence, the following section (Part A, 2-5) introduces CLM initiatives in Turkey starting with the preceding IPEC programmes. Part B is devoted to the description of CLM in Izmir, covering its basic components from the pre-monitoring stage to the final stage in which sustainability was to a great extent achieved. The last section provides a general evaluation, including lessons learned and suggestions for further improvement.

2. Child Labour in Turkey

In its unique position at the crossroads of Europe and Asia, Turkey has been taking steps to locate itself in a new world order by making radical improvements in its socio-economic infrastructure. According to the Human Development Index for the year 2000 (based on 1997 data), Turkey ranks 85th among 174 countries in terms of development. However, the Human Development Report indicates serious regional differences within the country. Turkey's commitment

to overall balanced development and modernization, as well as its aim of becoming a full and equal partner in the European Union, has motivated it to focus on democratization and social inclusion, with an emphasis on improving quality of life and human rights. The alleviation of poverty and the extension of adequate social protection to vulnerable individuals and groups have become increasingly important policy issues in both the national five-year development plans and in government programmes. Serious efforts are underway to create legal and institutional structures in which to ground issues and actions for alleviating poverty and increasing social protection in Turkey. Internationally agreed-upon documents, as adopted by the Turkish government, also form part of the basis in this regard. Within this context of development, awareness of and attention to child labour issues in Turkey increased throughout the 1990s.

The problem of child labour, in particular its worst forms, is one that Turkey, as a country in transition, needs to address. The International Labour Organisation Convention No. 182 on the Worst Forms of Child Labour calls for immediate and effective measures to secure the prohibition and elimination of these forms of labour for all children under the age of 18 as a matter of urgency. The government of Turkey ratified this convention in 2001. In line with the convention, the Ministry of Labour and Social Security (MOLSS), in co-operation with employers' and workers' organisations and NGOs, identified the worst forms of child labour in Turkey as work: in seasonal commercial agriculture; in small- and medium-scale enterprises under hazardous conditions; and, on the streets. Selection of these particular forms was based on available data and extensive field experience in the country.

The Turkish government attaches significant importance to alleviating the child labour situation, and the official figures demonstrate an improvement over the last decade. However, considerable room for development still exists. Child labour data in Turkey are collected by the State Institute of Statistics (SIS). Until 1994, the only data available regarding child labour statistics were derived from the SIS's biannual Household Labour Force Surveys (HLFS); however, the HLFS only provided information concerning working children aged 12-14. In 1994 the Child Labour Survey (CLS) was added to the HLFS in order to cover ages 6-14. Finally, in 1999 the parameters of the CLS were revised so as to extend the range of the age group to 5-17. The 1999 CLS provides the most recent data on child labour in Turkey. The survey estimated that there were some 1.6 million children aged 6-17 engaged in economic activity, and that approximately 70% of those children were aged 15-17. While the total number of children at work was strikingly large, as it represented nearly 10% of the total child population in that age group, the overall trend was indeed encouraging, as the figures demonstrated a notable decline, especially in the number of working children under age 15¹. Over the 5-year period between the CLS of 1994 and that of 1999, the number of children below age 15 engaged in economic activity declined from 1 million to 500,000. The following table is derived from the information provided in the SIS News Bulletin in 2000.

¹ Since the 1994 CLS did not include children aged 5 and 15-17, any comparison made in this section shall only refer to age group 6-14, as information on that group was collected in both the 1994 CLS and the 1999 CLS.

Table 1: 1999 Child Labour Survey

Age Group	1994			1999			Change in		
	Total	E.A. ²	Share	Total	E.A. ³	Share	Total (%)	E.A. ⁴ (%)	Share (Points)
6-9	4,702	130	2.8%	5,225	42	0.80%	11.1	-67.7	1.96
10-11	2,748	168	6.1%	2,906	60	2.06%	5.7	-64.3	4.05
12-13	2,851	443	15.5%	2,648	176	6.65%	-7.1	-60.3	8.89
14	1,107	233	21.0%	1,287	233	18.10%	16.3	0.0	2.94
Total	11,408	974	8.5%	12,066	511	4.24%	5.8	-47.5	4.30

As the data in the preceding table suggest, the most drastic decline in the incidence of child labour occurred in the 6-9 age group; which represents approximately 42% of the total sample size in both surveys. The 1.96-point decline in the share of economically active children represents a nearly 68% decline, assuming that the two samples are comparable. Although enhanced awareness and a favourable policy environment played a crucial role in that spectacular improvement, the positive impact of the extension of compulsory education to require eight years of schooling should also not be underestimated. Similar but slightly lower improvements can be observed for the 10-11 and 12-13 age groups. However, the only positive sign regarding the 14-year-old age group is the fact that the number of economically active children remained stable despite a 16.3% increase in the sample size. Additional information on child labour may be derived from the SIS biennial Household Labour Force Survey, which includes children in the 12-17 age group. According to the 2003 HLFS, approximately 950,000 children in the 12-17 age group were employed. This figure indicates a 37% decline compared to the same statistic in the 2001 HLFS, which reported over 1.5 million employed children in the 12-17 age group. Agriculture constituted by far the largest sector in which children were employed; of the 950,000 employed children in the 12-17 age group, 58.9% worked in agriculture, 21.1% in services and 20.1% in industry. Children living in urban areas accounted for 35% of working children and boys accounted for 55.6%.

3. Basic Concepts in Child Labour Monitoring

The concept of CLM has been developed in the context of IPEC technical cooperation projects, which have often been sector-specific. Since initial IPEC programmes were geared more toward identification of child labourers and their immediate withdrawal from workplaces, workplace monitoring programmes initially aimed to track the presence of child labourers and to eliminate that presence from the workplace. However, during subsequent programmes it was soon realized that CLM can be used as a programming strategy around which a set of social service activities can be built and also as an information base for national action plans against child labour through which different services (education, health, advocacy, etc.) can be provided. Hence, in later CLM efforts a major shift emerged toward a system of identification, assessment, withdrawal, rehabilitation and tracking of existing child labourers along with the provision of protection for potential child labourers by the creation of a safety net. As a result, monitoring and social protection moved from

² Economically Active

³ Economically Active

⁴ Economically Active

simple tracking of working children to removing and rehabilitating these children, along with preventing the entry of additional children into the workplace.

With this new orientation, CLM performs best when undertaken as an integrated effort of several parties, with appropriate follow-up taking place at the local and national levels. Cooperation with partners provides for close integration and coordination of the work of national governmental institutions, international organisations and non-governmental organisations. In this way, ILO-IPEC's interventions can be translated into national policies and practices. Therefore, participatory approaches are deemed necessary for the successful implementation of any monitoring and verification process. Hence, the design of any CLM project should be the result of a participatory process through the inclusion of social partners and implementation agencies.

Sustainability of any child labour elimination programme may be possible if communities, including the families involved, are committed to having a child labour-free society. The major issue here is internalization of the values of a child labour-free society for everyone. Community mobilization is of the utmost importance for the sustainability of any programme. Therefore, both national systems and local systems based in the communities for monitoring child labour have to be clearly articulated.

In designing a CLM system, one has to ensure that the services provided to child labourers are indeed improving their situation, that children do not instead just transfer to another sector of work with equal or worse conditions, and that children are not "lost" in the process. Therefore, follow-up activities such as tracking and verification of information are part of the overall monitoring process and are intended to ensure that there is a regular check of the quality and accuracy of the information that the CLM process provides.

4. Earlier CLM Initiatives in Turkey

The first step in the design of the CLM system in Turkey was to identify the existing child labour programmes and projects that could be considered part of government- or civil society-led initiatives against child labour. Technical assistance could then be provided to these institutions, especially those with an official mandate for monitoring, and procedures could be developed to facilitate coordination among all partners involved in monitoring-related activities.

As the summary of initiatives described below will reveal, the organizations involved in implementing these projects developed procedures and tools to serve their specific needs. Their mandates sometimes forced them to concentrate more on identification and assessment, sometimes more on provision of services. The programmes collected information effectively but tended to work independently of each other and usually were not extensive enough to cover large areas and different types of child labour adequately. Hence, these programmes could by no means be considered as a comprehensive CLM system.

Identification and assessment

One important monitoring system designed prior to the IPEC programme in Turkey was that designed to monitor the Convention on the Rights of the Child (CRC). The United Nations General Assembly adopted the CRC on 20 November 1989. The government of Turkey signed the CRC in 1990 and ratified it in December 1994. Subsequently, the Higher Council and the Sub-Committee for Monitoring and Evaluating the Rights of the Child were established under the Office of the Prime

Minister to coordinate inter-sectoral planning for children. The Council was assigned to oversee and contribute to the implementation of the CRC in Turkey under the guidance of the Social Services and Child Protection Agency (SHCEK), as well as to coordinate the task of preparing the first State Party report to the International Committee on the Rights of the Child, which the government of Turkey was requested to submit in May 1997. UNICEF in Turkey was guided by the CRC and continued its efforts to facilitate information gathering, analysis, planning, coordination and monitoring vis-à-vis the CRC. In 1997, UNICEF in Turkey and the State Institute of Statistics initiated the Child Information Network project to promote the CRC and exchange information on children's survival, development, protection and participation. The country's institutional arrangement/capacities and legal framework were extensively analyzed in light of the CRC to see if they were appropriate and sufficient to ensure all of the provisions promised in the CRC for the 26 million under-18 year olds in Turkey. Since 2000, UNICEF and the SHCEK have hosted the "Children's Forum" on the anniversary of the CRC, giving child delegates from different social backgrounds and parts of the country the opportunity to have a say in the development agenda for children in the coming year.

Note that since CRC monitoring concentrated more on an initial assessment and follow-up regarding the extent to which Turkey was meeting its obligations, it cannot be considered as a comprehensive CLM system.

Assessment

The foundation of the Workplace Inspection and Consultation Groups (IDDGs) of the Confederation of Turkish Tradesman and Craftsman (TESK) also predates the IPEC programme in Turkey. In 1991, TESK, realizing the need for improvement in apprenticeship training and in the working conditions of apprentices, made amendments to the Law on Tradesmen and Handicrafts (Law No. 507) through a series of bylaws on education and training. In view of the fact that violations of labour standards were more frequently observed in smaller establishments and that quite a few children in fact worked in such establishments, a monitoring scheme was needed to oversee the well-being of such children. TESK filled this gap in the area of inspection and monitoring through the establishment of the IDDGs. This was somewhat revolutionary in the sense that the businesses themselves voluntarily decided that they needed a monitoring body and were willing to contribute financially towards its establishment. The IDDGs were set up in different parts of the country, with each group consisting of four to five members depending on the workload in the region. The members of each group were chosen from among qualified member establishments. However, one member in each group was a teacher from one of the Apprenticeship Training Centres run by MONE.

The mandate of the IDDGs was to inspect workplaces to see what types of work-related hazards existed and to what extent child labourers might be exposed to them, using a common set of tools, and then to provide advisory services to employers to improve working conditions to better serve the needs of apprentices. Since this initiative concentrated on assessment, it again cannot be considered a comprehensive CLM.

Referral

The Fisek Institute, a non-governmental organisation, was established in 1986 with the aim of providing healthcare services to relatively disadvantaged sectors of society. The Institute paid special

attention to working children (in particular to girls) and women. From the very beginning, one of the main activities of the Institute was to provide health care services to small establishments. Fisek chose small-scale establishments as its primary target for the reason that, unlike larger establishments (those employing over 50 workers), they do not have a legal obligation to provide establishment-based health services to their workers. The law does require apprentices in these establishments to undergo periodic check-ups, but this is usually ignored. The Institute provided health services to small establishments for a small fee, with services to children under the age of 15 provided for free. Hence, even before Turkey joined the IPEC programme, the Fisek Institute had quite a bit of experience working with child labourers. Nevertheless, since its activities were limited to the identification of child labourers and the provision of health services to them, and included no components geared toward the removal of children from the workplace and their mainstreaming into educational programmes, this initiative also was not a CLM as currently understood.

Official mandates that carry elements of CLM initiatives

For a number of government agencies and institutions, the protection of children from exploitation has been a priority and an official mandate since the formation of the Turkish Republic. Since its foundation in 1921, the Social Services and Child Protection Agency (SHCEK) has provided cash and in-kind assistance to children in need and to their families. SHCEK has directorates in every province in Turkey. It operates rehabilitation centres for children in 21 provinces, through which it provides counselling, training and rehabilitation services to boys and girls who live and/or work on the streets as well as to their families. As part of its monitoring and enforcement responsibilities, the Ministry of Labour and Social Security Labour Inspection Board (MOLSS LIB) conducts workplace inspections to ensure that legislation and regulations related to the employment of boys and girls are appropriately implemented. The Ministry of National Education (MONE) has developed policies and programmes to improve working children's access to both formal and informal education. Through its General Directorate of Apprenticeship Training, the MONE has established formal Apprenticeship Training Centres (ATCs) that provide vocational training to children who have completed their compulsory primary education. The MONE has a total of 318 ATCs, with at least one ATC per province. Students enrolled in an ATC are included within the social security system. The Ministry of the Interior has established a Department of Minor Protection (DMP) to protect working children from workplace abuse and exploitation. Moreover, it has established Children's Police in all provinces to meet the special needs of minors.

All of these initiatives, which were guided by the official mandates of the institutions in question, were limited in scope and concentrated only on a single area. SHCEK, for example, has concentrated its efforts on children working on the streets, while MONE's approach has involved improving working children's access to educational programmes. Neither programme includes any particular activities focussed on other essential components of the CLM system.

5. History of CLM Initiatives in ILO-IPEC Work in Turkey

Since 1992, over 100 Action Programmes have been implemented by national partners within the framework of the IPEC country programme in Turkey. Early IPEC strategies begun in the 1992-1993 biennium were geared toward developing a greater understanding of the problem of child labour, increasing the awareness of policymakers regarding the issue and developing the institutional capacity of key partners in order to conduct direct action to improve working conditions for

children. During the 1994-1995 biennium, earlier successful programmes were expanded and the range of partners broadened to initiate national ownership of the programme.

In the 1996-1997 biennium, IPEC programmes concentrated more on integrating previous experience into a wider socio-economic context, with direct-action programmes focussing on withdrawal of children from the WFCL. These programmes put special emphasis on mainstreaming working children back into formal education and increasing the income-generating capacity of families with working children by means of vocational training.

From 1998 to 2002, IPEC made efforts to integrate successful intervention models into the programmes and budgets of partner organizations and played a coordinating role in developing programmes with UN agencies. During this period, IPEC devoted significant energy to implementing direct action that would eliminate the WFCL through large-scale, integrated programmes implemented in selected geographical areas.

Overall, IPEC projects carried out over the last 10 years have reached about 50,000 children in Turkey. Sixty percent of these children have been withdrawn from work and placed in schools. The remaining 40 percent have benefited from improved working conditions and health, nutrition and vocational training services. Furthermore, about 25,000 families have received counselling services and assistance in the form of literacy and vocational training, income-generating activities and awareness-raising regarding the hazards of child labour.

From very early on in the existence of ILO-IPEC programmes in Turkey, various monitoring systems have been developed in collaboration with key governmental and non-governmental partners, and put into place in the fight against child labour. By focussing on system development, training and technical support at all levels, priority has been given to establishing monitoring mechanisms that link all monitoring-related elements (e.g. information and data-gathering surveys, enforcement, etc.).

Identification and assessment at the national, regional and sector levels

In order to be able to design strategies of intervention and referral systems so as to improve the lives of working children, or to remove them from work altogether, child labour research that will produce both quantitative and qualitative data is essential. In this regard, in October 1994 and 1999, with IPEC support, the State Institute of Statistics carried out two child labour surveys to gather data for a comprehensive analysis of the state of Turkey's working children. The surveys identified priority groups and patterns of work and analyzed working conditions and their effects on working children. In light of the findings of these two nationwide surveys, two baseline surveys--of children working in seasonal commercial agriculture in Karatas and of children working in furniture construction in three selected metropolitan areas--provided more focussed quantitative data on children engaged in the worst forms of child labour in Turkey. In addition, a rapid assessment of children working on the street, also identified as one of the worst forms of child labour in selected regions in Turkey, was undertaken.

The available qualitative information on child labour has been enriched by the MOLSS LIB, which has implemented six action programmes on child labour within the IPEC framework (1994-2003). The labour inspectors are in an excellent position to observe the working conditions of children in industry, since they are vested with the authority to carry out establishment-based inspections. The early projects of the LIB within the framework of the IPEC programme centred

around understanding the working conditions of children in industry, increasing the awareness of the labour inspectors toward child labour and, most importantly, introducing a new inspection system into the Ministry.

The first three projects undertaken by MOLSS all included training components whereby increasing numbers of inspectors were introduced to the new inspection system, which called for the cooperation of the inspectors with working children, foremen and employers in an effort to bring about a safer workplace for children. The success of the new inspection system adopted in the Izmir Project depended not only on a change in the philosophy of inspection on the part of the labour inspectors, but also on persuading the working children, foremen and employers to view labour inspectors as a hand extended by the government not to punish, but rather to provide assistance for improving working conditions in the establishment and in the industry in general. In short, the new inspection system attempted to introduce a participatory method to address the issue of child labour.

MOLSS trained one hundred and eight labour inspectors, who worked full-time on child labour issues. During this time, seven sectors (metal, woodworking, textile, garment, leather, auto repair and car polishing) in seven regions of the country were the most extensively covered. Labour inspectors collected detailed information on areas including: the sectors where child labour was extensively employed; the educational status of child workers and their families; the risks faced in workplaces; industrial relations; the levels of occupational training; and, future expectations. This was an important step toward filling the information gap existing in the field of child labour. The inspectors reached ten thousand children. Different methods of data collection were used to provide a detailed picture of the risks and hazards faced by children working in these sectors. These methods included: structured interviews with working children; clinical examination of their health status; in-depth interviews with employers; and, observations of the children's worksites.

Legislation and national policy

IPEC provided technical and financial support to the MOLSS Child Labour Unit (CLU) in harmonizing Turkish legislation to comply with ILO Conventions No. 138 and No. 182. As part of these efforts, the CLU, following multi-sector consultations, prepared a draft law identifying acceptable and unacceptable sectors of employment for children between the ages of 15-18. The law was passed by Parliament in June 2003.

Capacity building

The development of a national capacity to combat child labour was identified as one of the critical factors in actions for the elimination of child labour. Therefore, training was offered to key partners, including the MOLSS, MONE, Interior Ministry, provincial governorates, workers' and employers' organizations, universities and NGOs, which continue to carry out the roles and activities for which they were trained. Notably, the MOLSS, MONE and employers' and workers' organizations have participated in IPEC programmes since the initiation of such programmes in Turkey in 1992.

Capacity-building initiatives sought to ensure that national institutions had the technical skills with which to address child labour issues in a sustainable manner. At the same time, focus was also placed on improving attitudes. A systematic approach to national and regional capacity building,

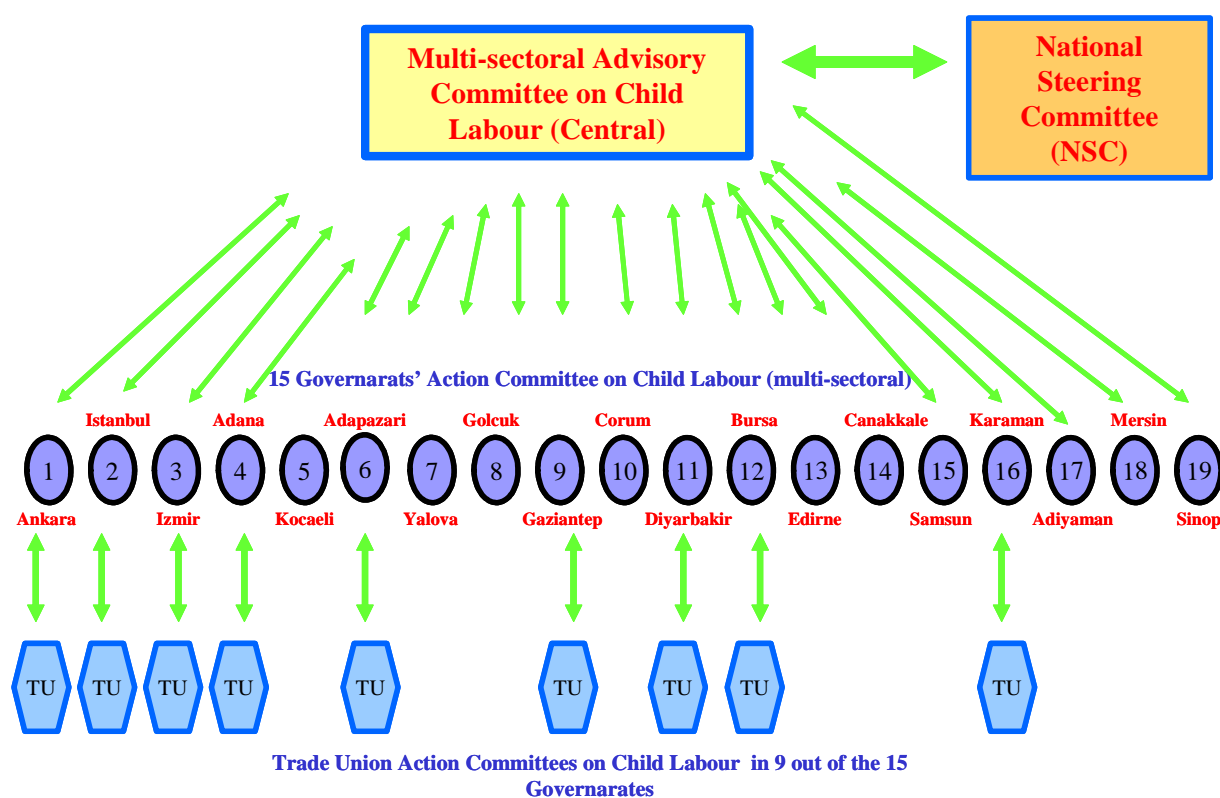
comprised of compatible and mutually reinforcing efforts, was undertaken to ensure synergy in moving toward the achievement of national programme objectives.

Establishment of an institutional and management framework

In designing the institutional framework in IPEC programmes, an important objective was to develop monitoring systems that would from the outset function as part of the routine work of local government in order to ensure the sustainability of the activities after the end of IPEC support.

The IPEC tailored its interventions to specific needs at the central and provincial levels in order to build capacity at both levels and to strengthen the technical and managerial support provided from the centre to the provinces. IPEC support was given to strategic policy-oriented components at the central level within the MOLSS, the Ministry of the Interior and employers' and workers' organizations, with special attention paid to the strengthening of executive capacity at the national level and to sustainability at the local level.

Figure 1: Existing Network Model on Child Labour in Turkey



Watchdog Function

In order to address the scale and complexity of the problem of child labour, all direct-support programmes of necessity involved working with local government departments, NGOs, professional groups, police, education authorities, teachers, community organizations, research institutions and universities. IPEC provided support for the establishment of multi-sector mechanisms designed to ensure coordination among partners, namely, the National Steering Committee (NSC) and the

Advisory Committee on Child Labour at the national level, and Provincial Action Committees operating under the auspices of governorates at the local level (Figure 1).

CLM initiatives: indirect-action programmes

The key initiatives adopted by various institutions naturally differed from each other, reflecting each institution's area of expertise. The labour inspectors, being more experienced in industry, concentrated their efforts on monitoring children working in industry. Their main concerns were monitoring of working conditions and the general well being of children and their withdrawal from industries that were unsuitable for them. In more recent projects, the labour inspectors adopted a more holistic approach, thereby extending the system of monitoring beyond the workplace to children's families and the schools. Through collaboration with other institutions, some underage working children were directed to school, and others to Apprenticeship Training Centres and to other non-formal education programmes like literacy courses. Their performance at these institutions was kept under close scrutiny. Children's families were also followed closely and attempts were made to help them through enabling their participation in income-generation projects.

The trade unions, owing to their experience in industry, also concentrated their efforts on children working in industry. All of them set up child labour bureaus, through which they conducted various activities and collected information on working children in the industries in which they were represented. This information was used to design policies aimed at offering better training opportunities to apprentices, removing children from industries unsuitable for them, and directing them toward formal education where possible. An employer's union, TESK, also worked in industry, but in smaller establishments, since an overwhelming proportion of the underage working children were found in such establishments. Using its relations with employers as leverage, TESK monitored children's working conditions and provided them with various services. Some of these services were provided in collaboration with other institutions such as the Fisek Institute, which was the only NGO that managed to establish a sustainable monitoring unit for working children. As Fisek's expertise was in the area of health, it established its monitoring system through mobile and fixed health units at various industrial sites across the country.

Official bodies like the Municipality of Ankara, the Governorate of Istanbul and SHCEK closely monitored children employed in the streets. Children frequented their centres to benefit from the services provided, which ranged from playrooms and basketball courts to the provision of meals. As children came and went, the officials at the centre had the opportunity to monitor the state of children working on the street, both at the micro level, by observing each child repeatedly, and at the macro level, through noting changes in the demand for the services provided at the centre.

The information collected by these agencies was instrumental in shaping their policies and programmes on child labour and in mainstreaming child labour concerns into their institutional agendas. This information was also important in that its amalgamation led to the formulation of policies and programmes on a macro scale and found expression in laws and regulations and in time-bound programmes intended to end the child labour problem in Turkey.

PART B

1. The Vision and Strategy of Child Labour Monitoring in Izmir

In the spirit of Convention No. 138, the early programmes implemented were geared toward the younger age group and aimed primarily at improving their working conditions. Although the ultimate goal was to withdraw children from work and reorient them toward school, this goal was not intensively pursued. Therefore, the monitoring systems were somewhat one-dimensional, in that they were concentrated mainly on younger children and focussed on indicators that gave information about their working conditions. With the passage of Convention No. 182 and the experience gained through a decade of programme implementation, beginning around the late 1990s the later programmes became increasingly ambitious and demonstrated a stronger will to put an end to the problem of child labour. The main goal was now the total elimination of the worst forms of child labour by means of integrating working children into the educational system. For those who were of legal working age but were involved in hazardous work, the goal was their placement in safer jobs and enrolment in job training programmes offered by the MONE.

Since 1994, the IPEC had supported the MOLSS LIB in conducting programmes for boys and girls working in the informal urban economy in various provinces. Labour inspectors had adopted a multi-sector approach, in which they worked closely with employers' and workers' associations. Based on accumulated experience, an integrated, area-based model was developed within the framework of the IPEC Action Programme entitled "Integrated Programme for the Elimination of the Worst Forms of Child Labour in Selected Industrial Areas in Izmir by 2003". This programme targeted the automobile repair, textile and footwear sectors. Between 2000 and 2003, 5,890 children under the age of 15 were withdrawn from work and referred to educational facilities.

This direct-action programme provides an excellent example, in that it demonstrates that child labour monitoring is categorically different from workplace monitoring. Whereas the latter terminology implies monitoring of workplaces only, the former is a more inclusive concept that denotes the progressive elimination of child labour through efforts to ensure that children are removed from hazardous work and that various social protection measures are in place to benefit the children and their families, as well as the ongoing observation of the results of those efforts (Arai 2001:13). In the Izmir Project, parallel to the orientation toward this new goal, existing monitoring systems were revised and updated to serve the needs of the programme-implementing agencies. After the CLM concept was put into practice, multi-sector interventions requiring the involvement of various institutions with different expertise became more common. The new multi-sector methods also required that children's welfare be monitored from various perspectives, using indicators that ranged from working conditions to school attendance to family background.

2. General Description of the Main Elements of the Izmir Model

Institutional Mechanism

Experience has shown that micro-level interventions need to be relevant and supportive of and supported by developments at the macro level. However, when the interrelationships between child labour and developmental issues are not well understood, coordination at institutional and operational levels is difficult, resulting in poor integration of child labour variables into development strategies. Raising awareness among national authorities as to the multi-disciplinary nature of the

child labour issue can help to ensure that related issues are embedded into ongoing and planned social sector initiatives, i.e., that child labour-related issues are internalized.

In Turkey, a Project Steering Committee (PSC) was set up at the central level. The PSC coordinated and monitored programme implementation, determined the methodology for implementation, had responsibility for logistic arrangements and advised on the project's future direction. The committee consisted of high-level representatives of strategic institutions in order to increase high-level political support for the programme. Members of the committee were drawn from the MOLSS, the MONE, the State Ministry, the SHCEK, employers' and workers' associations and the Small Industries and Vocational Training Foundation (an NGO), and also included a researcher from a selected university.

Within the framework of the targeted interventions at the provincial level, a multi-sector Action Committee Against Child Labour was established under the auspices of the provincial governor. In order to ensure a connection between micro-level intervention and macro-level policies, and to maximize the benefits from the political and managerial roles and expertise of local government authorities, the direct-action programme was linked to this Action Committee (Figure 2).

Committee members were officially appointed to the Action Committee by the provincial governor of Izmir and were drawn from among local government directorates, NGOs, universities, employers, workers, community leaders and families of working children. Here, also, in order to increase high-level political support for the programme, high-level representatives of strategic institutions were invited to sit on the committee. The committee met regularly in order to coordinate and monitor programme implementation, determine implementation methodology, provide logistic arrangements and advise on the future direction of project activities.

The formation of this type of collaborative working group on child labour enhanced the level of institutional support available and ensured that referrals were well-coordinated at an operational level. The objectives of this strategic approach were to ensure that the problems of child labour were addressed in a multi-sectoral and integrated manner; that programme objectives were achieved on a sufficiently large scale through the creation of a supportive institutional and policy environment; and that regional capacity to analyze the child labour situation, draw up programmes and provide follow-up and coordination in all matters related to child labour was enhanced.

Figure 2: Izmir model for withdrawing children from work in industry



CLM system components in the Izmir Project

A comprehensive CLM system requires direct observations, repeated regularly, to identify child labourers and the risks to which they are exposed; to refer them to services; to verify that they have been removed from the workplace; and, to track them to ensure that they have satisfactory alternatives. To this end, two complementary centres were established in Izmir for the provision of workplace monitoring and social support, whereby children identified by the workplace monitors as being involved in hazardous work were then referred to the social support unit for rehabilitation and referrals according to their assessed needs. The greatest success of the programme was its mobilization of local resources, which were responsible for the establishment and furnishing of the centres. The MONE covered children's education costs, and MONE staff worked together with employers' representatives and labour inspectors to monitor child labour, working within the existing monitoring structure to increase its effectiveness.

Figure 3 provides a general overview of the monitoring process pursued. The main participants in the Workplace Monitoring Unit (WMU) of the Child Labour Monitoring system, and their responsibilities, were as follows:

Workplace Monitoring Unit

The Workplace Monitoring Unit's main participants were labour inspectors, IDDG members and Apprenticeship Training Centre teachers. Members of the WMU were responsible for:

- *Preparatory activities:* Identification of possible partners; inspection of workplaces and determination of primary risks; identification of target groups; awareness-raising among employers by reminding them of relevant national regulations and ILO conventions.
- *Monitoring activities:* Inspecting, observing and recording initial workplace conditions to determine measures to improve working conditions; training employers and improving workplace conditions; registering children under age 15; directing children (and their parents) to the Social Support Unit (SSU).
- *Follow-up activities:* Inspection and observation to ensure that suggested measures were implemented, that children withdrawn from work did not return to work and that new child labour was not employed.

Social Support Unit

The premises for the Social Support Unit were provided (at no cost) by an employer organization and refurbished by mobilizing local resources. The SSU's main participants were a coordinator, a social worker, a sociologist and service personnel. The SSU was responsible for:

- *Preparatory activities:* Identification of possible partners in collaboration with the WMU and preparation of protocols in conjunction with partners and service providers; preparation of data recording forms; planning training and awareness-raising events; registering children and engaging in needs assessment for children (and their families) referred to the SSU by the WMU.
- *Monitoring and referral activities:* Counselling children and their siblings and families, and referring them to appropriate programmes according to their needs (i.e., formal education programmes or vocational training programmes); providing direct support to children, such as school uniforms and supplies; implementing measures to alleviate poverty through arranging skills training for families and/or helping them to become beneficiaries of social programmes such as conditional cash transfer programmes; ensuring provision of medical services and check-ups for children and their families; organizing social and cultural activities for children; building up a social database (level of schooling, number of children in a family, etc.); monitoring and reporting.
- *Follow-up:* Collaborating with schoolteachers and principals to ensure retention of children enrolled and to monitor their progress in school; reaching those students (and their families) who drop out of school after enrolment to ensure that children return to school either by persuasion or through legal measures.

Information from both units was made available to intermediate- (i.e., the Action Committee and the Project Steering Committee) and national-level participants for purposes of guidance, policy development, proposal of technical legal measures, reporting and preparation of documents for

dissemination to related bodies such as the National Steering Committee and the National Advisory Board on Child Labour in Turkey.

Tools and mechanisms

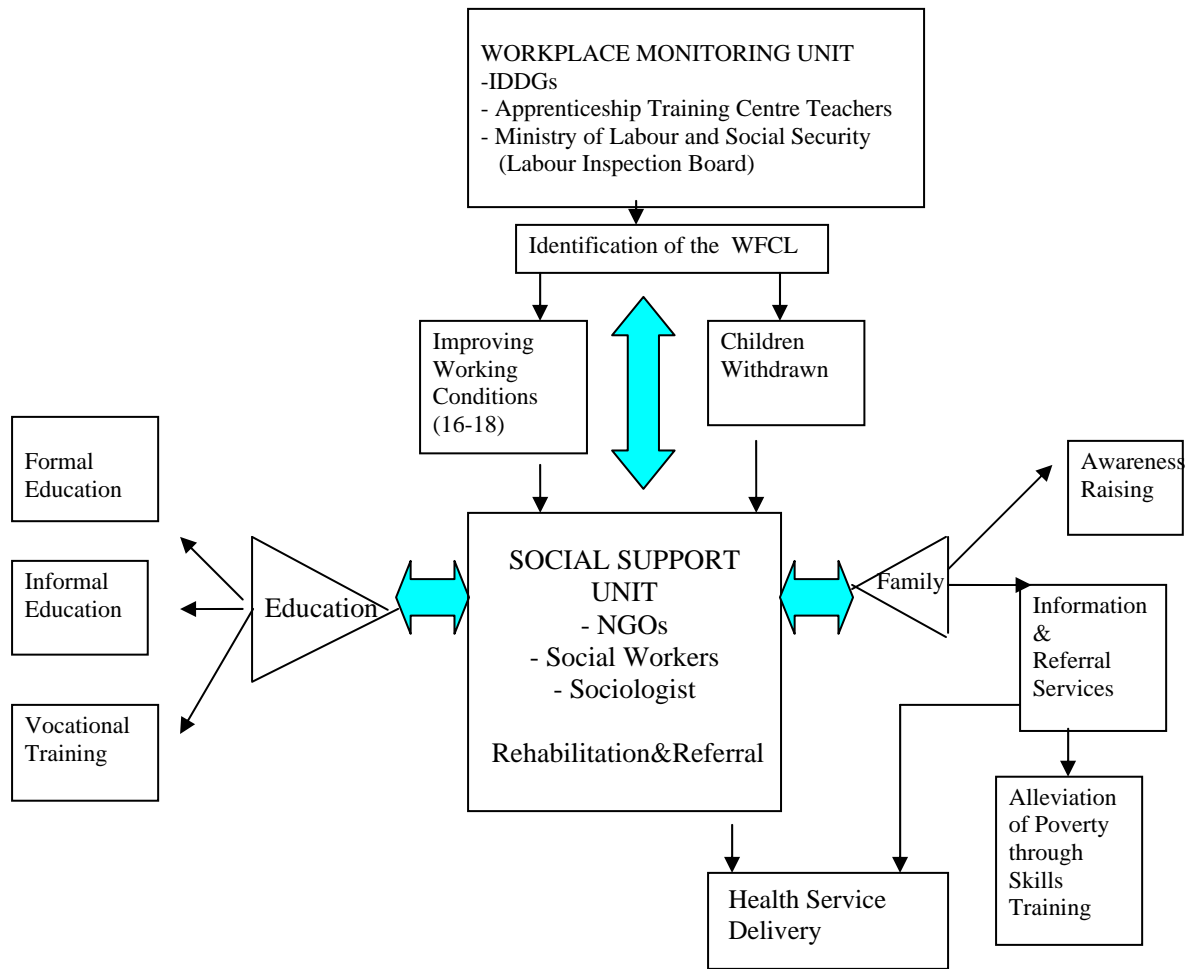
Information management is an important part of CLM. For the information to be reliable, there must be a clear procedure to properly record and report the monitoring visits and the referrals made. Recording, sharing and comparing the start-up baseline information with that obtained from successive visits completes the monitoring cycle and links the workplaces and schools/service sites together. Within the scope of this project, three different groups were responsible for maintaining and sharing records: the labour inspectors, the Social Support Unit and the schools and Apprenticeship Training Centres.

Labour Inspectors: In the procedure developed by the Izmir project, the first step was the random visits of the labour inspectors to the selected industry, in which they gathered information about the workers and the work process (Forms 1, 2, 3 and 4). Labour inspectors recorded detailed information about these children, i.e., their parents' names and addresses; their working conditions, working hours, vacation time, and salaries; and whether or not they were attending Apprenticeship Training Centres. In these initial visits labour inspectors also informed employers about their responsibilities regarding child labour and working conditions for young people.

Social Support Unit: The recordkeeping technique of a specialized agency--the SHCEK--was adopted by the SSU. This was the standard "Social Inspection and Assessment Form" used when a child was registered with the SSU. The information that appeared on this form included the child's name, address, educational level, and apparent general health condition, as well as detailed family information regarding parents' work and social security status, household structure, siblings and the other relatives living in the household, and quality of life in the household (running water, basic furniture etc.).

Schools and Apprenticeship Training Centres: Based on their assessment and evaluation at the SSU, and depending on their previous educational level, children were enrolled either in regular education or in supplementary courses to prepare them for a qualifying exam. These courses were mostly held at the SSU and taught by teachers brought in by the SSU. Children who had already completed primary school were sent to Apprenticeship Training Centres, which they had to attend one day a week. The schools, SSU course teachers and Apprenticeship Training Centre teachers worked in collaboration with the SSU. The most critical control mechanism occurred at the beginning of each semester, when, in order to register for courses, students had to pay a fee. The SSU assumed responsibility for mobilizing some funds to cover this fee through the government's conditional cash transfer programme.

Figure 3: CLM System Components in the Izmir Project



PART C

1. The Process of Setting Up and Implementing the CLM System

Preparatory activities

This programme aimed to orchestrate the cooperation of all related parties at the national, local and NGO levels in order to combat the use of child labour, particularly in hazardous environments. The major goal was to withdraw all children under the age of 15 from these three sectors and to withdraw children aged 15-18 from the worst forms of child labour. This entailed taking anti-poverty measures, providing vocational training and educational support, engaging in advocacy, conducting awareness-raising activities, fostering community involvement and creating income-generating opportunities for the families of working children.

Alliance building

From very early on in the design of the institutional framework, the Izmir model ensured a participatory approach, in that it involved alliance building, inter-governmental coordination and cooperation with NGOs. Although the implementing agency was the MOLSS LIB, a large number of institutions participated in the project in different capacities. These institutions included, but were not limited to, the MONE, the SHCEK, the İzmir Governor's office and TESK. The wide range of collaborating institutions marked an important change in programme dynamics. While in earlier projects MOLSS had collaborated systematically only with MONE's Vocational Training Centres, in the İzmir Project close ties were established with MONE's Basic Education Division and the SHCEK as well. The former facilitated the placement of children in formal educational institutions, while the participation of the latter meant that children could be referred to rehabilitation centres should the need arise.

An initial protocol was signed by the Ministry of Labour and Social Security (MOLSS), the Ministry of National Education (MONE), the Social Services and Child Protection Agency (SHCEK) and the Confederation of Turkish Tradesman and Handicrafts (TESK) at the national level. A similar commitment was reflected at the local level.

The design of the institutional and management framework was based on lessons learned from previous IPEC experience in Turkey, which showed that sustained and responsive programmes for the elimination of child labour could be achieved only if public institutions in the relevant sectors recognized their roles and responsibilities in addressing the problem. The establishment of multi-sector mechanisms designed to ensure coordination among partners proved to be of critical importance for the successful implementation of child labour programmes and for their sustainability. The effectiveness of mechanisms such as the NSC in creating national ownership of and commitment to the process of eliminating child labour in Turkey was reflected in the crucial role this committee played in the development of the TBPPF. At the provincial level, Provincial Action Committees proved invaluable in promoting community involvement and creating a social mobilisation network at the grassroots level, which led to enhanced local ownership of the project. In this regard, a protocol signed between the Project Steering Committee and the Greater Metropolitan City of İzmir Municipality was particularly notable. On the basis of this protocol, the Greater Metropolitan City of İzmir Municipality appointed a sociologist and support staff to the SSU, provided daily lunches to the children attending the SSU and devoted a bus to the project's use.

Similarly, through a protocol signed between MONE and the Project Steering Committee, four schoolteachers were assigned to the SSU by the MONE to provide remedial courses to children attending the SSU in order to contribute toward their success in school. These teachers also took responsibility for follow-up activities, closely monitoring the attendance and retention of the children enrolled.

Training

Training of labour inspectors and IDDGs: In-depth training enhanced the capacity of the IDDG's committees to combat child labour. The LIB's staff and field structure, as well as its critical role in policymaking, gave it the ability to conduct outreach and to disseminate information related to child labour. A total of 18 labour inspectors were selected from among the 108 labour inspectors who had received background information regarding child labour and been trained in participatory approaches, communication skills, child psychology during the previous programmes. These 18 inspectors proved invaluable, communicating their past experience and providing training to TESK IDDGs and trade union members in Izmir. For the training programmes of both the labour inspectors and the IDDGs, an ILO publication, "Labour Inspection and the Adoption of a Policy on Child Labour--Training Guide" (1994), was adapted to suit the needs of the programme. A basic characteristic of this methodology is the active participation of the target group(s) at every stage of project implementation.

Training of MONE officials, school principals and teachers: Understanding child labour is important for educational institutions, not only because of the significance of the issue, but also because of its potential impact on educational attainment. In this programme, senior MONE officials from the Provincial Directorate of Education, school principals, schoolteachers and Apprenticeship Training Centre teachers received training regarding the issue of child labour and related educational issues. Training was also provided to strengthen the institutional capacities of the provincial departments of the MONE in the priority intervention areas. Material produced in the course of a former IPEC project entitled "Increasing the Attendance, Retention and Performance Rates of Working Children in the Primary Education System" was used for the training of MONE officials, school principals and schoolteachers. Training involved creating an in-depth understanding of the goals and objectives involved in the elimination of child labour, and how these could be linked to strategies for managing "education for all". Training topics also included the school system and child labour; educational planning to prevent students' dropping out; accurate mapping to identify current and potential child labourers in schools; and setting priorities in the provision of education to child labourers. Specific guidelines were also provided for the prioritization of educational rehabilitation activities to ensure the retention of ex-working girls and boys in the school system.

Training of the SSU coordinator and social workers: The staff of the SSU was briefed by the IPEC office in Ankara on past IPEC projects in Turkey. In these briefings, major findings of baseline surveys were also communicated. This allowed the SSU coordinator and social workers to understand the needs of the targeted population.

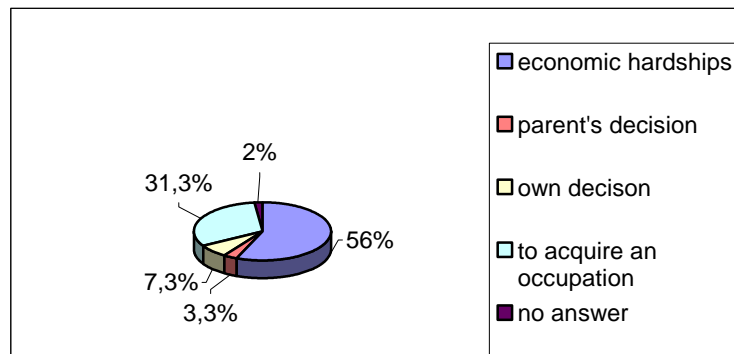
Rapid assessment

In preparation for the Izmir Project, the MOLSS LIB conducted a rapid assessment of the situation of children working in the auto repair, textile and footwear sectors in the province of Izmir. This rapid assessment covered 50 families as well as 150 working children and revealed that the

targeted beneficiaries were concentrated in “small-establishment industrial zones” that specialized in manufacturing. The results of this baseline survey not only helped in identifying potential beneficiaries but also helped to refine the project’s strategies according to the needs of the targeted group.

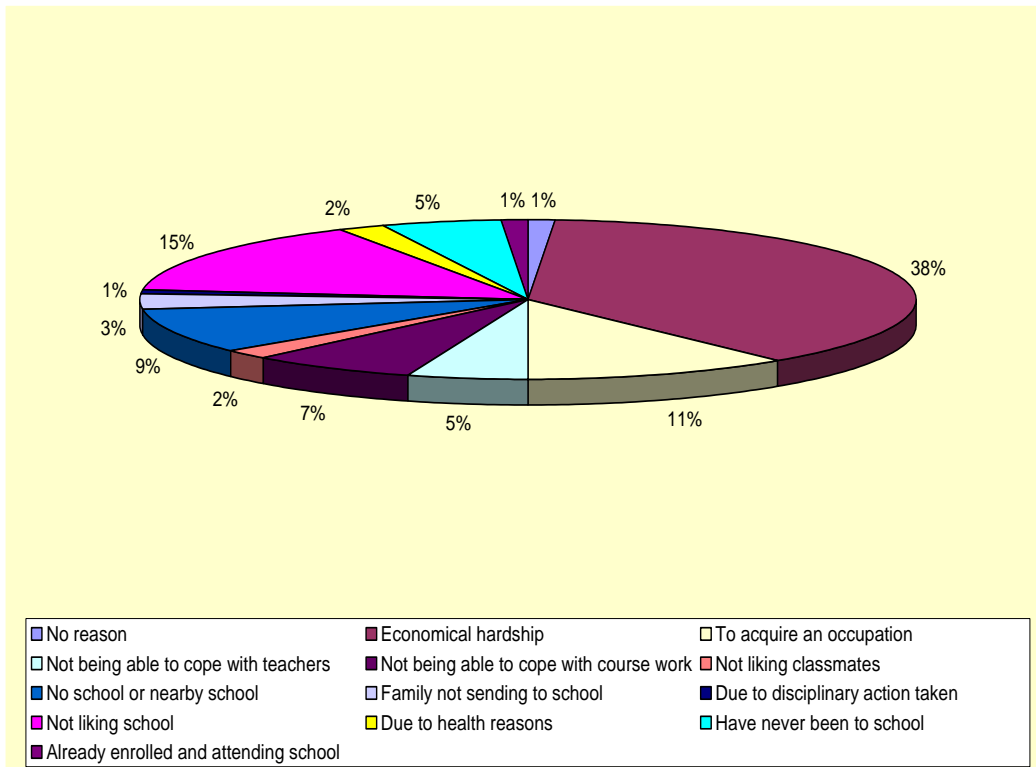
Rapid assessment revealed that a majority of the children had chosen to work as a result of economic difficulties faced by their families (56%). Children also stated that they believed employment would help them acquire an occupation.

Figure 4: Reasons for employment



Economic hardships (38%) and the desire to learn a trade (10%) in order to break the cycle of poverty were also major factors causing these children to drop out of school. Of the working children surveyed, only 1% were attending school, while 42.2% cited school-related problems (i.e., inability to cope with coursework or teachers, dislike of school or classmates, school located too far from home) as reasons for leaving school.

Figure 5: Reason for dropping out of school



In terms of their initial age of employment, while a few of the children had started working as early as age 6-7 (2%), the great majority had started working between ages 10-13 (70%). An even larger proportion of the children surveyed had to put in long hours of work, with 84% working over 9 hours per day.

Figure 6: Age of initial employment

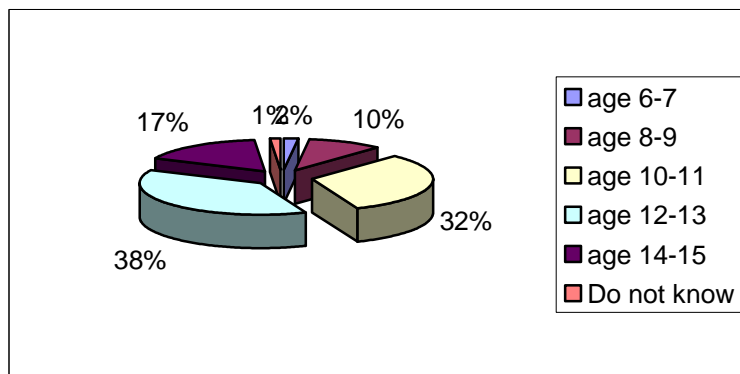
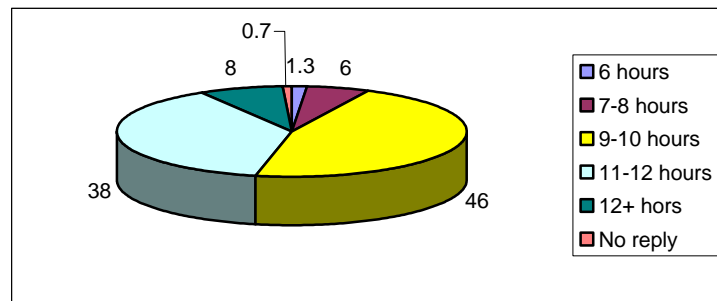


Figure 7: Number of hours worked per day



The survey of the families revealed that 66% of the households believed that schooling was necessary for their children and that 84% of the households would be willing to send their children back to school if financial opportunities were provided.

Establishment of the Social Support Unit

It is commonly acknowledged that programmes to eliminate child labour cannot be successfully implemented without specific action to address the socio-economic needs of working children and their families. Therefore, within the context of the Izmir Project, the withdrawal of children from work was addressed simultaneously with the related issues of poverty, education and social welfare. Since these issues did not fall into the domain of the labour inspectors, IDDGs and ATC teachers, and since those professionals did not possess the expertise to provide social support, the Social Support Unit was established. Close working links between the workplace monitors and SSU staff were established, with regular consultation meetings being held. For this component of the programme, a coordinator and a social worker were recruited (and their salaries paid from IPEC funds for 24 months). Also, 10 volunteer students from the education, sociology and psychology departments of universities in Izmir were trained to support the work of the Unit's professional staff. This was done on the basis of a model developed in conjunction with universities in Ankara that had proven to be effective. One important role played by the university students was that of advocacy. The students also helped working children by bringing a range of skills in addition to those of the Unit staff. These volunteer students were trained by and received ongoing supervision from the social workers. In addition, the Greater Metropolitan City of Izmir Municipality gave invaluable support to the project by providing a full-time sociologist and a housekeeper for the SSU.

2. Implementation and Results of the CLM System

Activities conducted by the Workplace Monitoring Unit

By the labour inspectors: The process of monitoring and referral started with the workplace inspection visits of the labour inspectors in three different sectors in Izmir. The Izmir Workplace Inspection Group took the leading role in this phase of the implementation of the programme. The group designated 18 inspectors to participate in the project. These individuals inspected a total of 4892 workshops within a period of two years, with the distribution across sectors being: 3640 in auto repair and maintenance, 748 in footwear and 504 in textiles. In these visits, the inspectors recorded the presence of working children of any age up to 18; examined the occupational health and safety conditions at the workplace; advised employers on ways of improving the work environment; and,

finally, engaged in raising employers' awareness by reminding them about the Labour Law relating to child labour issues in order to seek their cooperation regarding the project. As a result of these inspection visits, considerable numbers of employers were convinced to cooperate with the project, and children were referred to the SSU. Recordkeeping was an integral component of these visits. In each workplace visited, in addition to data on working conditions at the establishment, detailed information on children found to be working there (i.e., their names, addresses, ages, and educational status) was recorded, and then shared with the SSU. The inspectors also made second and third follow-up visits to investigate whether or not children were being re-employed and whether or not workplace conditions had improved with respect to occupational safety and health standards.

By the IDDGs: The IDDGs were established with the aim of monitoring the activities of establishments in regard to the working conditions and training they were able to offer to apprentices. The groups would provide feedback and advice to the establishments in order to assist them and promote improvement in these areas. More importantly, the IDDGs were by law given the responsibility and the authority to determine which establishments could employ apprentices, which could employ them providing certain conditions were met, and which could not employ them. In other words, only the establishments fulfilling certain criteria would be allowed to hire apprentices. Within the framework of this project, IDDG members trained by the labour inspectors in the new inspection philosophy visited the workplaces to investigate whether they satisfied certain criteria concerning the training of apprentices in the workplace. If they were found not to meet the criteria, they were given three months to raise their standards. If the working or training conditions of a workplace were still found unsatisfactory, the IDDG had the authority to cancel its licence to hire apprentices. Therefore, the contribution of IDDGs was primarily in the area of improving working conditions and training opportunities for apprentices, in collaboration with the labour inspectors.

By the ATC Teachers: The teachers of the vocational training centres had an important role to play in monitoring the working conditions of the children attending those centres and the type of practical training they received in their workplaces. ATC teachers were required by law to inspect and report on the appropriateness of the apprentices' workplaces in terms of both the working conditions and of the equipment and machinery owned and operated by those establishments. The ATC teachers were also involved in the training of foremen who were in turn responsible for the practical training of children. The purpose of the training programmes offered to foremen was to increase their awareness of the risks involved in the particular field they were engaged in and the safety precautions they should employ to protect not only children but themselves as well. The ATC teachers were also expected to equip the foremen with the training and communications skills they needed in order to be able to give more effective practical training to apprentices.

As a result of the collaborative activities of the labour inspectors, IDDG members and ATC teachers, the number of children reached exceeded the targeted numbers. The table below shows the distribution of children targeted and reached.

Table 2: Working Children and Their Siblings Reached by the Project

Age Groups	Targeted	Reached
Under 15	1.500 (30% girls)	2.778 (27% girls)
15-18	2.000 (30% girls)	3.301 (24% girls)
Siblings under 15	500 (70% girls)	1.467 (44% girls)
Siblings 15-18	None	724
Total	4.000	8.270 (31% girls)

It is very evident that the number of working children reached by the WMU and directed to the SSU doubled during the process. This shows the diligence of the parties that were involved. The following section will provide further analysis of the ways in which the national and local government agencies and NGOs involved in the Izmir Project worked together.

Activities at the Social Support Unit

Provision of direct support to working children. Children directed to the SSU by the WMU received initial counselling before their families were contacted. The SSU formally registered them by recording their personal information (i.e., name, age, address, and workplace address), and health and educational status. Those children who failed to show up after referral by the WMU were first contacted by telephone. The SSU staff then carried out family visits to convince the child and the family to register with the programme. After the family visits, the staff created a form for each family, including family history, social background, sibling information and suggestions for the family's future. These forms were collected in the Unit, and children were followed up accordingly (Appendices 4 and 5).

On this basis, initial counselling strategies were developed by the SSU to enrol and retain working children in school and to ensure their progress toward the completion of their compulsory eight-year primary education. Close working relationships were established with the Provincial Directorates of Primary Education to monitor the children's attendance. To optimise their educational achievement and keep them in school, four schoolteachers were assigned to the Unit by the MONE. During counselling sessions, diverse educational needs of working children under the age of 15 were identified. Different educational options were made available to these children through the close cooperation of the MONE (Departments of Primary Education, Educational Technology, Non-formal Education and Apprenticeship Training).

Initially, the educational expenses of more than half of the children mainstreamed into schooling were covered by the project⁵, with those of the others paid through local resources.

Besides regular referral activities, SSU staff engaged in organizing social activities for children in school to help prevent their return to work. They mobilized both local resources and official resources, such as the Social Solidarity Fund administered by the governor, to help defray the educational expenses of the children. They organized panels and symposiums and participated in meetings to raise sensitivity and awareness regarding child labour.

Provision of education to ex-child labourers and at-risk children: A major part of the efforts to remove children from work and offer them rehabilitative services, as well as efforts to prevent at-risk children from entering the workplace, involved offering children wider access to both formal and non-formal education. The basic strategies pursued were to develop alternative forms of both general and vocational education and make them available to ex-child labourers; in particular, to extend the availability of basic education to difficult-to-reach groups and out-of-school, homebound girls; to develop low-cost education alternatives; to re-integrate dropouts into the education system; and, to establish child literacy classes.

In order to provide educational services and prevent children from dropping out of school in order to work, the LIB worked closely with the MONE. The basic approach involved mainstreaming dropout and prevention activities into ongoing MONE programmes. Within the framework of the World Bank-supported BEP (Basic Education Plan), the following specific projects accommodated ex-child labourers in order to ensure their retention and attendance.

- *Social Aid Project in Support of Eight-Year Primary Education.* This project was designed to ensure that the primary education targets were achieved. Through this project, school uniforms, textbooks and other educational materials were provided free of charge to children from poor families.
- *Regional Primary Education Boarding Schools (YIBO) and Primary Schools with Pensions (PIO).* These were another important component of BEP that greatly benefited working children. The YIBO and PIO schools were established to ensure access to primary education services for children who lived in rural areas, villages and sub-village settlements without schools, and for children from poor families.

YIBO and PIO schools have played a particularly important role in the elimination of the WFCL within the scope of this project. They have a high capacity to enrol children from poor families. The particular advantage of YIBOs and PIOs lies in their residential nature; children enrol in these schools at the beginning of the academic year (September) and reside there through the end of the term (June), leaving them no opportunity to go to work. Moreover, the regulated nature of the YIBOs and PIOs provides an ideal environment for preventing children from dropping out. Thirdly, school expenses, including those for uniforms, books, supplies, food and lodging, are incurred by the state, thus reducing the burden on poor families and providing strong incentives for sending children to school rather than to work. YIBOs and PIOs are good examples of innovations that have been

⁵ It should be noted that although Turkey has a compulsory and free-of-charge primary education system, children need to pay for uniforms, schoolbooks and school supplies.

formulated and implemented within the scope of Law No. 4306, which changed the structure and functions of primary education in Turkey.

In order to enable the MONE to implement the activities outlined above, the project supported the training of educational staff as well as the provision of educational support programmes. In these training sessions, particular attention was given to the establishment of a school-based child labour monitoring system. The school administrations carefully maintained child labour-sensitive records for the students mainstreamed to schools, and principals and advisor teachers remained in close collaboration with the SSU staff. By this means, ongoing verification of attendance and progress was maintained, and the SSU staff was given the opportunity to contact children and their families in cases where dropping out and school failure occurred.

Experience has proven that early childhood education reduces dropout rates by increasing the commitment of children and their parents to education. Moreover, early intervention designed as a preventive measure is easier to achieve and more cost-effective in combating the problem of child labour than are measures taken to remove children from work. Therefore, this programme placed special emphasis on the inclusion of younger siblings (ages of 5-7) of working children who were not working but were potentially at risk for becoming child labourers in the future. Educational support programmes and monitoring were carried out to ensure that these children attended school.

For those working children who dropped out of the school system without completing eight years of compulsory education and were too old to attend regular classes, MONE distance-learning programmes provided an opportunity to complete their compulsory education. Distance-learning courses conducted by the MONE helped children prepare for external exams so that they could qualify for a basic education diploma. In addition, the teachers appointed by the MONE conducted literacy classes.

Provision of vocational training for children between the ages of 15-18: In addition to enrolling children in formal education, a vocational training programme was established and existing programmes strengthened to provide children between the ages of 15-18 with an escape from the cycle of poverty by developing their skills and enabling them to find more attractive employment alternatives. Existing vocational training programmes of the MONE Department of Non-formal Education served as valuable assets for this purpose after enhancement of their capacity through efforts conducted within the project framework.

As a result of recent changes made in the Apprenticeship and Vocational Training Law, the vocational training system was divided into three basic areas: formal vocational training, apprenticeship training and vocational courses. Apprenticeship training included the training of children and youth in the secondary school age group who had completed primary education but could not receive education at a higher level, or those who had remained outside of formal education for various reasons. Those youths who were at least primary school graduates and between 14 and 19 years of age were eligible to receive apprenticeship training. The curriculum at the Apprenticeship Training Centres provided children with theoretical knowledge and occupational safety and health courses to complement the practical training they received at their workplaces. In addition to the educational benefits of the centres, children who attended them were automatically registered in the social security system. Apprenticeship training was to have a duration of 3 to 4 years, and those who completed this training could enter the journeyman examination. Candidates who gained the right to receive a journeyman certificate could enter the master's examination after three years of work

experience, provided that they continued mastership training. In order to attend an ATC, students had to have first completed their compulsory education.

Tables 3 and 4 provide summary figures for educational referral services.

Table 3: Distribution of Children Mainstreamed into Education

Child workers mainstreamed into education	4,169
Siblings mainstreamed into education	1,722
Total number of children mainstreamed into education	5,891

Table 4: Referrals to Different Educational Alternatives

Regional Boarding Schools	371
Equivalency Courses	369
Long-Distance Primary Education	744
Long-Distance High School Education	513
Apprenticeship Schools	1,225
Formal Education	2,468
Literacy Courses	201
Total	5,891

Provision of support to families: Within the context of the activities at the SSU, three specific strategies for family support were envisaged: transfer of information and knowledge; provision of vocational skills; and income-generation activities.

Awareness-raising among adults was one approach used to help promote parental involvement in children's lives. Specific information was communicated to parents on issues such as the dangers to children from particular types of hazardous and exploitative work and the importance of providing working children with access to health and education services. Families were also informed about existing social support systems, including job placement services, health services and social security. Information on hygiene, nutrition, family health, and child care and family planning services were also provided. These activities were organized by the coordinator and social workers employed at the centres in cooperation with the Project Steering Committee by mobilizing local governmental agencies and NGOs.

As noted above, the idea that child labour can be successfully eliminated through specific action addressing the socio-economic needs of working children and their families is widely accepted. Therefore, within the context of this programme, withdrawal of children from work was addressed simultaneously with the related issues of poverty, education and social welfare. This particular component of the programme was aimed at enabling families to acquire the skills and resources needed to sustain income-generating activities in their own communities.

The SSU cooperated with the Provincial Directorate of the Turkish Employment Agency in Izmir to offer employment-guaranteed vocational training to 174 family members of working children. As a result of these efforts, 183 family members were employed. This programme required

a certain educational level which most families lacked; therefore, even though SSU employees interviewed 598 families, relatively few of them were able to get this type of support. In addition to the programme just mentioned, fifty of the mothers were trained at the SSU in wood painting and “ebru” (paper marbling) skills.

Table 5: Families Receiving Vocational Training by Sector and by Gender

Sectors	Women	Men	Total
Garment Industry	72	41	113
Footwear Industry	4	10	14
Salesperson	16	31	47
Total	92	82	174

Health Service Delivery: Working children’s health is affected by long hours of work, inadequate rest, lack of social security, low pay and dangerous machinery and hazardous materials in the workplace. This in turn jeopardizes their opportunity to grow up properly by limiting their physical and psychological health and hence their educational capacities. Therefore, the SSU also engaged in the provision of health services for both the working children and their families. A considerable amount of time was spent in order to mobilize local funds, including the Social Solidarity Fund overseen by the Governor’s office and health institutions, since health service delivery was found to be one of the costliest items in the overall referral system. Specifically, the following referrals were made with respect to health service delivery:

- The Social Security Organization General Directorate of Health Works’ Yenisehir Educational Hospital screened working children for possible job-related diseases and other impacts of the workplace environment.
- The Health Centres under the Ministry of Health, Izmir City Health Directorate, carried out medical examinations for all of the children involved in the project.
- The İzmir Association for the Fight against Tuberculosis carried out lung examinations of children involved in the project.
- The Social Security Organization’s Tepecik Hospital provided health screening for 690 children. The ones with major health problems (47) were hospitalized in Esrefpasa Municipality Hospital with some financial support from the Izmir Branch of Social Help Foundation.

3. Sustainability of the Izmir Project

In regard to sustainability, the major strengths of this direct-action programme were its adaptation to the national context, its links with national institutions and its mobilization of and coordination with local networks and social groups to integrate national ownership as a strategy from the outset of the project.

The main programme approach contributed to sustainability by:

- involving key stakeholders in the programme’s implementation, thereby enhancing the potential for sustainable human development;

- undertaking a multi-sector approach through involving the government as a key partner in the entire planning and implementation process;
- following a process-oriented implementation modality leading directly to a programme emphasis on long-term, self-reliant capacity building rather than on immediate short-term performance improvement;
- strengthening local governance capabilities and democratic institutions, and enhancing the capacity to enforce the rule of law.

As a result, the sustainability of the CLM mechanism established in the Izmir Project has been maintained through a joint tri-partite protocol signed by the MOLSS, the Izmir Municipality Mayor's office and the Provincial Governor's office. The Social Support Unit, donated by an employer, has remained operational following the cessation of the project on 31 May 2004. The Workplace Monitoring Unit is also continuing its activities. The cost of running the SSU as well as the cost of direct support for children and skills training activities for families have been assumed jointly by the Mayor's and the Governor's offices. This indicates that one very desirable outcome of this project was the incorporation of child labour-related issues into the regular budget allocations of local authorities.

4. Lessons Learned

Process

Building on the tangible accomplishments of previous programmes was an important basis for achieving concrete and sustained results in terms of the withdrawal, rehabilitation and prevention of child labour in three sectors where the worst forms of child labour were observed in Izmir. The Child Labour Monitoring mechanism established in this programme, which was a result of ten years of accumulated experience gained through different monitoring modalities, may be considered as an ideal system in that it optimally harmonized those modalities and made the best use of each one. In its composition, the CLM experience in Izmir may be considered an optimal conglomerate of a labour inspection model; an employer self-monitoring model; and, other governmental initiatives. The success of the model that was developed was owing to the early recognition of the fact that the multi-faceted nature of the child labour problem required multi-sector solutions. Sustained and responsive programmes for the elimination of child labour could be created only if public institutions in the relevant sectors recognized their roles and responsibilities in addressing the problem. Hence, strengthening local leadership and increasing community participation were all along essential components of capacity building, embracing both the governmental and non-governmental sectors in order to build the sustainable infrastructure needed for the elimination of child labour in Izmir.

Institutional and attitudinal change

A viable system of referral and follow-up provided education and health services to ex-child labourers. In order to enhance the effectiveness of the referral system, it was essential to actively involve the community at the grassroots level. This involved creating networks and making their experiences, capacities and services available to children and their parents. Models of intervention that were developed according to an area-based approach helped to encourage community participation, and a subsequent mobilization of local resources increased the cost-effectiveness of the programme activities.

The development of an advocacy strategy in this programme was a fundamental ingredient in the creation of a supportive environment for the elimination of child labour. Recognizing that they have a key role in implementing solutions for child labour, employers were mobilized by gradually building up their awareness levels in order to bring about the change in attitudes and behaviour necessary to prepare the way for the total elimination of child labour in the long term. This component of the programme also aimed at increasing parents' knowledge and understanding of the importance of sending their children to school and keeping them there. The SSU staff contacted parents, and parental training sessions were held in order to explain the importance of education and the opportunities available. The aim of this training was to empower individuals and family members to make informed decisions by providing them with information on the range of educational opportunities available and the benefits of various alternatives, including skills training.

Key challenges

The number of working children reached and referrals made, which far exceeded the targeted figures, confirms the success of the programme. This success is owed to engaging the children themselves, the employers, the families and the organizations working with children first in the monitoring process and then, through the institutional framework with its well-established micro- and macro-linkages, in the policy-making process. However, this success also presented some challenges to the organizational structure. The Unit was exhausted by the influx of children who were in real need, yet its capacity in terms of both staff and space was not enough to meet even the demand that had been expected according to the targeted figures. This put an extreme burden on the Unit staff, and forced labour inspectors to engage in referral activities beyond their job descriptions. Another bottleneck was the difficulty in accomplishing the timely development of a regularly updated knowledge base on child labour and the timely dissemination of information contained therein. The database that was established was sufficient for project's reporting requirements. However, a considerable amount of work will be required to link data collection to the existing database (to the extent possible) so that the information will be interrelated and mutually reinforcing, rather than standing alone.

Another important challenge is in establishing linkages between Provincial Action Committees and different local CLM mechanisms that would allow regular sharing of information among those who are contributing to the elimination of child labour, and would hence lead toward a comprehensive nationwide CLM system. This would require an in-depth and standardized data collection methodology. A standardized data collection methodology in turn requires collaborative work among expert sociologists, psychologists and statisticians and stakeholders. Furthermore, in-depth focus group discussions with the beneficiaries of the action programmes (i.e., working children and their families) could help in designing the best interview techniques, which would result in the most accurate information collection. Once finalized, the data collection and data recording methodology should be well documented for coherent implementation by all parties involved. By this means, the follow-up of individual children would be easier to accomplish, and effective modes of intervention would be easier to identify. Furthermore, by allowing comparisons across different intervention modes, uniform data collection and recording would contribute to the project monitoring and evaluation process.

Replication and scaling-up

The CLM system established in Izmir is a promising experience. It is flexible enough to be adapted for interventions against all types of the worst forms of child labour, including children working on the streets and children working in seasonal commercial agricultural activities. The basic components of this CLM system can be easily adapted for other sectors by choosing appropriate agents for identification, referral and verification activities. For example, if the direct-action programme is geared toward children working in street trades, possible workplace monitoring agents might include social workers, teachers, municipality police, Directorate of Security children's police, religious and community leaders and village heads. The social support unit, and referrals by the social support unit, would, on the other hand, be similar.

Appendix I

Workshop in Izmir

An evaluation workshop was held in Izmir on 21-22 October 2004, to review what had been learned about the problem of Child Labour Monitoring in the informal urban industrial sector and to come up with practical advice and recommendations for the future. The workshop was an opportunity for all of the stakeholders who took part in the programme to consider alternative approaches to the issues associated with CLM and to learn more about child labour in the informal urban sector from those with grassroots-level experience.

About 60 participants attended the workshop, including representatives of the implementing agency, the MOLSS LIB, labour inspectors, trade union representatives, Provincial Directorate of Civil Service authorities, academicians, and representatives of MONE and SHCEK (a complete list of the institutions represented may be found at the end of this appendix).

The basis for discussion was a background paper researched and prepared by Dr. Dilek Cindoglu, consultant for ILO-IPEC, entitled, “Evaluation of the CLM Mechanism in Izmir”. Stakeholders and ILO-IPEC-Turkey representatives had undertaken the evaluation in order to assess the effectiveness of their past and current efforts to eliminate child labour in the automobile repair, textile and footwear sectors, and to identify lessons learned that would guide future programming in the furniture sector.

The workshop began with introductions, followed by Dr. Cindoglu’s overview of her research findings. The participants gave their general observations and reaction to the paper, focusing on the “lessons learned” section with a view to adding depth and precision and to identifying elements that should be included in the final version of the paper. The following section summarizes the main conclusions of the participants’ in-depth discussions.

Setting up

Participants expressed their satisfaction with the initial training activities and especially with the backup provided to them by the ILO-IPEC staff in Ankara. Establishment of the Provincial Action Committees in particular and the management and institutional framework in general was identified as an ideal system, which mobilized local resources to the fullest extent.

Mobilization of local resources

Mobilization of local resources was a factor that contributed to the success of the project, especially in the provision of a large number of services that had no budgeted appropriations. These services and their providers were listed as follows:

- The Izmir Governor’s Office: The Governor chaired meetings of Provincial Action Committees and approved the placement of working children and their siblings in regional boarding schools.

- The Greater Izmir Municipality: The Municipality provided the necessary infrastructure for the Social Support Unit and appointed a sociologist to work in the Unit. It also appointed a caretaker for the Unit. It covered the medical treatment of children who were referred, sent food on a daily basis for children who attended the training courses, and provided a bus when needed.
- The District Governor: The District Governor provided funding for drugs necessary for students' medical treatment through the Provincial Directorate of Social Services and Child Protection. The Governorship also covered most of the registration fees for students' distance-learning programmes and provided economic assistance to families when requested.
- The Ministry of National Education, Provincial Directorate of Primary Education: The Directorate appointed specialized teachers to the Social Support Unit, assisted during the process of mainstreaming children into full-time education, and placed students in regional boarding schools upon their agreement.
- The Provincial Directorate of Youth and Sports registered students who were at regional boarding schools in summer sports programmes.
- The Public Community Centres initiated reading-writing and remedial courses at all of the industrial sites, and vocational courses at the Centres.
- The Provincial Directorate of Social Services and Child Protection gave cash grants to families that it deemed eligible on the basis of social examination reports.
- The Turkish Employment Agency, Provincial Directorate of Employment, opened employment-guaranteed vocational training programmes to the families. The Turkish Employment Agency, the Textile Research and Development Foundation (TARGEV), the Chamber of Izmir Shoemakers and the Pehlivanoglu Company opened employment-guaranteed vocational courses to the families.
- The Board of Directors of Industrial Sites provided all necessary support to reach working children in industry. The Ministry of National Education, General Directorate of Apprenticeship and Diverse Education, Vocational Education Centre, ensured that the working children continued their education.
- The İzmir Directorate of Security, Department for Children, cooperated in the resolution of working children's problems.
- The Social Security Organization, General Directorate of Health Works, Yenisehir Educational Hospital, screened working children for possible job-related diseases and other impacts of the workplace environment.
- The Izmir Provincial Health Directorate carried out medical examinations for all of the children involved in the project through its Health Centres.
- The İzmir Association for the Fight against Tuberculosis carried out lung examinations of children involved in the project.
- Three labour confederations, TURK-IS, HAK-IS and DISK, contributed to awareness-raising activities.

- Ege University and Dokuz Eylül University students participated in conducting surveys and supported educational activities (by helping children with their homework) at the SSU.
- The Turkish Headmen's Association raised the awareness of headmen (local administrators) about working children.
- The İzmir Association for the Protection of Street Children provided a bus and driver to the SSU for use when needed, and referred children working in relevant industry organizations to the SSU throughout the project's duration.
- The Lions' Clubs, 118R Administrative District Clubs, provided economic assistance to students who attended the regional boarding schools.
- The Children's Health Foundation contributed to the medical examination of students.
- The Emergency Medicine Association gave children training in first aid.
- TOBAV (the Turkish Opera/Ballet Artists Cooperation Foundation) opened theatre courses to project students.
- The Aegean Region Chamber of Industry provided its conference rooms for project use free of charge.
- The İzmir Chamber of Commerce provided its conference rooms for project use free of charge.
- Various trade organizations, particularly the Chamber of Shoemakers, the Chamber of Auto Repair, the Chamber of Tailors and Confectioners and the İzmir Bar, contributed to awareness-raising activities.
- The Infrastructure Cooperatives Association (an employers' association) provided the building to house the Social Support Unit free of charge.
- National and local media contributed by informing the public about the referral of working children to education through print and visual media and through other public awareness-raising activities.

All of the participants agreed that mobilization of local resources was only possible due to the diligent efforts of the labour inspectors and the SSU coordinator. This sometimes forced labour inspectors to engage in activities outside their job descriptions and expertise. The SSU coordinator's personality and local reputation (her family is well-known in İzmir) made quite a positive impact in terms of the mobilization of local resources. Participants stated that not every direct-action programme may be this fortunate and that mobilization of local resources requires expertise and trained staff.

Identification and referral services

Labour inspectors stated that the IPEC presence in Turkey for over twelve years and all of the previous direct-action programmes conducted by the MOLSS LIB paved the way for a very successful inspection mechanism. The number of working children reached and referrals made, which far exceeded the targeted figures, indicated the success of the programme. However, this success also presented some challenges to the organizational structure. The Unit was exhausted by

the influx of the children who were in real need, yet its capacity in terms of both staff and space was not enough to meet even the demand that had been expected according to the targeted figures. This put an extreme burden on the Unit staff, and forced labour inspectors to engage in referral activities beyond their job descriptions. Furthermore, very tight budgeted appropriations for the direct-action programme created a trade-off between the time the coordinator and staff of the SSU spent with children, and the time and energy they spent to mobilize local resources to meet those children's needs. In particular, the high cost of providing health services to a target group with no social security required considerable effort, and the project was unable to help families who needed financial support for surgery related to family planning and birth control. Project managers expressed a desire for a merit-based budgeted appropriation, allowing them access to additional funds through budget revisions once targeted figures have been exceeded.

Data recording tools and methods

Another bottleneck that the SSU staff pinpointed related to the difficulty in accomplishing the timely development of a regularly updated knowledge base on child labour and the timely dissemination of information contained therein. They stated that although the database that had been established was sufficient for project's reporting requirements, a considerable amount of work would be required to link data collection to the existing database (to the extent possible) so that the information would be interrelated and mutually reinforcing, rather than standing alone. They expressed the concern that they had not been provided with well-designed software that would allow them to trace the referrals made for each child and his/her family over time, and stated that they had tried to develop a system of their own using Excel spreadsheets.

Academicians present at the meeting underlined the importance of establishing an in-depth and standardized data collection methodology. They stated that a standardized data collection methodology, which could be used in all of the direct-action programmes, would require collaborative work among expert sociologists, psychologists and statisticians and stakeholders. Furthermore, in-depth focus group discussions with the beneficiaries of the action programmes (i.e., working children and their families) could help in designing the best interview techniques, which would result in the most accurate information collection. Once finalized, the data collection and data recording methodology should be well documented for coherent implementation by all parties involved.

Workshop participants

Child Labour Unit of the Ministry of Labour and Social Security (unit head and 2 other representatives)

Labour Inspection Board of the Ministry of Labour and Social Security (15 labour inspectors)

Social Support Unit (the coordinator and the sociologist)

Southern Anatolian Project Regional Development Administration

Social Services and Child Protection Agency

Directorate of Apprenticeship Training Centres

Provincial Directorate of Health

Provincial Directorate of Education

Provincial Directorate of Social Services

Provincial Directorate of Security

Greater Municipality of Izmir

Izmir Chamber of Commerce

Izmir Chamber of Furniture Producers

Izmir Tradesmen's and Craftsmen's Association

TED (Turkish Education Association)

Directors and teachers of Regional Boarding Schools in Izmir (10 individuals)

Trade unions:

TURK-IS

HAK-IS

DISK

Employers' organizations

TİSK

TESK (5 İDDG members)

Gendarmerie

Hacettepe University

Ege University

Middle East Technical University

NGOs:

Semiha Sakir Foundation

Izmir Women's Association

Association for the Protection of Street Children

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