



International Labour Organization
International Programme on the Elimination of Child Labour

A REPORT ON A PILOTED MODEL AND ITS GOOD PRACTICES





International Labour Organization
International Programme on the Elimination of Child Labour

Project in Mongolia
“Support to the Proposed Sub-programme to Eliminate the Worst Forms of Child Labour”
(MON/05/P50/USA)

A REPORT ON A PILOTED MODEL AND ITS GOOD PRACTICES

2010
Ulaanbaatar

Funding for this report was provided by the United States Department of Labor.

CONTENTS

Acronyms	4
Introduction	5
Chapter 1: Good practices in the area-based integrated interventions model at local level	8
Chapter 2: Good practices in the activities for raising awareness	14
Chapter 3: Good practices in social partnership and cooperation	19
Chapter 4: Good practices in the direct action for the removal, rehabilitation and prevention of child labour	22
Chapter 5: Good practices in the monitoring of child labour	29
ANNEXES	
1. Area-based integrated interventions model for the elimination of the WFCL	31
2. Strengths of the ABIIM	34
3. Increasing local policy, regulations and capacity to tackle child labour	36
4. A memorandum of understanding to respect and monitor children's rights by means of the media	39
5. Effective social and legal services for child victims of sexual abuse and exploitation by a multi-disciplinary team	41
6. Providing psychological rehabilitation for girl victims of sexual exploitation and abuse	44
7. Providing enabling opportunities for children removed from the worst forms of labour to attend school	47
8. Good practice in disseminating the experience of the alternative education programme	49
9. Empowering working children through artistic and creative activities	51
10. Mobilising volunteers in the elimination of child labour at the informal gold mines	54
11. Raising awareness about child labour in the community at trade markets	57
12. Monitoring of child labour	60

ACRONYMS

ABIIM	Area-Based Integrated Interventions Model
ADC	Adolescent Development Centre
CLM	Child Labour Monitoring/Monitoring of Child Labour
DC	Division for Children
FDC	Family Development Centre
GCSD	Gender Centre for Sustainable Development
GO	Governor's Office
GoM	Government of Mongolia
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
NFEC	Non-Formal Education Centre
LSWD	Labour and Social Welfare Division
MONEF	Mongolian Employers' Federation
MECS	Ministry of Education, Culture and Science
MSWL	Ministry of Social Welfare and Labour
NAC	National Authority for Children
NCC	National Council for Children
NGO	Non-Governmental Organisation
NSO	National Statistical Office
NUM	National University of Mongolia
PE	Pre-School Education
PSS	Primary and Secondary School
SDD	Social Development Division
GASI	General Agency for Specialised Inspections
CMTU	Confederation of Mongolian Trade Unions
USDOL	United States Department of Labor
VTPC	Vocational Training and Production Centre
WFCL	Worst forms of child labour

INTRODUCTION

The identification and distribution of good practices is an important part of the processes towards improvement of actions and practices against child labour. Good practices do not necessarily need to cover all aspects of the project activities. Even when the overall outcome was not highly satisfactory, some activities of the project were successfully implemented and these were then used as good practices for others. Good practices enrich the knowledge to fight effectively against the worst forms of child labour, and they also support innovative and creative initiatives and the sharing of experiences.

In this report, good practices were identified and documented from what had been developed within the framework of the project “Support for the Proposed Sub-Programme to Eliminate the Worst Forms of Child Labour: Time Bound Measures”, implemented from October 2005 to May 2010 by the ILO’s International Programme on the Elimination of Child Labour (IPEC) in Mongolia.

The report focused on the following three issues:

- 1) To document the application and implementation of the “area-based integrated interventions model to eliminate the worst forms of child labour”, which was designed to direct and steer local level action in the capital city and in selected aimags, by identifying the advantages and disadvantages of the model and lessons learned, and in order to promote the distribution of this model for replication to other areas in the future.
- 2) To present the good practices of the IPEC implementing partners.
- 3) To share the information on the processes and lessons learned from the good practices.

We are grateful to the national consultant, Munkhjargal Birvaa, for her valuable contribution in preparing this report. Thanks also go to the IPEC implementing agencies, which prepared the details of their good practices for this report.

The process and methodology for documenting good practices

The identification and documentation of the good practices was carrying out by the following actions:

- According to the criteria and guidelines developed by IPEC, the project partners identified and documented their good practices in a participatory way in December of 2009.
- These good practices were presented by the project implementing organisations at an experience-sharing workshop organised by IPEC during 12-14 January 2010. At the workshop, the partner organisations shared their experiences and discussed the possibilities of how to improve the documentation on good practices. A national consultant participated in the workshop, acting in the role of observer and became acquainted with the good practices of the organisations.
- The national consultant visited the local areas where the IPEC projects were implemented in order to get acquainted with the situation. The consultant also met up with local authorities, which were implementing the project, and also with the children

enrolled in the project, their parents and representatives of the local residents, where more information was gathered about good practices and then verified. Based on an open discussion by the project implementing organisations and the consultant, some practices were identified as good practice and some previously identified good practices were re-defined as not-good practice according to seven criteria.

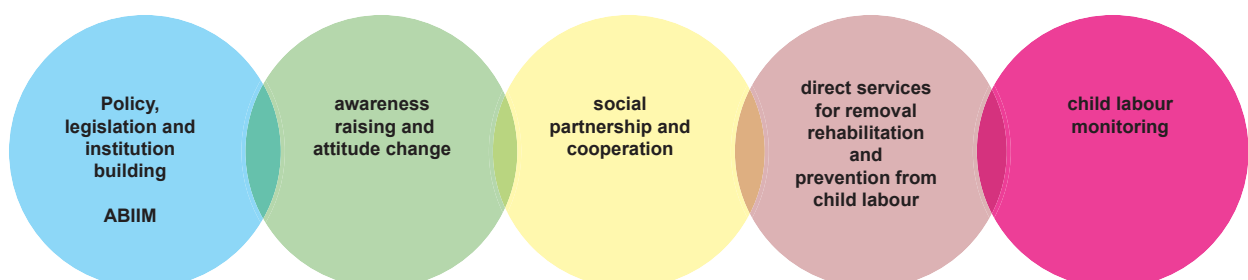
Good practices were identified using the following seven criteria developed by the ILO-IPEC:

- innovative or creative
- effectiveness/impact
- able to be replicated
- sustainability
- relevant
- responsible and ethical
- efficiency and implementation

The elimination of child labour requires a comprehensive approach of mutually supportive strategies such as raising public awareness, planning policy and strategy, capacity building, direct action to remove and prevent children from child labour, and monitoring and evaluating the outcomes. The good practices which were documented according to these strategies are:

- Good practices in the “area-based integrated interventions model to eliminate the worst forms of child labour”, which was piloted by the Governor’s Office of the capital city, the Nalaikh district and five aimags.
- Good practices in the activities for raising awareness
- Good practices in social partnership and cooperation
- Good practices in the direct action for the removal, rehabilitation and prevention of child labour
- Good practices in the monitoring of child labour

Figure 1: Good practices categorised by a field of activity



The main condition for good practice was the concept of **team work, consultation and participation**, promoted by the IPEC. Through supporting this concept, the organisations implementing the project have started to actively participate, efficiently and closely, for the purpose of resolving the issues.

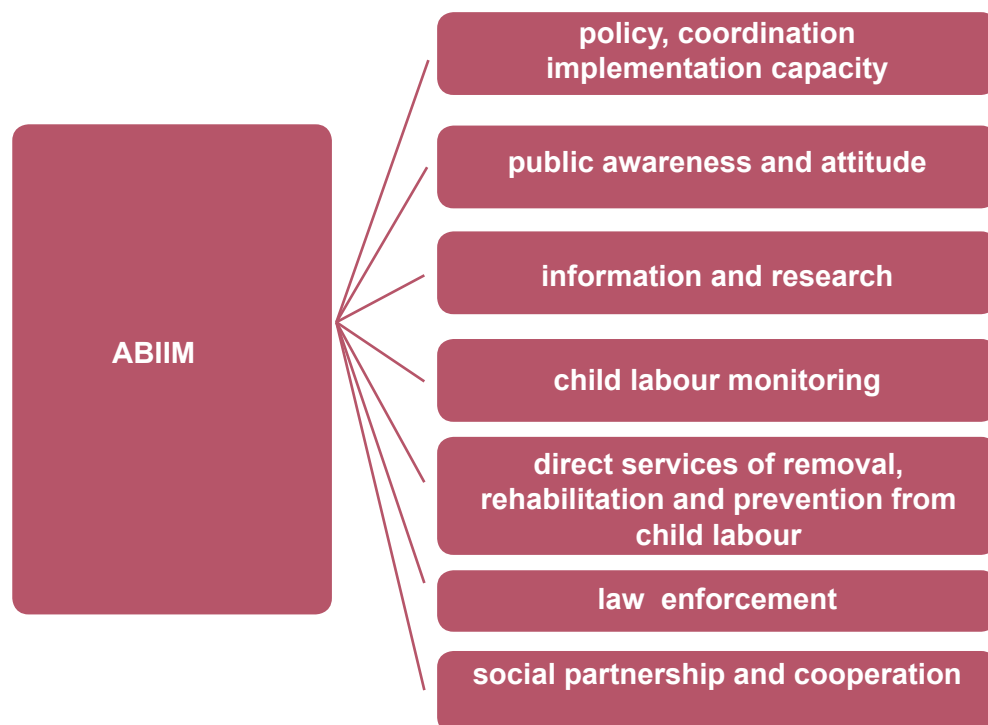
CHAPTER 1: GOOD PRACTICES IN THE AREA-BASED INTEGRATED INTERVENTIONS MODEL AT LOCAL LEVEL

With the aim of promoting sustainable action at local level for effectively eliminating the worst forms of child labour, the “area-based integrated interventions model to eliminate the worst forms of child labour” (ABIIM) was developed by a collaborate effort of the project, together with social partners such as the Ministry of Social Welfare and Labour, the Mongolian Employers’ Federation and the Confederation of Mongolian Trade Unions. Consequently, it was submitted to and endorsed by the National Steering Committee on Child Labour. The model was then discussed at consultation meetings organised in Ulaanbaatar City and five selected aimags – Uvurkhangai, Bayankhongor, Tuv, Dornogobi and Dornod – and was supported by its local officials.



The ABIIM has seven components and seven main principles are applicable for all the components. Concrete strategies are defined for each component. (The full text of the ABIIM is provided in Annex 1.)

Figure 2: The seven components of the ABIIM

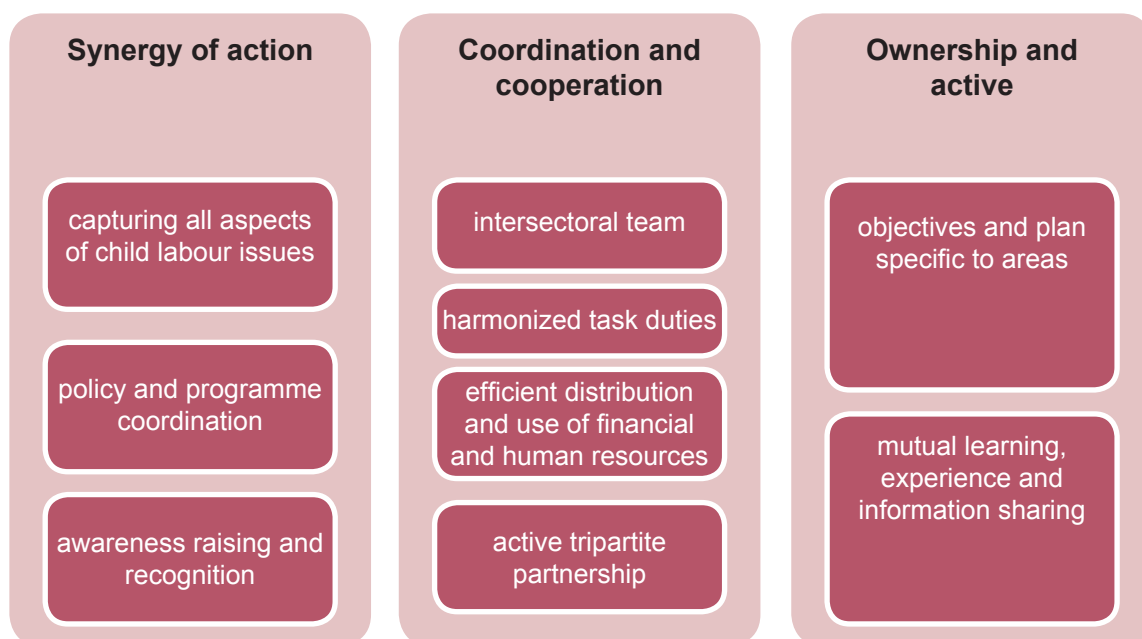


The efforts to implement the ABIIM in the target areas of the project are clearly strong. The important factor was the development of the local sub-programme to eliminate the worst forms of labour in all the participating areas, namely the capital city and the five aimags. The local sub-programmes were approved by the local citizens' representative congress. The planning of the local sub-programme against the WFCL is fully consistent with the ABIIM's strategy. The local sub-programme coordination group was led by either the Vice-Governor or Director of the Social Development Division. The IPEC programme provided technical and financial support for the implementation of these local sub-programmes, in applying the ABIIM approach. Technical assistance was directed towards improving the capacity of local areas to implement the seven components of this model.

The ABIIM is an innovative and creative tool, which shows that through the integrated cooperation of the relevant organisations the fight against child labour can, in practice, bring tangible results. Using the ABIIM is regarded as an important step forward in the fight against child labour in Mongolia, and in particular the practices of the Bayankhongor, Uvurkhangai and Dornod aimags and the Nalaikh district show that these areas have employed the strengths of the ABIIM.

The key advantage of the ABIIM is its ability to support a synergy of action, cooperation, consultation and ownership over decisions and actions (For more details see Annex 2).

Figure 3: Advantages of the ABIIM



The objective for the elimination of child labour at local level was integrated into the Governor's action plan and into annual socio-economic guidelines in each aimag and the capital city. Within the framework of the implementation of the "sub-programme for the elimination of the worst forms of child labour", each area defined the roles and responsibilities of the relevant staff concerned with the elimination of child labour in the organisations and government departments, through the revision of their job descriptions and work performance contracts. This was the first step towards creating the conditions to realise certain achievements. The clear message was that child labour can only be eliminated through collective responsibility and action. The collaborative approach then created an effective coordination of human and financial resources. By working in teams, children's issues were approached openly, creative solutions were sought and possibilities for learning were expanded.

Because the ABIIM promoted synergy and a multi-disciplinary cooperation, it created conditions for creative and efficient initiatives to address the complex issues surrounding child labour. Child protection teams were established and the no-exploitative child labour provision in the local regulation was adopted in the criteria for selecting "The Honoured Herder" in the Uvurkhangai aimag, together with the creation of child monitoring teams in the Dornod aimag and the Nalaikh district and the mobilisation of the informal gold miners against hazardous child labour in gold mining in the Bayankhongor aimag – all these good practices were initiated within the ABIIM approach.

Child's story. *My future is brighter*

My name is N. I had to live with my uncle after my mother died when I was in the fourth grade. My father died when I was very young. My uncle's family was already large then, with 6 members. The uncle and the aunt both had no jobs, therefore, feeding many people were difficult. I started to skip classes in order to help my uncle in earning some money by filling sacks with coal and carrying them to vehicles or places where the buyers wanted to take to. Soon I dropped my schooling and started to do any job I found such as collecting plastic and glass bottles, cans, filling in and carrying the sacks of wood and coal at the trade market. Then I went to work at Ult gold mines. It was very difficult to work there. Days and nights I was busy with washing gold in muddy waters. The skin of my hands was cracked. It was hard to live among people drunk and fighting with each other... When I recall the times back, it seems to me that I lived in a dark tunnel.

However, with the support of the project I started to enrol in non-formal education. The school supplies and lunch enabled me to take up my study. Moreover, I also started to receive the government benefit for an orphan child. My uncle also got assistance from the project, now he works in the construction company after completing the skills training course. I completed my basic education. Now I am studying at the Vocational Training and Production Centre of the National University for Science and Technology in the Uvurkhangai aimag. I am happy that my future and the life of my family became a lot secure and brigher.

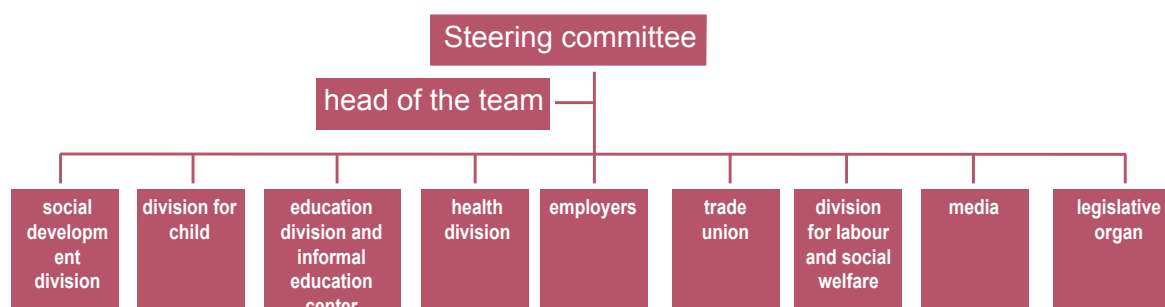
The ABIIM provides the opportunities to prioritize target groups and actions depending on the local context. For example, priority was placed on child labour in the informal mining and livestock husbandry sectors in the aimags, whereas priority paid to child beggars, children carrying heavy loads and carrying out petty trade at markets, and child victims of sexual exploitation or children at risk of the WFCL.

Through the implementation of the ABIIM, the cooperation between relevant organisations and social partners has been expanded. Inter-disciplinary teams were established in all selected project areas, and they started to develop their knowledge, experience and

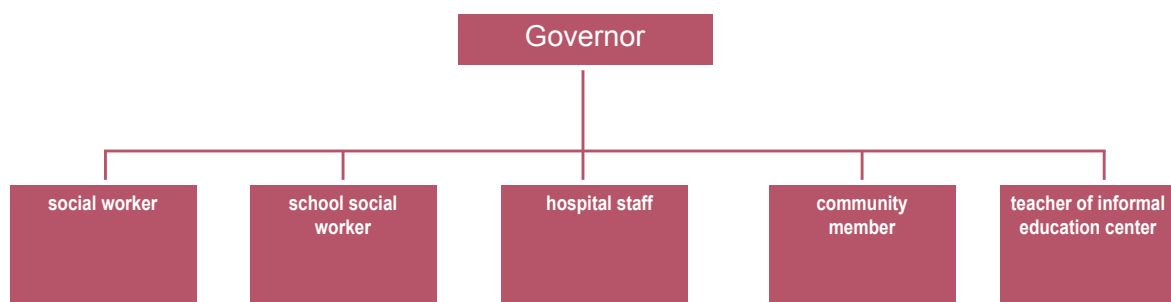
collaboration with regard to tackling child labour. The main duties of the inter-disciplinary team are to organise, coordinate and execute the implementation of the sub-programme's activities to fight against the worst forms of child labour. The duties of each team member are defined according to their responsibilities and are incorporated into their performance-based work contracts. For instance, the social development division takes responsibility for coordinating and reporting on policies and activities, which improves the children's social security and ensures the team's continuing function, while the professional inspection agency is in charge of making inspections to identify violations and conflict according to the law. Similarly, health care organisations are in charge of providing medical examinations and training in hygiene issues; the education and cultural department for providing formal and non-formal training, as well as improving teacher/parent cooperation; the labour and social welfare division for enrolling parents and family members in social welfare and employment services, as well as enrolling them in skills training and giving them advice on career choices; and the trade unions and employers' associations are in charge of organising training and monitoring member organisations with regard to prohibition of the WFCL.

Figure 4: General structure of the inter-disciplinary team

a) At aimag, capital city and Nalaikh district level



b) At soum and sub-district level



One of the inter-disciplinary team's good practices is the "child protection team" which was established in the Uvurkhangai aimag. It has the advantage of having a full-time worker solely responsible for the issues relating to the children in each of the soums so that the child protection team was able to be established and a stable function ensured. (The Uvurkhangai aimag's good practice is attached in Annex 3).



However, the achievements in the implementation of the seven components of the ABIIM vary. For example, the components that were implemented fairly successfully were related to policy and response, raising awareness, direct services for children for the removal and prevention from child labour, community level child labour monitoring and the development of social partnership, whereas the components relating to law enforcement and the

development of information and research were rather weak. This can be explained by the lack of capacity at local level in all seven areas of the ABIIM as there was not enough time to implement all the components evenly. However, it may also be due to the legal environment prohibiting child labour and sexual exploitation, and that the regulations for the punishment for its violations are under-developed. Child labour is more commonly used in the informal sector, which is not registered, and the methodology for coordinating information on child labour and the administration's official database is not fully developed, and the capacity to analyse the information and to use the outcome for its planning and evaluation is insufficient. These local experiences clearly demonstrate the need for improving the laws, regulations and relevant policies at a national level concerning these identified areas.

The outcome of the ABIIM implementation in local areas:

- A synergy between the main policies and programmes of the local area in the effort to eliminate child labour has been established. There has been both cooperation and collaboration in the multi-disciplinary activities against child labour in most places where the model was implemented.
- An inter-disciplinary team was established within the administration structure at aimag, capital city and soum level and functions through certain work directives and guidelines, resulting in a structure of responsibility in order to implement the programme against the worst forms of child labour. There has also been an improvement in the effective coordination of human and financial resources between the related organisations.
- A tripartite partnership and cooperation with the non-governmental organisations has been expanded.
- Awareness and knowledge about the multi-dimensional issues of child labour has been increased.
- Team work in defining and resolving issues has assisted the process of active participation, initiative, and learning from each others.

As the ABIIM could serve as the model framework for effectively tackling child labour at local level, the local governments are committed to sustain the actions against the WFCL beyond the IPEC project using the model framework. Consultation started on the workplan and funding of continued action by the inter-disciplinary teams and the development of the next phase of the

local sub-programmes. However, the allocated local funding is limited so far, which may affect the scope of the outreach activities.

It was recommended by the national consultant that minor clarification and integration of some components in the ABIIM framework without affecting its overall scope could be considered. As the ABIIM proved to be the effective tool for planning, implementing and developing collaborative actions against the WFCL in local areas, it was recommended to replicate the model framework to other areas.

CHAPTER 2: GOOD PRACTICES IN THE ACTIVITIES FOR RAISING AWARENESS

Good practices for this section of the report are presented in the following three ways:

1. Activities directed towards influencing the policy-makers and the press and media organisations, and encouraging their participation
2. Advocacy towards raising public awareness and changing attitudes
3. Training for raising awareness and programmes for professional groups

Activities directed towards influencing policy-makers and the press and media organisations, and encouraging their participation

An advocacy strategy on the elimination of the worst forms of child labour



In order to eliminate child labour, especially the worst forms of child labour, awareness is needed in every segments of society such as policy-makers, government organisations, employers' and trade unions' associations, civil society, the press and media, the public, children and families. Therefore, accurate understanding about child labour at all levels based on the principles of international agreements and conventions, of which Mongolia is a part, on national policy and legislation, was important to ensure to sustain actions against the WFCL and to receive public support. An "advocacy strategy against the worst forms of child labour" was developed in order to form an integrated understanding about child labour, as well as paying attention to a continuous social partnership, and continuing sustainable actions in local areas with public support. This strategy was approved by the National Council for Children led by the Prime Minister.

The advocacy strategy has also supported the implementation of awareness raising activities at local level considering the characteristics of the target groups and the nature of the child labour in question. Information distributed among the public, the target group and professional organisations was designed in a plain, understandable and comprehensive manner. Therefore, it was a useful document for the organisations and individuals at all levels.

The advocacy strategy was developed in participation with the *Ministry of Social Welfare and Labour, the National Authority for Children, the Mongolian Employers' Federation, the Confederation of Mongolian Trade Unions and the Mongolian Press Institute*. Furthermore, systematic activities were implemented to distribute the strategy and to support the initiatives and efforts to apply the strategy in practice. These activities included: organising training for journalists from the rural and urban areas on the advocacy strategy, developing a handbook and organising training for building the advocacy capacity of IPEC's project implementing partners, and engaging the Press Institute and the media to strive towards the objective to protect child rights and to eliminate the worst forms of child labour.

The memorandum of understanding among the media organisations

The active participation of the press and media was important in attracting public attention and raising awareness of the issues regarding children's rights and child labour. With support from

the IPEC programme, the *Mongolian Press Institute* has conducted a survey on how much attention is paid to issues related to children, particularly children's rights, child labour and the way the media goes about communicating this. The result of the survey showed that only a small percentage of media content is concentrated on children's issues.

The Mongolian Press Institute's hugely innovative initiative to increase the awareness and responsibilities of the media's communication methods regarding the issue of children's rights was the set out in a 'memorandum of understanding'. The memorandum of understanding has attracted the press and media organisations' attention on following issues:

- To respect child rights, and in particular the right to be protected from economical and sexual exploitation; to monitor the government, parents, the public and business enterprises on their implementation.
- To reflect the issues of the development and protection of children in articles and broadcasts in a broad and knowledge-based way; and to ensure that media organisations employ journalists and production staff specialised in the issues of children's rights, and to have routine programmes addressing children's issues.
- To keep ethical and professional principles in the publication and broadcasting of children's issues.
- To categorise articles and programmes for children by taking into account children's age differences; and to implement a programme rating system in television in order to protect children and adolescents from unsuitable and risky content.
- To address child-related issues carefully and sensitively; to avoid information and advertisements that are harmful to children's security, health and ethics; and to avoid broadcasting commercials during children's programmes that do not directly apply to children.
- To appeal to other press media organisations to work towards reflecting the issues of children's rights more broadly.

This unity between the press organisations through the memorandum of understanding, regarding the issues of children's rights, was the first initiative for this sector. This initiative can be further developed and used at local level. (For more detailed information about consensus and the arrangements of the memorandum of understanding, please see Annex 4.)

Based on the results of the survey, a "*Children and Journalist's Club*" was established with the support of the IPEC project. The objective of this club is to build in an understanding of child labour amongst the press and media, and to increase their participation. The club has received support from other international organisations which work in the field of children's rights, and is continuously implementing the training activities that are concerned with the multi-partite issues of children's rights. Also, a training handbook entitled "Child Labour" has been developed and printed and is being used for the training of journalists by the Press Institute.

Advocacy towards raising public awareness and changing attitudes

The training curriculum for universities

In order to train university students thematically on issues related to child labour, and to increase their legal and practical knowledge about child labour and its worst forms, several activities have been implemented. These include activities to update, or in some cases to newly develop, curricula of the topics and programmes in the courses of the universities relating to child labour, and further to translate, publish and use the ILO's textbook for university students in their training, together with activities to support a student's child labour-related research. Some of these activities were implemented in partnership with UNICEF, which provided an integral approach towards children's rights and child labour, and prevented any misunderstanding of definitions. The time spent studying a topic of child labour is calculated as part of a student's total credit hours. The number of students taking the topic of child labour as part of their course and diploma work has been increasing.

A nationwide observation of the World Day against Child Labour



The National Authority for Children has played an important role in observing the World Day against Child Labour nationally according to a certain theme. Since 2006, an official assignment of the Prime Minister of Mongolia was delivered to all the aimags and the capital city's Governors to organise a campaign to mark the World Day against Child Labour with activities to raise public awareness and provide direct services to working children.

Many types of activities under the particular theme of World Day against Child Labour were organised for a long period of time, in some cases for a month. This action not only persuaded policy and decision makers at a national and local level to become concerned about child labour issues, but it has also given children and the public an opportunity to express their pressing concerns to administrative officials in public in an innovative and interesting way.

Artists' voice against child labour



A canvas painting and photography competition on the theme of child labour was organised and the winning pieces were displayed in an exhibition at the Zanabazar's Fine Arts Museum and the Fine Arts Gallery. In the exhibition, the artists' views and concerns for the worst forms of child labour were displayed to the public, and subsequently a photograph album and a documentary series was developed

to be used for awareness raising and training activities among professional groups, children, their parents and communities.

Describing child labour, and its causes and the harmful mental and physical consequences to children and the child labourer's dreams and expectations through art, photographs and documentaries, was effective for raising awareness of these issues among all age groups, regardless of their education level. Young people of the "*Tsegts*" studio, who are supportive of ethnic films, have played an important role in organising this series of activities.

A Governor's Letter

The letter from the *Governor of the Nalaikh district*, appealing to love children and protect them from hazardous work and exploitation, was first sent to 6,000 households. It was an innovative form of advocacy, appealing to the addressed families and citizens in protecting their children, especially in protecting them from the worst forms of child labour. The letter, which was signed by the Governor was addressed to every member of every family telling them about the harmful consequences of labour in coal mining and the brickyards, all expressed in concise and simple phrases. It also talked of the Mongol citizen's ten principles to love and raise their children, which raised an awareness of the traditional upbringing and the parents' responsibilities.

This initiative was conveyed at the experience sharing workshop for the IPEC implementing partners, and it influenced others to modify and use this Nalaikh district initiative according to their own local features. For instance, in the Bayankhongor aimag, a similar letter, signed by the *Aimag's Governor and Chairman of the Citizen's Representative Congress*, was sent to its citizens. The letter was a distinctive method of advocacy that incorporated the objective of both the policy-makers and the public against the worst forms of child labour.

Thematic advocacy



Among thematic advocacies, the most notable was the activities for raising the awareness of the public about the interests and safety of racehorse jockey children. Even though horse racing is an integral part of Mongolian culture and tradition, it also carries the risk of putting children's health and lives in danger. The first assembly of racehorse jockey children played a decisive role for improving public awareness and attention and to take comprehensive action by the

National Authority for Children, National Human Rights Commission and many other organisations with the support of the IPEC project. This practice has demonstrated how much influence children's participation provides on targeting the critical issues. Also, it was critical that governmental and non-governmental organisations reached the common understanding so that the messages for raising public awareness on issues that are an essential part of the national tradition were not conflictory. Furthermore, core organisations have signed a memorandum of understanding to cooperatively work towards protecting the interests and safety of racehorse jockey children. These organisations include: *the National Human Rights Commission, the National Authority for Children, the National Committee for Sports, the Mongolian National Olympic Committee, the Racehorse Organising Committee of the National Festival 'Naadam', the Mongolian Equestrian Sports and the Race Horse Trainers' Committee and the Mongolian National Union for Horse Racing*. Subsequent research and advocacy activities in order to keep the issues of racehorse children in the centre of public awareness was organised were implemented. For instance, activities were organised, such as: conducting a

survey on racehorse children's injuries; organising discussion sessions for racehorse trainers and representatives of their committees; making amendments to the rules of race horsing, organising public advocacies by means of the media and on the Naadam field, conducting a survey of racehorse children's health, and improving the registration of information related to racehorse children's injuries. This integrated approach to racehorse-related issues has contributed effectively to raising the awareness of the local administration, the horse race organisers, the racehorse trainers, the parents and the racehorse jockey children themselves.

CHAPTER 3: GOOD PRACTICES IN SOCIAL PARTNERSHIP AND COOPERATION

The tripartite partnership between the government, trade unions and employers' associations, and the non-governmental organisations working in the field of social and children's issues, is important in the reduction and elimination of child labour. The employers' and trade union organisations are not only able to influence issues of employment, wages and working conditions at national level, but they are also able to raise the awareness about child labour by running focused campaigns and providing legal and other types of assistance. The non-governmental organisations play an important role in directly approaching the child labourers, parents and the public to provide the necessary services, whilst also raising awareness in the government about their needs.

Social partnership against child labour

The social partnership and cooperation has been intensified within the framework of the IPEC project implementation. Most of the good practices developed in this field were possible due to the implementation of the ABIIM. The objective for the elimination of child labour is integrated into the tripartite agreement of the local social partnership. For instance, the objective for the elimination of child labour is included in the tripartite agreement of the social partnership in the Bayankhongor, Dornod, Dornogobi and Uvurkhongai aimags, the capital city and the Nalaikh district, which is revised every two years. As a result of the IPEC project, the social partnership is expanded beyond child labour issues in the Bayankhongor aimag.



Good practices in the Bayankhongor, Dornogobi and Dornod aimags have demonstrated that a tripartite cooperation can yield tangible results in the elimination of child labour. For instance, the local trade union association organised training on child labour among its members, raised the awareness of the public against child labour and monitored child labour through its members, whereas the local employers' association implemented activities to raise the awareness of enterprises

on exploitative child labour and cooperated with the local government in removing and preventing children from the worst forms of labour. *The Trade Union Association of the Bayankhongor aimag* organised training about child labour in the soums, provided information on the harm of mercury to the public, and actively participated in the annual observation of the World Day against Child Labour, whilst also initiated the work on monitoring of child labour through their active members.

The Employers' Association in the Bayankhongor aimag: An active partner in the elimination of child labour

The *Employers' Association in the Bayankhongor aimag* has 40 members, with one representative in each soum and branches in three soums. The Executive Director of the Employers' Association is a member of the inter-disciplinary team for the local sub-programme against the worst forms of child labour and actively participates in all the activities such as planning, implementation and monitoring. Because she owns the trade market in the aimag's central town, she has joined the local government in removing children from hazardous work and enrolling them into education services. She has supported the non-formal education training for working children by preparing the training classroom equipped with desks and chairs and provided the environment for children and their parents to come for the training and socialisation activities. The non-formal education training has been organised by the Enlightenment Centre of the soum.

The Employers' Association has succeeded in eliminating child labour at trade markets not only by supporting the children's educational re-training, but also through supporting continuous advocacy activities for child labour (for example, to put up an information bulletin board, broadcast information in cooperation with FM to the public through the market's loudspeaker twice a week in order to raise awareness of child labour), and by inserting a new clause in the rent contract made with 300 market renters to prohibit the worst forms of child labour. As a result, the child labour at the marketplace has been stopped.

The practice for initiating a new clause in the contract between the market and its renters was first developed at the marketplaces in Ulaanbaatar City. The Dornod aimag is another example of this practice being replicated in other aimags where the IPEC project was implemented. *The Employers' Association of the Dornod aimag* collaborated with the aimag's Division for Children in the removal of children from working at the 'Shur' market, by providing support in organising and accommodating the training, and initiating the inclusion of a clause to prohibit exploitative child labour in the contract made between the market renters and the enterprises. Furthermore, the Employers' Association of the Dornod aimag has organised effective training among administration and staff in the hotel industry, aimed at preventing sexual exploitation of children in hotels.

The Employers' Association of the Dornogobi aimag has realized certain achievements by cooperating with soum governors in organising training about child labour for enterprises, promoting continuous advocacies at trade markets, and addressing child labour among children pushing carts at railway stations.

The following factors have contributed to the development of the tripartite partnership and cooperation against child labour in local areas where the IPEC project was implemented:

- Employers' and trade unions' policies for the elimination of the worst forms of child labour have been approved.
- Management level officials and representatives of the Ministry of Social Welfare and Labour, the Mongolian Employers' Federation and the Confederation of Mongolian Trade Unions have participated in the first major discussion, which was organised in the capital city and the five aimags, and where the importance and responsibilities of the

social partnership for the elimination of the WFCL were highlighted and the policies and strategies of the government, employers' and trade union organisations were introduced to the officials of the local government and local employers' and workers' associations.

- Representatives of the employers' and trade union associations were included as members of the inter-disciplinary team to implement the aimag's sub-programme against the worst forms of child labour.

Cooperation of non-governmental organisations against worst forms of child labour



The non-governmental organisations that cooperated with the IPEC for several years have initiated the establishment of the “National Network Against the Worst Forms of Child Labour” with the purpose of sharing information and experiences with each other, expanding their cooperation and increasing their capacity to influence policy-making. With the objective of increasing its member organisation's capacity to fight against child labour and to provide quality services to children

for removing and preventing them from the WFCL, the network has organised different types of training with support from the non-governmental organisations which have more capacity, based on a capacity evaluation of its member organisations. Moreover, there has been cooperation of NGOs in piloting strategies to tackle relatively new forms of child labour, which have a tendency to spread (such as child beggars). This collaboration has strengthened knowledge about emerging types of child labour and improved the capacity of less experienced NGOs in approaching the problem and providing services for the children.

Capacity building activities for its member organisations, implemented by Network, increases the opportunities for further developing the collaboration between the local government and NGOs in reaching out to child labourers and providing responsive services in Ulaanbaatar City, where almost one half of the whole population lives and the most of the worst forms of child labour is concentrated due to poverty, migration and deficiency of decent jobs.

CHAPTER 4: GOOD PRACTICES IN THE DIRECT ACTION FOR THE REMOVAL, REHABILITATION AND PREVENTION OF CHILD LABOUR

Good practices in the direct action to remove and prevent children from the WFCL presented in this chapter refer to actions such as the identification of child labourers and child victims of sexual exploitation, a multi-disciplinary protection and rehabilitation services, provision of educational services, supporting the development of children through artistic and creative activities and monitoring of child labour.

The reach out, protection and rehabilitation of child victims of sexual exploitation

In urban areas, especially in Ulaanbaatar City, the sexual exploitation of children remains to be one of the major challenges for eliminating the WFCL. Sexual exploitation is by nature a hidden crime and the detection of child victims is a challenging task. Because child victims of sexual exploitation and abuse suffer from deep physical and mental depression, lose their confidence towards others and are in permanent fear, it is necessary to protect them from the offender who abused or exploited them and to provide them with professional psychological, legal, medical and other social services.

Reaching out to child victims of sexual exploitation

The Adolescent's Development Centre detects girls who are at risk of sexual exploitation or those who have already been exploited. The organisation provides services such as psychological rehabilitation, life skills and positive parental and family communication support. It also supports medical rehabilitation and vocational skills of children by referring them to relevant services. Cooperation with related law enforcement agencies in Ulaanbaatar City has been developed in the detection of child victims of sexual exploitation. Methods for detection of girls have been improved, such as producing a list of locations of sex workers and establishments with potential risk of hosting prostitution (for example, street parks, hotels, night clubs, massage services etc), and then collecting additional information from people who work at night, such as taxi drivers, in order to develop this list. In addition, information about child victims of sexual exploitation is collected from the staff of service establishments, as a result of raising the awareness training organised for them. Also, information about violations of the law was provided to the police and professional inspection agencies. This action has increased the awareness of the worst forms of child labour among the law enforcement agencies. Moreover, activities for the prevention of children from sexual exploitation has been organised in services establishments.

The multi-disciplinary approach for the protection and rehabilitation of child victims of sexual abuse and exploitation

Child victims of sexual exploitation and abuse suffer from both physical and mental trauma and their safety is put at risk. It is common to concentrate more on questioning child victims as witnesses to sexual exploitation and abusive crimes, and fail to provide them with protection from their exploiters and the pimps, give them safety, and help deal with deep psychological depression and to rehabilitate. When child victims are not provided with adequate safety, they sometimes dilute their previous testimonies due to pressure and threats from the offender, the intermediate and their accomplices. This therefore gives the criminal offenders an opportunity to escape legal punishment, avoid a sentence, and in some cases these child victims are even punished for submitting an untrue testimony and a severe violation of children's rights then occurs when they go on to be sentenced, further exacerbating the damage. Within the

framework of the project implemented by the National Centre Against Violence, in partnership with other non-governmental organisations and specialists, comprehensive services such as protective accommodation, legal appeals, mental rehabilitation and other social services were provided by the multi-disciplinary team. The multi-disciplinary team's work has increased the opportunity to identify the crime and convict the offender more promptly, which gives the child victim an opportunity to recover from the mental and physical damage in a shorter period of time so they can get back to their previous routine in life. This approach has demonstrated the effectiveness and importance of the collaborative work. (More information about the multi-disciplinary team is provided in Annex 5.)

Girls' culture and the development centre

This centre was established as a subsidiary to the Division for Children in the Governor's Office in the Dornod aimag, with support from the IPEC project. The centre's objective is to provide rehabilitation and socialising services for girls who have previously been engaged in child labour (including girl victims of sexual exploitation) and teenage girls who are at risk of child labour. Methodologies for the recovery of child victims of sexual exploitation are usually not adequately developed at local level. Although the scope for this good practice in the Dornod aimag is relatively small when compared to Ulaanbaatar City, this practice is important for detection of serious crimes against children's rights that frequently occur in local areas, and rehabilitating children with full respect to their rights to privacy and protection. (See Annex 6 for more information.)

The girls' centre provides psychological counselling and life skills, health and sensitisation training for working girls, girl victims of sexual exploitation and for girls at risk of engaging in child labour. The centre's work and attention is also concerned with potential and likely investigations on behalf of the children, and the punishment of these crimes against the children.

The prevention and removal from child labour through education

Innovative solutions that provide the opportunity of education for children removed from the worst forms of labour

A school in the Airag soum in the Dornogobi aimag has developed an innovative initiative to provide support for children of poor families living in the centre of the soum who left or dropped out of school to work in fluorspar mining, by helping to remove them from heavy and dangerous labour and supporting them to learn at school. In order to provide enabling conditions for children to study in school, some children were provided with dormitory accommodation (dormitory of the soum school) even though their families live in the centre of the soum, but in deep poverty. Also, free meals are provided at the dormitory for some other children who live with their families facing shortage of food. These measures were very effective in the removal of children from hazardous labour. (See Annex 7 for more information.)

A child's story: *I want to become a teacher of physical education*

A young girl, B, wandered around the centre of the soum with her parents and older brother, alongside other families, because they did not have their own home. Her parents are unemployed. She dropped out of school in the 5th grade and her older brother in the 7th grade. B. and her brother used to herd their relatives' livestock in the countryside in order to make a living. With support from the project, B. and her brother were accommodated in the school dormitory and transferred to a formal school, where they have been successfully studying after enrolling in non-formal education training. Alongside her studies, she enrolled in a freestyle wrestling club and successfully participated in several competitions, winning six medals. In the future, she wants to be a physical education teacher and to train many promising wrestlers so that she can be proud of her work.

An alternative pre-school education

The majority of poor families live in the *gher* or marginal districts of Ulaanbaatar City and their younger children are not able to enrol in pre-school. Pre-school education is also inadequate in the marginal districts of the city. Therefore, since 2004, with support from the IPEC project, the Family Development Centre has been implementing a project in the Bayanzurkh district with the objective of enrolling in pre-school education the younger children of poor families in the *gher* district who are at risk of not going to school since they are at risk of following their older siblings into child labour. The objective is to admit them in formal schools, and to prevent them from dropping out of school. This initiative was further developed in 2007-2009 and the 'Yanzagakhan' nursery school, as a subsidiary to the Family Development Centre, opened its basic training classes in 'Saturday and Sunday classes' as an alternative, providing opportunities for more children to enrol in pre-school education. This alternative training class on Saturdays and Sundays has also been opened at the 130th kindergarten in the Sukhbaatar district, with the collaboration of the Family Development Centre. By opening the Saturdays and Sundays alternative training classes, the classrooms and venues of the regular kindergartens are fully and efficiently used and children are provided with the same level of skills as that of basic regular training. According to pre-school education law, a pre-school alternative training shall be funded from the government finances based on the variable expenditure per child. This practice can be implemented by using any venue and staff of pre-school establishments in every soum and district. Alternative training on weekends will provide an opportunity for more children to enrol in pre-school education.



Pre-school education supports a child's learning capacity and is important in the development of children's intellect and speech, and in the preparation for secondary school. Previous lessons have showed that children who do not enrol in pre-school education tend to fall behind in lessons, and then often drop out of school, especially when their parents' support is poor. Therefore, this practice, which allows for a greater number of younger children from poor families

to receive a pre-school education, is an effective initiative to increase the adequacy of pre-school education and to enrol into school younger children who are at risk of child labour. One important part of this initiative is the complementary training kit, “The Golden Door to Knowledge”, which has been used for the training. Also, a lot of attention has been paid to sharing and distributing this training kit, together with practical experiences. (See Annex 8 for more information.)

Empowering working children with the help of artistic and creative activities

Free time at the ‘Tsoglog Club’ and ‘Tsoglog Camp’

Although working children have little free time, the opportunities to spend it productively are limited. With the objective of helping children working at the capital city’s trade markets to empower them, the Equal Step Centre established a free-time ‘Tsoglog Club’, with support from the IPEC project, in a location near the Bayanzurkh market. At this club, the children’s



self-belief, self-confidence and good behaviour is developed, and the children learn to respect and believe in others, whilst also communicating openly with others through enrolling on many different courses and activities such as dancing, combat sports, photography, playing, singing, poetry, training and discussions. Most importantly, children have started to imagine their futures in a positive way. This has substantially influenced their enthusiasm and ability to learn and study. (See Annex 9 for more information.)



Children who enrolled in the project gathered at the ‘Tsoglog Club’ after a period of time and the project team discussed and advised about their life, schools and work. Also, training was conducted to teach them how to use the internet and email, which satisfied the children’s needs and interests, and influenced them in keeping regular contact with teachers and project team members.

During the summer, children are provided with the opportunity to rest in the ‘Tsoglog Camp’ and to participate in training about health, children’s rights, child labour and human trafficking. By participating in this training, their craft, illustration, expressive and creative skills were developed.

Mobilising communities for the elimination of child labour in mining and informal sector

Children engaged in heavy and dangerous labour in informal gold and fluorspar mining is one of the worst forms of child labour in the local areas. The children of families with very low incomes or families who live near the mining sites, or those who have lost their livestock, tend to work in mining. More children are found in the areas where there is seen to be an accumulation of informal activities.

The practice of the Bayankhongor aimag

It is a common belief that cooperating with people working in informal gold mining is challenging and that it takes a lot of time and effort to earn their confidence. However, the practice of the Bayankhongor aimag has helped to change this belief. This good practice raised the awareness of the dangerous child labour through cooperating with the informal gold miners and, by promoting their engagement and participation in the elimination of child labour, and by Mobilising them to solve their pressing issue through their own resources. Volunteers among the informal gold miners were chosen. These volunteers participated in the activities to raise awareness that were planned and implemented collaboratively with them. This action formed the basis for understanding informal miners more and cooperating with them to solve the child labour problem.

The mobilisation of informal gold miners to address child labour and community issues



With support from the Governor and School Director of the Bayan-Ovoo soum of the Bayankhongor aimag, 134 children who work at the informal gold mining site were enrolled in the non-formal education's training at the soum centre. Eighty-three of these children were transferred to formal secondary schools and 13 have been studying at the

vocational training centre. The school administration and the governor's office have provided a training gher, as well as chairs and desks for the establishment of a gher training centre at the 'Altan us' area, where many people work in informal mining. The school's non-formal education teacher works as the gher school teacher at the gold mining. Along with teaching lessons and organising training to develop the child labourers, the teacher organised the collection of donations from 18 families of gold miners and service providers in the area to fill up the holes dug by the gold miners. The donations were used to buy fuel needed to fill up the holes. Furthermore, other gold miners have filled up holes through their joint efforts and a total of five hectares of land has been restored. This action has demonstrated that the activities directed towards eliminating child labour were expanded into broader cooperation of miners to solve a range of other issues of the mining communities.

This practice in the Bayankhongor aimag shows that achievements can be made in a short period of time through the cooperation of the informal gold miners based on their needs. The gold miners have enrolled their children in training and learning activities offered by the non-formal training and information 'Gher Centre' established in the 'Altan us' area. Parents have also actively attended and participated in awareness raising activities. The parents became more interested in sending their children to school. Voluntary members have also played an important role in eliminating child labour in mining, especially in stopping children working underground as the utmost priority. (See Annex 10 for more information.)

A child's story: *I want to become a talented shoe designer*



Gold mining is very hard. After digging, hauling and shoveling all day long, my back stiffened and my kidneys hurt during the night. It is very difficult to sleep outside and I was always hungry. Also dust and soil got inside my mouth. Thanks to this project, I finally got away from that miserable place and I am now studying in shoe-making classes at

the Technical and Professional Centre. I truly thank my teachers and the people who helped me get away from my hard life and to become more self-confident. I want to become a talented professional and contribute to my country.

A child's story: *We used to say that it would be much nicer to learn than to dig*

My name is Ts. Before enrolling in this training I used to work in gold mining. It's very cold to work there and digging and hauling is the hardest job. I was also starving and got cold. All the money we earned was spent on groceries and clothes. I had never been to school but I always thought about going to school and making friends. I learnt to write and read by enrolling in the non-formal training and now I am successfully taking carpentry classes at the Technical and Professional Centre. Many other students who used to work, like me, at gold mining or carrying flour at the market are also enrolled in this training. We used to say that it would be much nicer to learn than to dig. I am very happy to have become literate and made new friends and become motivated to acquire a profession and gain more knowledge. Thank you very much for taking me away from my hard life and giving me the motivation to study further.

The practice of raising awareness in the trade market's administration and staff



Most of the child labourers working in informal sector are found working at trade markets. The Equal Step Centre has cooperated with the administration and renters of several of the major markets in the capital city in the elimination of child labour at the markets, with support from the IPEC. At each market, areas that were most dangerous and harmful to children were determined through forum discussion involving the children and marketplace staff. Then a project team, the market

administration, the staff and working children cooperatively worked towards the objective of making these market locations 'child labour-free zones'. Prior to this a number of awareness raising trainings on hazards of child labour, child rights and monitoring of child labour were organised among market administration staff. As a result, the number of children engaged in dangerous labour around these locations, marked out as a 'child labour-free zone', has substantially decreased, and the trade markets administration has appointed a member of staff solely responsible for child labour issues. This practice shows that enterprises have the ability to manifest their social responsibilities through not necessarily by financial contributions but also by socially responsible conduct. (See Annex 11 for more information.)

A child's story: *I want to study at university*

I used to take care of cars at the Da Khuree market. My father was registered as disabled after working at a military unit and my mother was unemployed as she was nursing my father. Because our family's only income was my father's disability benefits, I used to sell retail products at the Tsaiz and Da Khuree markets by taking care of the cars during the night, as well as going to school. My two younger brothers studied in school. I spent my earnings on groceries and medicines for my father, and also helped to buy firewood and stationery for my brothers. My earnings were very inadequate. Because it was very tiring to go to school after spending all night watching over the cars, I started to skip school, and then dropped out.

Even though I work and my household living conditions are poor, with support from the project I enrolled in non-formal training and transferred back to school and graduated. I am very interested in studying at university but unfortunately I am not able to pay the fees. Therefore, I now work as a delivery man for a company. My monthly salary is 180.000 tugrugs. My brothers continue to go to school. In the future, I really want to get a higher education and do a better job and live comfortably, so I am applying for scholarships.

(A, now 19 years old)

CHAPTER 5: GOOD PRACTICES IN THE MONITORING OF CHILD LABOUR

The monitoring of child labour



The monitoring of child labour consists of coherent steps: identifying child labourers, removing them from labour through enrolling them in social services, and then monitoring these children in order to prevent them from re-engaging in child labour. It is more effective when the implementation of child labour monitoring is based on the comprehensive effort of many social representatives, such as officials of related organisations from local areas, labour inspectors, and public and voluntary activists.

The network of child labour monitoring in the Nalaikh district of the capital city

The monitoring of child labour in the Nalaikh district was distinctive among similar actions in other local areas because the monitoring of child labour was not only implemented in the workplace, but it was expanded to involve schools and living areas. As for workplaces, more attention was given to eliminate child labour in coal mining and the brickyard factories. The Nalaikh district's monitoring team, which was established by order of the Governor, is responsible for monitoring child labour in enterprises such as coal mining and brickyards located in the district's territory, while the sub-district's monitoring team, established by order of the sub-district's governor, is responsible for detecting the child labourers on its territory, the children at risk of labour, and for enrolling them in the social services. Moreover, the responsibility of the school's monitoring team is to prevent children, especially former working children from dropping out of school.

By establishing a network for monitoring child labour, information sharing and a cooperation between district, sub-district and school has increased, as well as the removal of children from hazardous labour, their rehabilitation, providing support for their parents and families, preventing them from re-engaging in dangerous labour, and from preventing them from dropping out of school. (For more information, see Annex 12.)

The monitoring of child labour implemented in the Dornod aimag

The monitoring of child labour was implemented in the aimag centre and its soums after organising capacity building training on the implementation of monitoring child labour, and has effectively influenced the elimination of child labour. For instance, the child labour monitoring team established in the soum detected young children working at the cattle slaughterhouse in the Tsagaan-Ovoo soum and effectively eliminated child labour on that site. As well as slaughtering livestock for trade purposes in that particular slaughterhouse, households frequently used young children's labour in the slaughter of livestock for meat preparation for the winter. Because the soum's child labour monitoring team concluded that the child labour at the slaughterhouse was inappropriate and that it could have a negative impact on the children's mental health, the monitoring team met with the children's parents and initiated the issuance of

a order by the soum's governor to prohibit child labour at that slaughterhouse. As a result of these activities, child labour has been successfully eliminated from the slaughterhouse.

Support groups in the informal gold mining sites in the Uvurkhangai aimag

As a subsidiary to the child protection team in the soum, support groups were established. One of the objectives of these support groups was to raise awareness of the worst forms of child labour among the public, to detect the child labourers and to give child-related information to the child protection team. The support groups consist of voluntary members, parents, teachers and children, and they play an important role in delivering the services of child protection team to the target groups of children.

The number of people working at the 'Ult' informal gold mine in the Uyanga soum increases to about 5,000 during the summer. From the informal gold miners, five women were selected and volunteered to act as voluntary members of the child protection team in the soum. Their objective was to detect the children who work in mining, to take them to the non-formal training teacher who works at the mining site, and to conduct advocacy activities among the public and encourage the gold miners to get involved in public activities. These five women have lived around the mine with their families for many years. They are supporting the activities and objectives of the project in protecting the children, removing them from labour and providing them with an education. Each female voluntary member has detected 20-30 children and informed the work group, and directly influenced them in enrolling in the non-formal education training.



Annex 1. Area-based integrated interventions model for the elimination of the WFCL

Principles of actions

Actions against the WFCL shall:

- Be comprehensive and integrated
- Be linked to existing policy, structure and finance
- Give attention to creating conditions for the prevention of child labour
- Give priority to the elimination of WFCL
- Be based on a tri-partite partnership and collaboration
- Be linked to the implementation of the state policy on informal employment
- Be respectful to the rights of children and their privacy

Components of the model

- Policy coordination, implementation and capacity building
- Public awareness and attitude
- Database and research
- Child labour monitoring
- Direct action to withdraw children from the WFCL
- Law enforcement
- Social partnership and collaboration

Strategies of the components

1. Policy coordination, implementation and capacity building

- Identify policy, strategies and plan activities on the elimination of child labour at aimag level, and consider the specifics of the area.
- Establish a tri-partite coordination, evaluation and monitoring mechanism at aimag level.
- Integrate child labour concerns into the strategies of the health, education and social welfare sectors, together with poverty reduction development goals.
- Improve the capacity of workers to implement policy and strategies, and increase their role and participation.

2. Public awareness and attitude

- Establish the practice of organising campaigns to raise public awareness, together with a series of activities on the WFCL.
- Establish the practice of observing the World Day Against Child Labour each year on 12 June within a framework of national goals and an agenda, with special consideration to local specifics.

- Develop and implement a strategy aimed at raising awareness and changing the attitude of target groups.
- Form advocacy support groups and build their capacity.
- Increase the involvement of the social partners in activities to raise awareness.
- Increase the involvement of the local media.

3. Database and research

- Work towards integrating the child labour data through a national level data collection mechanism, and identify and develop child labour indicators.
- Study certain forms of child labour for the purpose of improving a knowledge base at local level on a regular basis.
- Use the findings of the research and study to improve the policy and actions, and promote the findings to the public.

4. Child labour monitoring

- Make the sectors with a high risk of exploitation of child labour the top priority, and introduce the practice of monitoring child labour.
- Ensure access to social services for children, based on child labour monitoring results.
- Use the data collected in the monitoring of child labour in a national level monitoring system.

5. Direct action to withdraw children from the WFCL

- In planning direct action, ensure the use of available data and the integration of target groups and the public.
- Give priority to children engaged in the WFCL and remove and rehabilitate working children, based on a proper assessment of their needs.
- Identify children at risk of the WFCL and provide prevention services.
- Improve working conditions (employment contracts, wages, protection, etc) of the children engaged in employment other than prohibited jobs listed for minors.
- Give attention to children of employment age in preparing them to enter the labour market.
- Increase the scale of social services for working children and their families (promotion of social welfare and employment, poverty reduction, health, education, civil registration, administrative services at grassroots level, etc).
- Decrease child labour and increase household income by supporting employment opportunities for adult family members.

6. Law enforcement

- Strengthen the capacity of employees in the organisations which enforce child labour-related legislation, and enhance the collaboration and networking of local organisations which implement and enforce the law.
- Advocate laws and regulations on child labour to the public.
- Include the incidences of cases on the violation of child labour laws and regulations in related reports produced by local stakeholders; support the promotion and dissemination of good practices which address or correct violations.

7. Social partnership and collaboration

- Increase the role and participation of employers and trade unions in the implementation of local activities.
- Support and promote the collaboration of local government, employers and trade unions in combating the WFCL.
- Collaborate with non-governmental organisations, and mobilise and use their capacity.
- Enhance the capacity of representatives of employers' and workers' organisations, private sector enterprises and NGOs.

Annex 2. Strengths of the ABIIM

1. Clarification of responsibilities

The objective to reduce child labour was used to be stated by one sentence in the action plans of the Governors and in the annual directives of aimags' socio-economic development. With the ABIIM in mind, now these documents refer to the implementation of the local sub-programme for the eradication of the worst forms of child labour, which consists of a set of actions. Moreover, the implementation of the aimag sub-programme was included as one of the products defined in the performance contract made between the Deputy Prime Minister and the aimag Governor. Subsequently, the aimag Governor ordered that this responsibility is integrated into the annual performance-based contract with the soum governors. This synergy of roles and responsibilities is particularly observed in the Bayankhongor, Dornod and Uvurkhangai aimags. Activities for raising awareness with policy-makers, implementers and the public were intensively organised in these aimags, as well as in the Dornogobi aimag. As a result of these activities, an accurate understanding and attitude about child labour has been established at all levels and because child labour is a complementary issue that comprises multiple sectors, an acknowledgement that these issues should be resolved by participation of multiple organisations and the public, instead of by the effort of one single organisation, has been recognised.

2. Cooperation and synergy of actions

Through the implementation of the ABIIM, the elimination of child labour has been extended from the mandate of one organisation (mainly the children's organisation) to that of multiple organisations. Inter-disciplinary teams responsible for the implementation of the sub-programme against the worst forms of child labour were established under the governors at aimag, city and soum level and sub-district level (Nalaikh), and operational guidelines and directives were developed. The titles of the inter-disciplinary teams vary by location but their main directives, and the representation of the related fields, have much in common. Representatives of employers and trade union associations have been included in coordinating the mechanism at aimag and capital city level, whereas this participation is limited at district and soum level due to the lack of an adequate social partnership mechanism at that level.

In general, the ABIIM was applied more successfully in the four IPEC aimags, including its replication at soum level. Applying the ABIIM was more challenging in Ulaanbaatar, except in the Nalaikh district where the ABIIM was successfully incorporated. However, the importance of the ABIIM was well recognised and acknowledged at capital city and district level, but more needs to be done to promote and sustain an integrated approach at district level.

3. Ownership

The pressing issues of child labour in the local areas were confirmed by its own residents, who were involved in discussions about strategies to solve these issues, and these have resulted in creating ownership and building a close and active relationship among the locals. For instance, the locals could successfully give priority to: child labour in coal mining, the brickyard in the Nalaikh district, the livestock husbandry, trade and the informal gold mining in the Uvurkhangai aimag, child labour at the informal fluorspar mines, the railway station in the Dornogobi aimag, the livestock husbandry, trade and its market in the Dornod aimag, as well as the sexual exploitation of girls.

Because the ABIIM is based on the principle of open team work, many interesting ideas

and initiatives have been taken up. For instance, on 5 January 2008, the Governor of the Uvurkhangai aimag passed Order No1, which added additional emphasis to the elimination of child labour exploitation on the selection criteria for the award of the 'Aimag's Good Herder'. In particular, there are now additional criteria in traditional livestock husbandry: that children should not be involved in heavy labour, that their rights to receive an education should be respected, and that the parents and guardians take responsibility for not allowing their children to drop out of school. This decision of the Governor has contributed to eliminating child labour exploitation in the livestock husbandry sector in the aimag.

Annex 3. Increasing local policy, regulations and capacity to tackle child labour

Name of the organisation: The Governor's Office of the Uvurkhangai aimag

Background

During the development and implementation of the aimag's sub-programme to eliminate the worst forms of child labour, it was necessary for the many organisations to work consistently in an integrated organisational structure. We concluded that it was impossible for any one organisation or official to solve the issues of child labour on their own. Therefore, it was necessary to comprehensively determine the local integrated policy and regulations to effectively implement the activities to prevent and eliminate the worst forms of child labour. In addition, a framework was needed to improve the organisational structure, and the capacity and responsibilities of staff and workers at all levels.

The implementation of good practice

Multi-step measures were taken and implemented. The priority task was to incorporate the actions against child labour in the following policy documents of the aimag:

1. The aimag Governor's action programme (2008-2012) and its plan for the provision of its implementation.
2. The aimag's annual directive for economical and social development (each year).
3. A product procurement and financial contract made between the General Manager of the aimag's budget and the organisation's manager; a performance-based contract for government employees.
4. A workplace job description for government staff at each level.

The important measure taken to implement the objectives included in the policy documents and the responsibilities of the relevant organisations and staff was the establishment of a 'Child Protection Team', which would implement activities at aimag and soum level. The Child Protection Team was established by the 92nd Order of the aimag's Governor in 2009, and the directives of its activity were determined. A cooperative directive to support the Child Protection Team was developed after seeking opinions from organisations such as the Health Department, the Educational and Cultural Department, the Police Department and the Labour and Social Welfare Division. This cooperative work agreement was endorsed by the Social Development Division of the Governor's Office.

One of the Child Protection Team's target group was the child labourers and their families. A supplementary support group to the Child Protection Team was established based on the voluntary participation of locals. The team is distinctive because it was organised with the participation of local communities, governmental and non-governmental organisations operating locally.

The activities of the collaborative team are set out below:

- A seminar was organised with the aim of creating an *integrated understanding* about child labour at aimag level, and was arranged for a broad range of participants, including

the Governor's Office of the aimag, its divisions. Then training was organised for the soum governors and relevant officials working in the soums, that is: the educational and health social workers, teachers and facilitators of non-formal education, and the social workers.

- The Child Protection Team was established as a subsidiary to the Council for Children, which is led by the soum governor. The team has an obligation to report the outcome of their activities in the Council meetings, which are then evaluated quarterly. The team works within the framework of child protection and its responsibilities are: to detect child labourers and high risk children, to conduct an evaluation of their conditions, to plan the necessary supportive services, to enrol them in services, to evaluate its outcome and to evaluate the changes made on the children's conditions after a period of time.
- In order for the Child Protection Team to operate successfully, it needs to be able to prompt the collection of information about children who are engaged in labour or whose rights have been violated. Because the team consists of only government officials, collecting this type of information is limited and challenging. Therefore, a support group based on the voluntary participation of locals was established, as a subsidiary to the Child Protection Team. This group does not implement the service and activities for the children but their responsibilities are to provide the team with the necessary information about child rights violations. Once the information is received, the team works on each case to determine whether or not it is a violation and decides on actions for the future.

Outcome

1. Grassroot level actions against the worst forms of child labour could be sustained after the implementation of the IPEC project by continuing the work of the Child Protection Team in each soum.
2. Issues relating to the team's sustained activities were presented at a Board meeting of the Governor of the aimag where an announcement was made to encourage the work of Child Protection Teams and to increase their results in 2010, and an order was given to provide necessary funding from the Governor's budget.
3. The additional task of monitoring child labour has been included in the main responsibility of the Child Protection Teams, and a support group was assigned to provide assistance to the team. These actions have now enabled the implementation of activities in the detection, prevention and removal of children from child labour.

Conditions to implement good practice

- It is important to have an integrated understanding of child labour at aimag level.
- It is also important to have local regulations towards the reduction of child labour and its prevention.
- Team members should be trained for skills in team work for the reduction of child labour and its prevention.
- It is important to clarify the roles and responsibilities of each team member.
- It is important to establish support groups based on the voluntary participation of local residents.

Lessons learned from good practice

- It was necessary to accurately define performance criteria for the team's activity.
- It was necessary to set up a local audit to develop an evaluation mechanism for the team's activities.
- It was necessary to develop a reward mechanism for the support group members.

Contact list for more information on good practice

- Sanchir S., Director of the aimag's Division for Children. Tel: 93077111
- Ishkhand L., Senior specialist responsible for children's rights and social security at the aimag's Division for Children. Tel-99881483, email: ihsee8814@yahoo.com

Annex 4. A memorandum of understanding to respect and monitor children's rights by means of the media

Name of organisation: Press Institute of Mongolia

Background

Often there is not enough time or space available to deliver social development issues to the public by means of the media. Even though journalists are eager to prepare an influencing article or programme about children's issues, especially about those living in a difficult environment, they usually do not get to provoke these issues due to a lack of finance and time or space for broadcasting. Also, the owners and authorities of press organisations do not always have a concern for these issues as most of them are profit-oriented organisations. However, it is important to present these child-related issues in the media. It is also important to gain the attention of the owners and directors of these organisations in order to increase the role and participation of the press, as well as increasing their awareness and getting their support for this issue. With these goals in mind, we made efforts to unite the press and media organisations for children by signing of a memorandum of understanding involving the management of the major press and media organisations.

The main purpose of this memorandum of understanding is to incorporate children's issues in the programmes of the press and media. It was also made to reserve broadcasting time for this issue in television and radio, together with certain sections of the newspaper and magazine sectors. In addition, certain issues were brought to the attention of the media executives and owners, such as having specialised journalists who have a moral and responsible approach toward children's issues. The memorandum of understanding's contents were discussed and developed with the following shared aims:

- Children – 'topic of information'
- Children – 'creator of information'
- Children – 'information users'

The memorandum of understanding also emphasises the importance of a professional and moral approach which also takes into consideration the three interests mentioned above.

The implementation of good practice

The memorandum of understanding was arranged on 8 July 2009 in partnership with the National Authority for Children and the Press Institute, both implementing agencies of the Mongolian Government, with support from the ILO- IPEC. The decision-makers of seven television channels (MNT, TV9, Education channel TV, Mongol TV, SBN, NTV and TM channels), three radio stations (MNRB, FM107.5 and FM 104.5) and six daily newspapers (Today, Daily News, Century News, Capital Times, Public Mirror and Unen) which accepted the memorandum of understanding came to the event to sign and to confirm their willingness to be united in the development of a child-friendly media. This ceremony was the first of its kind in the press-media field and was an important event where the management of the main media organisations united their roles and responsibilities and placed their concerns on developing social issues together.

In order to organise the event, official documents were delivered to the main media and press organisations, while individual and group meetings were organised in advance. In addition, the Press Institute of Mongolia had officially conveyed its position regarding child rights issues by organising a press conference involving all the media.

During the signing ceremony, young journalists also communicated their viewpoint and children talked about their needs and demands on what they would like to receive from the press and media.

Conditions to implement good practice

- Initiator organisation should be capable of influencing the decision-making authorities, and appealing to others.
- Relevant organisations shall collaborate to monitor, evaluate and improve the implementation of the memorandum of understanding.

Lessons learned from good practice

- In addition to cooperating with journalists, it is also necessary to initiate a partnership at media policy-making level in order to increase the role and participation of the media in social development issues.
- In order to influence the policy of the media, it is necessary to conduct detailed research on the content of media publications and to widely use, advocate and lobby the results of such research.
- It is important to deliver children's voices to the decision-makers of the press and media organisations.
- One useful method to support the implementation of the memorandum of understanding is monitoring. Therefore, we have agreed with the organisations involved to conduct monitoring for two consecutive years on how children's issues are being reflected and added in the press and media.

Contact list for more information on good practice

- Gunjidmaa G., Information and Research Division of the Press Institute,
Tel: 88008787, email: gunjidmaag@yahoo.com

Annex 5. Effective social and legal services for child victims of sexual abuse and exploitation by a multi-disciplinary team

Name of the organisation: National Centre Against Violence

Background:

Child victims of sexual abuse and sexual exploitation not only suffer from mental and physical injuries, but their security and safety is also compromised, which puts them into risky situations. Without providing efficient support and rehabilitation services that suit the characteristic needs of a child victim, it is not uncommon for us to fail in protecting child victims from recurrent sexual abuse and exploitation. Child victims of previous sexual abuse are more susceptible to the risk of sexual exploitation than that of other children. Consequently, it is common for child victims, who did not receive protection from sexual exploitation, to develop characteristics and behaviours later into adult life that put them at risk, whilst at the same time negatively influencing other children. Therefore, it is very important to provide rehabilitation services promptly after the incident for child victims of sexual abuse and exploitation.

Unfortunately, oftentimes the attention is paid only on getting evidence and testimony from child victims on the crimes committed against them, while the need for the child victim's protection, rehabilitation and recovery have largely been ignored. This is thought to be related to factors such as: the provision of regulations for such services is inadequate; the implementation of its methodology is undetermined; and legally responsible experts lack integrated cooperation.

Therefore, the project was implemented with the aim to develop a methodology for the experts from the main sectors to provide prompt and integrated protection and rehabilitation services for child victims of sexual abuse and exploitation, based on actual cases of child victims of such crimes. The project was implemented in collaboration with other NGOs such as Mongolian National Child Rights Centre, Adolescent Development Centre and Children's and Adolescents' Development and Protection Centre, and with experienced professionals.

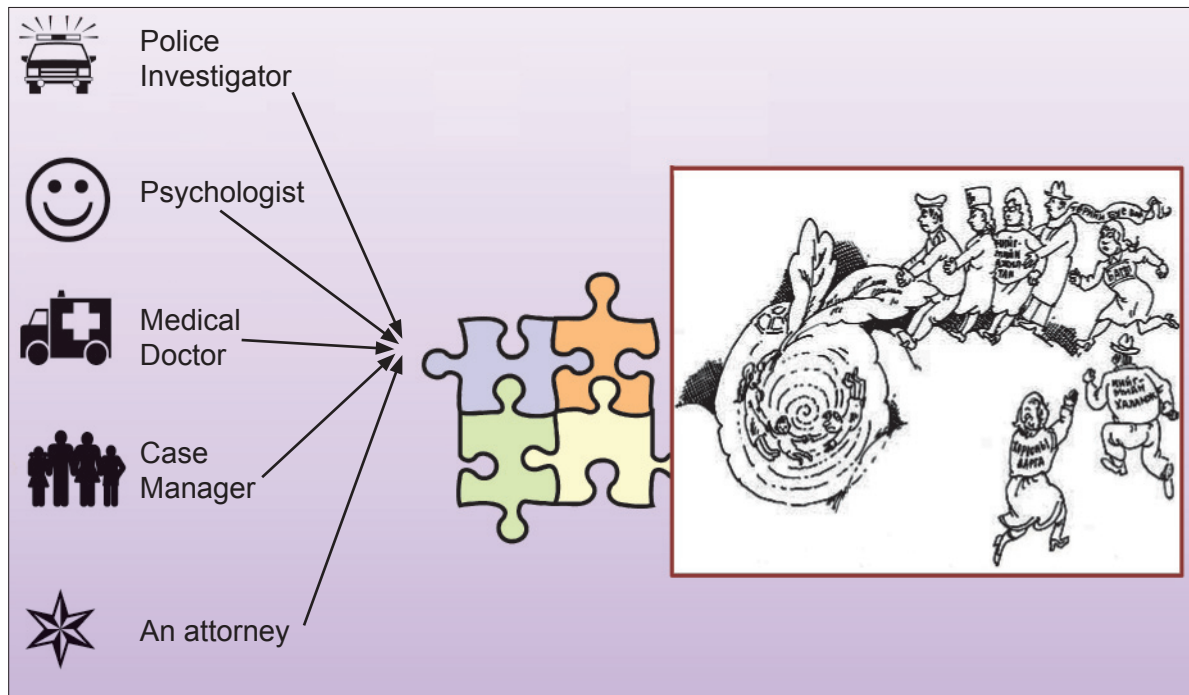
Within the framework of the project an analysis was also made of the legal environment regarding the prohibition and punishment of sexual exploitation, sexual abuse and the child victims' protection and rehabilitation, and on the possibilities and drawbacks seen in practice, and recommendations were subsequently developed.

The implementation of good practice

The non-governmental organisations mentioned above have provided social and legal services for the protection and rehabilitation of child victims based on their characteristic needs, through the integration and development of their experiences, practices and methodology, and moreover by the close cooperation with law enforcement agencies.

The collaborative team consists of following experts:

The collaborative team



The collaborative team provides supportive services that take place in the following order:

- In the first instance, the case manager (social worker) and psychologist meet with the child victim to determine the level of emotional breakdown.
- The case manager and psychologist help the victim to feel settled and mediate with the necessary services, such as helping the victim to find a lawyer if an urgent legal service is required.
- The case manager will conduct an evaluation of conditions to determine the risks to the victim. Based on these risks, it will be decided whether the victim needs isolation in protective housing, and a medical examination and treatment etc.
- If necessary, a lawyer will order a request for a forensic report.
- The lawyer helps the child by submitting a claim.
- The investigation, adjudication and court sentencing processes will then be documented.

The child victim will be offered social and rehabilitation services until the case closes or the suspect is convicted. Also, members of the collaborative team will meet regularly to discuss the processes of the case, changes seen in the victim and a strategy to assist in the victim's future.

Outcome

- As a result of the project, an initial version of a methodology to accurately determine the victim's needs was developed. Experts who provide services, roles and responsibilities during the collaboration were clear in their goal and the integrated collaboration provided the opportunity to influence the court decision, and to further develop proposals on improving related laws and regulations.
- Furthermore, by enrolling in a complete rehabilitation service the child victim was able to testify without fear and provide the law enforcement personnel with as much information as they needed, which contributed to the investigation of the crime. In addition, the victim's testimony and the experts' conclusions have started to play an important role in

determining the extent of the damage. Therefore, the experts themselves are becoming more interested in the collaboration.

Conditions to implement good practice

- *Desire to collaborate:* It is important for the expert to fully understand that through collaboration his/her responsibilities and duties will be fulfilled and that he/she will be able to provide a very positive influence on the child victim. (Intellectual unity is more important in the implementation of this methodology than financial security.)
- *Regulations for collaboration must be set:* It is important to initiate regulations in order to define the roles and responsibilities of team members and how they carry out the process. (This regulation should not be limited by responsibilities pointed out by law but it can be initiated through the concept of 'being accepted if not prohibited by law'.)
- *Experiences and methodological knowledge:* It is important for team members to have a thorough knowledge about the characteristic needs of a child victim and how to provide the necessary services to them. Therefore, the first activity of the team should be internal training.

Lessons learned from good practice

- Because there is no direct financial support provided by the government to prioritise the security of child victims, resources from non-governmental organisations were used. However, it is necessary to look to the government budget to provide the finance for the protective accommodation and social services.
- The roles and responsibilities of team members shall be defined in the job description, work performance contract, the organisation's internal regulations and the indicators of work evaluation.
- The team leader has an important role and it is necessary to remember that success in implementation depends on organisational planning.
- If the team has too many members (over five), it creates certain challenges. Other experts should only be involved if necessary.
- Keeping the team members informed about the significance of the team and the responsibilities of its members, whilst also determining those roles and responsibilities, influences their motivation.
- A presentation of achievements by team activities should be organised in several different ways and is significant tool for increasing motivation.
- It was found out that services to 'victims' should not only be limited to the child victims themselves. It was necessary to provide services for family members as well.

Contact list for more information on good practice

- Arvintaria B., Coordinator of the Legal Programme, NCAV, Tel: 99204558, email: arvin_taria@yahoo.com
- Saruul D., Lawyer, NCAV, Tel: 88769105, email: dsaruul999@yahoo.com

Annex 6. Providing psychological rehabilitation for girl victims of sexual exploitation and abuse

Name of the organisation: The Governor's Office of the Dornod aimag

Background

It is common for child victims of sexual abuse and exploitation and their parents to be unable to have their victims' rights protected or receive psychological rehabilitation because of a lack of knowledge in where or to whom they could refer. It was necessary to further develop the methodology for child detection, as well as the rehabilitation services and the rights of protection. Therefore, a "Girls' Culture and Development Centre" was established as a subsidiary to the aimag's Division for Children, with the objective of providing a psychological rehabilitation service for child victims and their family members.

The implementation of good practice

The following activities have been implemented:

- A "Girls' Culture and Development Centre" has been established in a room provided by the aimag's Division for Children, and a psychologist was employed. To begin with, the psychologist's salary was paid from the IPEC programme's funding. Then, through raising awareness among the policy-makers about the importance of the centre, this position was made into a full-time position and the salary was allocated from the public budget.
- Training was organised with the objective of raising awareness among judges, the police, prosecutors and lawyers in the aimag, with the assistance from the experienced expert who was invited from the Ulaanbaatar City. As a result, participants have received training in the methods and implementation of the activities to detect child victims of sexual exploitation, to protect their rights and its prevention.
- In order to detect child victims, or children at risk of sexual exploitation, unexpected surveillances were organised at hotels, night clubs and other enterprises. During this activity, it was necessary to cooperate with the workers in these organisations. Executives in these organisations have appreciated being invited to and have participated in the public service organisation's management training. During the training, directives for cooperative activities against sexual abuse and exploitation of children were determined.
- Collaborative teams were established in the baghs of the Kherlen soum, the aimag centre. The team consisted of the bagh's governors, the social workers of the baghs and schools, family physicians, the chief and inspector of sections and the directors of the house owners' councils. The objectives of the collaborative teams are to detect child victims, or children at risk of sexual exploitation and abuse, to report the relevant information to the Girls' Culture and Development Centre and to the police, and to put the victims under protection.
- In order to raise public awareness about sexual abuse and exploitation of children, related legal and ethical information has been distributed through training, published materials and through the media.
- Moreover, in cooperation with the border patrol's inspection unit, a memo written in Chinese has been inserted in the passports of foreign citizens who cross the border

for employment.

- Because sexual abuse and exploitation of children is a criminal offence, close cooperation with the police was established and information shared.

The collaborative teams provided the following services for child victims:

1. To provide systematic psychological counselling for victims after ensuring that they are isolated from dangerous conditions.
2. To ensure the opening of the case and its investigation, and to liaise with the lawyer.
3. To determine the child victim's and their family's needs, to provide support and advice, and to liaise with the necessary services.
4. To enrol children in social and rehabilitation services, together with life skills training.

Outcome

- The presence of the staff from the Division for Children during the inquiry of the girl's testimony resulted in ensuring the girl's rights.
- The awareness and approach by the police inspectors regarding child victims of sexual abuse and exploitation has been improved, which ensured that they provided effective support for the girls in order to overcome pressure from offenders and their relatives.
- Cooperation between the law enforcement organisations and children's organisations has improved. For instance, the children's organisations have participated in and audited the operation during the prosecution and in court. With the possibility of making complaints and references in court, the protection of the children's rights was also ensured.

Conditions to implement good practice

- To have a professional psychologist.
- To have the cooperation of the relevant organisations strengthened, and awareness raised.
- To have a convenient environment established for psychological counselling and the cross-examination of child victims of sexual exploitation and abuse.
- The law enforcement organisations and children's organisations need to share information.

Lessons learned from good practice

- It is necessary to document and authorize the first testimony of child victims of sexual abuse and exploitation. By doing so, a child victim can be saved from repeated cross-examination, which could cause a deterioration in emotional depression.
- A lawyer should be chosen carefully. For example, it is possible that the offender's lawyer and the victim's lawyer could be related.
- If seen as necessary, the child victim should avoid attending the trial.
- Child victims need to be immediately isolated from dangerous conditions. Confidentiality is also very important.

Contact list for more information on good practice

- Nansalmaa A., Director of the Division for Children, Tel: 99037701, 93065858, email: nansalmaa_a@yahoo.com
- Shinetsetseg T., Psychologist of the Division for Children, Tel: 99055776, 93065855, email: tshinetsetseg@yahoo.com

Annex 7. Providing enabling opportunities for children removed from the worst forms of labour to attend school

Name of the organisation: Governor's Office of the Dornogobi aimag

Background

There are many informal fluorspar mining sites located in areas surrounding the Airag soum of the Dornogobi aimag. Children of low income families who reside in the centre of this soum tend to skip school or drop out of school in order to work at the fluorspar mines with their parents and relatives. Several measures are being put in place to take these children out of this kind of labour. One of these measures is to provide children of poor families, or children who are living at home in deprived conditions in the centre of the soum, with accommodation in dormitories. The aim is to provide education for children who are engaged in the worst forms of labour, or whose rights have been violated, and also to provide them with convenient living arrangements and a learning environment to prevent them from dropping out of school. In addition, free meals are provided at the dormitories for those children living in homes whose families have a poor livelihood potential and a shortage of food. These activities had a significant effect on the prevention and elimination of child labour.

Implementation activities and outcome of good practice

At the beginning of the project implementation, work teams in the aimag and soum organised activities to increase public awareness and expose the children who worked at the 'Tsagaan del' informal fluorspar mine in the Airag soum. As a result, we learned that several children who had dropped out of school were working at this mine and several children were also skipping school. Even though we had enrolled these children in non-formal education and monitored their attendance, we were not able to completely draw them away from mining labour.

Conditions of both the family and the households of the children who continued to work in their free time at the mining sites were extremely poor, and the only reason they worked was in order to earn their daily food. Therefore, it was necessary to provide these children with an environment that would enable them to learn. So we met individually with their parents and negotiated accommodation in dormitories for some children and to provide food for other children who did not have accommodation. Although some parents were initially reluctant, they now all support and appreciate this activity. Consequently, 16 children who live in the centre of the soum have been accommodated in the school dormitory and five other children now receive food in the dormitory even though they do not live in the dormitory. The in-take capacity of the school dormitory is not adequate, but it was a measure that was possible within our allocated budget in order to give an opportunity to these children living in these deprived conditions. Of these children, three were school drop-outs and the others were children who often skipped school. The three drop-out school children have re-learned their lessons through non-formal training and have now been transferred to their former schools.

These children were enrolled in the project and were provided with school supplies and uniforms, and some of their parents were negotiated into permanent or temporary jobs. We also approached other organisations which provided support, food, clothing and material support to the families of ten children.

The following results were achieved among the children:

- The children have stopped working at the fluorspar mine. They have become more self-confident and have started to learn enthusiastically. One child has succeeded at a national level in art and another one in freestyle wrestling.
- The local residents' awareness of child labour has increased, and the public is beginning to accept that it is appropriate to house children of families living in unavoidably poor living conditions, who reside in the centre of the soum centre, in the soum school dormitory.

Conditions to implement good practice

- To plan a sufficient budget for the school's dormitory expenses in advance.
- To make the public thoroughly aware of the necessity to accommodate these children in the dormitory.
- To increase the awareness of dormitory teachers about child labour and to train them specifically in methods to work with those children.
- To initiate the cooperation of school directors, social workers, hospital physicians and schools' social workers and the dormitory teachers.

Lessons learned from good practice

- It is necessary to meet with the parents and to talk to them in detail about child labour and about accommodating their children in the dormitories.
- To continually co-work with the children's parents through their class teachers and to organise activities to improve their livelihood.
- A report should be made to the Education and Cultural Department in aimag to make them aware of the children's conditions and circumstances.
- In order to avoid complaints from parents of other children who could not stay in dormitories or to prevent from many more requests, accurate information should be delivered to the public.

Contact list for more information on good practice

- Zorigt-Erdene S., School Director, Airag soum, Tel-93051151.
- Gantuya N., Specialist of Social Development Policy, Airag soum's Governor's Office, Tel-93051173.
- Tuulaikhuu B., Social Worker of Airag soum's school, Tel-93084189, email ok_tuulai@yahoo.com

Annex 8. Good practice in disseminating the experience of the alternative education programme

Name of the organisation: Family Development Centre

Background

With support from the IPEC programme of the ILO, the Family Development Centre has been implementing a project with the objective of enrolling the younger siblings of working children in pre-school education for one year in order to prepare them for school, and then to enrol them in formal schools. Within the framework of this project, the “Yanzagakhan” pre-school was established and the “Golden Door to Knowledge” pre-school education kit of handbooks for alternative training was developed and has been used in the training. Accreditation for the use of this training kit was given by the Ministry of Culture, Science and Education and is authorized by other related organisations.

The implementation of good practice

The “Golden Door to Knowledge” was further developed in this stage of the project and distribution of the training programme and tools have been carried out further afield. Activities included:

- Training on the alternative programme and its training kit tools was organised for the teachers and staff from 50 pre-school education establishments in the capital city, and experiences were shared. As a result, an interest in introducing alternative pre-school training during weekend days has been increased.
- Based on the “Golden Door to Knowledge”, 17 lessons were developed for a television series in cooperation with the television channel ‘Education’ and were broadcast nationally. Programmes for the Education channel is broadcast in every soum and aimag, so that the television lessons can reach as many people as possible, including pre-school education teachers and parents.
- With the objective to provide an opportunity for teachers and specialists from nursery schools of rural and urban areas to receive information and use the alternative training programme, the training curriculum and training handbooks were uploaded into the organisation’s website, and an initiative to develop distance training was instigated. Teachers and parents who register on the website are able to download the training curriculum and training materials so that the pre-school education training can be distributed to more children. Referrers can register on the website of the Family Development Centre and receive methodological support (galaxy-edu.org).

Outcome

- Parents’ attitudes have changed and they have started to bring their children to the training themselves.
- Our survey results show that currently there have not been drop-outs among the children enrolled in the formal schools.
- Demand for the “Golden Door to Knowledge” training kit has increased.

Conditions to implement good practice

- The “Golden Door to Knowledge” training kit provides the opportunity for parents in remote areas to implement pre-school training for their children at home. Therefore,

teachers should be fully acquainted with this training handbook, its recommendations and curriculum.

- It is best to thoroughly study the law concerning pre-school education in order to use legislation to gain government funding for alternative training.

Lessons learned from good practice

- It is necessary to implement monitoring on the children's knowledge level after teaching the "Golden Door to Knowledge" training kit.
- The achievements of the Saturday and Sunday alternative training is fully consistent with that of the basic pre-school training. It can be carried out using the pre-school classrooms and venues and has been proven to save time and money, and enables many more children to be enrolled in pre-school education.

Contact list for more information on good practice

- Davaakhuu G., Director of the "Family Development Centre" (NGO), Tel-91916494, email: galaxy_mgl2005@yahoo.com

Annex 9. Empowering working children through artistic and creative activities

Name of organisation: Equal Step Centre NGO

Background

Children experience an enormous physical and mental pressure when they are in labour. The working conditions for these children are often dangerous and risky. Many of them dropped their schooling. Children are deprived of the right to play freely and to study subjects in which they are interested. Many children are stressed due to abuse from family, peers, and adults and by the challenges of their living and working environments. These factors stand as obstacles to the children's successful learning.

Our practice has shown that the working children not only need an education and vocational skills, but it is also very important that they have the opportunity to live as a child, to do what they are interested in doing, to play, dance, draw, make friends and learn new things. When the children are mentally relaxed, confident that they can accomplish anything, are able to make new friends and become accustomed to a new environment, then they are able to adapt back into society by socialising with people and overcoming new obstacles in a shorter period of time. Various activities oriented towards the working children have shown that since most of them have poor literacy capabilities, some being illiterate, it is more effective to socialise them through different arts or creative activities. Although artistic and creative activities offer the children opportunities to acquire different types of understanding and knowledge, they also help them to acquire life skills, self-confidence and to help improve their creative thinking skills, to communicate openly with others. In addition, artistic and creative activities are important to evaluate the conditions of the working children.

The implementation of good practice

The following types of activity were used in socialising the children through artistic and creative activities:

- Photography
- Mosaic crafts, using paper and waste materials
- Dance classes
- Poetry classes
- Expression of feelings
- Fine arts painting

These types of activities are not necessarily designed to make the children either a photographer or a dancer but rather to help them form a wholesome character. They can do this by learning to express their feelings through arts, acquiring creative thinking skills, and setting goals and developing a motivation and desire to reach those goals.

Photography project: This project was implemented in two stages, "Seeing my working environment" and "The future I desire". The working children photographed their working environment, their harsh living conditions, happy moments and things they wish for that they see in films with the aim of illustrating their actual living conditions to adults and to express their feelings. Within the framework of the project, the children organised a photo gallery for the public aiming to increase public awareness of child labour. Children learned new things such as working with cameras, learning to photo-shoot and analyse photographs.

“Art in life”: Hand and mosaic crafting, using left-over raw materials and wastes, is a form of art that requires creative thinking and endurance from the children. Therefore, this class helps them to acquire those characteristics and also to learn team work and to increase their interest in eventually learning other things. This project was especially important as the children could feel proud of their creations and it gave them a confidence that they can do many more other things in the future. Jackie Richardson, a teacher at the Acclaim Grange School in Great Britain, has worked as a teacher for this project and has had an influence in improving the capacity of our organisation’s workers.

Dance classes: Dance classes are organised at the “Tsoglog” club where the working children spend their free time and at the “Tsoglog” summer camp. Dance classes take place three times a week for two hours where Mongolian traditional dancing, tango, cha-cha, samba, waltz and aerobic dancing lessons are taught. Dancing is important for the children as it helps them to dress appropriately, to acquire an artistic sense of art and refinement, relieves stress, and creates a new and pleasant environment for them.

Poetry classes: Many of the children participating in the project had an interest in poetry and literature. Therefore, a poetry competition for the children was organised within the framework of the “Tsoglog” club’s activities. The children skillfully illustrated the sorrows and sadnesses that they had seen in their lifetime in their poetry and this clearly showed us how much suffering they carry in their minds and how necessary it is for us to help them let it go.

Fine arts painting: Every child has a talent in drawing and painting and it is important not to judge their paintings as good or bad. They express their feelings, opinions, and the happy and difficult moments of their lives in painting. Also, when the children are given subjects to draw, they research that subject in order to draw it and by doing so acquire more knowledge about that subject matter. Within the framework of the drawing classes, participants are able to choose their subject matter and have drawn subjects such as nature, water shortage, household abuse, child labour, which demonstrates that they too, like us adults, are concerned about these issues and it illustrated that there are plenty of sad and sorrowful things in their lives.

Outcome

These artistic and creative activities have not only influenced the children who participated in the project but have also contributed to the development of the implementing organisation’s capacity.

Outcome on the organisation’s capacity and influencing public opinion:

- Social workers and teachers have been trained in new methodology to work with the children. They have therefore received more information about the children and have acquired skills to evaluate and assess the children’s ability by a non-examination method.
- Communication between the children and teachers/social workers has been enhanced.
- Awareness of parents, friends and the public who came to see the children’s gallery has been increased. For example, people who came to see the children’s photo galleries have gained more understanding and knowledge about the type of labour they do and its hazards.

Outcome on the children:

- The children have become more self-confident, learned to express their emotions and opinions, and discovered their abilities.

- The children's alcohol and cigarette consumption has been reduced.
- The children have started to respect themselves more and to spend their free time actively and cheerfully.
- The children's learning skills have improved. They learned to set a goal and be more motivated to fulfill that goal, and have also started to think about their futures and dreams.

Conditions to implement good practice

- It is very important to study the children's interests. As there are numerous possibilities to implement artistic and creative activities in many different forms, it is more effective to choose those methods that suit the children's needs and interests. There is no child who does not take an interest in any type of art and creative activity.
- It is possible to apply this good practice under any conditions and it is also important for staff working with the children to be sensitive to the arts, enthusiastic in working with the children, and be innovative and creative. This good practice can be implemented at any age group and the children's literacy capability and knowledge level does not interfere with the outcome.

Lessons learned from good practice

- It is important to create an environment where the children can freely express their opinions and emotions. They need to feel safe and comfortable in that environment without fear of being criticised by someone else.
- Even though it is important for teachers and social workers to be talented and well-informed about the arts, the most important thing for them is to be skilled with working with the children.
- Artistic and creative activities should not be organised occasionally but it should be more regular, involving a greater number of types of activity.

Contact list for more information on good practice

- Algirmaa P., Tel: 88006346, email: algirmaa@cyppd.org
- Azjargal J., Tel: 96630349, email: azaa@cyppd.org

Annex 10. Mobilising volunteers in the elimination of child labour at the informal gold mines

Name of the organisation: The Governor's Office of the Bayankhongor aimag

Background

Within the framework of the implementation of the aimag's sub-programme to eliminate the worst forms of child labour, the non-formal education's 'gher' school was established in order to provide an educational service for children working at the informal gold mines. During the implementation of education services for working children, it became clear that without increasing the awareness of child labour among the workers at these mines, and engaging and mobilising the mining workers, it was impossible to remove child labour from the hazardous child labour. Our practices of cooperating with and mobilising the efforts of the informal gold miners working and living at the Altan-Us area of the Bayan-Ovoo soum, have demonstrated to us how we can work toward the elimination of child labour.

The implementation of good practice

Although many people gather at the informal gold mining sites from many different places, they still lack of social services. People working at these sites have weak sense of unity, but instead they tend to divide into groups made up of their homelands and acquaintances. Generally, the workers fall into two main groups: one is made up of the gold miners and the other is the group of people who run the retail trade, the canteens and those who buy their gold.

In order to draw the children away from mining labour, the non-formal education's 'gher' school and 'gher' kindergarten facility were established. However, it was impossible to draw children away from working in mines without first changing the adults' perception of child labour and receiving their support. Because it is very difficult to implement any activity at the gold mining sites, we needed the help of some socially active residents to organise various types of activities among those who had either been living at the gold mining sites for many years or who ran the shops and restaurants. Therefore, the following actions were undertaken:

- Firstly, we organised a forum among 20 people working at the Altan-Us and the bagh governors of the Bayankhongor and the Bayan-ovoo soums and the social workers – and we called it “Engaging and mobilising the public in the elimination of the worst forms of child labour”. The gold miners and commodity traders established how they would contribute to draw children away from mining labour. They supported an initiative to continuously influence between 30-40 people within their oversight to halt the entry of children to the mineshafts and started to make the public aware about the dangers of children working in the tunnels. As a result, the workers have stopped the children from entering the mineshafts and tunnels.
- These volunteers have also made an agreement with the teacher working at the 'gher' school of the Altan-Us and organised activities once a week to increase public awareness. They also set up a competition with the title, “Our role in the elimination of the worst forms of child labour”, which was organised with their support. The gold miners theatrically illustrated the challenges and obstacles of their living and working environments through drama. Their drama performances have given us the answers to many of the issues they faced, such as: why children work in gold mining; how the informal gold miners have a desire to live a better life; how many of them, because of the difficulties of life and unemployment, are forced to dig the ground for a living, even though they may be talented; and how any type of public service is lacking in their

environment.

- This competition was delivered to the policy-makers and the public of the Bayankhongor aimag by television broadcast. Gold miners considered the non-formal education's 'gher' school as the only bright place at their mining site. With the help of these active volunteers, activities that would facilitate public awareness of the gold miners such as meetings, medical examinations, forums, challenges and competitions were organised. Also a certain amount of soil restoration was done with the help of volunteers and a volleyball competition was organised on the field, which created a sense of pride in their efforts and also created a concern for nature.
- The achievement of the agreement made with the voluntary activists was evaluated after four months and small rewards were given. Also with their help, monitoring of children withdrawn from hazardous child labour was implemented and prevention of new children from working in mines was also ensured.
- Many bulletin boards appealing against child labour were made to promote public awareness, as a result of the homework tasks of the contest among "bags" in the Bayankhongor soum. The contest was organised within the framework of the observation of the World Day against Child Labour (one of the guidelines requested that bulletin boards be made on iron sheets and were to be strong and durable). These boards were placed at the gold mining sites and were watched over by the volunteers.

Outcome

- The 'ghers' where pre-school and non-formal education training were organised at the gold mining sites were continuously used for increasing public awareness.
- People working at the gold mines have actively started to participate in activities against child labour.
- Voluntary members have started to carry out meetings with parents, whose children had been drawn away from labour and were enrolled in the 'gher' school established at the gold mining site, but had started to work again. They requested that they return to school and also gave us feedback. Regular child labour monitoring has been established.
- The support of the voluntary members has provided us with the opportunity to involve and assemble people living in the gold mining sites in medical examinations and information distribution.

Conditions to implement good practice

- To plan and organise various awareness raising activities among informal miners by ensuring their active engagement.
- To conduct a survey of people who hold some kind of influence among mining communities, such as those who have lived in the informal gold mining sites for many years, the owners of shops and canteens that operate at these sites, and the gold buyers, together with training and building confidence among them.

Lessons learned from good practice

- It was very effective to ensure the linkage between the establishment of the government public services such as education services at the mining sites and the actions to mobilise volunteers' activities.

- In order to choose and work with well-known, respected people who have worked for many years at the informal gold mining sites, it is important to confide in them and win their trust, and to explain the importance of their job through one-to-one meetings.
- Organising cultural and public activities periodically for people working and living at the informal gold mining sites helps to keep them organised and motivated for participating in the activities to address their issues.
- In order to fully engage and mobilise the public to participate, it is important for the executives of the aimag and soum's governors' offices to organise forums and meetings with the miners.

Contact list for more information on good practice

- Dulamsuren J., Specialist responsible for children, Social Development Division of the Bayankhongor aimag's Governor's Office, Tel: 99448239, 93075890, email: j_duya@yahoo.com
- Adiya. D, The non-formal education's methodologist of the Bayan-Ovoo soum, Tel: 91449699

Annex 11. Raising awareness about child labour in the community at trade markets

Name of the organisation: Equal Step Centre

Background

In Ulaanbaatar City, most of the children working in the informal sector work in the trade markets. Therefore, with support from the IPEC programme, actions were implemented at six major trade markets (Tsaiz, Huchit Shonkhor, Kharkhorin, Da Khuree, Khangai and Bars) in order to create an environment that supported the elimination of child labour. One of the objectives was to increase public awareness among marketplace communities about the worst forms of child labour. In order to do this, it was necessary to cooperate with the child labourers, the market's administration, its staff and renters.

The implementation of good practice

The trade market community includes the market administration, managers, inspectors and occupiers and the following sets of activities were implemented to increase their awareness:

- A clause was added to the contracts between the market administration and the renters to prohibit children from engaging in dangerous and heavy labour, to respect children's rights, to enforce the maximum allowed weight of loads to be carried by children, and to inform the relevant organisations in cases of serious violations of children's rights. Because each trade market has its own distinctive features, suitable clauses were developed in partnership with the market's administration.
- Information about child labour was added to the memo distributed to customers and renters at each gate of the market.
- "Our cooperation against child labour" training was organised for the market's administration and staff. Also, training for the implementation of laws and regulations regarding child labour was organised for the social workers of the sub-districts and schools located in the surrounding areas of the markets.
- Bulletin boards showing the maximum allowed weight for a load that can be carried by a child were placed in each market. Also, an evaluation for how these boards have influenced the raising of awareness among the market's community was conducted, and planning for advocacy activities was reviewed.
- In each market, workplaces that were most dangerous and harmful for children were determined through forum discussion involving children and market workers. Then the project team, the market administration, staff and working children cooperatively worked towards the objective of making certain locations of the market a "child labour-free zone" (for example, the sawmill and the areas where trucks are loaded with coal).
- A 'child labour' drawing competition was organised at the markets with the participation of the public.
- Mutual agreement to initiate the monitoring of child labour at the trade markets was made with the market administration, and training and discussions were organised to draw out the ways of collaboration for monitoring child labour. As a result, a staff member responsible for child labour has been appointed by each market administration, and at some markets a monitoring team has been established.

- During the preparation stages of raising public awareness, a survey of children working at these markets was conducted, and a meeting with the administration of each market was organised, and a discussion about the objectives and strategy of the activities to be implemented was made, and cooperative partnership initiatives and a cooperative action plan were developed.
- 'Micro' projects with various specific goals have been implemented in partnership with the market administration. For example, a survey was conducted on children who stole coal from moving vehicles at the Khangai market. Their parents usually sold coal and firewood so they were exempted from paying the fee on the market lease for six months and financial support was provided for them to increase the volume of coal and firewood they were selling. In return, the parents were responsible for sending their children to non-formal education training and transferring them to the permanent study at the NFE's Enlightenment Centre.

Outcome

- The capabilities of the organisation's staff have been improved through activities such as developing training and advocacy materials, giving advice, developing small projects, organising supportive activities and learning new methodologies.
- In the trade markets, an attitude against the worst forms of child labour and an environment to protect children's rights has been created.
- In five trade markets, areas that were dangerous or harmful to child labourers were agreed on and marked out as child labour-free zones. No child is working in areas that are defined as child labour-free zones. The inspectors and police who are in charge of that market are responsible for its monitoring.
- The administrators of the trade markets have started to pay attention to working children. For example, the child labour monitoring team has been established at the 'Da Khuree' market. Also, the administration and staff at the "Khuchit Shonkhor" market have created a child labour-free environment through improving its internal management. The Khangai, Bars, Kharkhorin and Tsaiz markets have developed a regularly contact and collaboration with our organisation.
- The children's interests to continue to learn have been increased. Positive characteristic changes have been observed among the children. Parents' awareness about the harmful consequences of child labour has been raised and they have started to avoid dangerous forms of labour for their children.

Conditions to implement good practice

- To raise awareness in the market administration about child labour and to initiate constant cooperation.

Lessons learned from good practice

- It is important to engage management level officials of the market administrations and to provide the staff of the trade markets with information and handbook materials related to children's rights and child labour.
- It is necessary to apply continuous monitoring for the implementation of a contract agreement made between the market administration and its renters. It is also very important to comprehensively determine the responsibilities and penalties within the framework of the law.

- It is important to expand the partnership cooperation at district and khoroo levels as well.
- It is observed that it is more effective to demonstrate the harms of child labour than to explain the provisions of the legislation and regulations.
- Law enforcement organisations were interested in a partnership to prevent child labourers from crimes.

Contact list for more information on good practice

- Algirmaa P., Tel-88006346, email: algirmaa@cypdpd.org

Annex 12. Monitoring of child labour

Name of the organisation: The Governor's Office of the Nalaikh District

Background

Since the closure of the Nalaikh's mines in the early 1990s, unemployment has increased in the Nalaikh district, leading to a lower standard of living for the residents and an increase in the number of the children working around the closed mines who are looking to earn money. Since the year 2000, immigration from the rural areas has intensified and the number of short- and long-term migrants in the Nalaikh district has been increasing. Along with this socio-economic change, children have started to work at or around the closed mines and at the brickyards.

A child labour monitoring team was established by order of the district's Governor in 2006. The objectives of the monitoring team are: to detect and eliminate child labour in mining, the brickyard factories and other enterprises; to enrol children back into school; to provide social welfare services for the children and their families in accordance with the relevant law; and also to further improve and strengthen the child labour monitoring practices. During the implementation of child labour monitoring at hazardous workplaces, it became clear that monitoring at school and khoroo level was necessary, and the effective coordination of responsibilities of the related specialists was needed.

The implementation of good practice

A voluntary worker to monitor child labour was selected at each khoroo (five sub-districts) with the objective of increasing the participation of primary level units in the implementation of the Nalaikh district's sub-programme to eliminate the worst forms of child labour. The District's Social Division has been providing support through the development of directives for the voluntary team's activities and organising training to raise public awareness. However, during the monitoring process, it was observed that one voluntary worker was not capable of conducting effective monitoring. Therefore, a monitoring team of five to six people, who are employed in the local areas, was established with the goal of removing children from labour and preventing those children who are at risk of child labour. In addition, a school monitoring team has been established in the schools since 2009. The team includes an education manager, teachers (3-4), a social worker and representatives of a parents' council. This expansion of the monitoring team was important in broadening the range of monitoring activities and to make this activity permanent.

Monitoring teams of the khorooos and schools were established by order of the khoroo's Governor and director of school, respectively. The Social Division of the Nalaikh district sets the directives for the activities of the monitoring teams of the khorooos and schools. The khoroo's social welfare officer is also a member of the monitoring team and because he/she is also a member of the council for livelihood support, he/she can propose the provision of support for children's families (that is, referrign working children's parents to employment services and training).

The monitoring team learnt to use the following records:

- A registration form (an information sheet to collect information promptly about working children when they have been detected)

- A service notebook (to denote the services the children were provided with, and its achievements)

The outcome of the monitoring team's activities are examined by the director of the Social Division and the school directors through the evaluation of performance-based contracts made up with members of the monitoring teams. In order to realistically assess the work of the monitoring teams it has been decided to use the *service record book for each beneficiary child labourer or the child at risk of child labour*. Moreover, changes in the number of child labourers living in that local area is also to be considered in the evaluation of a performance-based contract.

Outcome

- During the implementation, related government officials acquired skills to work as a team, and they learnt methodologies to organise training and advocacy and to remove children from labour.
- Child labour monitoring teams were established and their sustained actions were ensured. The dangerous forms of child labour are constantly decreasing in the Nalaikh district and child labour in the underground work of coal mining has now been eliminated.

Conditions to implement good practice

- To have an integrated understanding at all levels and to determine the priority issues.
- To determine the criteria for an evaluation of the outcome, and to determine the roles and responsibilities of the monitoring team members.
- Monitoring teams should be appointed by an authorised official (such as school directors and khoroo governors), and the Social Division of the district office should provide its implementation with supervision, methodology and directives for its activities.

Lessons learned from good practice

- The monitoring team members who work at khoroo level can vary according to their local characteristics. However, it is preferable for officials, whose job requires them to provide care for children, to be included. For example, the social workers, family physicians, chief of residential sections and volunteers.
- Raising public awareness about the harmful consequences of child labour is critical for sustaining the achievements.
- Special attention must be paid to immigrants who have come to reside temporarily or permanently, and sensitisation activities should be organised among them.
- In cases where a member of the monitoring team quits work, the other members of the team shall be capable of organising internal training to a new member.
- Volunteers should be widely engaged in the activities of the monitoring team. It is very effective if the volunteer is a resident in that particular area and is familiar with the locals and conditions.

Contact list for more information on good practice

- Erdenetsetseg D., Director of the Social Division, Governor's Office of Nalaikh District, Tel: 99288596, email: erdenetsetseg_nd@yahoo.com
- Tungalag D., Senior specialist of the Social Division, Governor's Office of Nalaikh District, Tel: 88195171, email: tungalag9999@yahoo.com

Operational principles of the Nalaikh District's monitoring teams

District's Social Division
(team's functional synergy, planning of social services, output monitoring)

Monitoring at workplace
District's monitoring team
(established by order of the Nalaikh District's Governor)

Objective: To eliminate the worst forms of child labour and night-time employment of under-age children

Team leader: Director of Social Division

Members:

- Specialist responsible for labour and social welfare
- Specialist responsible for food, agriculture and public catering services
- Specialist responsible for small to medium enterprises
- State inspector of the Professional Inspection Division responsible for children's and adolescents' hygiene control
- Children's Inspector of Police Department
- Social workers in the khoros
- Social workers in schools

Monitoring at residence
Khoroo's monitoring team
(established by order of the Khoroo's Governor)

Team leader: Sub-district's social worker

Members:

- Khoroo coordinator
- Residential section chiefs
- Public inspector
- Family physician

Activity:

- To advocate harmful consequences of the worst forms of child labour among the public of the khoroo
- To report the information regarding child labourers
- To enrol children detected through monitoring in educational and medical services
- To explain legislation and regulations related to child labour among organisations and enterprises operating in the khoroo
- To prevent children from entering dangerous forms of labour

Target groups:

- Child labourers
- Children at risk of labour
- School drop-out children
- Children living in difficult situations
- Children's parents and family members

Monitoring at school
School's monitoring team
(established by order of the school director)

Team leader: Education Manager

Members:

- School social worker
- Teachers (3-4)
- Representatives of parents' council

Activity:

- To conduct a survey of each class on children combining work and schooling
- To provide support (school stationery, textbooks and school uniforms) for these children
- To organise training about child labour and its harmful consequences
- To work individually with children who were re-integrated into school after removal from child labour, and to encourage them to enrol in sports and cultural activities organised at district and school level
- To organise activities to prevent children from dropping out

Target group:

- Orphan children or children living in difficult situations
- Children at risk of dropping out of school
- Children re-integrated into formal school

