



MINISTRY OF LABOUR
AND SOCIAL PROTECTION



ЗАСГИЙН ГАЗРЫН ХЭРЭГЖҮҮЛЭГЧ АГЕНТЛАГ
ГЭР БҮЛ, ХҮҮХЭД, ЗАЛУУЧУУДЫН
ХӨГЖЛИЙН ГАЗАР



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3-R Trainers' Kit

Rights, Responsibilities and Representation
For Children, Youth and Families

Module 4: Work and Resources in the Family



Busakorn Suriyasarn, Nelien Haspels and Rosalinda Terhorst

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By

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First published 2020

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3-R Trainers' Kit: Rights, Responsibilities and Representation for Children, Youth and Families, International Labour Office, Country Office for China and Mongolia – Beijing: ILO, 2020

ISBN: 978-92-2-0325599 (web pdf)

Also available in Mongolian: *Амьдрах ухааны сургалтын багц: Хүүхэд, залуучууд, гэр бүлийн эрх, үүрэг, оролцоо*
ISBN: 978-92-2-0325605 (print) 978-92-2-0325612 (web pdf), Ulaanbaatar, 2020

NOTE ON THE 3-R TRAINERS' KIT, 2020 EDITION (ENGLISH AND MONGOLIAN VERSIONS)

This publication was developed by Busakorn Suriyasarn and Ulziitungalag Khuajin, consultants for the ILO, in collaboration with the Authority for Family, Child and Youth Development of Mongolia (AFCYD), government implementing agency, under the framework of the Phase 2 of the ILO project "Sustaining GSP-Plus Status by Strengthened National Capacities to Improve ILS Compliance and Reporting – Mongolia Phase 2" (MNG/17/50/EUR).

The content is extracted, customized and reproduced from the following original source: Empowerment for children, youth and families: 3-R trainers' kit on rights, responsibilities and representation, ISBN: 92-2-117849-8 (print), 92-2-117850-1 (web pdf), 92-2-117851-X (CD-ROM), Bangkok (2006) and subsequent editions, including the 2017 edition ISBN 978-92-2-130249-0 (print); 978-92-2-130250-6 (web pdf).

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Book cover pictures and cartoons by ICCD LLC
Graphic design and layout by Sodbaatar Purevjav
Mongolia

FOREWORD

Over the last decade, the Government of Mongolia has taken concrete measures towards the implementation of the ILO's Worst Forms of Child Labour Convention, 1999 (No. 182) and Forced Labour Convention, 1930 (No. 29). These efforts are in line with the 2030 Development Agenda which calls for the eradication of forced labour, modern slavery and human trafficking by 2030 and the elimination of child labour in all its forms by 2025.

Yet, to achieve these sustainable developmental results, key stakeholders in Mongolia have identified the need for a better understanding on how child and forced labour develops in today's context. This need is most acute on the side of state agencies and civil society organizations whose mission is to support children, youth and families who are at risk of child and forced labour and other forms of violence.

The Trainers' Kit on Rights, Responsibilities and Representation for Children, Youth and Families (3-R Kit) aimed at strengthening the capacities of both public and private entities in these areas. It was originally developed in 2006 by the ILO, and since then, successfully implemented in a number of countries including Mongolia where the first version of the training kit was used under the ILO/IPEC project in 2007. The 3-Kit has been recognized by the Mongolian Ministry of Labour and Social Protection and the Authority for Family, Child and Youth Development (AFCYD), government implementing agency as the most relevant and appropriate tool to strengthen the capacities of Mongolian public and private actors.

Under the framework of the "ILO/EU project on Sustaining GSP-Plus Status¹", the 3-R Kit has been revisited, adapted to the Mongolian context and validated by national trainers. We hope it will be of use to a large audience and eventually benefit those who most need it. The COVID 19 pandemic, which is unfolding at the moment of writing this note, has cast a new shadow on the wellbeing of vulnerable groups, particularly children. With an expected unfavorable economic environment for the upcoming years, governments, state entities, private sector, trade unions and civil society organizations all around the world are faced with the heightened challenge of eliminating child and forced labour by 2025 and 2030 respectively. The 3-R Kit is a modest contribution to support these efforts.

The ILO and the AFCYD are most grateful to the European Union's generous financial support, which made possible the realization of this Mongolian version of the 2020 3-R Kit. We look forward to our continuous engagement in support of most vulnerable parts of the population, helping to make sure that no one is left behind.

Enkh-Amar Mijidsuren
Chairperson
AFCYD

Claire Courteille-Mulder
Director
ILO Country Office for China and Mongolia

¹ Full title of the project is: "ILO/EU project on Sustaining GSP-Plus Status by Strengthening National Capacities to Improve International Labour Standards Compliance and Reporting-Mongolia Phase 2" (MNG/17/50/EUR)



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ACKNOWLEDGMENTS

The present Mongolian edition of the 3-R Kit is the result of a teamwork and dedicated efforts by the AFCYD and ILO.

We acknowledge the valuable contribution of Ms Busakorn Suriyasarn, international consultant for her technical guidance.

In addition, we thank each member of the 3-R Kit Working Group established by AFCYD, in particular:

- o Ms Algirmaa Purevsuren (Modules 4, 9 and 10)
- o Ms Ariunchimeg Gombo (Module 11)
- o Ms Azjargal Jantsandorj (Modules 2, 4, and 9)
- o Mr Batsaikhan Batsukh (Modules 1 and 3)
- o Ms Battuya Tsanlig (Module 4)
- o Ms Bolortsetseg Sosorburam (Modules 10 and 11)
- o Mr Galbadrakh Sharkhuu (Modules 6 and 7)
- o LGBT Centre Mongolia (Module 6)
- o Ms Oyundari Bayanbaatar (Modules 5 and 8)
- o Ms Sanjid Borbandi (Module 3)
- o Ms Ulziitungalag Khuajin (Trainers' Guide).

We would like to express our appreciation to Mr Altansukh Ochirbat, former chairperson in AFCYD for his initiation of and support to this work. For the coordination, detailed national contributions and review of the Mongolian translation, we thank Ms Azjargal Jantsandorj, senior specialist in charge of child rights policy implementation in AFCYD and Ms Ulziitungalag Khuajin, senior lecturer in the Social Work Department of the Mongolian National University of Education. We are also grateful to Ms Bertsetseg Vanjil and Ms Narmandakh Battulga who provided translation support during the adaptation process and Ms Tuya Balchindorj for her edition of the Mongolian language version.

On the ILO side, Ms Lkhagvademberel Amgalan and Ms Bayartsetseg Bayarsaikhan in Ulaanbaatar, Ms Parissara Liewkeat, in Beijing and Ms Bharati Pflug, Senior Specialist on Fundamental Principles and Rights at Work in the ILO DWT-Bangkok, provided programming, administrative and technical support.



MODULE 4 WORK AND RESOURCES IN THE FAMILY

Module Overview

This module deals with household and family responsibilities, access and resources in the family. In the first unit participants will analyze the division of work and the distribution of resources among women, men, girls and boys in families. The exercises show how norms and values about gender and age influence the roles and responsibilities of everybody in the family and the extent to which different family members can access and control family resources and benefits. In the second unit, participants will find out what forms of work are appropriate for children and can be considered as acceptable 'child work' and what forms of work harm their development and is 'child labour.' Participants will also realize what are main hazards for children, what are the worst forms of child labour and why these need to be abolished as a matter of priority.

This module includes 2 units:

Unit 4.1 Who's Doing What Work and Who Has a Say in the Family?

Unit 4.2 What Is Child Labour?

Unit 4.1 Who's Doing What Work and Who Has a Say in the Family?		Objectives	Time
Ex. 4.1.1 My 24-Hour Clock	• To identify daily activities of family members • To compare and analyze the daily activities of men, women, boys and girls • To consider how the existing patterns of workload distribution can be changed, if there is unequal division of work within the family	90-120 mins	
Ex. 4.1.2. Tales of Two Families	• To understand the concepts: <i>resource</i> and <i>benefit</i> • To identify what resources and benefits are available in the household • To consider how the existing patterns of access and control can be changed, if there is an unfair distribution of resources and benefits in the family	100-120 mins	
Unit 4.2 What Is Child Labour?		Objectives	Time
Ex. 4.2.1 Working Children: What is Acceptable and What Not?	• To become aware of the differences between acceptable and unacceptable forms of work by children • To understand why child labour exists • To become aware of the consequences of child labour for girls and boys	90 mins	

Ex. 4.2.2 What Are Worst Forms of Child Labour?	• To understand what are the worst forms of child labour (WFCL) and what are the hazards that make work intolerable for children • To realize that any child can become involved in one of the WFCL and hazardous work • To become aware of the consequences of the WFCL and hazardous work on boys and girls	120 mins
Total time in Module 4: 6 hours 40 minutes – 7 hours 30 minutes		

Unit 4.1 Who's Doing What Work and Who Has a Say in the Family?



Content

The unit deals with the distribution of workload, resources and benefits in the family. The first exercise provides a practical way for both adults and children to see clearly how much workload each family member carries within their family, how this relates to gender roles in their society and how they may wish to ensure that everybody does a fair share of work. The second exercise helps adults, youth and children to understand and analyze critically who makes decisions on how resources and benefits are used and shared within families, and how the use of the family resources and benefits is affected by sex and age.



Key Messages

- Work within the family is often done according to traditional gender roles in society with women combining work with family responsibilities, and men earning income outside the home. In many situations, women also work in paid jobs outside the home or in family farms and businesses along with men or engage in other livelihood activities to produce income for the family. This often results in women of all ages working more hours than men as they combine work with family responsibilities. Girls are expected to help their mothers, while boys are given more time to play.
- All family members need to consider whether the division of labour in their family is fair and just or whether changes are needed to ensure that all members do a fair share of family duties. In most families, this means that men and boys need to share more household work.
- All members in the family need fair and equal access to resources and benefits. It is equally important for both boys and girls to have access to education and training because as adults they will need to become productive members in their family and the society.
- All members in the family, including women and children, are entitled to participate in deciding how the family resources and benefits are used and distributed.
- Even with limited resources, family welfare and happiness can be sustained if family members distribute resources and benefits fairly and share workload and responsibilities.

A happy family is one that gives every member an equal and fair share of resources and benefits, and a chance to have a say in matters that affect their life. Helping each other in the family by doing your fair share is very important to make your family a happy family.



Exercises

4.1.1 My 24-Hour Clock

4.1.2 Tales of Two Families



Related Units

- 1.2 My Family and My Community
- 3.1 What's the Difference in Being a Boy and a Girl?
- 3.2 Values and Attitudes about Gender Roles
- 3.3 Making a Happy Family
- 4.2 What Is Child Labour?
- 11.1 Responsibilities
- 11.2 Rights at Work

Exercise 4.1.1 My 24-Hour Clock



Objectives

- To identify daily activities of family members
- To compare and analyze the daily activities of men, women, boys and girls

To consider how the existing patterns of workload distribution can be changed, if there is unequal division of work within the family



Target Group

Children, youth and adults



Duration

90-120 minutes



Seating Arrangements

Group seating on the floor or around tables in 4 corners of the room with space for group work



Materials

- Photocopies of the blank My 24-Hour Clock (Training Aid 4.1.1 A), one for each participant for individual work and 10 additional copies for group work
- 5-6 sets of 5 different colour markers or pencils (green, red, yellow, blue and black)

Flipchart papers, white A-4 size paper, markers, scissors and masking tapes



Training Aids

4.1.1 A: My 24-Hour Clock

4.1.1 B: 24-Hour Analysis Chart for Children

4.1.1 C: 24-Hour Analysis Chart for Adults

4.1.1 D: Picture Cards of Activities Done by Men and Boys

4.1.1 E: Picture Cards of Activities Done by Women and Girls

Briefing Note: Mongolian Family Situation

Briefing Note: Gender Equality Concepts and Definitions (in Exercise 3.1.1)

Briefing Note: Resources and Benefits in the Family (in Exercise 4.1.1)



Session Plan Steps¹

1. Fill in the 24-hour clock and walk-around – 15-30 minutes
2. Discuss the 24-hour clock in small groups – 10-15 minutes
3. Count how time is spent – 10 minutes
4. Analyze who does what in the family with picture cards – 1 minutes
5. Share the 24-hour analysis – 20-30 minutes
6. Discuss whether changes are needed – 15 minutes
7. Conclude with key messages – 5 minutes

Preparation

Read the Briefing Note: Mongolian Family Situation to get a general perspective of Mongolian families with respect to work, child care and education. If possible, also read concepts and discussion about gender equality and resources and benefits in the family in Exercises 3.1.1 and 4.1.1 before conducting this exercise. If the training takes place in rural communities, check whether the 24-hour clock needs to be adapted to reflect the time-division used in the communities, such as the periods before and after sunrise, noon and sunset.

Step 1 Fill in the 24-hour clock and walk-around – 15-30 minutes

Distribute the copies of the blank My 24-Hour Clock (Training Aid 4.1.1 A) to participants, one for each, and the sets of colour markers or pencils (5-6 people to share a set).

Explain that in this exercise, everybody will make their own **individual** 24-hour activities clock, by filling the clock with different colours that represent different types of activities as follows:

For adults (and youth)	For children (and youth)
Blue = working for income at the workplace or at home, can be paid or unpaid work Black = doing house work such as cooking, cleaning, buying food, doing laundry, taking care of children and the elderly Yellow = going to school, vocational skills training, or personal, educational or career development type of activities Red = personal leisure or social activities, including family and community activities Green = sleeping	Yellow = going to school, doing homework for school , vocational skills training, or personal, educational or career development type of activities Black = doing house work such as cooking, cleaning, buying food, doing laundry, taking care of younger siblings and the elderly Blue = working for income at the workplace or in the family, can be paid or unpaid work Red = playing, personal leisure, spending time with friends, or doing social activities Green = sleeping

Ask participants to do the following:

1. Think of all the different activities you do in a normal, typical day during busy times (e.g., the harvest season for farming families), from the time you wake up until the time you go to bed.

¹ Adapted from: *WWRGE Manual-Cambodia* by Rosalinda Terhorst et al. (ILO: Bangkok, 2004), Module 3.5 Division of Work and Module 4.11 Time to Work, Overtime and Leisure Time.

2. Match the activities with the colours and colour the clock according to how long they spend on average on each activity. The time can be broken down to 15-minute periods. It is important to use the colours correctly and consistently.
3. You have 10 minutes to finish colouring the clock.

When participants are ready, ask them to hang their 24-hour clocks on the wall, one section each for the clocks of the women, men, girls and boys respectively. Ask each group to have a look at the clocks within their group, and check what are the similarities and differences in their group. When they are ready, ask the groups to walk around, have a look at the clocks of the other groups, and note any similarities or differences with their own groups.



Tip for Trainers

For the next steps the trainer should:

- *compare and note the differences in the balance between the blue and black time periods (work for income and work for the household respectively) between adult women and men;*
- *compare and note the balance between the blue/black time periods and the yellow time period among girls and boys (more blue and black than yellow means that they work more than they study);*
- *look for other differences and/or similarities among the groups that are relevant to discuss with participants.*

Step 2 Discuss the 24-hour clock in small groups – 10-15 minutes

For adults (and working youth):

- Divide the participants into groups according to the type of work that they do, for example, farmers, herders, miners, factory workers, government officials, street vendors, daily labourers, home workers, etc. If the participants do mostly the same or similar type of work, then put no more than 6 people in one group. Include both men and women in each group.
- Once in separate groups, ask members of each group to share their clocks with one another (in about 5 minutes) and choose two clocks, one from a woman and one from a man, that they think come closest to the reality of what a woman and a man in this line of work do in a day.

For children (and in-school youth):

- Divide the children into several groups of 6. If there are children who have significant blue- and black-coloured activities (4 hours or more), put them in different groups from children who have few blue- and black-coloured activities. If the children are mostly child labourers, divide them according to the type of work that they do. Include both girls and boys in each group.
- Once in separate groups, give the children in each group about 5-10 minutes to look at each other's clocks and choose two clocks, one from a girl and one from a boy, that they think come closest to the reality of what a girl and a boy like them do in a day.

Step 3 Count how time is spent – 10 minutes

- Keep the participants in the same groups as in Step 2. Ask each group to count the time spent on different activities for the two clocks they have chosen during step 2. Give each group one set of materials including: 1 copy of the 24-Hour Analysis Chart (Training Aid 4.1.1 B for the groups of children and Training Aid 4.1.1 C for the groups of adults).
- Ask each group to count the number of hours for each type of activity/colour on the two clocks and put the numbers of hours for each colour in the appropriate columns for man and woman (for the groups of adults), and boy and girl (for the groups of children).
- Ask each group to copy their 24-Hour Analysis Chart on a flipchart paper.

Step 4 Analyze who does what in the family with picture cards – 15 minutes

Give each group 1 copy of the picture cards of activities done by men and boys (Training Aid 4.1.1 D) and by women and girls (Training Aid 4.1.1 E), a pair of scissors and a roll of masking tape. Then ask each group to:

- Cut up the sheet of picture cards into separate picture cards. If they do not find their activities on the sheet they can make more picture or word cards.
- Place the picture/word cards on the flipchart with the 24-Hour Analysis Chart that they developed during Step 3: The cards with the activities that **are always or usually done** by women (for the groups of adults) and girls (for the groups of children) in the second column and by men and boys in the third column respectively. If the activities are always or usually done by both sexes more or less equally, place them in the last column.

Step 5 Share the 24-hour analysis – 20-30 minutes

Call all groups to post their 24-Hour Analysis Chart for other groups to see. Ask a volunteer from each group to briefly explain their chart (3-5 minutes maximum). Start a discussion on the charts by asking the following questions:

- Are there any differences in how the women and men, girls and boys spend their time in a day in your group?
- For adults (and working youth): Who works more? Who sleeps more? Who does more household chores? Who are outside more? Who has more time for leisure, social activities and studying?
- For children (and in-school youth): Who spends more time in school and doing homework? Who sleeps more? Who helps more with housework around the house? Who spends more time playing and watching television? Who works more?

Conclude this step by pointing out the main outcomes of the group work. Generally there will be a division of labour, and a difference in the total number of hours worked between women/girls on the one hand and men/boys on the other hand. Often women/girls work more hours than men/boys as they combine work/school with household duties and family care (although there may be differences between traditional and modern families, between ethnic or tribal populations and the majority population, and between urban and rural areas).

Common situations are as follows:

- Men tend to have a more established, formal and focused work routines, for example, working in a paid job or engaged in just one or a few main work activities for income, and doing little or none of the housework. Older as well as younger men tend to have more time for leisure and social activities. Or even when they do not have a regular employment, they tend to be outside of the house and socializing more.
- Women tend to be engaged in multiple tasks, often in income earning at home or outside the home, including in paid jobs, in the family farm, taking care of livestock, or engaged in other economic activities, while they are also responsible for all or most of the family care and household chores. Older women such as grandmothers or aunties as well as younger women, are often expected to take up family care and household duties.
- Boys and girls often help their fathers and mothers respectively. Even when both brothers and sisters go to school, girls tend to have more household duties, helping or taking over from their mothers or older female relatives, whereas boys tend to have more time for playing and socializing with friends.
- Many of the tasks that women and girls do, are considered to be 'unimportant' and 'small' but take up a lot of time. The total number of tasks, even if done at the same time causes them to work longer hours compared to men and boys and have less time for leisure, self-development, social activities and sleep.

Step 6 Discuss whether changes are needed – 15-20 minutes

Tell participants we will now see whether it is possible to make any changes in the division of labour between men and women. Ask each group to look at the activities that are done by both male and female members of the family, those done by women/girls only; and those by men/boys only on their group chart. Ask them to look at the activities currently in the woman/girl column and the man/boy column and decide which activities under these columns **can be done by both genders**. Have each group shift the corresponding activity cards to the last column.

Ask everybody to identify which activities they think can be done **only** by a man/boy or woman/girl. Start a discussion on why they think only men/boys or women/girls can do these activities. In the end the activities in the woman/girl and man/boy columns should be the biologically determined ones only, such as breastfeeding and shaving that cannot be interchanged.

The key point here is to help participants understand that most activities in daily life are interchangeable between men and women, and boys and girls. Most household tasks can be done by anyone because there is no biological reason for the division of work. For example, men can wash dishes and women can speak at village meetings. However, there is often a social division of labour between men and women, and this often leads to inequalities, which are detrimental to women and girls. However, people can change such inequalities if they want to. In fair and just societies and cultures all family members need to ensure that workload is shared in a fair and just manner between family members.



Tip for Trainers

Where necessary, point out that a fair and just division of labour does not mean that all social differences between women and men need to be eradicated, as long as the workload distribution remains fair and balanced. Also allow for respect of participants' culture, which may have certain

taboos. For example, in some tribal cultures women are not allowed to go on the roof and men do not wash women's underclothes.

Some male or female participants may indicate that women and girls are happy with the current division of labour. This feeling, especially if it comes from women needs to be respected. However, by probing a bit further participants will usually agree that pronounced imbalances in the division of workload do not lead to happy families.

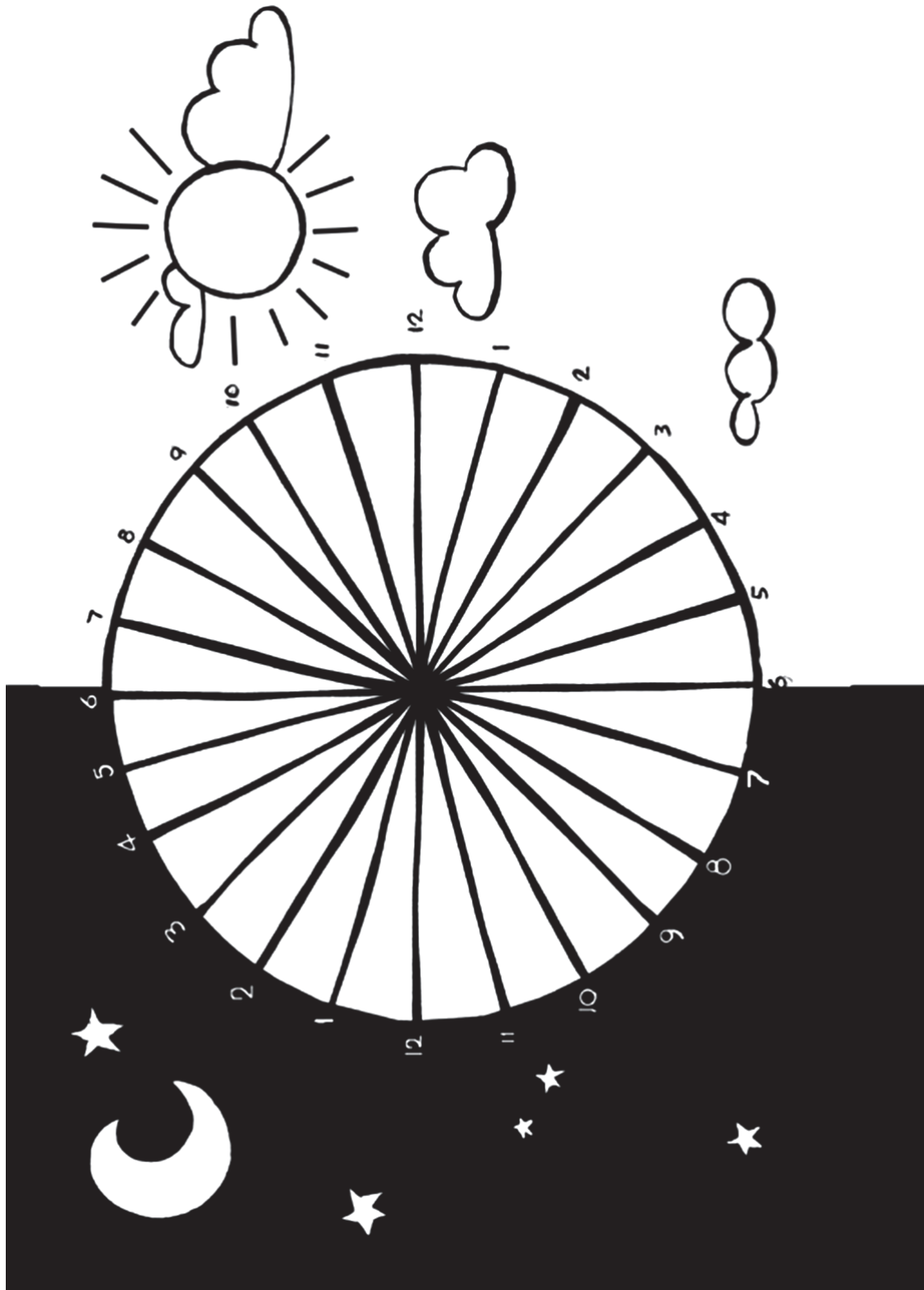
In cases in which children have to work more than 2 hours per day on household duties and this interferes with their education, discuss fair distribution of family resources and benefits for all, including children. Note that while poor families focus on the basic survival needs of the family, family welfare involves not only material resources and benefits (e.g., work yielding income) but also other resources that may currently yield no immediate benefits but will sustain family wellbeing and quality of life in the long term. Education for the children is one such important resource. A fair and equitable sharing of family workload and responsibilities can ensure fair distribution of opportunities and benefits among family members, including children. Providing education for the children is a priority in most families, unless they are desperately poor, because education increases the children's chance to become productive members of the family and society, which in turn improves the long-term wellbeing of the children as well as their family. (See Briefing Note: Resources and Benefits in the Family in Exercise 4.1.2.)

Step 7 Conclude with key messages – 10 minutes

Summarize the key messages:

- Men and women, boys and girls, often play different roles within the family and community and do different activities in their daily life. In many cases women and girls work longer hours because they have multiple duties in the family, often doing most of the housework while also working for income outside or at home.
- Men and boys usually do fewer household duties, as these are considered women's and girls' jobs. While boys may not yet work like their fathers, they take after their fathers in not sharing the household duties thinking these are girls' duties. This attitude, although widely accepted, causes many women and girls to be overburdened.
- If there is an unequal division of workload within the family, families should consider whether changes are needed. Everybody in the family should do their fair share of workload and household responsibilities, and not be restricted by the idea that certain jobs are women's/ girls' or men's/boys' only.
- While it is a good discipline for children to help with basic household chores, it is also important to make sure that both boys and girls have enough time for study, play and rest. Education, leisure and sleep are important for the healthy development of children.
- Changing the division of work in the family is not easy, but it can be done. Families cannot be truly happy if some of its members are overworked. Helping each other in the family by doing your fair share is very important to make your family a happy family.

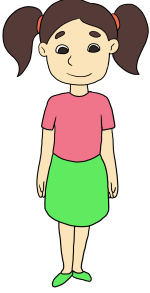
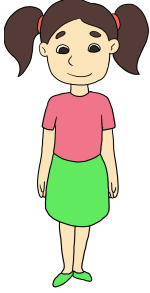
 Training Aid 4.1.1 A: My 24-Hour Clock





Training Aid 4.1.1 B: 24-Hour Analysis Chart for Children

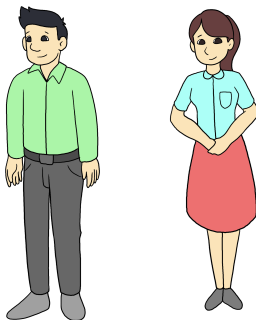
Put the number of hours and list of activities (picture cards or word cards) from the 24-Hour clocks in the appropriate column for the Girl and the Boy.

Activities			 
Yellow – Study & Training			
Black – Housework			
Blue – Work			
Red – Play & Rest			
Green – Sleep			



Training Aid 4.1.1 C: 24-Hour Analysis Chart for Adults

Put the number of hours and list of activities (picture cards or word cards) from the 24-Hour clocks in the appropriate column for the Woman and the Man.

Activities			
Blue – Work			
Black – Housework			
Yellow – Study & Training			
Red – Leisure & social			
Green – Sleep			



Training Aid 4.1.1 D: Picture Cards of Activities Done by Men and Boys

Cut along the frames of the small pictures on the sheet. Choose the pictures that are **usually done by men and boys** and place the chosen pictures under the appropriate category in Training Aids 4.1.1 B or C. These are just examples. You can draw more pictures if you like.





Training Aid 4.1.1 E: Picture Cards of Activities Done by Women and Girls

Cut along the frames of the small pictures on the paper. Choose the pictures that are **usually done by women or girls** and place the chosen pictures under the appropriate category in Training Aids 4.1.1 B or C. These are just examples. You can draw more pictures if you like.





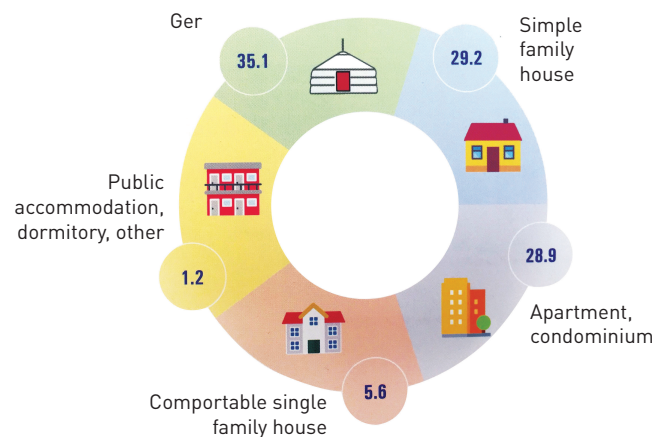
Briefing Note: Mongolian Family Situation

Mongolian demographic profile

Mongolia is one of the least densely populated country in the world. With a land mass of over 1.5 million square kilometers, its population is only 3.2 million (2019 figure). Demographically Mongolia is a very young country: over one-third (36.6%) or 1.17 million Mongolians are children under the age of 18. Children under 10 years old are the largest population group in the country.² Two-thirds of Mongolians (67%) live in urban areas, mostly in Ulaanbaatar where nearly half of all Mongolians live. The rest (33%) live in rural areas. Roughly one in four (26%) Mongolians are semi-nomadic families and four in ten employed people are herders living in vast, sparsely populated regions of the country.³

Mongolian family characteristics

Most Mongolian families live in either a ger (35.1%) or a single family house (29.2%), while others live in an apartment or a condominium (28.9%). A small minority (5.6%) of families have a large comfortable family house. A very small percentage (1.2%) live in public housing or dormitory, or other type of housing.⁴ Typically there are 3.5-6 people in a household. More than half (54.4%) of all Mongolian households are migrated households.⁵



Education levels of household heads

There are nearly 900,000 households in Mongolia, 22% of which are female headed. The majority (61%) of heads of Mongolian households have at least upper secondary education to vocational, college or university degree, and 31% primary to basic education. The rest have only pre-primary or no education. Two-thirds (67%) of all households have at least one child under the age of 18.⁶

Child care environment

About three in four (74%) children live with both parents, 15% with their mother only, 2% with their father only, and 8% with neither parent. On the whole, urban families are more engaged in activities that promote learning and school readiness with young children. Specifically, 65% of urban young children aged 2-4 have adults in the family that spend time with them in such activities, compared to just 44% of rural young children. Mothers are more engaged than fathers: 43% of urban mothers and 27% of rural mothers, compared to 19% of urban fathers and just 9% of rural fathers. Slightly more girls than boys (59% vs. 57%) enjoy attention from adults in the family in this respect, with mothers giving slightly more attention to girls and fathers slightly more to boys.⁷

² Mongolian Statistical Information Service (MICS), *Demography 2018*.

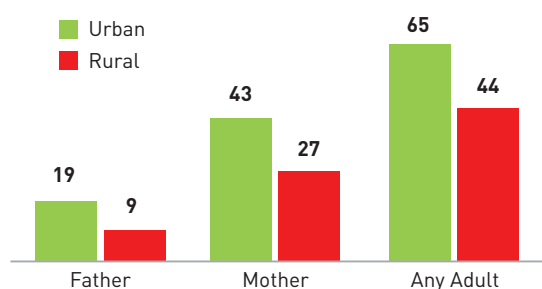
³ Draft National Program on Family Development, 2018, cited in Save the Children, *Child Rights Situation in Mongolia 2018*, p. 157; National Statistics Office of Mongolia, *Poverty Profile*, 2016, cited in *ibid*, p. 16.

⁴ *Ibid*, *Mongolia Social Indicator Sample Survey 2018: Infographic* (MICS), pp. 3-4.

⁵ Draft National Program on Family Development, 2018.

⁶ *Mongolia Social Indicator Sample Survey 2018: Infographic* (MICS), p. 4.

⁷ *Ibid*, p. 12.



Alarmingly, a significant percentage of young children are left with inadequate care. According to the Social Indicator Sample Survey conducted in 2018, 13% of children under the age of 5 were found to be left alone or left under the care of another child younger than 10 years old at least once in the week prior to the survey.⁸ This rate is higher than 9% in 2010 and 10% in 2013.

This inadequate care of young children has led to high rates of accidents and injuries of unsupervised children in the home. In addition, there are children in Mongolia living in orphanages and in welfare and foster care centers, often as a result of poverty, child abuse and neglect. In 2017, there were more than 35,000 such children.⁹

Children engaged in household work

In a 2011-2012 national child labour survey, 70.9% of Mongolian children aged 5-17 years were engaged in non-economic activities, mainly household chores. Three in four children (75.8%) were engaged in cooking and washing utensils, cleaning of ger and fences (68%), water fetching (53.7%), doing laundry and ironing clothes (46.6%), firewood fetching (37.9%), and shopping for household needs (28%). There are patterns of work division along the gender line: girls tend to do activities indoors or near home such as cooking, cleaning and doing laundry, while boys tend to do activities outdoors such as fetching water and firewood.¹⁰

Children's education

Nationally, two in three 2-5 year-old Mongolian children (69% girls, 67.3% boys) attend early childhood education, and at least 95% boys and 97% girls attend primary school and nearly all that attend complete it (although the completion rate is slightly lower for boys). School attendance rates differ between urban and rural children and between boys and girls, as shown in the table below.¹¹

By		Lower Secondary		Upper Secondary	
Sex	Locality	Attendance	Completion	Attendance	Completion
	Rural	96.6%	95.6%	86.1%	75.0%
	Urban	92.9%		93.5%	
	Rural	90.1%	89.3%	66.7%	65.9%
	Urban	92.9%		89.9%	

Source: MCIS

Overall girls have significantly higher attendance and completion rates than boys in both the lower secondary and upper secondary levels. This means not only fewer boys than girls attend secondary school but they also tend to drop out more, specially at the upper secondary level. Overall, only two in three boys (65.9%) as opposed to three in four girls (75%) complete upper secondary school. However, at the upper secondary school level rural youngsters have lower attendance rates (86.1% girls, 66.7% boys) compared to urban youngsters (93.5% girls, 89.9% boys).

⁸ Left for more than one hour. Ibid, p. 13.

⁹ MICS, cited in Save the Children, *Child Rights Situation in Mongolia 2018*, p. 162.

¹⁰ National Statistics Office of Mongolia and ILO, *Report of National Child Labour Survey 2011-2012*, 2013, p. 16.

¹¹ *Mongolia Social Indicator Sample Survey 2018: Infographic (MICS)*, pp. 13, 15.

Rates of unemployment and poverty

Over the past five to six years, the overall unemployment rate of working-age Mongolians has been around 7-10%. Among young adults aged 20-24, the rate has been higher at 18% since 2014.¹² As of 2016, the percentage of youth aged 15-24 who did not possess education, not employed and not attending any training was as high as 20.5%.¹³

One in five Mongolians live below the poverty line. The economic situation has worsened in recent years for many poor families. Between 2014-2016 the number of poor Mongolians increased across the country, particularly in soum and aimag centers in rural areas. A higher percentage of rural households are poor compared to urban households. The poor tend to be herder families in remote areas, female headed households, and people who migrated from rural to urban areas.¹⁴

Challenges for urban and rural families

Mass migration of rural populations into Ulaanbaatar means an extremely high concentration of the migrant poor living in the ger districts in crowded living conditions, exceeding the limited capacity of the city infrastructure and public services. Children living in outlying peri-urban *duuregs* and *khoroos* have limited access to necessary education and services. Migrant adults, with little education and viable skills, are likely to remain unemployed. Lack of adequate infrastructure, poor sanitation, crowded and unhealthy living environment, compounded by lack of jobs and alcohol addiction make life of migrant families difficult. Outside the urban centers, the vast geography of Mongolia makes provision of services to the rural populations a great challenge. The pastoral way of life of many rural Mongolians has been under threat from various factors, from expanding industries, in particular mining, and already extreme weather, to deterioration of soil quality, increasingly frequent extreme climate events, infectious diseases and mass deaths of livestock.¹⁵ Difficulties in creating and maintaining the livelihoods of urban and rural populations mean stress to the families, adults and children alike. The manifestation of such stress, such as school dropout, especially among boys, unemployment, drug and alcohol addiction, domestic violence, child neglect and youth crime, should be understood in this context.

Mongolia's Law on the Rights of the Child (2016)

The Law on the Rights of the Child specifies the rights of children in Mongolia, and responsibilities of parents, guardians and custodians. Children have rights as follows:

- *Right to survival* – to be raised in a healthy and safe environment, free from violence; to live with and be cared for parents, including after parental divorce or separation; to enjoy health, welfare and care benefits, and child protection services; to be given citizenship according to applicable law or to immigrate to a foreign country or live in their homeland;
- *Right to development* – for example, education, freedom of expression and religion, cultural heritage and self-development;
- *Right to protection* from crime, offences or any forms of violence, physical punishment, psychological abuse, neglect and exploitation in all social settings; to discontinue lawful relationship with a parent, guardian or custodian who violated their rights and revive the

12 Ministry of Labour and Social Protection (MLSP), *Meeting of the National Council of Children*, 2018, cited in Save the Children, *Child Rights Situation in Mongolia 2018*, p. 105.

13 Save the Children, *Child Rights Situation in Mongolia 2018*, Table 8, p. 77.

14 Ibid, pp. 25-27.

15 Ibid, pp. 33-35.

relationship if the situation is remedied; children's dignity, family life, health and privacy shall be protected;

- *Right to participate in social life* – to enjoy activities not prohibited by law appropriate to their age, free assembly; to own copyright to their own inventions; to inherit property and to receive remunerations for their services.

Parents, guardians, and custodians have the following responsibilities:

- Create a happy, loving, caring environment in which the children can develop themselves in all aspects;
- Raise the children well and to prevent and protect them from risks that may harm their development and health;
- Cooperate with schools, organizations, officials or individuals in relation to raising and educating the children, or developing their talents or abilities;
- Involve the children in social services as specified in laws and regulations;
- Protect the children's dignity, health, and other personal secrets and their personal space;
- Respect and listen to the opinions of children when making decisions and assist them in their development and maturity;
- Be liable, in accordance with laws and regulations, for the actions of their children;
- Provide the children with basic necessities.
- The separation or divorce of the parents of children shall not relieve them from these duties and obligations.

For child protection, see details in Child Protection Law (2016): <https://www.legalinfo.mn/law/details/11710>

Exercise 4.1.2 Tales of Two Families



Objectives

- To understand the concepts: *resource* and *benefit*
- To identify what resources and benefits are available in the household
- To consider how existing patterns of access and control can be changed, if there is an unfair distribution of resources and benefits in the family



Target Group

Children, youth and adults



Duration

100-120 minutes



Seating Arrangements

Semi-circle seating for plenary and group seating for group work



Materials

- Flipchart paper and markers
- Materials needed for role plays in Step 1 and Step 5 (optional)



Training Aids

4.1.2 A: Tales of Two Families: Group Work Guidelines

4.1.2 B: Tales of Two Families: Solutions

Briefing Note: Resources and Benefits in the Family

Briefing Note: Mongolian Family Situation (in Exercise 4.1.1)



Session Plan Steps

1. Role play and discussion – 20-25 minutes
2. Identify resources and benefits in the family – 15 minutes
3. Group work – 30 minutes
4. More role play and discussion – 30-40 minutes
5. Summarize key points on access and control over resources and benefits in the family – 15-20 minutes



Tip for Trainers

Steps 1 and 2 are designed to provide participants with a thorough, deep understanding of the concepts: resource and benefit. These steps are recommended for children and adults with low literacy. If participants are literate and if there is a time constraint, the time for these three steps may be shortened. However, it is important that the participants understand these two concepts before starting Step 3.

Preparation

Read Briefing Note: Mongolian Family Situation (in Ex. 4.1.1) and Briefing Note: Resources and Benefits in the Family to have a good understand of Mongolian family social and economic context and the definitions of 'resources' and 'benefits', and how to ensure equitable distribution thereof.

Study Training Aids 4.1.2 A and B. Prepare a 5-minute role play with co-trainers and selected participants in advance of the session. The role play needs 8 people: 4 men/boys and 4 women/girls. Select one of the two following stories. Adapt the story and the characteristics of family to suit the target group's culture and customs as necessary.

Story 1¹⁶: The Dorj family lives in a Ger district in Ulaanbaatar. Dorj works as a taxi driver to support his family. His wife sells vegetables in the street. Dorj has 4 children, 2 girls and 2 boys. The grandfather and grandmother live with the family. One day Dorj surprises his family by buying a whole fried chicken.

Story 2: The Dorj family buys a new TV with the pension loan of grandma and grandpa. The family members prefer watching different types of programmes. The father and grandfather like to watch wrestling competitions, the boys like to watch soccer, grandmother and mother like to watch entertainment and art shows, but the daughters like to watch drama series.

The skit should cover at least the following scenes:

- Introduction of the Dorj family
- For story 1: The family having dinner and the chicken pieces being divided and shared among the family members.
- For story 2: Family members competing to see their favourite programmes.

Ask the players to practice before performing for participants. The point of the skit is to introduce the concepts of family resources and benefits (see Briefing Note: Resources and Benefits in the Family). The skit of story 1 shows how the chicken pieces are divided and distributed to different members of the family and the preferential way, if any, in which the 'special' parts of the chicken are given to each family member (e.g., the youngest child, the oldest family member, the sons). The skit of story 2 shows the conflict among family members competing for access to watch their programmes and who has the power to hold the TV remote control and decide on what programme the family will watch.

¹⁶ *Fledglings Manual* by Nwe Nwe Aye & Aye Aye Tun (Save the Children UK: Yangon, June 2000), Exercise: Maths in Life, pp. 33-34.

Step 1 Role play and discussion – 20-25 minutes

Start the session by performing the skit for the participants without telling them its purpose. After the performance, discuss in plenary by asking the following questions:

- What happened in this family?
- How did the family share the dinner/access to the television among the family members?
- Who got the best chicken parts? / Who got the most television time?
- Who decided who should get the best parts? / Who had control over the TV remote control?
- Were there any differences in the parts of chicken given to the boy children and the girl children, the father and the mother, and the grandfather and the grandmother?
- Does this happen also in real life?

Step 2 Identify resources and benefits in the family – 15 minutes

Use the dinner or the TV remote control example in the role play to explain the definitions of *resource* and *benefit* in the family (see Briefing Note: Resources and Benefits in the Family).

Check whether the participants understand the terms *resource* by asking them to come up with examples of resources in their own situation. Then ask them to give examples of how they can gain *benefits* from using the resources they have.

Step 3 Group work – 30 minutes

Divide the participants into 2 groups mixed by age and sex and have each group sit on different sides of the room. Give one group the Group Work Guidelines (Training Aid 4.1.2 A) for Urban Family and the other group the guidelines for Rural Family.

Explain briefly what each group needs to do and give them 30 minutes to work on the assignment. Make sure all participants understand their family story. For children and adults with low literacy, the trainers may need to help facilitate each group. Tell the groups they should start with assigning the roles in the story to different group members before starting to solve the situations for the family.



Tip for Trainers

When doing a training of trainers workshop both family tales – one for a rural and one for an urban household – need to be used and analyzed. When doing a training session with children, youth or parents, the trainers can select the most appropriate role play and have it prepared in advance by some participants. More time can then be allocated to the analysis and conclusions of the role play.

Step 4 More role play and discussion – 30-40 minutes

Invite Group 1 to come and tell or role play the story of the urban family (the Bold Family in the Ger district in Ulaanbaatar). Make sure the group includes the solutions to all 5 situations. Then invite Group 2 to do the same with the rural family (Purevkhoo Family living in the countryside). Give each group no more than 5-10 minutes for their role play.

Discuss the two role plays (using Training Aid 4.1.2 B as a trainers' guide) with the following questions:

1. What resources did each family have?
2. How did each family decide to use the resources and benefits in each situation?
3. How did each family come up with a solution for each situation? Who made the decision in each case?
4. Was the use and distribution of resources and benefits by each family effective and fair in your opinion? Why? Why not?
5. Did all family members have an equal chance to decide what to do with the family resources and benefits? Were there any differences in the level of access and control among the family members, especially between male and female members?
6. In both families the oldest daughters contributed a lot to the family by stopping their education to work. Does this happen in your community? Is it fair? What can be done about it?
7. When the resources became scarce and the benefits reduced, how did the family distribute the resources and benefits?
8. Do you agree with the way the two families dealt with each situation? Why? Why not?
9. Do the situations in the two families also happen in real life? How do people deal with these situations in real life?
10. Often the decision making on resources and benefits is not evenly and fairly distributed within families, and this situation becomes worse when resources are scarce. What do you think can be done to address this uneven and unfair distribution of family resources and benefits?

Step 5 Summarize key points on access and control over resources and benefits in the family
– 15-20 minutes

Discuss the concepts of *access* to and *control* over resources and benefits in the family as described in the second part of the briefing note. Wrap up the discussion by emphasizing the following key points:

- All members in the family need fair and equal access to resources and benefits.
- All members in the family, including women and children, are entitled to participate in deciding how the family resources and benefits are used and distributed.
- Even with limited resources, family welfare and happiness can be sustained if family members distribute resources and benefits fairly and share workload and responsibilities.
- In today's world it is equally important for both boys and girls to have access to education and training because as adults they will need to become productive members of the family and the society. Mothers, as well as fathers, with better education and means of livelihood, are better able to educate and provide for their children.
- A happy family is one that gives every member an equal and fair share of resources and benefits, and a chance to have a say in matters that affect their life.



Training Aid 4.1.2 A: Tales of Two Families: Group Work Guidelines

Urban Family: The Bold Family in a Ger district in UB

There are 7 people in Bold's family. They rent khashaa and small house in a city. Father Bold is driver and carry loads and Mother Tsetsegee sells vegetables on the street to supplement the family income. The couple has 4 children, 2 girls and 2 boys. The middle two are twins.

- Oyunaa is 17 years old and she finished Grade 9 two years ago. Her parents bought her a second-hand sewing machine when she graduated. Oyunaa stays at home doing housework for the family because her mother is busy on the street most days.
- Bilgee and Khushen are twins. They are 15 years old. They both are good students and about to graduate from Grade 9. Khushen wants to go to high school. She helps with housework when she is home. Bilgee likes to play football with his friends in his free time.
- Togsbayar is 8 years old and studying in Grade 2. He likes to watch television in the evenings and weekends. Grandmother Tsendee lives with them and also helps around the house. She is 67 years old.

Father Bold usually starts his days with taking the three children to school in his car before he starts picking up customers. He also usually takes his wife to set up a stall selling vegetables in the street. His only day-off is Sunday. The youngest son Togsbayar mostly spends time with his grandmother. When Oyunaa is finished with housework, she tries to earn some income for the family by sewing toy cloths for a factory nearby. Sometimes when grandma is not tired, she helps Oyunaa with the sewing work. Other times she just listens to the radio and keeps Togsbayar company.

You have 30 minutes to do the following:

1. Read the story carefully and list all the resources the family has.
2. Discuss the 5 following situations within the group. Analyze each situation and find a solution on how to use and distribute the resources and benefits in the family.
 - 1) Grandmother Tsendee has fallen ill and needs to be taken to the hospital. The doctor wants to keep her for 3 days and someone needs to stay with her at the hospital. The family does not have enough money to pay for all the hospital fees.
 - 2) The family spent a lot of money paying for grandma's hospital bills and is still paying for her medication. It is now very difficult to pay for all the children's school expenses. The family can now afford to keep only two children in school.
 - 3) Oyunaa is now 18 years old and would like to marry her boyfriend. The family likes her boyfriend but worries: he does not have a permanent job; how to pay for the wedding expenses; losing someone who does so much work in the family, from cooking, doing housework and bringing additional income, to looking after grandma.
 - 4) Father Bold's car is getting older and breaks down, and when this happens their family misses income from his taxi fares.
 - 5) One day the family's luck turns around. The Bold family is selected to receive a micro credit loan from the government fund. The conditions of the credit include: 1) the loan must be used to produce income for the family, and 2) the family must repay the loan in monthly installments within 1 year with 2% annual interest. The family must decide what to do with the loan.
3. Assign some group members to assume the roles of the family members in the story and practice acting out each of the scenarios with the group's solution. Your group will be asked to show your story to the other group and to look at the story of the other group.

Rural Family: The Purevkhoo Family in a *soum* in the countryside

The Purevkhoo family lives in a ger in countryside. Mother and Father have no livestock of their own and herd livestock for a rich family. The couple don't get paid in cash but with a horse and 3 cows as source of food. Therefore, the family has very little money. They were so happy to be paid with an old motorcycle last year. The family has 4 children, 3 girls and one boy.

- Jargalmaa is 14 years old and the oldest. Jargalmaa stopped schooling after she finished primary school 3 years ago and she helped her family to look after the cows and horse, sell milk and yogurt.
- Second Daughter Solongo is 12 years old and is doing to school. Solongo likes school and has high grades. She wants to be a teacher. But her family want her to stop schooling to look after their youngest child.
- Third Daughter Tsolmon is 10 years old and studying in a *soum* center. Her school is 2 miles away from her home. She has to walk to school which is so challenging for her. Her father wants her to ride a horse race because it would make the family a good income, and if she wins a race the family can enjoy a small fortune. Her father wants her to become horse racer to support the family living.
- Zolboo is only 4 years old and is not yet in school. He spends most of his time playing around the house and in the neighborhood with other kids. No one is looking after him.

Because Father and Mother work in a neighboring *soum*, they often don't have time to spend with their children. Even when the weather is bad, they don't come home. The family has been given 0.7 hectare of land for vegetable gardening to supplement their income but they don't know how to start growing vegetables due to lack of knowledge.

You have 30 minutes to do the following:

1. Read the story carefully and together list all the resources the family has.
2. Discuss the 5 following situations within the group. Analyze each situation and find a solution on how to use and distribute the resources and benefits in the family.
 - 1) Zolboo, the youngest boy, fell down from a tree and has a broken leg. The clinic in the village cannot help him and he needs to be taken to a hospital in the nearest town 25 miles away. His leg will be put in a cast for a month.
 - 2) The family has no money to pay for school materials for both Solongo and Tsolmon. They need to use income from milk and yogurt to buy food. Parents consider taking Tsolmon out of school to train in horse racing.
 - 3) The village has a new family assistance programme that gives a free scholarship to one child in each family to study or get vocational training for 3 years. How does the family decide on which child will receive the scholarship?
 - 4) The motorcycle has broken down again, and this time it needs an expensive part. Father and mother are now without a means of transport to travel 5 miles to herd the livestock.
 - 5) The family has received a micro credit loan from the local government. The conditions of the credit include: a) the loan must be used to produce income for the family, b) the family must repay the loan in monthly installments within 1 year with 2% annual interest. The family must decide what to do with the loan.
3. Assign some group members to assume the roles of the family members in the story and practice acting out each of the scenario with the group's solution. Your group will be asked to show your story to the other group and to look at the story of the other group.



Training Aid 4.1.2 B: Tales of Two Families: Solutions

Urban Family: Bold Family

1. The Bold Family has the following resources:
 - **Material assets:** a small rented house, father's taxi cab, mother's vegetables business, Oyunaa's sewing machine, and grandma's radio
 - **Income** from the father's taxi fares, the mother's vegetables selling, and Oyunaa's sewing toy cloths for the factory
 - **Human resources:** 3 working members (father, mother and Oyunaa) and their respective skills (income-earning and housework), 2 helpers (Khuslen and grandma), 2 potential helpers (Bilgee and Togsbayar)
 - **Emotional resources:** family members' diligence and determination to work and study, give love and care in the family, etc.
2. There are several ways to use and distribute resources and benefits in each situation, for example:
 - 1) Father takes grandma to the hospital in his taxi. Oyunaa can stay with her at the hospital and Bilgee and Khuslen can help by rotating to stay with grandma and/or do the housework. Parents can borrow money from siblings and also need to explore programs and pensions for retired people.
 - 2) Youngest son Togsbayar is only in Grade 2. The family may be able to afford only two children in school right now but twins Bilgee and Khuslen are about to finish middle school. The best answer here is to try to keep all three children in school. There are at least two ways to do so: a) find a scholarship for either Bilgee or Khuslen who are both good students, and b) both Bilgee and Khuslen do more housework to free Oyunaa and their parents to earn more income.
 - 3) Ask daughter Oyunaa whether she really wants to get married. The parents and grandma explain the advantages and disadvantages of getting married at 18. If she still wants to get married, have a simple wedding and advise the couple not to have children too soon.
 - 4) Get the taxi cab repaired well. While waiting, Father may help mother sell vegetables and help Oyunaa so that she can sew more toy cloths and earn more income.
 - 5) Gather everyone for a family discussion on how to use the extra money. There are several ways to put it to productive use for the family. For example: If Oyunaa decided to get married, invite the couple to join the family business, and a) buy a vending cart for mother or Oyunaa's husband to help sell vegetables in more locations, or b) buy or rent another taxi cab for Oyunaa's husband. If Oyunaa did not get married, c) give her some money to get training for a better job or start a small business.

Rural Family: Purevkhuu Family

1. The Purevkhuu Family has the following resources:
 - **Material assets:** own ger, 0.7 hectare of farm land, an old motorcycle, 3 cows and 1 horse, cow milk and yoghurt
 - **Income** from selling cow milk and yoghurt to soum center
 - **Human resources:** 3 working family members (father, mother and Jargalmaa) and their respective skills (herding, milk and yoghurt business), and 2 potential household helpers (Solongo and Tsolmon)
 - **Emotional resources:** Love and care in the family
2. There are several ways to use and distribute resources and benefits in each situation, for example:
 - 1) Father Purevkhuu can take son Zolboo to the hospital on the motorcycle. The family may need to borrow money from friends or relatives to pay for the son's hospital bills but they should try to see if there may be any special medical assistance for low-income families. The older siblings should help caring for their little brother when he returns home.
 - 2) It is not good choice for any child to be taken out of school, especially one as young as 10 years old. While the income from horse racing may be tempting but it is a very dangerous job for a child. Tsolmon can be injured or even die. Is it fair to Tsolmon to sacrifice for the family? Find ways to keep Tsolmon in school, for example: a) find a scholarship for Solongo who has high grades, b) mother or father can find another job that pays in cash, c) family learns how to do gardening and generate income from the idle farm land, d) ask for an advance payment in cow from their boss to increase family income from milk and yoghurt and young daughters Solongo and Tsolmon can help their elder sister Jargalmaa more with taking care of the cows, doing housework and selling milk and yoghurt
 - 3) Discuss with family members on who wants and deserves a scholarship in the family. Listen to what each has to say and allow them to make a case for themselves if they think they should get the scholarship. Give the scholarship to the most deserving child.
 - 4) One of them can ride the family horse to work and another can borrow one from neighbors while the motorbike is being repaired. Or if it is expensive to repair the motorbike, they can sell the family horse.
 - 5) Have a family discussion with everyone present on how to use the loan productively. There are several possibilities, for example: a) buy more cows and make the milk and yoghurt a family business, b) start a serious gardening project on the farmland and plant vegetables for sale, use cow dungs as fertilizers, c) get everyone in the family involved in the milk and yoghurt and vegetable business, high productivity can increase income, and if both businesses are good, father and mother can leave herding and have more time to spend more time with the children and everyone will be happier.



Briefing Note: Resources and Benefits in the Family

A **resource** is a stock or supply of materials or assets that a person, a family, an organization, a company or a country can use to produce further material wealth or to carry out an activity for future benefit. Resources can be both **tangible and intangible**, ranging from material assets such as a house, land, livestock, a car, a truck, a motorbike, work tools, income, and electricity, raw materials such as food, grains, firewood, crops, water, and gas, to human resources that have other intangible resources like knowledge, education, professional skills, social status and power. For example: The main resources of herder families are their *livestock, farm land, farming tools, crops, fodder, wheat grains, cash* (tangible) and their *knowledge and skills* (intangible) in keeping livestock, farming, and surviving in severe weather conditions.

A **benefit** is a gain or profit from putting a resource to use. Like a resource, a benefit can be either **tangible or intangible**, including tangible material gains like livestock, crop yields, income, food, clothing, and more or better work tools, and intangible benefits such as good health, education, knowledge, status, power, social recognition, time and opportunity for self-development and leisure, and happiness. For example, farmers use their farming resources to produce food for the family and/or sell the harvest for *money* to buy *food* and *better farming tools*, and to hire *more workers* (tangible), and to pay for their children's *education* (intangible).

Benefits can be turned into resources for further benefits.

For example:

- *Food* makes children *full, strong and healthy* and helps them *study better*.
- *Better farming tools* can be used to produce *more harvest*.
- Children's *education* leads to their greater *chance to have good jobs* and hence *good income* and *financial security in life*.



Most people and families try to accumulate material resources because these can improve the **welfare of the family**. It is important to recognize that material benefits, such as housing, food and money, are needed to meet the basic family's needs. However, all families also need intangible benefits to sustain long-term **well-being** and **quality of life** of the family like education for the children, good health, happiness and harmony in the family.

Access and control of resources and benefits

In most families, adults have **access** and **control** of the resources, that is, adults can **use** the resources when they want and **decide** when and how to use them. Children often need permission to use the resources and to enjoy the benefits. For example, they need to ask their parents to pay for their school fees and buy new clothes and toys.

Among adults, access to and control over resources vary according to the customs and values in each culture. In some societies, especially among the well-to-do classes, women and girls have more or less equal access to resources as the men and boys. In other societies where gender inequality is more pronounced (for example, women are not allowed to inherit or own property

or women and girls are considered as property of the fathers and husbands) women and girls tend to have less access to and little or no control over resources.

How families use resources and share benefits may be also different, depending not only on the customs and cultural values but also on their economic situation (whether they are employed, rich or poor). Access to resources and benefits is also affected by existing inequality in the society or community, for example access to basic public resources services like water, electricity, healthcare, transportation, education, training, etc. Often the situations of rural and urban families are different. Families that live in a remote area tend to be poorer and have access to fewer resources and services than those in the urban area, although some urban families can be very poor as well, especially those who have migrated into the city and lack job opportunities.

Within each family the real test of gender equality in access to and control over resources and benefits comes when there are limited resources in the family, even in societies where there is relative gender equality. When there are adequate resources for all, everyone may enjoy a fair share. But when there are not enough resources to go around, some difficult decisions have to be made and someone in the family will lose out.

For example, in Mongolia boys from poor rural families are given fewer opportunities to go to school than girls because they are more likely to be expected to work to support the family. Rural girls, on the other hand, are more likely to marry sooner than boys—some even before they turn 15. When the family is poor with many children and parents are unable to care for all children adequately, girls are often expected to look after younger siblings, potentially depriving them of educational opportunities. None of these situations are good for either boys or girls because all children, boys and girls, need education and training for self-development and for a future prospect and income. When boys and girls are educated, they are more likely to make a better future for themselves, their family and their future children, breaking the cycle of poverty.



In providing for the welfare and improving the quality of the family, it is important for everyone to have a chance in the decision-making process. Although the father tends to be regarded as head of the household, women and children should be consulted and decide alongside the men on the distribution of resources and benefits in the family because family welfare, quality of life and happiness depends on the equitable distribution of resources and benefits. A happy family is one in which all members enjoy an equal and fair share of resources and benefits and has a say in matters that affect their own livelihood and their future.



Equality between boys and girls, men and women—**gender equality**—means equal rights, responsibilities, opportunities, treatment and valuation for women and men, girls and boys in their life and work. It means that people of all ages and both sexes should have equal chances to succeed in life. It means that all human beings should have equal, in other words, **fair** and **just** access to and control over resources and benefits so that all can

benefit from and participate in development.

Promotion of gender equality is about ensuring equal outcomes and equal shares between men and women, boys and girls, so that all persons are treated with dignity and allowed to develop to their full potential, leading to a higher quality of life for all. It does not mean that women and men, girls and boys, need to become exactly the same. Men and women, boys and girls, can be and are different, but should have equal rights, responsibilities and opportunities in life. The way boys and girls, women and men, are treated and their work is valued should not depend on whether they are born male or female. Thus, gender equality includes the same human and workers' rights and equal value and fair distribution of:

- responsibilities and opportunities
- workload, decision making and income.

Unit 4.2 What Is Child Labour?



Content

This unit highlights the differences between work that is acceptable for children and child labour or work that is unacceptable for children. The first exercise explains the differences between child work and child labour, some of the main driving forces of child labour and its negative effects on children and their healthy development. Participants will also learn about Mongolian legal provisions concerning child labour and understand why the gradual and progressive elimination of child labour and investment in the human resources of the future are vital for children, their community and country. The second exercise provides a deeper understanding of the Worst Forms of Child Labour (WFCL). Participants will realize that worst forms of child labour occur in many jobs and occupations and what types of hazardous work are prohibited for minors in Mongolian law. They will learn about WFCL hazards and their harmful impact on boys and girls, and why these forms of child labour need to be eliminated as a matter of priority.



Key Messages

- Work by children in their own household for no more than 2 hours per day, is considered a normal and important part of growing up because it fosters a sense of responsibility in children to contribute to the family.
- *Child labour* refers to work which is likely to jeopardize children's health, safety, morals, or which interferes with their schooling or training. Child labour deprives children of their childhood, their potential and their dignity and is harmful to their physical and mental development. All forms of child labour should therefore be eliminated gradually and progressively.
- Child labour is often a survival strategy for families in poverty, but it is unacceptable because it wastes the human resources of the future. It takes away children's opportunities to healthy development and traps them into poverty.
- The worst forms of child labour concern children under 18 years old working in slavery-type conditions and in prostitution or pornography, and using children in armed conflict or illicit activities like drug production and trafficking, and in hazardous work.¹⁷
- The consequences of the worst forms of child labour are extreme physical, psycho-social and emotional damage to the minds and bodies of girls and boys.
- The worst forms of child labour need to be eliminated as soon as possible as a matter of urgency.



Exercises

4.2.1 Working Children: What Is Acceptable and What Not?

4.2.2 What Are the Worst Forms of Child Labour?

¹⁷ See Article 3 in the Worst Forms of Child Labour Convention, 1999 (No. 182) at: http://www.ilo.org/dyn/normlex/en/f?p=NORMLEX-PUB:12100:0::NO::P12100_INSTRUMENT_ID:312327 (accessed 27 Feb. 2017).



Related Units

- 2.1 Everybody Has Rights
- 2.2 Child Rights
- 2.4 My Right, Our Right to Organize
- 4.1 Who's Doing What Work and Who Has a Say in the Family?
- 9.2 Budgeting for Achieving Life Goals
- 9.3 Saving and Handling Debts Wisely
- 11.2 Rights at Work
- 11.3 Health at Work

Exercise 4.2.1 Working Children: What Is Acceptable and What Not?



Objectives

- To become aware of the differences between acceptable and unacceptable forms of work by children
- To understand why child labour exists and what are the consequences of child labour for girls and boys
- To prevent and avoid harmful child labour practices



Target Group

Children, youth and adults



Duration

90 minutes



Seating Arrangements

A large circle of chairs or seating on the floor



Materials

Flipchart paper, markers and masking tape



Training Aids

4.2.1 A: Child Labour Quiz: Questions and Statements

4.2.1 B: Child Labour Quiz: Answers and Discussion

Briefing Note: Child Labour: Key Terms, Statistics, Causes and Effects



Session Plan Steps

1. Introduction: What is child labour? – 30 minutes
2. Quiz on child labour – 50 minutes
3. Round up – 10 minutes

Preparation

- Cut up the questions and statements in Training Aid 4.2.1 A. Select 10-12 questions that are most relevant for the audience. Fold each piece in two so the text is not visible and put the pieces in a container (e.g. jar, bowl, basket, plastic bag).
- Prepare a flipchart paper for use in Step 1 as follows: Divide a flipchart paper in 3 columns with 2 vertical lines for use in Step 1, and prepare a flipchart paper to keep the scores of the quiz in Step 2.
- Read the Briefing Note and the training aids, and collect additional information, for example on local child labour situations as relevant.

Step 1 Introduction: What is child labour? – 30 minutes

Tell participants that they will discuss what child work and child labour is and how it affects working children and their families. Start a discussion saying that there is often confusion about what child labour is, what types of work are suitable for children, and what forms of work are unacceptable for them. Ask them what is the definition of a child and how are they different from adults? After a few responses, explain that:

- A child is defined as a person under the age of 18 years in international law and Mongolian Child Rights Law.

Probe further, asking participants what is the difference between children on the one hand and adults on the other hand. After some responses, explain that:

- International law, as well as Mongolian law, recognizes that children, that is, all persons under the age of 18 deserve special protection. Children are still in a state of physical and mental development up until their late teens and they do not have the full legal rights of an adult. International ILO standards refer to all persons under 18 years as children.
- Younger children are particularly vulnerable to negative physical and mental effects. Mongolia's amendment of the Labour Law which came into effect in September 2016 prohibits children under the age of 15 years to work, and allows 15 year olds to participate in vocational training or apprenticeships with parental/guardian or state permission. The law allows employment for 16 year olds without permission, but minors (under the age of 18 years) are prohibited from certain dangerous and hazardous jobs (see the list of prohibited jobs for minors, Ministry of Labour Order No. A/36¹⁸).
- In Mongolia, the term youth is commonly used for persons between 14 and 25 years. This overlaps with the definition of children, which refers to persons under the age of 18 years.
- Conclude the discussion about the difference between children/youth on the one hand and adults on the other hand by stating once more that persons under 18 years require special protection because their bodies and minds are still developing.



Tip for Trainers

Because many people think of a child as only a person of school age, the trainer may need to emphasize the fact that a person is technically a child until s/he is 18 years old. If participants say: "In our culture, a person is no longer a child once she reaches puberty", explain as follows: Traditionally,

¹⁸ Source: <https://www.legalinfo.mn/law/details/11791>

different societies had different definitions of childhood – some very young, some quite old. But now, with the change toward a modern industrial society where children and youth need education and training to prepare for a changing world, these different cultural definitions of childhood may no longer be very useful.

When everybody is clear on the definition of a child and the need for special protection of children and youth, ask: Can you give examples of work activities younger and older children are involved in? List the responses of participants in the first column of the flipchart. After a list of occupations and types of paid and unpaid activities done by children has been developed, go through the list with the participants and ask them for each activity whether they think it is a suitable/acceptable or unsuitable/unacceptable form of work/activity for children, and why?

Encourage participants to give examples and motivate their answers, and put key words on the flipchart (suitable or not suitable in the middle column, and reasons in the third column). The intention is not to make a perfect list, but to get participants to think about what are acceptable and what are unacceptable forms of work for persons under 18 years. Conflicting opinions are fine during the discussion as this allows participants to think more about the conditions that make forms of work by children acceptable or unacceptable.

Close the discussion when no new ideas are coming up or after 15 minutes and summarize:

- **Acceptable types of work** for children are first of all, work in their own household to support their families for a few hours per day (maximum 2 hours), that does not interfere with their schooling or training contributes to children's healthy development and their self-worth. Secondly, light work is permitted for older children under certain conditions in international law and in the labour laws of many countries, which specify minimum ages for entry into employment, depending on the types of work.
- **Unacceptable types of work** for children are economic and productive activities carried out by children under the minimum age for admission to employment as set by international and national laws, and the worst forms of child labour including hazardous work, for all children under 18 years.
- Child labour refers to work which is likely to jeopardize children's health, safety, morals, or which interferes with their schooling or training.
- **Child labour deprives children of their childhood**, their potential and their dignity and is harmful to their physical and mental development, and should therefore be eliminated.
- The Worst Forms of Child Labour are defined in ILO Convention No. 182 (Art.3):
 - all forms of slavery or practices similar to **slavery**
 - the **sale and trafficking of children**
 - debt bondage and serfdom
 - forced or compulsory labour
 - forced recruitment of children for use in armed conflict
 - use, procuring or offering of a child for prostitution, for the production of pornography or pornographic performances ('**sexual** exploitation')
 - use, procuring or offering of a child for **illicit activities**, particularly production and trafficking of drugs
 - any type of work which by its nature or the circumstances in which it is carried out is likely to harm health, safety or morals of children ('**hazardous work**').



Tip for Trainers

Avoid the term 'child work.' This term is sometimes used to refer to economic and productive activities of children that are acceptable, and that are not child labour. However, many languages do not differentiate between 'work' and 'labour' and therefore the term child work can easily lead to confusion.

When the worst forms of child labour come up during the discussion, you can briefly list them, and say these will be further discussed in the next steps of this exercise and the next exercise.

Step 2 Quiz on child labour – 50 minutes

Ask participants to sit down in small groups of around 5 to 6 people. Explain that they will do a quiz about child labour to learn more about what child labour is, how many children and youth under 18 years are in child labour worldwide and in Mongolia, why it exists and what are the effects on children. Tell the groups that every small group will form a team and give each team a number (or a name).



Tip for Trainers

The quiz rules below specify that participants select the questions at random from a container. If you want to control the order in which the questions are asked, one trainer can read out the questions or statements one by one, and lead the discussion while another trainer keeps the scores.

Explain the quiz rules:

- In the middle of the room there is a container with folded pieces of paper, each with a question or statement.
- The teams will take turns in taking one piece of paper from the container at a time and read aloud the question or statement. Within each team members will also take turns, that is, after each round in each team another team member will read the question or statement.
- The questions require the best answers you can think of; sometimes only one answer is right, sometimes several answers are right and every right answer earns one point. A statement can be true or false. Sometimes it can be both, depending on certain conditions, so think deeply.
- The trainer may sometimes ask follow-up questions. This is everybody's chance to earn more points. Hold up your hand if you want to answer, and wait for your turn. If somebody else gives the right answer first, put your hand down, there will be other chances.
- The team member who takes a paper from the jar, and his/her team has the chance to answer first. The team members quickly consult and decide together which answer they choose. If they do not know, they can guess.
- Thereafter the other teams can comment, agree or disagree and give other answers if they wish.
- The trainer then provides the right answer(s), inviting more discussion if there is still lack of clarity or controversy, and writes down the scores for the teams.

When everybody is clear about the rules, start the quiz by inviting the first team (e.g., the team with the oldest or youngest participant first and then go round the room clockwise) to have one team member select a piece of paper and read it out to the group. Remind the participants about the quiz rules as needed, and ensure they listen to one another. Encourage the teams to find the answers by themselves through discussion. When they go into the wrong direction give them some hints instead of providing the correct answer directly. However, keep the discussion to the point. Give a mark for every good answer on the scoring sheet (see Training Aid 4.2.1 B on how to score), and make sure to provide and discuss the right answer(s) before giving the turn to the next team asking the next question. Undertake the quiz in a relaxed manner – it is not an examination. Keep a fast pace, but make sure to discuss the right answers, and give teams points for all good answers or ideas.

After around 30-40 minutes, stop the quiz, calculate which team has the highest score. Congratulate the winning team and all for their work. Ask whether there are any questions and answer them with the information provided in the Briefing Note.

Step 3 Round up – 10 minutes

Round up the session:

- It is normal for children to contribute to their family by taking care of family responsibilities doing household work, looking after livestock or other duties, or earning some pocket money for themselves (before or after school, during holidays). These forms of work by boys and girls form an important part of growing up because it fosters a sense of responsibility in children. However, this work should not be undertaken for more than 2 hours per day, otherwise it interferes with their schooling, or their need for rest, play and social activities.
- All children below the minimum age for employment have the right to be protected from child labour, that is harmful to their health and physical, mental, and social development, or that interferes with their education or training.
- Parents and their children may resort to child labour as a survival strategy to escape from poverty or conflicts at home. While poverty is a main cause of child labour, it also perpetuates poverty in future generations.
- All children below 18 years old must be protected and serious efforts must be made to remove children from child labour, especially the worst forms of child labour as defined in ILO Convention No. 182 and listed in the list of jobs prohibited for minors (Order of the Ministry of Labour, No. A/36).



Training Aid 4.2.1 A: Child Labour Quiz

List of questions and statements:

1. It is good for children to help their family for about two hours a day after school. (S)
2. What is the minimum legal age for work in Mongolia? (Q)
3. Children can work in all types of work like adults. (S)
4. How many children under 18 are in child labour worldwide? (Q)
5. One in 20 children under 18 are in child labour in Mongolia. (S)
6. Is a child who herds the family's livestock for 4 hours a day and often misses school a child labourer? (Q)
7. It is good for children to quit school and support their parents by earning money. (S)
8. Children should choose for themselves if they want to work. (S)
9. Do 15 year olds need permission to do a job training or apprenticeship in Mongolia? (Q)
10. The majority of child labourers in Mongolia are engaged in horse racing. (S)
11. There are more boys than girls in child labour in Mongolia. (S)
12. What is child domestic work? (Q)
13. Child labourers are always paid for their work. (S)
14. Girls bear more responsibility for household work than boys in Mongolia. (S)
15. It is all right that many children are working instead of going to school. (S)
16. What is the main reason why children work? (Q)
17. Why do employers want children as labourers?
18. Boys aged 16-17 are allowed do hazardous work like mining and construction because they are strong? (S)
19. Who do more hazardous work in Mongolia, girls or boys? (Q)
20. Girls are more vulnerable than boys to physical, psychological and sexual exploitation. (S)
21. There are more than twice child labourers in Mongolia's rural areas than urban areas. (S)
22. How does child labour harm children (in general)? (Q)
23. What kind of physical damage can be caused by child labour? (Q)
24. What kind of psychological damage can be caused by child labour? (Q)



Training Aid 4.2.1 B: Child Labour Quiz: Answers and Discussion

Guidelines:

This Training Aid gives the answers to the questions and statements and provides information for the discussion. For more detailed information see the Briefing Note.

1. It is good for boys and girls to help their family for about two hours a day after school. (S)

Answer: True (one point for the right answer)

Info: There is nothing wrong with children helping their family after going to school as long as it is not heavy work and time is left for play, study and sleep. This is considered “child work”. It is healthy for children and teaches them a sense of responsibility.

2. What is the minimum legal age for work in Mongolia?

Answer: 15 years old

Info: Mongolia’s Labour Law (amendments which came into force in 2016) prohibits children under the age of 15 to work. This law is in accordance with internal labour standard in the ILO Minimum Age Convention, 1973 (No. 138) ratified by Mongolia in 2002.

3. Children can work in all types of work like adults. (S)

Answer: False

Info: Children need special protection. Children are still in a state of physical and mental development up until the late teens and they do not have the full legal rights of an adult. Younger children are especially vulnerable to physical and mental harms from performing work they are not ready for.

4. How many children under 18 are in child labour worldwide? (Q)

Answer: In 2016 statistics, over 151 million¹⁹ children aged 5-17 years, or about one in every ten children, were in child labour worldwide.

Info: The figures may vary depending on sources. In the 2012 global estimates, the figure was 168 million or around 10 per cent.²⁰ The team which gives the closest estimate to 151 million earns a point.

5. One in 20 children under 18 are in child labour in Mongolia. (S)

Answer: Wrong. According to a major child labour survey conducted during 2011-2012, 93,968 children aged 5-17 years (15.9% of all children in Mongolia) were “working children,” or engaged in “economic work,” and 7.4 per cent or about 1 in every 13.5 children were considered to be in child labour. However, two recent national child labour sample surveys conducted in 2013 and 2018 found 17 per cent or 1 in 6 children in child labour in the country.²¹

6. Is a child who herds the family’s livestock for 4 hours a day and often misses school a child labourer? (Q)

Answer: Yes, if the child is under 15 years old.

Info: The definition of “child labour” depends on the age of the child:

¹⁹ 2017 Global Estimates of Modern Slavery and Child Labour, Regional Brief for Asia and the Pacific (Alliances 8.7), p. 2.

²⁰ Global Child Labour Trends 2008-2012 (ILO: Geneva, 2013).

²¹ National Statistics Office of Mongolia and ILO, Report of National Child Labour Survey 2011-2012, 2013; NSO, Social Indicator Sample Surveys, 2013, 2018.

- Age 5 to 11 years, doing at least one hour of “economic work,” 28 hours of “household work” per week (4 hours per day) or working in hazardous conditions.
- Age 12 to 14 years, doing at least one hour of “economic work,” 28 hours of household work per week (4 hours per day) or working in hazardous conditions.
- Age 15-17, doing at least 43 hours of economic or unpaid household work or working in hazardous conditions.

“Economic work” includes paid or unpaid work activities for someone not a member of the household, work for a family farm or business. “Household work” includes activities such as cooking, cleaning, caring for children, collecting firewood, or fetching water.

7. It is good for children to quit school and support their parents by earning money. (S)

Answer: False

Info: Every year that a child attends school dramatically reduces the chance that he or she will end up working prematurely. Working may help the family in the short term but long term the child labourer is likely to remain poor. School is very important for the future of every child and a chance to break the cycle of poverty.

8. Children should choose themselves if they want to work. (S)

Answer: False

Info: Ask a follow-up question why this statement is not true. Give points for the following answers. Children may choose themselves but young people sometimes believe that they are ‘invincible’. They may think that nothing can harm them and that work is not such a big deal. In other cases, children may feel obliged to work very hard to help their family, or they may want to run away from child abuse or other family problems at all costs. However, children do not understand the medium- or long-term harmful effects of certain forms of child labour. Or, they are willing to sacrifice themselves and are willing to work very hard to help their family, which is not at all fair to them.

9. Do 15 year olds need permission to do a job training or apprenticeship in Mongolia? (Q)

Answer: Yes.

Info: According to Labour Law 2016 amendments, 15-year-old children may enter into contracts for vocational training or apprenticeships with the permission of their parents/guardians and the state.

10. The majority of child labourers in Mongolia are engaged in horse racing. (S)

Answer: False

Info: Although many boys are engaged in horse raising, the majority of children in Mongolia work agricultural sector in the rural areas. Child labourers are also found in mining, construction, markets and shops, scavenging in dump sites, and on the street. Assisting in livestock herding is also considered child labour if those children cannot go to school. Some of them may still go to school but they are not able to participate in other leisure activities to develop themselves and don’t have time to play and they work during day without breaks.

11. There are more boys than girls in child labour in Mongolia. (S)

Answer: True

Info: The 2011-2012 National Survey on Child Labour showed that 60.2 per cent of 43,545 children found in child labour in Mongolia were boys. The 2018 Social Indicator Sample Survey estimated 20 per cent (1 in 5) boys aged 5 to 17 engaged in child labour in Mongolia, compared to 13 per cent (nearly 1 in 8) girls.

12. What is child domestic work? (Q)

Answer: Child domestic work includes household duties and family care in the households of other people.

Info: Ask follow-up questions: Is child domestic labour done by mostly boys or mostly girls? Answer: mostly by girls. Another question: Why is it done mostly by girls? Give one point for each of the following answers. Domestic work is often considered a woman's job. It is considered that domestic work skills come naturally to women and girls. There are many gender stereotypes about women's skills or suitability for domestic work. Many parents consider girls will be safer in a private household than in a workplace. Final question: What is hazardous child labour in domestic work? Give one point for each of the following answers: extremely long working hours, work in isolation, work that is too complicated for the age of the child, sexual and other types of abuse by members of the employer household.

13. Child labourers are always paid for their work. (S)

Answer: False

Info: Sometimes children are provided with a place to sleep and food. In other cases they receive a salary. They can also work to pay off a debt of the family and get no payment. In this case, it is called bonded labour, which is like slavery and is considered one of the worst forms of child labour.

14. Girls bear more responsibility for household work than boys in Mongolia. (S)

Answer: True

Info: Generally, girls carry a higher burden for household work such as cooking, cleaning, caring for young siblings, collecting firewood, or fetching water. They spend longer hours than boys doing household chores. Eleven (11) per cent of girls aged 5 to 14 do more than 20 hours of household chores per week in Mongolia.²²

15. It is all right that many children are working instead of going to school. (S)

Answer: False

Info: Even if every child in the community is working, it is still not normal. Children have the right to be protected from any form of child labour and to get a proper education. Some participants may think that child labour is not such a bad thing. There are many who argue that it is a necessary evil and that if children would not work, they and their families would starve.

Tip: Get the group to discuss why child labour should be stopped and whether they think all children have the fundamental right to a childhood whatever their circumstances and the rights to play, to go to school and to enjoy the love of their families.

²² ILO, *Mongolia Policy Brief: Child Labour*, June 2016.

16. What is the main reason why children work?

Answer: Poverty

Wrong answers: Culture; Duty of the child

Info: Poverty is the most compelling reason why children work. Poor households need the income. Since poor households spend the bulk of their income on food and other basic needs, it is clear that the income provided by working children is critical to their survival. In Mongolia, 69 per cent of working children in rural Mongolia work to contribute to the family income. However, use of child labour also perpetuates poverty because child labourers in poverty will most likely become poor adults.

17. Why do employers want children as labourers?

Answer: Easier to manage

Wrong answers: Children are cheap; Children have special skills

Info: The most common explanations are the lower cost and the irreplaceable skills of children: the 'nimble fingers' and 'sharp eyes' argument. However, these arguments are not valid. Basically, children are easier to manage because they are less aware of their rights, less demanding, less troublesome, more obedient, more trustworthy and less likely to absent themselves from work.

Tip: Discuss the demand for child labour in more detail (see the Briefing Note).

18. Boys aged 16-17 are allowed do hazardous work like mining and construction because they are strong? (S)

Answer: False. Minors under the age of 18 are prohibited from working in many jobs that are harmful to their lives, health, ethics, safety and development. Mining and construction are among these harmful jobs.

Info: The Ministry of Labour Order No. A/36 identifies a list of jobs prohibited for minors. Besides mining and construction, others are, for example, forestry, hunting, butchery, jobs that have contact with dangerous, hazardous chemical substances, explosive or flammable materials, hotel jobs, jobs in shows and entertainment such as night clubs and places where alcohol is served, stripper, massage service, gambling, horse racing and long distance training during 1 November and 1 May, and several other service jobs such as lived-in housemaid or babysitter for other families, care worker for mental health or infectious patients, etc. (See more information in Briefing Note: The Worst Forms of Child Labour in Ex. 4.2.2.)

19. Who do more hazardous work in Mongolia, girls or boys? (Q).

Answer: Boys.

Info: Children in hazardous work refer to: (1) children aged 5-17 years who perform designated hazardous work (on the list of jobs and occupations prohibited for minors in Mongolian law); and (2) children aged 5-17 years in work not designated as hazardous work but at work for more than 43 hours in the reference week.

In general boys in Mongolia are more likely to be in hazardous work than girls. Of the 10,398 children found in hazardous work in the 2011-2012 national survey, 8 out of 10 were boys, and 84.3 per cent were aged 15-17 years. More than half were found in construction and mining sectors, where hazardous work is common, although boy herders also sometimes work in extreme weather and boy horse racers are at a high risk of death and injuries.

20. Girls are more vulnerable than boys to physical, psychological and sexual exploitation. (S)

Answer: True

Info: Although there are more boys engaged in dangerous and hazardous work in Mongolia, due to the low position and status of girls and women in general, girls tend to be more vulnerable to exploitation than boys, especially sexually. More girls are victims of sexual harassment and violence in many settings, including at home, in their own community and while working for other families. Girls usually grow up in a more protective environment than boys and tend to marry younger than boys, especially in the rural areas. Girls and boys who are forced to have premature sex are prone to get sexually transmitted diseases such as HIV and AIDS.

Tip: There may be disagreement about whether boys or girls more vulnerable, especially in communities where there are many more boys in hazardous child labour exploitation, such as herding for other families, mining and horse racing. Encourage debate and conclude with a message that both girls and boys are vulnerable to mistreatments because children are taught to obey and accept whatever is said and done by elders, even when they are mistreated. However, girls are more vulnerable because tend to be raised in a protective environment than boys and are less physically able to defend themselves from mistreatment.

21. There are more than twice child labourers in Mongolia's rural areas than urban areas. (S)

Answer: True

Info: According to the Social Indicator Sample Survey 2018, rural children are more than twice likely to be in child labour than urban children (27 % vs. 11%).

22. How does child labour harm children in general?

Answer: Hinders education and mental and/or physical development and traps them in the cycle of poverty.

Wrong answers: No harm; Have money at young age

Tip: Go into more detail on the disadvantages for the development of the child (see the Briefing Note).

23. What kind of physical damage can be caused by child labour?

Answer: Stunted growth, permanently distorted physique, physical injuries from exposure to hazards at work (but other answers can also be correct)

Wrong answers: No damage; Become manager at young age

Tip: Go into more detail (see the Briefing Note).

24. What kind of psychological damage can be caused by child labour?

Answer: Fear, anxiety, lack of trust, aggressiveness

Wrong answers: No damage; Become strong mentally

Info: The answer does not matter much. The point is that they discuss the issue and realize how serious the damage can be.



Briefing Note: Child Labour: Key Terms, Statistics, Causes and Effects

1. Key terms and definitions at the international level²³

The main international legal standards on child labour include:

- the 1989 United Nations (UN) Convention on the Rights of the Child (CRC)
- the ILO Minimum Age Convention, 1973 (No. 138), and Recommendation No. 146
- the ILO Worst Forms of Child Labour Convention, 1999 (No. 182), and Recommendation No. 190.

Child

- A child is an individual under the age of 18 years. (CRC and ILO Convention No. 182.)
- A person under the age of 18 is called a 'child' and deserves special protection. Children are still in a state of physical and mental development up until the late teens and they do not have the full legal rights of an adult (CRC).

Youth

- Internationally, youth refers to persons in the age group of 15 to 24 years. However, it is often used in day-to-day language to mean young persons, adolescents, or teenagers.

Child labour

Not all work done by children is child labour. Work is not always bad for children and can be healthy, but when it deprives children of childhood and seriously hampers children's development it becomes child labour. The term 'child labour' refers to engagement in prohibited work and in types of work to be eliminated because they are socially and morally undesirable by international and national standards.

In order to decide whether children's economic activities are healthy/acceptable or harmful/unacceptable, the international community has set the following yardsticks:

- **Child labour** refers to work which is likely to jeopardize children's health, safety, morals, or which interferes with their schooling or training (such as preventing them from attending school, causing them to leave school prematurely or requiring them to combine schooling with excessively long and strenuous work).
- **Child labour** is work done by children under the minimum age for admission to employment as set by international and/or national laws for various forms of work and for various age groups.
- **Child labour** deprives children of their childhood, their potential and their dignity and is harmful to their physical and mental development. It should therefore be eliminated.

²³ Main sources: ILO Conventions No's 138 and 182; *Global Child Labour Trends 2008-2012* (ILO: Geneva, 2013); *The Tripartite Process of Determining Hazardous Child Labour: Guide for Facilitators - Eliminating Hazardous Child Labour: Step by Step* by IPEC (ILO: Geneva, 2012).



Tip for Trainers

It is important to select a few simple and clear-cut definitions of the key terms that are the most relevant for the age and educational levels of your audience. (The ILO child labourer posters are helpful as examples.) Generally, the above definitions of child labour are sufficient for a first discussion about child labour and the trainer can proceed to discuss acceptable and unacceptable work by children and the worst forms of child labour. However, this Briefing Note provides more detailed information on child labour terminology to enable trainers to fully understand the meanings of the various child labour definitions and respond to questions of the audience about, for example, the minimum age for employment for different types of work, what is light work, what is hazardous work, and what are the worst forms of child labour.

Minimum age for employment

The ILO Minimum Age Convention, 1973 (No. 138) sets:

- 18 years of age as the minimum age for employment for hazardous work
- 15 years of age as the minimum age for employment but allows for countries which are still in the process of development to set this at 14 years of age temporarily.
- 13 years as the minimum age for admission to light work but allows employment for countries which are still in the process of development to set this at 12 years of age temporarily.

Acceptable and unacceptable types of work for children

- **Acceptable types of work for children** are chores or work for own household and, under certain conditions, light work.
- **Unacceptable types of work for children** are economic and productive activities carried out by children under the minimum age for admission to employment as set by international and national laws, and the worst forms of child labour, including hazardous work for all children under 18 years. These terms are briefly further explained below.

Chores

- Chores (or housework) refer to light tasks within the child's own household, like cooking, cleaning, baby sitting and helping at the farm. Doing chores for the family for a couple hours a day can help children gain skills, self-confidence, and a sense of responsibility, but the nature of the tasks or chores must be carefully chosen to fit the age and strength of the child and must not be hazardous.
- Determining what is acceptable in terms of chores or light work must be discussed locally as ILO Conventions do not spell this out. They stipulate that the work or chores should not affect schooling or health. ILO Minimum Age Recommendation No. 146 says: "work that is acceptable and does not affect (the child's) health and personal development or interfere with schooling... such as helping parents at home, assisting in a family business or earning pocket money outside school hours and during school holidays".
- Increasingly, productive (economic) and non-productive activities by children for their own household are also considered as a form of child labour that must be eliminated, in particular to address the situation of children, who have to forego education because their

parents require them to work with the livestock or on the land, in the family business, or do household and care work for young, ill or elderly members of the family.

Light work

- Article 7 of ILO Minimum Age Convention No. 138 allows national laws or regulations to permit children from age 13 (exceptionally from age 12) to do work which:
 - ✓ is not likely to be harmful to their health or development; and
 - ✓ does not prejudice their attendance at school, their participation in vocational orientation or other training or their capacity to benefit from the instruction received.
- This acknowledges that children must have enough time to do their homework and to have adequate sleep and leisure, otherwise they will not be able to 'benefit' from their schooling. Recent research²⁴ confirms that more than 2 hours of work or less than 8 hours of sleep per day have an observable effect on children's capacity to learn in school.

Worst forms of child labour

- The worst forms of child labour (WFCL) are four categories of work outlined in ILO Convention No. 182 that are unacceptable for children under any circumstances. These worst forms require urgent action. They must be eliminated as a matter of priority and as soon as possible. They include:
 - a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
 - b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
 - c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
 - d) work which, by the nature of the circumstances in which it is carried out, is likely to harm the health, safety or morals of children. (ILO Convention No. 182, Article 3).
- The first three of these (a, b, and c) must be prohibited and eliminated without further discussion under national law. The fourth (d) is known as hazardous work and is to be determined and outlawed under national law.

Hazardous work

- Hazardous work is a shorthand term for any work which endangers children or puts them at physical, psychological, social, or moral risk (ILO Convention No. 138 (Article 3) and Convention No. 182 (Article 3(d)). The accompanying Recommendation No. 190 states that these hazardous forms of child labour include:
 - ✗ work which exposes children to physical, psychological, or sexual abuse;
 - ✗ work underground, under water, at dangerous heights, or in confined spaces;

²⁴ *The Tripartite Process of Determining Hazardous Child Labour: Guide for Facilitators - Eliminating Hazardous Child Labour: Step by Step* by IPEC (ILO: Geneva, 2012), p. 33.

- ✖ work with dangerous machinery, equipment and tools, or which involves the handling or transport of heavy loads;
- ✖ work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperature, noise levels, or vibrations damaging to their health;
- ✖ work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises or the employer.” (Section II.3.a-e).
- Countries which have ratified either Convention No 138 or No. 182 must develop a list of hazardous child labour that is to be prohibited for children under 18 years of age, and enshrine it in national law.

2. Child labour incidence in Mongolia²⁵

Child labour incidence

Available statistics on the prevalence of child labour in Mongolia shows a significant child labour incidence in Mongolia. A major child labour survey conducted during 2011-2012 showed that 93,968 children aged 5-17 years were engaged in economic activities in Mongolia. This means 15.9% or 1 in 6.5 children (54.1% boys and 44.9% girls) in Mongolia were “working children.” Out of all working children:

- 16.8% were under the age of 10 and 64.1% were under the age of 15.
- 8 in 10 were living in rural areas and mostly engaged in agriculture, fishing, hunting and forestry.
- 84.1% attended any school, and 15.9% did not attend school at all.
- 1 in 5 who dropped out of school due to livestock assisting work.
- 6 in 10 worked as livestock herding assistants.
- 3 in 10 worked as unpaid participants in household production and services.

Out of all 93,968 working children, 43,545 (46.3%) were classified as child labour with disproportionately more boys (60.2%) than girls (39.8%), and 10,398 (11.1%) were engaged in hazardous work, 8 of 10 of whom were boys. Only 4 in 10 working children working outside the household said they were provided with protective safety gears at work.

Eight out of ten children working outside their households were boys and two-fifths said they were working to contribute to the family income. The reasons for work outside the household were different among rural and urban children: 69% of rural working children said they worked to contribute to the family income, whereas 55.4% of urban working children worked due to their self-interest or economic independence.

The number of Mongolian children engaged in child labour increased in the decade between 2002-3 to 2011-12, with the largest increase among children aged 10-14 years, followed by the 15-17 age group. Significantly, the child labour engagement among girls increased at a fast rate than that of boys in that period. Overall, however, there are more boys than girls and more older children than young children in child labour. This recent increased incidence of child labour is an issue of policy concern for Mongolia.

²⁵ ILO, *Mongolia Policy Brief: Child Labour*, June 2016; National Statistics Office of Mongolia (NSO) and ILO, *Report of National Child Labour Survey 2011-2012, 2013; NSO, Social Indicator Sample Surveys, 2013, 2018.*

Two Social Indicator Sample Surveys conducted in 2013 and 2018 found 17 per cent (1 in 6) children engaged in child labour in Mongolia. The 2018 Sample Survey estimated 20 per cent (1 in 5) boys and 13 per cent (nearly 1 in 8) girls engaged in child labour. The sample survey estimated there are 2.5 times more children in child labour in the rural areas than in the urban areas: 27 per cent vs. 11 per cent.

Child labour takes different forms, ranging from work at an early age, helping in family agricultural activities such as herding, fishing, farming and hunting or working in light-manufacturing industries or services in restaurants and shops, to working in dangerous conditions in mining, quarrying, construction and refuse-collecting. In 2017, as many as 10,435 child jockeys were registered nationally. Commercial use of children in such a highly dangerous occupation as child jockeys in horse racing continues to be a matter of concern.

3. Key definitions used in Mongolia²⁶

- **Child** – A child is defined as an individual under the age of 18. It is generally accepted that a child under the age of 5 is too young to be engaged in work or to start schooling, therefore only children aged 5-17 years are considered in national child labour statistics.
- **Working children** are children who during the past 7 days have been engaged, on a full-time or part-time basis, paid or unpaid, in the production of goods and services that have a market value for one hour or more.
- **Child labour** includes all children involved in economic or household activities or work under the following conditions according to age group as follows:
 - Age 5 to 11 years, doing at least one hour of “economic work,” 28 hours of “household work” per week (4 hours per day) or working in hazardous conditions.
 - Age 12 to 14 years, doing at least one hour of “economic work,” 28 hours of household work per week (4 hours per day) or working in hazardous conditions.
 - Age 15-17, doing at least 43 hours of economic or unpaid household work or working in hazardous conditions.
- **Economic work** includes paid or unpaid work activities for someone not a member of the household, work for a family farm or business.
- **Household work** includes activities such as cooking, cleaning, caring for children, collecting firewood, or fetching water for one’s or another household.
- **Hazardous child labour** is any activity or occupation which, by its nature or type, has or leads to adverse effects on the child’s health, safety and moral development. Working for long hours or at night is considered to be hazardous work.
- **Children engaged in economic activities outside their households** are children who work for pay and income outside of their households for more than one hour and all working children aged 5-17 years, except those who work for their household’s business without pay.
- **Unpaid family workers** are family members who are living together or separately and engaged without pay in household economic activities, production and services (apart from animal husbandry) to meet their personal needs.

²⁶ National Statistics Office of Mongolia (NSO) and ILO, *Report of National Child Labour Survey 2011-2012*, 2013.

4. Policy and law on child labour in Mongolia

Mongolia ratified the United Nations' Convention on the Rights of the Child (CRC) in 1990 and the ILO Convention No. 182 on the worst forms of child labour and No. 138 on minimum age in 2001 and 2002 respectively.

The amendments of Mongolia's Labour Law that came into force in September 2016 set the minimum age for employment and other conditions as follows:

- Children under the age of 15 years are not allowed to work.
- Children aged 15 years may enter into contracts for vocational training or apprenticeships with the permission of their parents, guardians or the state.
- Children aged 16 years may enter into employment contracts without permission.
- Limits on working hours for children are set according to their age.
- Children are prohibited to work overtime, on weekends or public holidays.
- Children are not permitted to perform work on the list of jobs prohibited for minors (Order A/36).
- Employers who violate these provisions are liable to a fine of 15,000 to 30,000 MNT.

The February 2016 Ministry of Labour and Social Protection Order No. A/36, which covers both formal and informal sectors, prohibits children under the age of 18 from working in jobs, occupations and conditions harmful to their lives, health, morals, safety and development. These are, for example, working with dangerous chemicals and flammable materials, lifting heavy loads above set weight (8 kg for boys and 5 kg for girls under 16 years, 16 kg for boys and 10 kg for girls aged 16-18 years). Horse racing and training between 1 November and 1 May, when the weather conditions are extreme, was newly added to the list. However, the prohibition of the use of children in horse racing was later superseded by the MLSP Order No. A/28 (2017) and No. A/71 (2018), which limit the prohibition to "winter months" and for children under 12 years. (See more information on hazardous work for children in Briefing Note: The Worst Forms of Child Labour in Exercise 4.2.2.²⁷)

Mongolia's Criminal Code (2015) provides the following penalty for forcing children to engage in the worst forms of child labour, including begging, child prostitution, child pornography, and in the preparation, sale, distribution or storage of pornography: a fine, up to 1 year restricted movement (such as house arrest or prohibited international travel) or up to 1 year imprisonment. Using children in forced labour is punishable by a fine or up to 8 years imprisonment. In general, the penalties of exploitation of children in child labour are deemed to be very low (for example, a fine of only 15,000-30,000 MN for use of children in child labour and 100,000 MNT for damaging a child's health in horse racing). Such penalties are unlikely to have any significant deterrent effects on the violators.

5. Child labour facts and figures worldwide²⁸

- Worldwide 218 million children aged 5-17 years are in employment. Among them, 152 million are victims of child labour, nearly half of whom, 73 million, are in hazardous work.
- In absolute terms, almost half of child labour (72.1 million) is to be found in Africa; 62.1 million in Asia and the Pacific; 10.7 million in the Americas; 1.2 million in the Arab States and 5.5 million in Europe and Central Asia.

²⁷ Save the Children, *Child Rights Situation in Mongolia 2018*, pp. 152-153.

²⁸ *Global Estimates of Child Labour: Results and Trends 2012-2016* (ILO: Geneva, 2017); ILO, *Child Labour*, <https://www.ilo.org/global/topics/child-labour/lang--en/index.htm>.

- In terms of prevalence, 1 in 5 children in Africa (19.6%) are in child labour, compared to 7.4% in Asia and the Pacific, 5.3% in the Americas, 4.1% in Europe and Central Asia, and 2.9% in the Arab States.
- The majority of children in child labour are under 15 years old. Almost half (48%) of 152 million child labourers are 5-11 years, 42 million (28%) are 12-14 years old, and 37 million (24%) are 15-17 years old.
- Child labour is concentrated primarily in agriculture (70.9%), which includes fishing, forestry, livestock herding and aquaculture, and comprises both subsistence and commercial farming. The remainder are in services (17.2%) and the industrial sector, including mining (11.9%).
- Hazardous child labour is most prevalent among the 15-17 age group (37 million or 51.2%). Nevertheless, 19 million children under 12 years old represent a quarter (26.2%) and 16 million children aged 12-14 years nearly a quarter (22.6%) of children in hazardous work.
- More than half (58%) of children in child labour are boys 88 million are boys and 64 million are girls. Nearly two-thirds (62%) of all children in hazardous work are boys. Boys appear to face a greater risk of child labour than girls, but this may also be a reflection of an under-reporting of girls' work, particularly in domestic child labour.
- In general, girls are more likely than boys to perform household chores without pay in their own homes and more likely to perform chores for excessive hours. As many as 53.5 million children aged 5-14 years worldwide perform household chores for at least 21 hours per week, and nearly 7 million 43 hours or longer per week. Of these 53.5 million children, 63% are girls. A quarter (13 million) are also engaged in other economic activities.

6. Child domestic work

Child domestic work is one of the most common and traditional forms of work for children, especially for girls. Many cultures continue to view girls' work in their own household as an essential part of their upbringing and contribution to their family. Families in poverty often consider that their daughters may be better off working in private households or family businesses rather than in other workplaces, and they may resort to selling their children to earn money or to pay off a debt. Families in urban areas often recruit children from rural villages through family, friends or other contacts considering that they are doing the children and their parents a favour by looking after the children's upkeep in exchange for their labour.

The working and living conditions of child domestic workers are often harsh, and may sometimes be akin to slavery-type situations, such as forced labour or debt bondage, as well as to labour and sexual exploitation. A child domestic worker can easily become completely dependent on the employing family, and they are seldom allowed to continue education or training. Child labour in domestic work is common. Children report that they need to work very long hours, are made to eat left-overs, receive little or no pay, sleep on the floor, endure physical or sexual abuse, may not leave the premises, are isolated from their immediate family (if any) and rarely attend school or play with other children their own age. The majority of child domestic workers tends to be between 12 and 17 years old, but surveys have identified children as young as 5 or 6 years in domestic work. The majority are girls but in many countries boys also work in domestic work.

In Mongolia there is no up-to-date information on children in domestic work. The only systematic survey on child domestic workers was conducted in 2004 in the 8th Khoroo of Songinokhairkhan district and the 7th Khoroo of Sukhbaatar district. The baseline survey found 4.9% of households in these ger and apartment areas using child domestic workers (children aged 6-17 who

worked for families other than their own, carrying out domestic work without payment). In rural Mongolia, animal husbandry is a predominant means of livelihood. Children are mainly engaged in herding activities such as herding livestock, preparing daily products, shear hair/wool of livestock, or looking for lost livestock, but their daily domestic work is not trivial. The combination of herding livestock and domestic work is a reality whether the children work in their own or other households.

The 2004 child domestic worker baseline survey found as much as 30% of children working in non-relative households and confirmed that child herders also spent substantial amount of time doing domestic work. It also found that child domestic workers faced physical and verbal abuse by the head or master of the household or worked to exhaustion. Very young child domestic workers aged 6-11 were often made to work by their parents, had a heavy workload, and often fell ill due to lack of sufficient and nutritious food. They also received the lowest pay and did not have enough warm clothes. Girls were especially exposed to risk of sexual abuse, facing unwanted advances from the men in the household when they were drunk.

The working conditions of rural and urban child domestic workers were different. For instance, child domestic workers in the urban areas were mainly engaged in domestic work, often isolated and hidden, while their counterparts in the rural areas were doing the double work of herding and domestic work in the employer's household. Children in the rural areas lived in dormitories while going to school, and herded livestock or carried out domestic work or both on weekends. During summer vacation they often worked full time. One half of the child domestic workers in the city and 30 per cent of those in the rural areas worked for their grandparents and older siblings. However, most of those aged 15-17, both in urban and rural areas worked for households other than their close relatives.²⁹

For more information on child labour in domestic work, see Briefing Note: Domestic Work by Children and Adults in Exercise 11.2.4.

7. Causes of child labour

- **Lack of access to education**

There are many reasons why children work and do not go to school. Basic education in most countries is not free and is not always available to all children. Where schools are available, the quality of education can be poor and the content not relevant. In situations where education is not affordable or parents and/or their children see no value in education, children are sent to work, rather than to school. This particularly affects children in poverty and those belonging to the culturally and socio-economically disadvantaged and excluded groups. As a result, they easily become victims of child labour exploitation.

- **Poverty**

Poverty is the most compelling reason why children work. Poor households need the income, and children commonly contribute around 20 to 25 per cent (one quarter) of the family income. Since poor households spend the bulk of their income on food, it is clear that the income provided by working children is critical to their survival. It cannot be said, however, that poverty necessarily always causes child labour. The picture varies. In many poor households, at least some of the children are singled out to attend school. Similarly, there are regions in poor countries where child labour is extensively practiced while in other equally poor regions

²⁹ Population Teaching and Research Center, National University of Mongolia, *Baseline Survey on Child Domestic Workers in Mongolia* (ILO-IPEC: Ulaanbaatar, 2005).

it is not. Countries may be equally poor and yet have relatively high or relatively low levels of child labour. Child labour is certainly perpetuating poverty, as child labourers become unskilled adults who in turn send their children to work.

- **Tradition**

Many countries have a tradition and custom of teaching children to work. This is true especially among poorer, rural households. In Mongolia, certain aspects of child labour are particularly influenced by tradition, for example, use of children in herding livestock and domestic work for the family and relatives, and in horse raising.

- **Demand for child labour**

Employers often prefer to hire children because they are 'cheaper' than their adult counterparts and also form a largely docile workforce that will not seek to organize itself for protection and support. Part of the solution, therefore, is to target those who profit from the economic exploitation of children, bring a halt to their practices and oblige them to contribute towards the rehabilitation and support of those affected, the children and their families.

Research on the causes of child labour tends to concentrate on the supply factors, chiefly because of the common view that poverty is the driving force. But the demand for child labour also needs to be taken into account. Why do employers hire child labour? The most common explanations are the lower cost and the irreplaceable skills afforded by children: the 'nimble fingers' argument. However, both these claims are not supported by research worldwide. In fact, the major reason for hiring children seems to be non-economic. Basically, children are easier to manage because they are less aware of their rights, less troublesome, more obedient, more trustworthy, and less likely to absent themselves from work.

8. Impact of work on children

Because children differ from adults in their physiological and psychological make-up, they are more susceptible to and more adversely affected by specific work hazards than adults. Because they are not yet matured mentally, they are less aware of the potential risks involved in the workplace.

The effects of hazardous working conditions on children's health and development can be devastating. The impact of physically strenuous work, such as carrying heavy loads or being forced to adopt unnatural positions at work can permanently distort or disable growing bodies. There is evidence that children suffer more readily from chemical hazards and radiation than adults, and that they have much less resistance to disease.

Children are also much more vulnerable than adults to physical, sexual and emotional abuse and suffer more devastating psychological damage from living and working in an environment in which they are denigrated or oppressed. This is particularly true in the case of the very young children and girls. Due to the low position and status of girls and women in many societies, girls are more subjected to labour and human rights exploitation than boys in general, since parents value them less than sons. Girls usually grow up in a more protective environment than boys, so they are less exposed to the outside world, and they have learned to obey older people and not think for themselves. Biological hazards can be high for both girls and boys, if they need to do things that are hazardous to their body. For example, girls and boys who are forced to have premature sex are prone to get sexually transmitted diseases such as HIV/AIDS.

Occupational health and safety experts consider agriculture – the sector which has the highest percentage of child labour in the world as well as in Mongolia – to be among the most dangerous of occupations. Climatic exposure, extreme weather, work that is too heavy for young bodies, and accidents, such as cuts from sharpened tools, are some of the hazards children face. Modern agricultural methods bring further hazards in their wake, for example, the use of toxic chemicals and motorized equipment. Many children are killed by tractors overturning, or by trucks and heavy wagons brought into the fields for transport. In Mongolia many boy jockeys have been killed and many more suffered serious injuries in horse racing.

In many countries, the hazards and risks to health are compounded by poor access to health facilities and education, poor housing and sanitation and the inadequate diet of workers. Protective legislation is limited in agriculture and in the informal economy because national labour laws are often only valid for workers in the formal economy, the public sector and larger enterprises in the private sector. In many countries, the places where children work are excluded from legislation as family undertakings. Even when there is legal protection, enforcement of child labour legislation is difficult. The capacity for child labour monitoring is often limited.

9. Why stop child labour?

- Child labour is work carried out to the detriment and endangerment of the child in violation of international law and national legislation.
- It includes work and activities that are mentally, physically, socially or morally dangerous and harmful to children.
- It is work that either deprives them of schooling or requires them to assume the multiple burdens of schooling and work.
- It can also be work that enslaves them and separates them from their families.
- It condemns children and their families to a downward spiral of poverty and deprivation.
- Being tender physically and immature in mind and spirit, children are inevitably at greater risk in the workplace than adults.
- National surveys in many countries have found that a very high proportion of children are either physically injured or fall ill while working.
- In sectors where machinery and equipment is used, such as agriculture, the potential for injury is much higher. Agriculture, mining, construction, and certain traditional activities such as horse racing and camel racing, are very high-risk industries for child labourers.

Exercise 4.2.2 What Are the Worst Forms of Child Labour?



Objectives

- To understand what are the worst forms of child labour (WFCL) and what are the hazards that make work intolerable for children.
- To realize that any child can become involved in one of the worst forms of child labour
- To become aware of the consequences of the worst forms of child labour on boys and girls



Target Group

Children, youth and adults



Duration

120 minutes



Seating Arrangements

Group seating for 5 groups



Materials

- 5 situation cards of child labourers (Training Aid 4.2.2 A)
- 5 sets of photocopies of the checklists (Training Aid 4.2.2 B), one for each group
- 5 photocopies of Training Aid 4.2.2 C: A Couple of Years Later
- Flipchart paper and markers for each group
- Masking tape



Training Aids

4.2.2.A: Situation Cards of Child Labourers in the WFCL

4.2.2 B: Checklists: Who Is That Child?

4.2.2 C: A Couple of Years Later

Briefing Note: Child Labour: Key Terms, Statistics, Causes and Effects (in Exercise 4.3.1)

Briefing Note: The Worst Forms of Child Labour



Session Plan Steps³⁰

1. Watch a YouTube video to discuss children in hazardous work – 15 minutes
2. Group work: Situations of child labourers – 25 minutes
3. Presentation of group work – 30 minutes
4. Child labourer stories, a couple of years later – 15 minutes
5. Discuss the lives of child labourers in the worst forms of child labour – 15 minutes
6. What makes the worst forms of child labour intolerable for children – 10 minutes
7. Conclusion – 10 minutes

Preparation

Read the two Briefing Notes on child labour and the worst forms of child labour in this exercise and Exercise 4.2.1. Make sure that you have at least a fair understanding of the child labour situation in world and in Mongolia.

Prepare the situation cards as instructed in Training Aid 4.2.2.A, and prepare photocopies of the 3 training aids. Prepare a flipchart for use in Step 1 by writing in big bold letters: Worst Forms of Child Labour:

- Slavery
- Prostitution
- Illicit activities (drug trafficking)
- Hazardous Work.



Step 1 Watch a YouTube video and discuss children in hazardous work – 15 minutes

Start the session with showing a YouTube video “Together Against Child Labour” (2:20 minutes).

Link: <https://youtu.be/j-oWSfzXWog>

After playing the video, start a discussion with participants with the following questions:

- What happened to the boy and girl?
- What do you think about what happened to them?
- Do you know anyone like these brother and sister?

Discuss ‘the worst forms of child labour’ by asking the following questions:

- For children and youth: What would be the worst jobs for you? What would you consider to be intolerable situations for you?

³⁰ Adapted from: SCREAM by IPEC (ILO: Geneva, 2002), Module: The Image.

- For adults: What jobs do you absolutely do not want your children to do? What would you consider to be intolerable situations for you?

List the answers on a flipchart or board for use in Step 6. Briefly introduce the flipchart with the keywords for the 4 worst forms of child labour as defined in ILO Convention No. 182

Step 2 Group work: Situations of child labourers – 25 minutes

Tell participants we will do group work to identify what are hazardous and thereby worst forms of labour in a number of occupations where child labourers are often found.

- Divide participants in 5 groups (children and youth separate from adults).
- Give each group one situation card (Training Aid 4.2.2 A: Situation Cards of Child Labourers in the WFCL), a piece of flipchart paper and some markers.
- Ask each group to make a short story about the child or children on their situation card of whom they only know the occupation. They have to give the child/children a name, an age, a place to live and discuss other questions such as: Do they have family and friends, toys, enough food, sleep, what are their daily activities, etc.

After 5 minutes hand out the first checklist (Training Aid 4.2.2 B: Checklists: Who Is That Child?) to the groups so they can check if they discussed these points in their stories. If not, they can add the answers to the questions on the checklist to their story. All extra information they put in the story is welcome!

After another 5 minutes, hand out the second checklist and after another five minutes the third and last checklist. Allow 5 minutes more to finalize the stories. They can write the story on the flipchart paper, add to the situation card or act it out in a short role play.



Tip for Trainers

As you move among the groups, check on their progress. Listen to their discussions and add something yourself by asking questions. Encourage them to develop their story in any form they wish. They should try to be as creative and imaginative as possible in presenting their child profile to the full group. During the group work they may wish to prepare a short role play on their child for presentation. They can also present the profile in the form of a drawing or prepare a detailed narrative on a board or flipchart.

Step 3 Presentation of group work – 20 minutes

All groups have to present 'their child(ren)' in plenary (5 minutes per group). Discuss briefly what kind of lives these children have and the dangers of the activities they are engaged in.

Step 4 Child labourer stories, a couple of years later – 15 minutes

Ask the participants to return to their groups. Hand out one copy of Training Aid 4.2.2 C: A Couple of Years Later and a piece of flipchart paper to each group. Explain that they have to imagine that it is 5 years later and many things have happened with 'their child(ren).' Ask participants to brainstorm about what could have happened and answer the questions. They can write the things that have happened and the answers to the questions on a flipchart paper.

Step 5 Discuss the lives of child labourers – 15 minutes

Hang all flipchart papers at the wall and discuss briefly if the lives of the child labourers have changed a lot or not and, if they have changed, how and why. Pay attention to the consequences of their work. Raise the possible physical and psychological (mental and emotional) damages to the children. See Briefing Note: The Worst Forms of Child Labour for more information.

Step 6 What is intolerable work for children? – 20 minutes

Go back to the answers given in Step 1. Ask the participants the following questions:

- Are there jobs work situations on the list made during Step 1 that have been discussed during the exercise?
- What was the reason why you mentioned a job as the worst job?
- Did you know about the consequences and risks of these jobs?
- Are there jobs listed as the worst job that are not discussed during the exercise?
- Why did you mention these jobs?
- Do you think all the jobs listed in Step 1 and discussed in the group work can be classified as a worst form of child labour? Why or why not?
- Do you know if any of these jobs are prohibited by law for minors in Mongolia? (Discuss prohibited jobs for minors according to Order No. A/36. See the Briefing Note.)

Conclude that many occupations and jobs done by children, on first sight may not look like work involving worst forms of child labour, but that many hazardous and dangerous situations for children can occur in such jobs, that are intolerable and therefore must be eliminated as a matter of priority. Again, highlight that certain jobs are prohibited for minors in Mongolia.

Step 7 Conclusion – 10 minutes

Conclude the exercise by highlighting important aspects in the stories about the child labourers. Point out a few examples of possible consequences of the hazards in the worst forms of child labour, such as:

- **Children involved in slavery and forced labour types of situations suffer extreme physical, psycho-social and emotional abuse.** These are such as severe labour exploitation and commercial sexual exploitation such as prostitution or pornography. They are at risk of physical hazards such as damaged or disabled bodies, early pregnancy, maternal mortality and sexually transmitted diseases, including HIV and AIDS, and psychological (emotional and mental) hazards. Examples of emotional hazards are lack of trust in oneself or in others, and no or little communication with others (co-workers, boss, and other important people in the social environment). Mental hazards mean not being able to think rationally or logically, such as weighing advantages and disadvantages of an action, and ability to plan or solve problems.
- **Emphasize that hazardous work is a worst form of child labour that is very common and needs to be abolished as a matter of priority.** Children involved in hazardous occupations or work processes suffer from the impact of physically strenuous work, such as being exposed to extreme weather, being at risk of death or severe injuries, carrying heavy loads, being forced to adopt unnatural positions at work. These hazards can permanently distort or

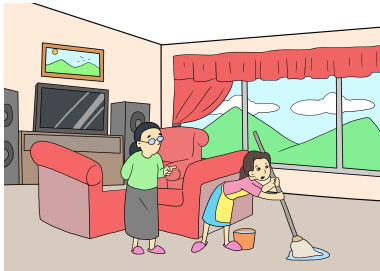
disable growing bodies. Children suffer more readily from chemical hazards and radiation than adults do, and they have much less resistance to diseases.

- **Children are much more vulnerable than adults** to physical, sexual and emotional abuse and suffer more devastating psychological and emotional damage as a result.
- **Hazardous work of children may also occur in occupations that are generally not considered to be hazardous** such as agriculture and domestic work, which are often considered to be a suitable and safe job. Boys and girls engaged in the double work of herding and domestic work may have extreme long working hours, and are exposed to extreme weather conditions or injuries from operating household appliances or even hazardous cleaning products. Children who work excessively long hours in isolation or are kept prisoner in the employer household and/or be subject to physical, sexual or psychological abuse, are in the worst forms of child labour.
- **In Mongolia, there are certain hazardous jobs that are prohibited for children under the age of 18.**



Training Aid 4.2.2 A: Situation Cards of Child Labourers in the WFCL

Guidelines: Select 3-5 of the following 8 situation cards of child labourers that are most relevant to the situation of your target group. Give each group one card. Each group will make a story about the child/children.



1. Child domestic worker with no freedom of movement



2. Children working at a garbage dump site



3. Child in prostitution or pornography



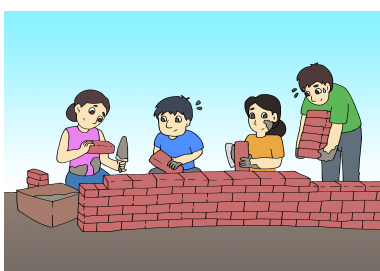
4. Bonded child labourer in night work



5. Child herder working in extreme weather conditions without proper clothing



6. Child jockey falling off a horse



7. Children in construction work



8. Children working in a mine



Training Aid 4.2.2 B: Checklists: Who Is That Child?

Guidelines: Photocopy this page 5 times, one for each group. Cut the page into three separate checklists and hand them out during Step 2 with intervals of about 5 minutes.



Checklist 1: Who is that child?/Who are these children?

- Is the child boy or girl?/Are the children boys or girls?
- What is/are the name(s) of the(se) boy(s)/girl(s)?
- How old do you think the child(ren) is/are?
- Do(es) the child(ren) live with their family?
- What friends or enemies will the child(ren) have both at work and outside work?
- What will be the child(ren)'s best and worst memories?



Checklist 2: How do(es) the child(ren) live?

- Where do(es) the child(ren) work?
- Where do(es) the child(ren) live?
- Is/Are the child(ren) being well cared for or being beaten, deprived, abused and/or sexually exploited?
- Can the child(ren) do things in life besides his/her/their work?
- What would be the child(ren)'s biggest ambition in life?



Checklist 3: What work do(es) the child(ren) do?

- What kind of work do(es) he/she/they do?
- What dangers do(es) he/she/they encounter every day?
- Does the sex of the child(ren) have an influence on the type of work he/she/they do(es)?
- What might the child(ren) like to be doing now instead of doing this activity?
- What time of day is it?



Training Aid 4.2.2 C: A Couple of Years Later

Guidelines: Photocopy this page and hand out one copy to each group in Step 4.



It is 5 years later. Imagine what can have happened to 'your child(ren)' profile. Focus mainly on what can have happened at their workplace. Think about things like became pregnant, got infected with HIV and AIDS, fell off a horse, did not survive an explosion, became an invalid because of an accident at work, etc. Try to explain how and why it happened.

Answer the following questions:

1. What do you think the child(ren) might be doing now that he/she/they is/are five years older?
2. If the child(ren) is/are still working, is it in the same occupation? Why or why not?
3. Suppose the child(ren) died at work, what do you think can be the cause?
4. What kind of health problems due to the work can the young man/woman have?
5. Do you think the young man/woman has psychological problems? Why or why not?



Briefing Note: The Worst Forms of Child Labour

What are the worst forms of child labour?

ILO Convention No. 182 defines the worst forms of child labour in Article 3 as follows:

- All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict.
- The use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances.
- The use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs.
- Work which, by its nature or the circumstances in which they are carried out, is likely to harm the health, safety or morals of children (in short, hazardous work).

Forced labour³¹

Forced labour is a severe violation of human rights and restriction of human freedom as defined by the ILO and in other international instruments on slavery, practices similar to slavery, debt bondage or serfdom. Sometimes people use these terms rather loosely when referring to very poor and unhealthy working conditions including very low wages. Or people use these terms to describe economic necessity when workers feel they cannot leave a job because of lack of alternatives. These situations are serious but are not forced labour.

Work is forced labour when it is undertaken:

- Involuntarily
- Under the menace of a penalty.

Child labour becomes forced labour when one or more of the following situations occur:

- Physical abduction or kidnapping
- Deception or false promises
- Sale of person into the ownership of another person
- Physical confinement
- Deprivation of food, shelter or other necessities
- Psychological threats
- Withholding and non-payment of wages
- Indebtedness and financial penalties
- Withholding identity or other personal documents
- (Threat of) physical or sexual violence against person or their family/friend
- Birth into family with 'slave' or bonded status.

³¹ Adapted from: *A global alliance against forced labour, Report 1B to the 93rd session of the International Labour Conference* by ILO (ILO: Geneva, 2005).

Bonded child labour

There are three main types of bonded labour systems³²:

- Sometimes landlords buy child workers from their tenants or labour ‘contractors’ pay an advance sum to rural families in order to put their children to work – in agriculture, domestic work, the sex industry, the carpet and textile industries, quarrying, brick-making, processing industries such as shrimp factories.
- One of the most common forms of bondage is family bondage, where children work to help pay off a loan or other obligation incurred by the family. The lenders, who are often landlords, usually manipulate the situation in such a way that it is difficult or impossible for the family to pay off its debt, thereby assuring essentially free labour indefinitely. A family may thus remain bonded through generations, with children replacing their (aged or infirm) parents.
- Perhaps most widespread of all are informal bondage agreements under which impoverished parents surrender their children to outsiders to work in exchange for their upkeep, on the assumption that they will be better provided for as unpaid servants in a richer household than is possible in their own families.

Commercial sexual exploitation

Children are often tricked by one means or another into different forms of commercial sexual exploitation, such as prostitution and child pornography. However, even if children under 18 years indicate that they consent in engaging in these activities, the international community, including the ILO considers this to be forced labour, because these children are not in a position to make a free and informed choice. Commercial sexual exploitation is one of the most brutal forms of violence against children. Child victims are subjected to one of the most intolerable forms of child labour because they suffer extreme physical, psycho-social and emotional abuse. It results in life-long and in many cases, life-threatening consequences for the future development of children.

Commercial sexual exploitation of girls is more common but sexual exploitation of boys also exists. Biological hazards can be high for both girls and boys if they need to do things that are hazardous to their bodies. For example, girls and boys who are forced to have premature sex are prone to get sexually transmitted diseases such as HIV/AIDS. Psychological damage is extensive. Case studies and testimonies of child/youth victims speak of a trauma so deep that the child is often unable to re-enter or return to a normal way of life. Many children die before they reach adulthood.

Child jockeys³³

The traditional festival Naadam is a Mongolian as well as world cultural heritage, recognized by UNESCO. Horse racing was traditionally practiced in the summer between the months of May and August, in limited geographical locations mostly on a small scale between households. Research shows that since 1905, Naadam has become a nationwide event and evolved from its festive cultural tradition into a highly commercialized profit-oriented activity that now takes place not only in the summer but throughout the year, in winter and spring.

International and national laws recognize that children are independent legal entities. Mongolia joined the UN Convention on the Protection of the Rights of the Child in 1990, the ILO Convention No. 182 on the abolition of abusive forms of child labour (1999) in 2001, and the Convention on the Minimum Age (1973) No. 138 in 2002 respectively. However, the obligations to protect

³² Adapted from: Child Right Worldwide, <http://www.childright.nl/english/>.

³³ *The Rights of Child Jockeys in Spring Horse Racing: Research Report* (National Human Rights Commission, Legal Research Center, UNESCO, ILO, 2015); O. Altansukh, *Introduction to Current Activities and Performance of AFCYD*, 2018; AFCYD database.

children under these instruments have not been fully realized.

Children as young as 7 years have been found as child jockeys. The younger the children, the more they are preferred as child jockeys for their light weight. This puts child jockeys in a very high risk of serious injuries, sometimes even death. In 2017, a total of 10,435 child jockeys were registered nationally. A number of child jockeys suffered death and injuries over the years. Hundreds of child jockeys were hospitalized after falling off a horse: 181 in 2012, 219 in 2013, 205 in 2014. Six children died in these three years. In 2017, 629 children fell off their horses during races, with 169 children injured, 3 children left with disabilities and 2 children killed.

Findings from clinical analysis show that child jockeys face multiple risks and associate hazards not only during the race itself but also during pre-race training. Physical risks include head/brain and bone injuries, frost bites (especially fingers and toes, and nose) respiratory diseases, concussion of internal organs and eye infections. Risk factors such as young age of the jockey, extreme weather conditions, the race track, skills and experience of the horse trainers contribute to the likelihood of possible injuries and hazardous conditions for the worst forms of the child labour. Additionally, participation of school children in horse racing during spring often affects school attendance and achievements. Child jockeys become less interested in school and many permanently drop out, reducing their educational potential and future prospects.

Types of hazards child workers are exposed to³⁴

The hazards to which working children and youth can be exposed may be of several different kinds. It helps to use a standard framework for thinking about this in order to not to miss any of them. The field of occupational health uses these categories:

- Biological hazards: dangerous animals and insects, poisonous or sharp plants, bacteria, parasites or viruses (HIV, hepatitis).
- Chemical hazards: toxic gases, liquids (solvents, cleaners), metals (asbestos, mercury, silica, lead) fumes (vehicle exhaust, glues), agro-chemicals (pesticides, herbicides and insecticides), explosives.
- Ergonomic hazards: work that requires lifting, carrying or moving heavy loads, repetitive or forceful movements, or work postures that are awkward or which must be held for a long period of time.
- Physical hazards: extreme temperatures (hot or cold), noise, vibrations, or radiation.
- Psychological hazards: Stress, intimidation, monotonous work, lack of control or choice, insecurity, harassment, abuse (sexual or physical violence), heavy sense of responsibility.
- Social hazards: isolation from peers and family, association with drugs or adult behaviour.
- Other physical risks: risk of falling, being struck by objects, being caught in or between objects, being cut or burned.
- Working conditions: long working hours, night work or work in isolation, an obligation to commute to work through high crime areas or at night.

Remember that the hazards to which girls are often exposed at work are not necessarily the same as those for boys. Be sure to consider possible gender differences when determining work hazards, for example, boys in mining, construction and horse racing, girls in domestic work and other service jobs.

For more information on “Why are children so vulnerable to workplace dangers” see the Briefing Note in Exercise 11.3.3 Occupational Safety and Health at Work, and the Briefing Note Domestic Work by Adults and Children in Exercise 11.2.4

³⁴ *The Tripartite Process of Determining Hazardous Child Labour: Guide for Facilitators - Eliminating Hazardous Child Labour: Step by Step* by IPEC (ILO: Geneva, 2012), p. 46.

Examples of Hazards in Occupations³⁵

Occupation/ Industry	Main tasks	Hazards & Risks	Possible consequences
Agriculture	Working with machinery, agrochemicals, animals; Picking crops and loading	Unsafe machinery; Hazardous substances (insecticides, herbicides); Heavy lifting; Extreme temperatures	Chemical poisoning (chronic and acute); Cuts, bites and other bodily injuries; Diseases
Domestic work	Household activities	Long working hours; Work in isolation; No free movement; All forms of abuse and violence;	Physical and mental damage; Social isolation
Prostitution	To please clients in all ways	Being infected with STDs and HIV and AIDS; Sexual and emotional abuse	Physical, psychological and emotional damage; Early pregnancy; Maternal mortality; Infertility
Mining	Underground or above-ground digging; Carrying heavy loads	Exposure to harmful dusts, gas, fumes, extreme humidity and temperature levels; Awkward working positions (bending, kneeling, lying); Cave-ins	Respiratory diseases that can develop into silicosis, pulmonary fibrosis, asbestosis, emphysema; Musculoskeletal disorders; Fractures and death from falls/cave-ins
Horse racing	Perform as the jockey of a race horse in competitions	Age of child jockeys; weather conditions during the race, dangers of horse racing in spring and winter; Nature and unpredictability of the horse; level of skills and experience of horse trainers	Death or head/brain and bone injuries from falling off the horse, frost bites, respiratory diseases, concussion of internal organs, eye infections
Construction work	Digging earth; Carrying loads; Breaking stones or rocks; Shoveling sand and cement; Metal work	Being struck by falling objects; Stepping on sharp objects; Falling from heights; Exposure to dust, heat and noise; Heavy lifting	Health impairments from noise, vibration and exposure to harmful substances; Incapacitation through accidents and injury such as falls
Deep-sea fishing	Diving to depths of up to 60 meters to attach nets to coral reefs	Exposure to high atmospheric pressure; Attacks by carnivorous and poisonous fish; Congested and unsanitary conditions; Work in isolation; Forced labour situations are common.	Decompression illness (rupture of ear drums); death or injury; Gastro-intestinal and other communicable diseases
Brick-making	Processing of clay (extraction, crushing, grinding, screening and mixing)	Exposure to silicate, lead and carbon monoxide; Excessive carrying of weights; Burns from ovens; Accident-provoking equipment	Musculoskeletal deformation; Injury
Carpet weaving	Weaving hand-knotted carpets on a loom	Inhalation of wool dust contaminated with fungal spores; Poor (squatting) work posture; Poor lighting; Poor ventilation	Respiratory diseases; Musculoskeletal diseases; Eye strain and defective vision at premature age; Chemical poisoning; Aggravation of non-occupational diseases

³⁵ Adapted from: SCREAM by IPEC (ILO: Geneva, 2002), Module: Basic information.

Tannery	Tanning and preserving hides and skins	Exposure to corrosive chemicals and bacterial contamination of the hides	Anthraxis, dermatitis and fungal infection
Glass factory	Drawing molten glass, carrying molten loams	Radiant heat and thermal stress; Noxious fumes; Silica dust; Stepping on or handling hot broken glass	Accidental trauma; Eye injuries; Heat stress; Respiratory diseases; Serious burns and cuts
Match and Firework production	Mixing hot (steaming) chemicals, making matchsticks and stuffing cracker powder into fireworks	Exposure to hazardous chemicals; Fire and explosions	Synergistic effects of chemical intoxications; Respiratory diseases; Burns; Injuries and death from explosions
Scavenging	Demeaning, unsanitary work; Reclaiming usable material from garbage heaps including dangerous waste from hospitals and chemical plants, often with bare hands	Cuts from glass/metal; Exposure to hazardous substances; Inhaling stench from putrefied matter; Infestation by flies; Temptation to eat leftover food	Cuts resulting in death from tetanus; Chemical poisoning and risk of contracting or carrying infectious diseases; Food poisoning; Burns (from build-up of methane gas and explosions)
Slate making	Carrying heavy loads; Making pencils and slates	Effects of carrying heavy loads; Exposure to siliceous dust	Musculoskeletal diseases; Lung diseases and premature incapacitation

The List of Jobs Prohibited to Minors

(Unofficial translation of Appendix to Order No. A/36, 8 February 2016, Ministry of Labour)

UNOFFICIAL TRANSLATION

ORDER OF THE MINISTER FOR LABOUR

Date:2016/02/08

Ref № A/36

Ulaanbaatar

Subject: TO RENEW A LIST (The list of jobs prohibited to minors)

Pursuant to paragraph 5 of article 109 of the Labour law of Mongolia, herewith the order is made:

1. To renew "The list of jobs prohibited to minors" as enclosed in Appendix.
2. To assign State secretary of Ministry of Labour /Yu. Idertsogt/ to ensure implementation, monitoring and evaluation of this order.
3. To void order of the Minister for Social Welfare and Labour on "Renewing list" approved in 2008, №A/107 in regards with approval of this order.

MINISTER G.BAYARSAIKHAN

Appendix to order of №А/36 of 2016, Feb 08, Minister for Labour

THE LIST OF JOBS PROHIBITED TO MINORS

One. GENERAL PROVISION

- 1.1. It is prohibited for minors to work in “list of occupations require earlier retirement due to underground, hazardous, hot, and hard conditions” approved by the Government member in charge of labour issue.
- 1.2. Occupations mentioned in the List of jobs prohibited to minors shall be understood as the age specified in article 109 of Labour law of Mongolia.
- 1.3. It is prohibited to let minors to work in working condition, occupations and positions that are harmful to minor’s lives, health, ethic, safety and development as below.
- 1.4. This list shall be equally valid in both formal and informal sector.
- 1.5. Occupations in order to provide career guidance or working experience with permission of parents, guardian or State administrative organization in charge of Labour matter shall not be relevant to this list.

Two. CONDITIONS FOR PROHIBITED JOBS

2.1 Occupational safety and health. Occupational hygiene. It is prohibited to work in workplaces that are not satisfied the requirements for standards of workplace environment. Requirements of hygiene MNS 4990:2015.

- 2.1.1 Environment with concrete, asbestos, fiberglass, coal, organic dust and dusty area.

2.2 Jobs that carry or contact with chemical dangerous, hazardous substances and explosive, flammable materials:

- 2.2.1 Jobs that carry or contact with chemical dangerous, hazardous
- 2.2.2 Jobs that carry or contact with explosive, flammable materials
- 2.2.3 Jobs that carry or contact with toxic gas such as Chlorine

2.3 All types of jobs that handle radio active and biological active substances

2.4 Permitted maximum weight for minors to lift by hands

- 2.4.1 Up to 16 years: For male above 8 kg
For female above 5 kg
- 2.4.2 16-18 years old: For male above 16 kg
For female above 10 kg

Mongolian standard: Occupational safety and health. Permitted maximum amount to lift and carry loads will be obeyed.

Three. OCCUPATIONS AND POSITIONS THAT ARE HARMFUL TO MINOR'S LIVES, HEALTH, ETHIC, SAFETY AND DEVELOPMENT

Sector, subsector		Prohibited occupations/ workplaces
3.1 AGRICULTURE, FORESTRY, FISHING, HUNTING		
3.1.1	Farming, animal husbandry, hunting and other related assisting activity	1) Butchery 2) Operation to clean and purge livestock 3) Horse trainer 4) Animal trainer 5) Beekeeper 6) Bird farm worker 7) Herding livestock in cases of inappropriate weather conditions and emergency situations 8) Herding livestock and living at household not one's own, brother's or sister's, or grandparent's homes 9) Mechanized farming work
3.1.2	Forestry, logging	10) Collecting fruits and nuts without any supervision 11) Pest control work 12) Logging, sawmill operator 13) Limb cutter by axe
3.1.3	Fisherman, hunter, person who entrap	14) Fisher, assistant at fishing farm 15) Hunter
3.2 MINING		
3.2.1		1) Charcoal exploration 2) Petroleum and natural gas exploration 3) Metal ore exploration 4) Salt exploration 5) Other mineral exploration 6) Informal artisanal mining 7) Assisting operation of mining
3.3 CONSTRUCTION		
		1) Builder 2) Bricklayer, assembler and other similar workers 3) Concrete mixer, concrete surface grinder, and other similar workers 4) Interior decorator and other similar workers 5) Painter, construction cleaner, and other similar workers 6) Helper, assistant constructor 7) Helper, construction field cleaner 8) Building demolition and construction field preparation 9) To prepare mixture in construction industry, to pack cement in non-industrial area
3.4 PROCESSING FACTORY		
		All types of jobs and procedures that operate using all types of mechanized and installed equipment, technology and general machinery and mechanisms, permanent manual operation equipment and tools 1) Food industry 2) Wheat and fodder industry 3) Cigarette industry 4) Alcohol and beer industry 5) Leather and leather product industry 6) Paper and paper product industry 7) Printing, sound recording production, reproduction 8) Coccus and process petroleum product industry 9) Chemical product industry

	10) Industry of medicine, medical preparation, medicine production of chemical or herbal extracts. 11) Rubber and plastic product industry 12) Products made of non-metal minerals 13) Metal industry 14) Metal production industry besides machinery and equipment 15) Computer, electronic and optical products 16) Power equipment industry 17) Other machinery, tools and equipment not categorized in the above subsectors 18) Motor freight, trailer, semi-trailer industry 19) Industry of other tools and equipment of vehicles 20) Machinery assembly and installation, equipment and relevant repairs and service
3.5 WATER SUPPLY, SEWAGE SYSTEM, WASTE MANEGEMENT AND CLEANING PROCESSING	
	1) Operation to collect, purify and sanitize wastewater 2) Operation to collect, process, assort and clean dangerous and harmless waste 3) Process to extract secondary raw material from waste
3.6 WHOLESALE AND RETAIL TRADE	
	1) Sale and service on street, road 2) Sale and service of recharging gas and liquid gas fuel 3) Distribution of inflammable and lubricating material 4) Assorting bad fruits and vegetables 5) Loading and unloading goods
3.7 TRANSPORTATION AND WAREHOUSE ACTIVITY	
	1) Assisting transportation operation 2) Loading and unloading railway operation [container] 3) Teller of public transportation
3.8 HOTEL, APARTMENT, AND PUBLIC FOOD SERVICES	
	1) All types of jobs in hotels, motels and guest attendants 2) All types of jobs in bars, entertainment centers, night clubs, saunas 3) Stripper 4) Massage service
3.9 HUMAN HEALTH AND SOCIAL WELFARE ACTIVITY	
	1) Housemaid or babysitter living in households not one's own, brother's or sister's, grandparent's home 2) Caring and nursing of mental patients, infectious and in-patients
3.10 ARTS AND SHOWS, ENTERTAINMENT	
	1) All types of jobs in casinos, gambling houses 2) Horse racing, long distance training from 1st of November until 1st of May every year 3) Jobs to perform circus, traditional art performance in places where serve alcohol
3.11 OTHER SERVICE OPERATIONS	
	1) Morgue, cemetery 2) Cleaning public toilets 3) Goldsmith 4) Jobs in disaster relief in industrial accidents or emergencies 5) Jobs involving contact with cleaning products at dry cleaning 6) Jobs involving contact with used bandages 7) Jobs involving picking up medicinal herbs that intoxicate or affect mental health

ILO Worst Forms of Child Labour Convention, 1999 (No. 182)

Preamble

The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its 87th Session on 1 June 1999, and

Considering the need to adopt new instruments for the prohibition and elimination of the worst forms of child labour, as the main priority for national and international action, including international cooperation and assistance, to complement the Convention and the Recommendation concerning Minimum Age for Admission to Employment, 1973, which remain fundamental instruments on child labour, and

Considering that the effective elimination of the worst forms of child labour requires immediate and comprehensive action, taking into account the importance of free basic education and the need to remove the children concerned from all such work and to provide for their rehabilitation and social integration while addressing the needs of their families, and

Recalling the resolution concerning the elimination of child labour adopted by the International Labour Conference at its 83rd Session in 1996, and

Recognizing that child labour is to a great extent caused by poverty and that the long-term solution lies in sustained economic growth leading to social progress, in particular poverty alleviation and universal education, and

Recalling the Convention on the Rights of the Child adopted by the United Nations General Assembly on 20 November 1989, and

Recalling the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, adopted by the International Labour Conference at its 86th Session in 1998, and

Recalling that some of the worst forms of child labour are covered by other international instruments, in particular the Forced Labour Convention, 1930, and the United Nations Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956, and

Having decided upon the adoption of certain proposals with regard to child labour, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention;

adopts this seventeenth day of June of the year one thousand nine hundred and ninety-nine the following Convention, which may be cited as the Worst Forms of Child Labour Convention, 1999.

Article 1

Each Member which ratifies this Convention shall take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency.

Article 2

For the purposes of this Convention, the term **child** shall apply to all persons under the age of 18.

Article 3

For the purposes of this Convention, the term **the worst forms of child labour** comprises:

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

Article 4

1. The types of work referred to under Article 3(d) shall be determined by national laws or regulations or by the competent authority, after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards, in particular Paragraphs 3 and 4 of the Worst Forms of Child Labour Recommendation, 1999.
2. The competent authority, after consultation with the organizations of employers and workers concerned, shall identify where the types of work so determined exist.
3. The list of the types of work determined under paragraph 1 of this Article shall be periodically examined and revised as necessary, in consultation with the organizations of employers and workers concerned.

Article 5

Each Member shall, after consultation with employers' and workers' organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention.

Article 6

1. Each Member shall design and implement programmes of action to eliminate as a priority the worst forms of child labour.
2. Such programmes of action shall be designed and implemented in consultation with relevant government institutions and employers' and workers' organizations, taking into consideration the views of other concerned groups as appropriate.

Article 7

1. Each Member shall take all necessary measures to ensure the effective implementation and enforcement of the provisions giving effect to this Convention including the provision and application of penal sanctions or, as appropriate, other sanctions.
2. Each Member shall, taking into account the importance of education in eliminating child labour, take effective and time-bound measures to:
 - (a) prevent the engagement of children in the worst forms of child labour;
 - (b) provide the necessary and appropriate direct assistance for the removal of children from

the worst forms of child labour and for their rehabilitation and social integration;

(c) ensure access to free basic education, and, wherever possible and appropriate, vocational training, for all children removed from the worst forms of child labour;

(d) identify and reach out to children at special risk; and

(e) take account of the special situation of girls.

3. Each Member shall designate the competent authority responsible for the implementation of the provisions giving effect to this Convention.

Article 8

Members shall take appropriate steps to assist one another in giving effect to the provisions of this Convention through enhanced international cooperation and/or assistance including support for social and economic development, poverty eradication programmes and universal education.

Article 9

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

Article 10

1. This Convention shall be binding only upon those Members of the International Labour Organization whose ratifications have been registered with the Director-General of the International Labour Office.

2. It shall come into force 12 months after the date on which the ratifications of two Members have been registered with the Director-General.

3. Thereafter, this Convention shall come into force for any Member 12 months after the date on which its ratification has been registered.

Article 11

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first comes into force, by an act communicated to the Director-General of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 12

1. The Director-General of the International Labour Office shall notify all Members of the International Labour Organization of the registration of all ratifications and acts of denunciation communicated by the Members of the Organization.

2. When notifying the Members of the Organization of the registration of the second ratification, the Director-General shall draw the attention of the Members of the Organization to the date upon which the Convention shall come into force.

Article 13

The Director-General of the International Labour Office shall communicate to the Secretary-General of the United Nations, for registration in accordance with article 102 of the Charter of the United Nations, full particulars of all ratifications and acts of denunciation registered by the Director-General in accordance with the provisions of the preceding Articles.

Article 14

At such times as it may consider necessary, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall examine the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 15

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides --

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 11 above, if and when the new revising Convention shall have come into force;

(b) as from the date when the new revising Convention comes into force, this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 16

The English and French versions of the text of this Convention are equally authoritative.

Sources for Further Reading

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Useful Websites

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Child Workers in Asia, <http://asiasociety.org/child-workers-asia>

ILO, Child Labour, <https://www.ilo.org/global/topics/child-labour/lang--en/index.htm>

Mongolian law information: <https://www.legalinfo.mn/law>

List of Picture Cards

TA 4.2.2 A: Situation Cards of Child Labourers in the WFCL (8)

1. Child domestic worker with no freedom of movement
2. Children working at a garbage dump site
3. Child in prostitution or pornography
4. Bonded child labourers in night work
5. Child herder working in extreme weather conditions without proper clothing
6. Child jockey falling off a horse
7. Children in construction work
8. Children working in a mine

3-R Trainers' Kit

**Rights, Responsibilities and Representation
For Children, Youth and Families**

Module 4: Work and Resources in the Family

Produced under the framework of the *ILO/EU project on Sustaining GSP-Plus Status by Strengthening National Capacities to Improve International Labour Standards Compliance and Reporting-Mongolia Phase 2*, with the financial assistance of the European Union. The views expressed herein can in no ways be taken to reflect the official opinions of the European Union.

For more details: www.ilo.org/mongolia