



Child Labour in Footwear Manufacturing in Turkey Rapid Assessment Report



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FOREWORD

Within the scope of the *Time-Bound Policy and Program Framework for the Prevention of Child Labour (2005-2015)*, an outstanding milestone in the battle against child labour in Turkey, employment in footwear and leathercraft, auto mechanics and bodyworks and furniture industries have been identified as the worst forms of child labour. As the most current initiative and policy addressing the issue, the *National Programme on the Elimination of Child Labor (2017-2023)* emphasizes that the worst forms of child labor in Turkey have been identified as “*working on the streets, employment in heavy and hazardous works in small- and medium-sized enterprises, and in mobile seasonal work in agriculture except for family businesses*” and calls a series of institutions and organizations to action by indicating that elimination and prevention of child labor in these sectors must be the priority.¹ In addition, the program document points out: “*Since the wave of migration began in 2011 as a result of the civil war in Syria, a great number of refugees -mostly women and children- have migrated to our country. Children of these refugees who are given Temporary Protection Status are also vulnerable to child labor*”.²

The most recent study offering statistical information on child labor and working children in Turkey was conducted in 2012.³ However, it is not feasible to measure how child labour has been impacted by the rapid social and economic transformations taking place around the world and in Turkey for the past couple of years -including the global effects driven by the civil war that broke out in Syria in 2011- in light of these data which were collected almost 7 years ago. That is why; there is growing need for new research to assess the state of play in terms of child labour in various industries and fields across Turkey. Furthermore, the fact that child labour is a dynamic social, economic and cultural problem area in Turkey makes the growing need for up-to-date data and findings even more urgent.

As part of the *Programme on Elimination of Child Labour in Turkey* implemented between January 2017 and December 2018 with UNICEF Turkey's financial assistance, the Development Workshop aims to develop evidence-based policy recommendations and tools through research and advocacy efforts focusing on seasonal migratory agriculture work where the prevalence of child labour is high. Therefore, the impact or contribution of structural, sectoral and social factors on child labour and on preventing the risk of child labour will be addressed. The rapid assessment study conducted as part of the program is aimed at analyzing the current situation of child labour in footwear industry in Turkey and looking at how Syrian migrant children become involved in footwear manufacturing and what is the situation of migrant labour within the industry.

¹ Ministry of Family, Labour and Social Services Directorate General of Labor (2017)

² Ibid, (2017:57)

³ Turkish Statistical Institute (TURKSTAT) Child Labor Force Statistics 2012

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ABBREVIATIONS

BAĞKUR	The Self-Employed Pension Fund
CCT	Common Customs Tariff
DOĞAKA	Eastern Mediterranean Development Agency
EU	European Union
FLA	Fair Labour Association
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
İŞKUR	Turkish Employment Agency
KOSGEB	Small and Medium Sized Industry Development Organisation
MoFLSS	Ministry of Family, Labour and Social Services
MoLSS	Ministry of Labour and Social Security
MoNE	Ministry of National Education
NACE	The Statistical Classification of Economic Activities in the European Community
OECD	Organization for Economic Co-operation and Development
SMEs	Small and Medium Size Enterprises
SOMO	Center for Research on Multinational Corporations
SSI	Social Security Institution
TASEV	Footwear Industry Research, Development, and Education Foundation of Turkey
TBMM	Turkish Grand National Assembly
TURKSTAT	Turkish Statistical Institute
USA	United States of America
UNICEF	United Nations Children's Fund
UNWOMEN	United Nations Entity for Gender Equality
USDOL	United States Department of Labor
VTC	Vocational Training Center



INTRODUCTION

Within the scope of the *Time-Bound Policy and Program Framework for the Prevention of Child Labour (2005-2015)* issued following Turkey's ratification of the International Labour Organization (ILO) *Convention No.182 Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour* in 2001, employment in footwear and leathercraft, auto mechanics and bodyworks and furniture industries have been identified as the worst forms of child labour. Having been renewed in 2017, the aforementioned document has become the *National Programme on the Elimination of Child Labour (2017-2023)*. Although the program does not include a direct reference, footwear manufacturing and leathercraft have been listed as worst forms of child labour. There is great need for research not only to collect statistical information on child labour but also to display the effects of this work which children become involved at an early age to contribute to the family income and acquire vocational skills, on children's well-being and life.

Rapid Assessment Report on Child Labour in Footwear Industry in Turkey addresses the current situation of child labour in the footwear manufacturing industry. Covering the provinces of Adana, Gaziantep, Hatay, İstanbul, İzmir and Konya, the rapid assessment study looks into how and why children become involved in the footwear manufacturing industry, in which stages of supply chain of the footwear industry child labour prevails, and how child labour has become integrated into footwear manufacturing industry as part of the concept of acquiring a profession through methods like apprenticeship and traineeship. Moreover, the study addresses the growing number of Syrian migrants and children in the footwear manufacturing industry over the past couple of years.

The report presents the findings of the Rapid Assessment Study under three main chapters. Providing the background of the rapid assessment, first chapter covers the international standards and strategies which Turkey has also endorsed and included in its national legislation within the framework of preventing child labour, and addresses child labour in footwear manufacturing industry within this context. The scope of the rapid assessment and field study has also been described in this chapter. Focusing on structure of the production structure and labour force data of footwear industry in Turkey, second chapter provides an analysis of in which company types and production processes of footwear manufacturing industry child labour exists within the framework of sectoral structure. Finally, third chapter presents the current situation of child labour in the footwear manufacturing industry in light of the findings from 52 in-depth interviews conducted in 6 provinces between November 2017 and February 2018 as well as the information gathered from the desk study.





Chapter 1

Background of the Rapid Assessment

1.1

Current Situation of Child Labour in Turkey

Turkey is a party to the United Nations Convention of the Right of the Child as well as ILO Conventions No. 138 (Minimum Age Convention) and 182 (Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour). The fight against child labour has been in Turkey's agenda since early 1990s. Despite the sharp decline observed, the data pointing out to around 3 million working children in the mid-1990s, there are still about 1 million children in Turkey working according to the official 2012 statistics. In addition, some families -among more than 3,5 million Syrian nationals who had to seek asylum in Turkey after the civil war broke out in their home country- resort to negative struggle mechanisms such as child labour. Nevertheless, there is no statistical information on the Syrian children under temporary protection, who are engaged in economic activities. However, field studies and other resources indicate that Syrian children work in the industries along with Turkish children, and under even worse conditions. That is why, the issue and prevalence of child labour in Turkey needs revisiting. It is very well known that children work in a great variety of jobs in family businesses, factories, fields/orchards and even on the streets.

The most recent data on child labour across the most productive sectors of economy is the *Child Labour Force Survey 2012* published by the Turkish Statistical Institute (TURKSTAT). According to TURKSTAT data, there are 893 thousand children within the age group of 6-17 in Turkey are working; and of these children, 44,7 percent work in agriculture, 31 percent in the service sector and 24,3 percent in industry. In light of these data, it can be said that one out of four working children is employed in industry-related jobs. Of the working children, 178 thousand (82 percent) are in the age group of 15-17 while 40 thousand (18 percent) are between the ages of 6 and 14. Of the children working in manufacturing jobs, 168 thousand are boys, and 49 thousand are girls. More than 45 percent of working children in Turkey cite "*contributing to the family budget*" as the reason for engaging in economic activities. This is followed by "*contributing the economic activity of the family*" (28 percent) and "*learning vocational skills*" (15 percent) respectively. Disaggregated data on urban and rural shows minor changes in the figures and ranking. The United States Department of Labor's Bureau of International Labor Affairs (USDOL) Report on worst forms of child labour issued in 2016¹ listed the jobs of industry sector in which children work in Turkey as production of furniture, bricks, shoes, leather goods and textiles, auto repair and mining. In reference to child labour in the services sector, the report lists street work, including vending small items, carrying bundles in market areas, cleaning car windshields, collecting recyclable materials, begging and working in small shops to run errands. Researches on the current situation of child workers in

¹ Findings on the Worst Forms of Child Labour (2016) United States Department of Labour, Bureau of International Labour Affairs.

agriculture sector on the other hand, displays that child labour is a key livelihood strategy for the families who are engaged in agricultural production as paid workers.²

The history of systematic fight against the child labour in Turkey dates back to around 25 years ago. Turkey joined the *International Programme on the Elimination of Child Labour* (IPEC) implemented by ILO in the same year as it was launched, 1992. Throughout that period, a series of programs were implemented to provide a baseline analysis on child labour and on prevention. Furthermore, upon the introduction of the Article 71 of the Labor Law No. 4857, forcing children younger than 15 years of age to work was prohibited. In addition, ILO *Convention No.138 on Minimum Age* was signed and ratified, and accordingly, working children under 15 years of age who have not completed compulsory education have been defined as *child workers*. In this convention, jobs do not prevent the child from attending school and do not harm his/her physical, mental and social development are defined as *light work*. It is defined as works which are not hazardous for 14-year-old children and do not exceed 14 hours a week.

In addition, according to the convention, on condition that they have completed their compulsory education children 15 to 17 years of age may be employed in *ordinary work*. The convention places these forms of work under the category of nonhazardous work based on the circumstances in which they are carried out. However, where the working period exceeds 43 hours per week, they are classified as hazardous work, and therefore accepted as child labour.

Turkey has ratified the ILO Convention No.182 on the *Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour*³ in 2001. According to the convention, hazardous work is defined as work which by its very nature or the circumstances in which it is carried out is likely to jeopardize the physical and mental health of children. Nevertheless, even if the work is not dangerous, where the working hours exceed 43 hours a week even in ordinary jobs, they are also accepted as hazardous work. Therefore, even for young people who are over 15 years old and considered suitable to work in sectors that involve ordinary jobs and are not deemed hazardous, where the weekly working hours exceed 43, these are categorized as *child labour*. These are considered as the *worst forms of child labour* and the minimum age to work in these hazardous jobs is 18.⁴ On the other hand, ILO's

² Friedrich Ebert Stiftung Derneği (2012), Sidar (2014), Hayata Destek Derneği (Support to Life Association) (2014), TBMM (Grand National Assembly of Turkey) (2015), Kalkınma Atölyesi (2016a) (2016b) (2018), Uyan Semerci and Erdoğan (2017)

³ http://www.ilo.org/ankara/conventions-ratified-by-turkey/WCMS_377311/lang--tr/index.htm

⁴ ILO's Convention No. 182 defines the Worst Forms of Child Labour 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 o 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.

⁵ Chart 2018: The last update of the data is 21 June 2018. <https://data2.unhcr.org/en/situations/syria/location/113>

recommendation No. 190 calls for adherence to certain criteria for jobs that are classified as hazardous work. These are:

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

Providing the definition of *worst forms of child labour*, the ILO Convention No.182 adjudicates that each member state shall design programs of action to eliminate the worst forms of child labour as a priority. Article 6 of the Convention urges the signatories to design time-bound programs of action to eliminate the worst forms of child labour as a priority. It is also specified that, for the purposes of the Convention, the term child applies to all persons under the age of 18 (Article 2). *The Time-Bound Policy and Program Framework for the Prevention of Child Labour* developed by Turkey in 2004 based on this Convention, was revised in 2017 and became the *National Programme on the Elimination of Child Labour (2017-2023)*.

While this evolved legislation prohibited children under the age of 15 from working and banned the employment of young people under the age of 18 in the worst forms of child labour including seasonal work in agriculture, child labour still prevails in many sectors and jobs as a social issue due to the importance and value of the economic contribution working children make to their poor families facing harsh economic conditions as well as the social and cultural perception about working children. Another factor that intensifies the visibility of child labour seen in Turkey would be the Syrian migrants (more than 3,5 million people as of October 2018). The demographic characteristics of this sizable population are critical not only to their integration into the Turkish society, but also for understanding the basic needs of migrants. How Syrians are positioned within the labour force market can also be analyzed within the axis of these demographic characteristics. A glance at the statistical distribution by age of Syrians living in Turkey would reveal that a major portion of this population is composed of children and young people. In fact, the ratio of Syrian migrants who are 18 years old or younger to the overall Syrian population in Turkey is 44,5 percent.⁵ The 2015 report of World Bank affirmed that child labour is prevalent among Syrian migrants, and that children undertake heavy work (Del Carpio and Wagner, 2015). On a similar note, the USDoL (2015) and Save the Children (2015) reports highlight that due to the common poverty and difficulties in accessing decent jobs

among the migrant population, families make their children to work under all sorts of conditions so that children contribute to family's overall income. As the Syrian migrant population is extremely vulnerable and unsecured, children, particularly in urban areas, are exposed to various sorts of exploitation such as human trafficking, sexual abuse, and begging (US Department of Labor's Bureau of International Affairs, 2015).

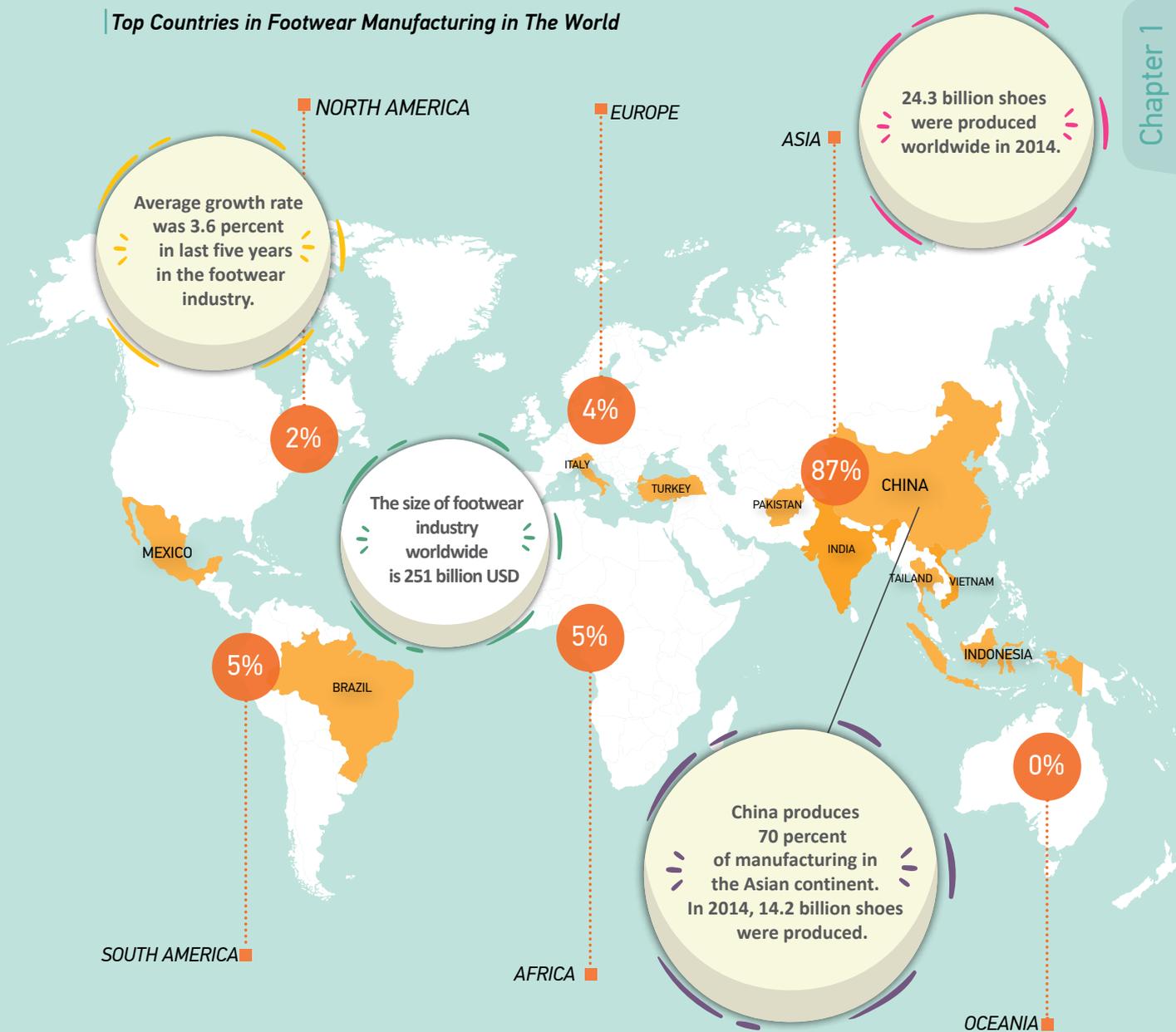
The absence of up-to-date statistics on working children in Turkey and the rapidly increasing number of Syrian migrants in recent years raise the need to assess the current situation in sectors and jobs that child labour is prevalent. Furthermore, the *National Programme on the Elimination of Child Labour (2017 – 2023)*, coordinated by the Ministry of Family, Labour and Social Services (MoFLSS), also underline the importance of this assessment. Child labour is prevalent in footwear manufacturing due to its labour intensive nature and informal structure, as well as the traditional apprenticeship practice. Collection of systematic information and data on current situation of this sector is essential to determine strategies to eliminate child labour. Furthermore, child labour in footwear manufacturing is mentioned almost daily in mass media and the problems gets bigger day by day. The lack of actions in this area presents the fundamental rationale of this study.

1.2 Footwear Industry in the World and in Turkey

Approximately 25 billion pairs of shoes are manufactured annually in the world and majority of this amount is produced in Asian countries (Akyol, 2016). China takes first place in world footwear manufacturing and export. The size of China's production capacity and the low costs of labour present an investment advantage for particularly the Western countries. World footwear import size increased from 50 billion United States (US) dollars in 2000s to 131 billion US dollars in 2014. The United States of America (USA), largest footwear importer of the world, imports approximately 26 billion US dollars of footwear each year. It is followed by Germany, France, United Kingdom, Italy and Japan as other large footwear importers (Ministry of Economy, 2016).

It is asserted that while Turkey holds 500 million pairs of manufacture capacity, only 300 million pairs are produced, which equals to 60 percent of total capacity. Footwear industry in Turkey realized 670 million US dollars of export in 2015 to mainly Iraq, Russian Federation, Germany, Saudi Arabia and United Kingdom. These are followed by the United Arab Emirates, Algeria, Italy, the Netherlands and Libya. On the other hand, 794 million US dollars' worth of footwear import was realized in 2015, half of which originated in China (Ministry of Economy, 2016).

Top Countries in Footwear Manufacturing in The World



Countries where child labour is common in footwear manufacturing

COUNTRIES	CHILD LABOUR	FORCED CHILD LABOUR
Bangladesh	X	
Brazil	X	
China		X
India	X	
Indonesia	X	
Vietnam	X	

Source: www.dol.gov/ilab/reports/child-labor/list-of-goods (2016)

Development and upscaling of footwear sector in Turkey⁶ flourished as the sector began to take the shape of a small-sized industry in 1950 and has since continued to grow. Technological advances in 1980s largely affected the sector and footwear manufacture. By the 2000s, 30-35 percent of production was entirely automated, while 65-70 was undertaken by semi-automated facilities (Ministry of Customs and Trade, 2017). The *Footwear Sector Report* published in 2014 by the Eastern Mediterranean Development Agency (DOĞAKA) underlines that an estimate of 300 thousand people is employed in footwear sector, 20 thousand of which work in industrialized enterprises while the remaining 280 thousand are employed in unindustrialized enterprises. In contradiction, the registries of the Social Security Institution (SSI) indicate that 44 thousand people are formally (registered) employed in the sector in 2017.⁷ Though the data originate from two separate years, the large difference in just three years indicate that a majority of the manufacture takes place in small-sized enterprises through informal work relations, and that the registered enterprises and workers represent a small ratio of the sector.

1.3 Child Labour in Footwear Industry

The World Child Labour Report issued annually by the Child Labor Unit of the US Department of Labor (USDOL, 2017) highlights that while child labour is prevalent in footwear industry in Bangladesh, Brasil, China, India, Indonesia and Vietnam, footwear manufacturing industry in China involves both forced labour⁸ and child labour⁹. Country specific studies display child labour in footwear manufacture. For instance, the rapid assessment report of ILO carried out in 2004 on children working in footwear manufacturing in West Java region of Indonesia identified that thousands of children are employed in footwear manufacture.¹⁰ Similar findings on child labour in Vietnam, India, Indonesia, Bangladesh, Brazil and Morocco are included in SOMO's work of 2012. The SOMO report affirms that children in Portugal traditionally work

⁶ Footwear sector; comprises all subsidiary industries that provide inputs for footwear manufacture, the footwear manufacturing procedures and marketing of footwear products. Footwear manufacture, on the other hand, refers to the process following the contribution of inputs, which results in the production of the footwear (See Footwear Supply Chain Visual).

⁷ The data on enterprises and workers in footwear manufacturing that the Development Workshop demanded, was sent by the SSI with an official letter and an annexed CD dated 5 February 2018.

⁸ International Labour Organization, Walk Free Foundation Report (2017) examined various sorts of forced labor that distinguished between the kind of forced labor applied by private sector actors (such as employers in private sector) and forced Labor implemented by governments. It determined that of the total 24.9 million people in forced labor, 16 million were employed in private sector. ILO's Convention No 29 on Forced Labor defines forced or compulsory Labor as *all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily*. The scope of this Convention was amended in ILO Convention No 105 on the Abolition of Forced Labor in 1957.

⁹ USDOL (2016)

¹⁰ ILO-IPEC (2004), Child Labor at the Informal Footwear Sector in West Java A Rapid Assessment

in footwear production at home, and that it is legally allowed.¹¹ Employment of children in footwear manufacturing often becomes a headline news with the use of child labour in footwear production in the Far East countries by the well-known brands. A field study of the Fair Labor Association (FLA) conducted in Agra, India in 2017 shows that children constitute the largest workforce in informal footwear manufacture.¹² OECD assessment studies for responsible supply chain in clothing and footwear sector marked child labour as a risk factor. The first module of the 2017 OECD guide presents methods and justifications for the identification, elimination and prevention of child labour.¹³

In Turkey, it is known that child labour is present in various stages of footwear manufacturing as footwear industry in Turkey relies upon small-sized enterprises and informality is intensive in the sector. Furthermore, it is a common practice for families to put their children to work as they grow out of compulsory education age, not only as apprentices so that they have a vocation, but also to make them earn money. However, information on child labour in footwear manufacturing is very limited at the moment. The Time-Bound Policy and Programme Framework for the Prevention of Child Labour (2005-2015) of the Ministry of Family, Labour and Social Services (former Ministry of Labour and Social Security-MoLSS) was formulated as a framework to abolish the worst forms of child labour in Turkey, and identified the following as the worst forms of child labour in the industrial sector:

- **Footwear and leathercraft,**
- Auto mechanics and bodyworks,
- Furniture industry.

The aforementioned document renewed in 2017 and became *the National Programme on the Elimination of Child Labour (2017-2023)*. While this programme does not cite **footwear and leathercraft** directly, they were defined as the worst form of child labour as they are classified as hazardous.

The first study on children working in footwear manufacturing was the *Impact Analysis of Chemicals on Working Children*, conducted between the years 1995-1996 within the scope of the battle against child labour in Turkey. Based on the conclusions of this analysis, the *Project to Raise Awareness in Adhesive Producers* was implemented between 1996 – 1999. Following Turkey's approval of ILO Convention No. 182 and the definition of child labour in footwear manufacturing as the worst form of child labour, in 2001 the MoLSS Internal Audit Unit implemented *the Project to Abolish the Worst Forms of Child Labour in Selected Industrial Professions in Izmir* by 2003 with the support of the International Programme on the Elimination of Child Labour (IPEC) implemented by ILO. Within the scope of this

¹¹ SOMO (2012), Where the shoe pinches, Child Labor in the production of brand name leather shoes

¹² Fair Labor Association (2017); Children's Lives at Stake: Working Together to End Child Labor in Agra Footwear Production.

¹³ OECD (2017) Due Diligence Guidance for Responsible Business Conduct: Responsible Supply Chains in the Garment and Footwear Sector

project, several actions were taken in not only footwear manufacturing, but also in auto mechanics and textile industries (MoLSS, 2011). Furthermore, a field study titled *Socio-Economic Characteristics of Working Children and Families of Working Children in İzmir* was carried out (MoLSS, 2001). In 2005, the MoLSS Internal Audit Unit conducted an audit and assessment in footwear, vamp, leathercraft, and leather ready-to-wear manufacture enterprises concerning occupational health and safety risks with the participation of related social parties with a project inspection approach for each sector (MoLSS, 2006). The rapid assessment of children working in auto mechanics, textile and footwear production is another significant work within the scope of child labour monitoring model in İzmir (Cindioğlu, 2005).

One of the legal regulations on the limitation of age of children working in footwear manufacturing is the Occupational Health and Safety Act No. 6331, which classifies enterprises as *very hazardous, hazardous and less hazardous*.¹⁴ Footwear manufacturing is classified as hazardous enterprises in the list annexed to the *Notification on Workplace Occupational Health and Safety Related Hazard Classifications*¹⁵. These professions must sustain employment with appropriate health and safety measures for workers in place. These regulations pose the justification for not employing children below the age of 18 in footwear manufacture. *The Regulation on the Procedures and Principles of the Employment of Child and Young Workers* does not include footwear manufacturing in the list of professions where child or young workers¹⁶ may be employed. All footwear manufacturing tasks/jobs listed in Table 1 are defined as hazardous, and child labour is prevalent in all of them.

¹⁴ Enterprises classified as *very hazardous* are active in sectors such as construction, mining, shipyard etc. Enterprises classified as *hazardous* are active in sectors such as production, cutting, dye, service etc. Enterprises classified as *less hazardous* are active in sectors such as office services, food, retail shopping centers etc.

¹⁵ Occupational Health and Safety Act No. 6331 defines hazard as a potential which exists at the workplace or may arise from outside the workplace to cause harm or damage which could affect the worker or the workplace. Accordingly, enterprises are classified in three groups; very hazardous, hazardous, less hazardous enterprises.

¹⁶ Young worker: *any worker who is of at least 15 years of age but less than 18 years of age; child worker: any worker who is of at least 14 years of age but less than 15 years of age, and who has not completed primary education.*

(Regulation on the Conditions and Principles Regarding Employment of Children and Young Workers).

Table 1. Footwear Manufacturing Hazard Classification

NACE Code*	NACE Description	Hazard Class
15.2	Shoe, boots, slippers etc. manufacturing	
15.20	Shoe, boots, slippers etc. manufacturing	
15.20.15	Manufacturing of shoes, boots, booties, knee high boots, army boots, slippers etc. of leather (except those made entirely of textile, orthopedic shoes, and ski boots.)	Hazardous
15.20.17	Manufacturing of shoes, boots, knee high boots, army boots, slippers etc. of plastic or rubber (except those made entirely of textile, orthopedic shoes, and ski boots)	Hazardous
15.20.18	Manufacturing of shoes, boots, booties, knee high boots, army boots, slippers etc. of textile and other materials (except those made of leather or plastic, those made entirely of textile, orthopedic shoes, and ski boots)	Hazardous
15.20.19	Manufacturing of leather parts of shoes and other shoe parts (except the rubber, plastic or wooden parts) (manufacturing of footwear-vamp and lower parts, soles etc., including manufacturing of vamps)	Hazardous

* NACE Codes are used by the Ministry of Finance in the economic classification of taxpayers, by Turkish Statistical Institute (TURKSTAT) in statistical studies, by SSI in determining insurance premiums, and by the Small and Medium Sized Industry Development Organization (KOSGEB) when granting loans and incentives. Additionally, the Union of Chambers and Commodity Exchanges of Turkey (TOBB) uses NACE Codes to regulate the internal organization of professional committees. Ministry of Customs and Trade, Directorate General of Tradesmen and Craftsmen, *Ahiname Journal (July – September 2017) Issue: 1, p. 65*

Apprenticeship is one the ways through which children are included to the footwear production.¹⁷ While children are guided towards these professions at a very young age by their families with the mentality that they may have a profession, the workforce in the manufacturing industry is interlinked with the traditional vocational training stages of apprenticeship, traineeship and mastership. Aksoy (2017) assesses that apprenticeship, which creates workforce particularly in above-mentioned professions without “being schooled”, “is a model that normalizes child labour and make children to survive by gaining a vocational skill in an environment where all working conditions are set for adults, not suitable for children”¹⁸. However, when apprenticeship is almost crucial in mastering the vocation, child labour becomes the corner stone of the production.

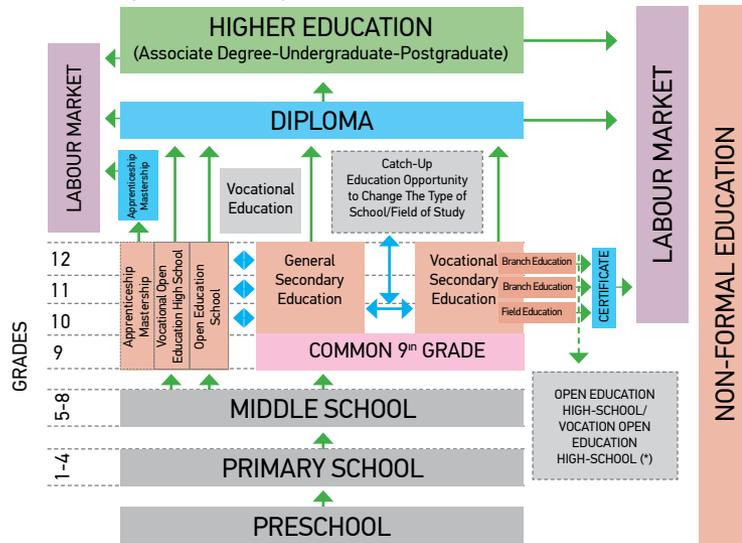
Children are included in footwear manufacturing not only through informal paths, but also through vocational high schools and apprenticeship trainings which are the implementations

¹⁷ While apprenticeship in Turkey is regulated by Law 3308, it is observed that in practice, employment of child workers under the name of apprentices is prevalent in various enterprises without compliance to the provisions of aforementioned law. Moreover, it is also a common practice for enterprises that are registered with a Vocational Education Center of the MoNE within the scope of Law 3308 to disregard the protective provisions of the law and to exploit children by overpassing the student status.

¹⁸ Aksoy, Hasan Hüseyin (2017) Meslek Liseleri Öğrencilerinin İşletmelerde Beceri Eğitimi: Okul Destekli Çocuk İşçiliği, Turkish Medical Association Occupational Health and Safety Journal, October-2016-March-2017.

of formal education system. As it is known, compulsory education was extended to 12 years in Turkey in 2012¹⁹ (OECD, 2013). Within this scope, students who attend vocational or technical formal education either in the open education system or in an education institution must complete a total of 300 hours of internship after 10th grade and must attend 3 days of internship per week in the 12th grade (Chart 1) (MoNE, 2014). Within the context of footwear manufacturing, there are 19 vocational and technical high schools that contain a footwear and leathercraft technology department²⁰, and only one formal education institution at vocational and technical high school level that focuses on footwear and leathercraft²¹. In short, employment of children in vocational secondary education for internship and professional experience purposes within the context of footwear manufacturing is limited to the students of these training institutions and 14 provinces where these training institutions are located.

Chart 1. Educational System in Turkey



Apprenticeship combines education with profession. Based on Law 3308 on Vocational Training, persons of at least 14 years of age but less than 19 years of age can participate in *apprenticeship* training.²² Young persons who have graduated from primary school but did not to continue to formal education institutions for a variety of reasons to rather learn a vocation by joining the apprenticeship system, may prefer apprenticeship training. Persons who have at

¹⁹ See “Questions and answers on 12-year compulsory education” of Ministry of National Education http://www.meb.gov.tr/duyurular/duyurular2012/12yil_soru_cevaplari.pdf

²⁰ <http://www.meslekliyesi.net/meslek-bolumleri/forums/nedir/il-ilce-ayakkabi-ve-saraciye-teknoloji-si-alani-olan-meslek-liseleri>

²¹ The high school constructed in 2003 by the Footwear Industry Research, Development, and Education Foundation of Turkey (TASEV) is handed over to the Ministry of National Education. The high school, located in Küçükçekmece, İstanbul, includes footwear design, footwear and leatherwork technologies, and footwear manufacturing departments. http://tasevayakkabi.meb.k12.tr/icerikler/tarihcemiz_187652.html

²² Candidate Apprentice: Person who is below the age of apprenticeship, to whom the work environment is presented and preliminary information on the craft and the vocation is explained prior to apprenticeship. (Law 3308, Article 3/b)

least graduated from primary school, those who graduated from primary school in the 1996-1997 school year or prior (those who have graduated from 5th grade) and those who dropped out of secondary school, can enroll in Vocational Training Centers. Students who are below the age of 14 at the time of enrolment, may be enrolled as candidate apprentices, and students above the age of 14 can be enrolled as apprentices.²³ Apprentices perform applied practice in their place of employment 5 days a week and participate in theoretical education once in a week in Vocational Training Centers. Students who achieve the examination for *trainee* receive a *trainee certificate*. Ministry of National Education organizes master training courses to encourage professional development of students who have achieved the master competency and to ensure they can establish their independent workplaces. Those who have achieved the *trainee* competency and have worked for at least 5 years in the trade may directly take the *master* examinations. Those who succeed in the examination receive the *master certificate*.

In that case, the fundamental conditions of employing children below the age of 18 in footwear manufacturing within the legal boundaries are;

- a. For those who will become apprentices; to graduate from secondary school, to enroll in the Vocational Open Education High school, to receive apprenticeship training 5 days a week in a workplace,
- b. For those who attend vocational and technical high school focused on footwear to participate in an internship in a relevant workplace or to receive a training that will gain them professional experience,
- c. For the students to work in these enterprises as apprentices, trainees or as students of vocational and technical high schools, the enterprise must take appropriate measures in terms of worker's health and safety as a sector classified as hazardous.

Otherwise, children below the age of 18 cannot work in footwear production under any circumstances in compliance with the provisions of ILO Convention No. 182, Turkish Labor Law, Education Law, and any other relevant regulations, directives or notices.

Within the scope of defined legal framework and the social changes undergoing in Turkey, comprehensive information and data concerning the current status of child labour in footwear industry is not present. Since the inspection projects in early 2000s to abolish child labour, until 2018 no programs or projects has been carried out with a view to preventing child labour in footwear industry. There are no up-to-date studies or data either on how many child workers are active in footwear manufacture, why these children work in this line of manufacture, what kind of works they perform, or on activities to abolish and prevent child labour. Therefore, this rapid assessment aims to complement the absence of up-to-date information and data, and to display the overall status of child labour in footwear production.

Apprentice: Person who develops on the job the knowledge, skills and work habits required by a vocation in compliance with the apprenticeship agreement (Law 3308, Article 3/c)

²³ <http://ankara.meb.gov.tr/detay.asp?blm=B11&detay=2760>





Chapter 2

Rapid
Assessment
Field Study

A rapid assessment study²⁴ was carried out between December 2017 – March 2018 to assess the situation of child labour in footwear manufacturing in Turkey. Unlike the rapid assessments often carried out in emergencies and for urgent interventions²⁵, this method was preferred in this particular assessment to present the overall situation of child labour in footwear manufacture. Rapid assessment method is used to overcome the data and information limitations on child labour and to reveal the more hidden and invisible layers of child labour.

ILO and UNICEF developed a guideline for rapid assessment of child labour. This guideline aims to collect information in a rapid and low-cost manner. This method enables collection of comprehensive data on working and living conditions of children through discussions and interviews and is suitable to gather the existing data quickly and in a simplified way within clearly defined geographical areas. In this aspect, the scope of rapid assessment is limited and local, and it focuses on areas with high numbers of children working in activities that are difficult to define and to quantify. The information are being obtained from a variety of sources such as semi-structured questionnaires, in-depth interviews, observations, key information sources or persons, and it is primarily used for qualitative research. In short;

“Rapid Assessment is a research methodology that uses several data-collecting strategies contemporaneously in order to achieve an understanding of a specific social reality or situation in a given sociocultural context. It is usually done with the objective of formulating a project or some other kind of intervention.”²⁶

2.1

Research Rationale

Rapid assessment study has been conducted by the Development Workshop - UNICEF Turkey within the scope of **Programme on the Elimination of Child Labour** to identify the overall situation of child labour in footwear manufacturing for the following reasons:

- a. There have been only few studies conducted in the past 14 years regarding children working in footwear manufacture, which is classified as worst forms of child labour in 2004. No projects or monitoring activities are also carried out, with the exception of routine inspections, with a view to preventing child labour.

²⁴ A rapid assessment is an opportunity to collect information prior to designing an intervention; it can also be used to supplement or refine the existing data. A rapid assessment is conducted over a relatively short period and aims to answer a few specific questions. It can draw on any number of techniques including focus groups, participatory observation, key informant interviews, in-depth interviews, or more participatory techniques such as mapping, pile sorts, community mapping, and seasonal calendars <http://www.endvavnow.org/en/articles/1541-rapid-assessments.html>

²⁵ UNWOMEN, 2016; Global Protection Cluster Working Group, 2012; ILO-UNICEF, 2000.

²⁶ ILO-UNICEF (2000), page 10



- b. Children working in footwear manufacturing under worst conditions are still present in the sector despite government planned and prepared action plan for time-bound elimination of child labour in footwear manufacturing . There was news coverage on the child labour in furniture manufacturing in the printed and visual media, including social media, and child workers were observed during the interviews conducted in the urban areas, sites and/or organized industrial zones where furniture are manufactured.
- c. The situation of child labour in the sector must be addressed for rendering Footwear Sector, that is encouraged by Turkey to become open to international competition, more competitive and solutions for the elimination of child labour must be determined. Thus, a potential obstacle for international competition would be eliminated.

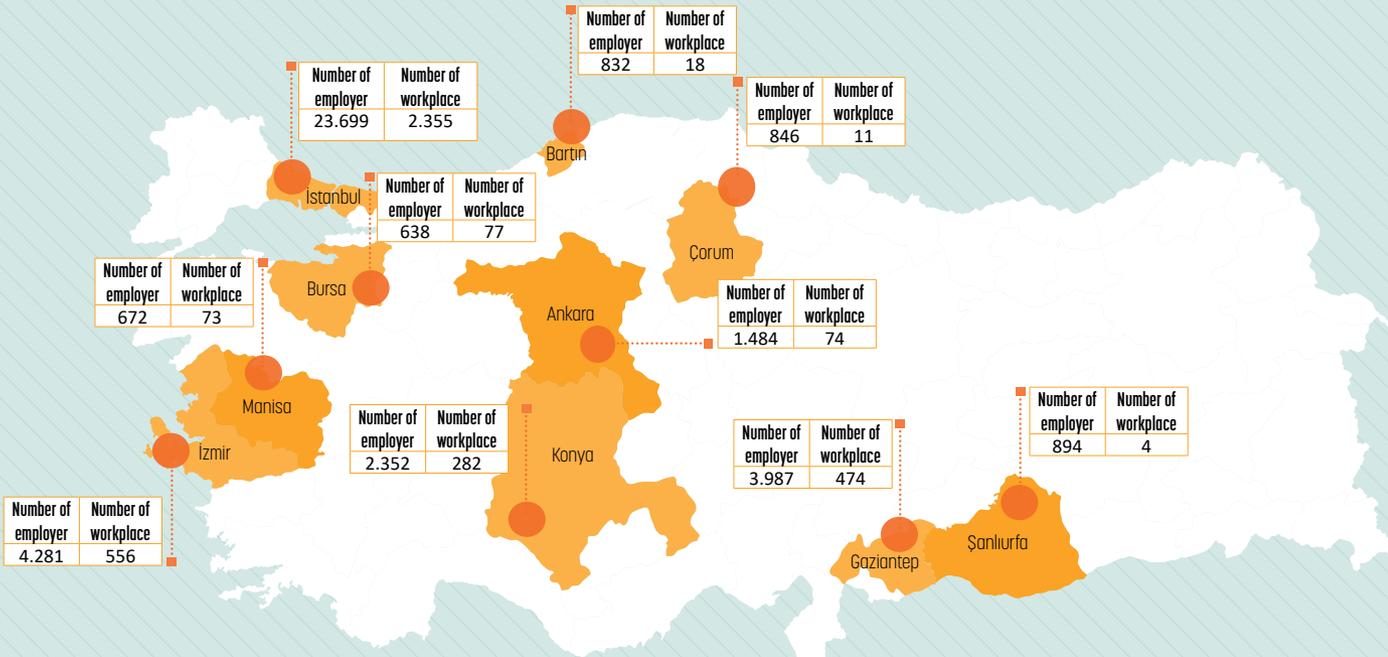
2.2

Field Research

Official up-to-date data on footwear sector indicate that workshops, enterprises and factories of footwear manufacturing are concentrated in İstanbul and İzmir, and that approximately half of entire production takes place in İstanbul. Table 2 demonstrates 10 provinces where the employment rate in footwear manufacturing is the highest in terms of enterprises and workers registered at the Social Security Institution (SSI) with the 15.2 NACE code (Map 1). In accordance with this data, footwear manufacturing is most intensive in İstanbul, İzmir, Gaziantep and Konya. These are followed by Hatay, Isparta, Adana and Trabzon²⁷. In consideration of production size, qualities of enterprises and geographical distribution in these provinces, as well as the limited research period and efficient use of resources (human and financial), it was found appropriate to conduct the field study in İstanbul, İzmir, Gaziantep, Konya, Adana and Hatay provinces (Map 2). Adana and Hatay provinces were selected due to high Syrian migrant population in order to examine how footwear manufacturing reaches out to migrant labour force and the experiences obtained in that aspect.

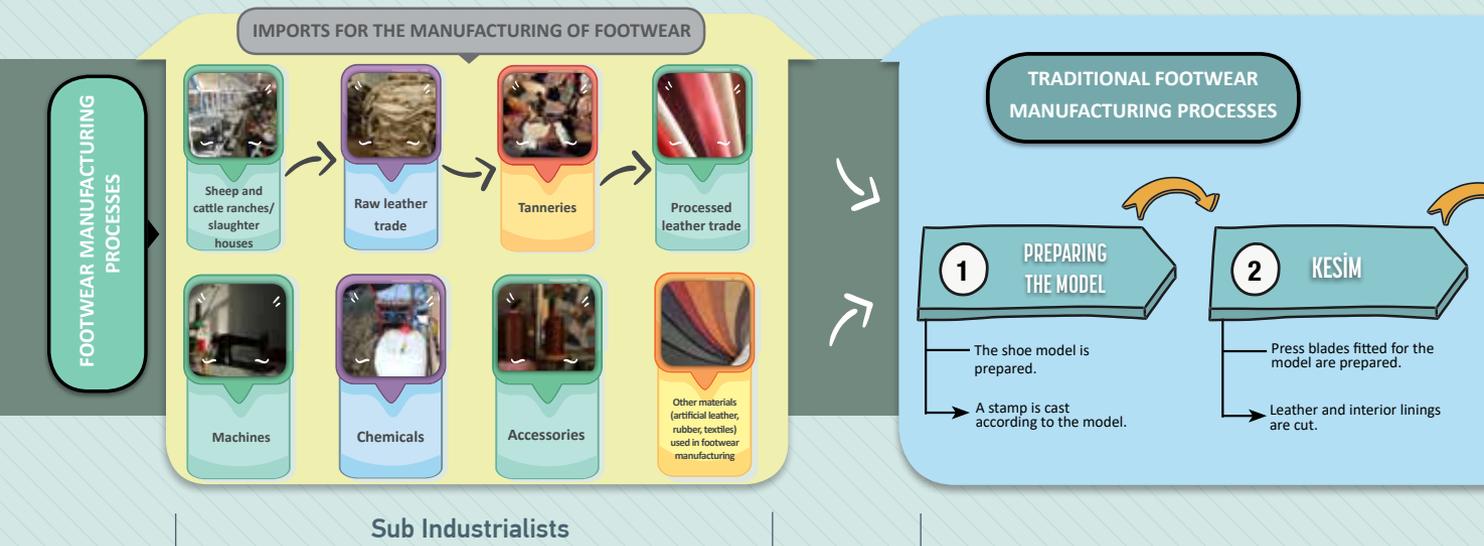
²⁷ Ibid, (2014:22)

Map 1. Top Countries in Footwear Manufacturing in The Turkey



Source: The data was provided by the Social Security Institution to the Development Workshop.

Graphic 2. Footwear Sector and Footwear Manufacturing Processes (Supply Chain)



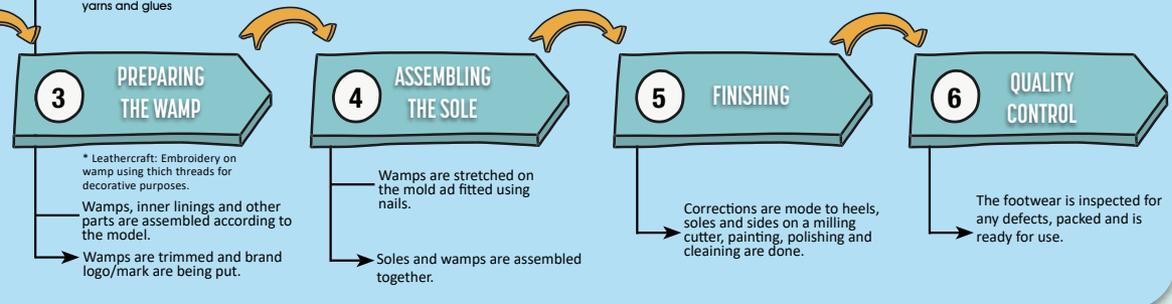


Map 2. Provinces in Turkey where footwear manufacturing are high and field research was done



 Provinces where field research for rapid Assessment was conducted.

Machinery and Tools Used,
 Apart from wamp planter,
 wamp razor and blade,
 sharpener, riffler, oil stone,
 scissors, hammer, marble,
 divider, glue fushing machine,
 bending machine, punch
 machine,blasting cap, pin and
 accessory machine, various
 yarns and glues



Manufacturing

Selling Footwear

Shoe Retailing

- Footwear stores
- Sports shoes stores
- Depermant stores
- Online store
- Other retailers

Salesmen

Table 2. First 10 provinces in Turkey according to number of SSI-insured workers and registered workplaces in shoe, boot, slipper, etc. manufacturing with 15.2 Code²⁸

Number	Province	Number of Workers (a)	Number of Enterprises (b)	Number of Workers per Enterprise (a / b)
1	İstanbul	23,699	2,355	10
2	İzmir	4,281	556	8
3	Gaziantep	3,987	474	8
4	Konya	2,352	282	8
5	Ankara	1,484	74	20
6	Şanlıurfa	894	4	224
7	Çorum	846	11	77
8	Bartın	832	18	46
9	Manisa	672	73	9
10	Bursa	638	77	8

PS: The sorting goes from the highest to lowest number of workers.

2.3

Field Research and Limitations

Due to time constraint and resource limitations, snowball sampling method was used to access key informants and to carry out interviews. The starting point of snowball sampling method is the network of Development Workshop formed as result of the field studies that have been carried out for the advocacy works within the scope of human rights since 2002 in all over Turkey. These studies include the dimensions of child labour, current situation analysis and assessments based on product, region and sector. In brief, the social relations and communication with employers, employees, local level actors that the Development Workshop has been maintaining for the last 15 years have been used. The research also appealed to the support and facilitation of experts, academics and volunteers that the Development Workshop has known, worked and cooperated with in various projects and fieldworks.

Certain topics have been addressed during the field interviews to understand the situation of child labour. A series of issues constitutes the major themes of the interviews such as; the workforce profile in labour-intensive stages of footwear manufacturing, the stages the employees go through to be entitled to apprenticeship, traineeship and master craftsman levels and the duration of these stages, the size of enterprises in furniture manufacturing and the network of relations existing between these enterprises, how

²⁸ Compiled from the data provided by Social Security Institution on a CD on 5 February 2018 upon request by the Development Workshop.

child labour emerges and at what stages of manufacturing children are employed, the tools and machineries used during the work, health and safety hazards and threats to be faced, and how the Syrian and other migrant children are engaged in footwear manufacturing.

The aim of the rapid assessment stage is to identify the current status of child labour in footwear industry and to study how Syrian migration affects the status of child labour in footwear production. For this purpose, methods such as:

- (a) desk-review (reports, news, theses, visuals, videos),
- (b) in-depth and face-to-face interviews with the actors of the industry,
- (c) direct observations in workshops, enterprises and factories producing footwear,
- (d) mapping of the supply chain,
- (d) photos taken with permission in footwear enterprises and workshops observed,²⁹
- (e) consultation meeting held with the actors of production were used in the research.

a. Desk-review: The reports, articles, dissertations, master's and doctoral theses, project reports and fact sheets prepared in the last 20 years on child labour in footwear industry were compiled, media news were examined, videos related to the subject were viewed and the information and data obtained from all these sources were analysed.

In-depth interviews: A total of 52 semi-structured face-to-face interviews were conducted in line with the questions prepared beforehand (Annex 1) with actors of the footwear industry in provinces of İstanbul, İzmir, Konya, Adana, Hatay and Gaziantep where footwear is heavily produced; owners of small-, medium- and large-sized workshops and enterprises having agreed to participate in the research and the employees working in these enterprises (Table 3). Due to time constraint and budget limitations, the field study was ended when the interviews conducted reached a certain number and saturation.

Table 3. Distribution of in-depth interviews by provinces and actors

Actors	Konya	İstanbul	Adana	Hatay	Gaziantep	İzmir	Total
Footwear manufacturer	3	3	2	3	3	1	15
Footwear-vamp manufacturer	2	4	2	2	3	3	16
Non-governmental organization	1	2	1	-	-	3	7
Chamber of merchants and craftsmen	1	2	1	1	2	-	7
Public institution	2	-	-	1	-	2	5
Other	-	-	-	1	-	1	2
Total	10	11	6	8	8	9	52

²⁹ Photos were taken deliberately without focusing on the children's faces and distinctive features details and they are preserved in the institutional archive of Development Workshop in accordance with the principle of privacy.

- c. **Observations in areas of footwear production:** Visits were paid to small, medium and large sized workshops, enterprises and workplaces manufacturing footwear. Upon consent by the owners of the workshops and workplaces but without prior appointment, instantaneous manufacturing and working processes and the working conditions of the children were observed on site without audit and inspection purposes. Photographs were taken, observing the privacy of persons at the workshops and workplaces who consented to taking such photos³⁰.
- d. **Mapping of the supply chain:** The map of the supply chain process showing all stages of footwear manufacturing from production to consumption was prepared and visualized using the existing written sources and face-to-face interviews, and annexed to the report.
- e. **Consultation meeting:** A round table meeting was held in Ankara on 22nd of November 2018 with the participation of the actors of footwear industry and UNICEF during which the findings of the rapid assessment were shared and discussed. The feedback, information and assessment of the participants regarding the subject were reflected in the report.

The main limitations of rapid assessment study and field research are as follows:

- a. Since most of the research conducted and reports published on footwear industry and footwear manufacturing focus on issues such as production, machinery use, export, competitive power, capacity use and marketing in the industry and therefore, these studies do not have sufficient data, information or analysis in on workforce processes such as worker profile, occupational health and safety including child labour. There is no impact assessment report regarding activities done within the context of time-based policy framework.
- b. Likewise, the reports prepared on a provincial level have limited data and information on labour force.
- c. According to the 2016 Household Labour Force Survey, 44.3 percent of the employees working in the manufacture of leather and derived products (NACE code 15) are unregistered³¹. Due to widespread informal employment in the sector, enterprise owners, company managers and representatives interviewed during the field research were sometimes hesitant and reluctant to share information. The information and data sharing by public institutions was very limited at local level.
- d. During the field study, visits to footwear manufacturers were planned with the aim of observation; however, especially some large-sized enterprise owners did not give permission for observations to be made in their enterprises.

³⁰ The photos were taken without any focus on especially children's faces and distinctive characteristics and are stored in the institutional archive of the Development Workshop in accordance with the principle of privacy.

³¹ Specially produced using the micro data of the 2016 Household Labor Force Survey conducted by the Turkish Statistical Institute (TurkStat).



- e. One of the main limitations of this study is that the data presented is not representative but descriptive only about the targeted people researched. Rapid assessment technique recognizes this limitation and it aims to ensure that phenomenon or the actual situation is understood.

During the data gathering and presentation of the findings, the research has adhered with the ethical guidelines of UNICEF³² and the research bears no conflict of interest between the persons, institutions involved in the data collection process and the personnel of DW and independent consultants.

³² Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis, and the UNICEF Strategic Guidance Note on Institutionalizing Ethical Practice for UNICEF Research





Chapter 3

Current Situation
of Child Labour in
Footwear Industry
Findings of the Rapid
Assessment

In this chapter of the rapid assessment report, findings regarding the current situation of child labour in footwear industry are evaluated. It is pointed out that child labour plays a vital role in providing labour force in footwear industry and that migrant children are employed to overcome the challenge of limited supply of labour due to extension compulsory education years to 12 years. The existing structure regarding the acquisition or provision of occupation in the industry requires children to work with a master at very early ages. There have been limitations in labour force in the recent years as difficulties appear in the integration of children into manufacturing through vocational high schools and formal apprentice training. It is not possible for children working in the industry to be associated with a vocational training institution due to the prevalence of informality and insufficiencies regarding standards of health and safety at work. Child labour is prevalent in footwear manufacturing where children start to work at early ages to learn a profession and/or earn money. Furthermore, the hazards and risks regarding occupational health and safety due to dangerous nature of footwear manufacturing, have a highly negative impact on children's body, development and mental health. In this chapter of the report firstly, the structure of footwear manufacturing and production relationships are defined and then the situation of child labour in footwear industry is discussed.

3.1

Footwear Manufacturing in Turkey

Although footwear industry in Turkey has such advantages as quality production and proximity to big markets, its export potential is not sufficiently utilized due to structural problems such as the dominance of small workshop type production, existence of unqualified labour force, lack of standard and quality in the footwear subsidiary industry entries and competition in importation. In the 1990s, increased exports from Turkey to the Russian market were highly affected by the economic crisis in Russia and the export to Russia began to decline in the late 1990s. However, since 2002, the industry has started to recover and exports which were worth 395.6 million USD in 2010 amounted to 670.4 million USD in 2015. While Turkey performs only 0.49 percent of world's footwear exports, footwear is mostly manufactured for domestic market consumption. The main countries to which Turkey exported footwear in 2015 were Iraq, Russia, Germany, Saudi Arabia and England.

While Turkey's footwear imports amounted to 28,1 million USD in 1994, they increased at a record level in 1997, reaching 135,2 million USD immediately after the Customs Union agreement with the European Union (EU). In 2002, footwear imports from both EU and Far East countries increased compared to the previous year. In this period, footwear imports were worth 116 million USD. Although the imports which declined during the economic crisis years in the country, increased steadily after 2002, they amounted to 794,5 million USD in 2015 with a decrease of 16.7 percent compared to the previous year.

The most important reason for the growth of Turkey's footwear imports over the years is the resetting of customs duties imposed on EU countries with the Customs Union Agreement between the EU and Turkey and a discount rate of about 60-70 percent in the existing customs duties applied to third countries with the adoption of the common customs tariff (CCT) of the EU (Ministry of Economy, 2016).

Although there is no official data on the number of companies and the size of labour force in the footwear industry in Turkey, the data of TURKSTAT and Social Security Institution (SSI) offer a variety of statistics regarding the enterprises and labour force registered in the industry. What is indeterminate is the number of unregistered enterprises and labour force working in the industry. The data in the Employer's Guide on the Manufacture of Leather and Derived Products in terms of the Social Security Legislation in Footwear and House Slippers Industry prepared by SSI points out that less than 20 employees work in 90 percent of these enterprises and that 32 percent of those employed in the industry work in enterprises employing less than 20 employees. While the rate of unregistered employment in the industry (NACE Code 15) was 51 percent in 2011, it dropped to 34 percent in 2013 (Social Security Institution, 2015). As seen in Table 14, the number of employees working in the manufacture of leather products with NACE code 15 was 139 thousand in 2016 and 44.3 percent of these were unregistered.

Table 4. 2016 TURKSTAT Household Labour Force Survey, Manufacture of Leather Products with NACE Code 15

Male	Registered	Unregistered	Total
1. Paid, salary or wage worker	56440	45580	102000
2. Employer	7063	828	7891
3. Self-employed	3168	2808	5976
4. Unpaid family worker	160	1767	1927
	66831	50983	117794
Male	Registered	Unregistered	Total
1. Paid, salary or wage worker	10180	5314	15500
2. Employer	173	0	173
3. Self-employed	262	2019	2281
4. Unpaid family worker	144	3627	3771
	10760	10960	21725
Male	Registered	Unregistered	Total
1. Paid, salary or wage worker	66620	50894	117500
2. Employer	7236	828	8064
3. Self-employed	3430	4827	8257
4. Unpaid family worker	304	5394	5698
	77590	61943	139519

According to the 2017 data of the Social Security Institution, there are 44970 employees and 4350 enterprises registered in the manufacture of products such as footwear, boot and slipper (NACE Code 15.20) (Table 5, Table 6). Most of the enterprises operate in İstanbul, İzmir and Gaziantep and 53 percent of these are situated in İstanbul. Other important cities manufacturing footwear include İzmir, Konya, Bursa, Ankara, Manisa, Denizli, Adana, Malatya and İskilip district of the province of Çorum³³.

Table 5. Number of SSI-Insured Workplaces in the Footwear Industry in Turkey (2013-2017)³⁴

NACE Code	NACE Definition	2013	2014	2015	2016	2017
15.2	Manufacturing of footwear, slipper, boot etc.					
15.20	Manufacturing of footwear, slipper, boot etc.					
15.20.15	Manufacturing of leather footwear, boot, heavy shoes, slipper etc. (except for those produced entirely from textile, orthopedic footwear and ski boots)	3292	3281	3161	3082	3135
15.20.17	Manufacturing of plastic or rubber footwear, boot, heavy shoes, slipper etc. (except for those produced entirely from textile, orthopedic footwear and ski boots)	270	263	263	267	276
15.20.18	Manufacturing of footwear, boot, heavy shoes, slipper etc. from textile or other materials (except for those produced from leather and plastic or entirely from textile, orthopedic footwear and ski boots)	151	145	145	151	158
15.20.19	Manufacturing of the leather parts of footwear or footwear parts (except for rubber, plastic and wooden parts) (including the manufacturing of footwear-vamp and bottom parts, heels etc. and vamp activities)	673	659	659	781	781
Total		4386	4348	4228	4281	4350

³³ Ministry of Economy, (2016:1)

³⁴ Compiled from the data provided by Social Security Institution on 5 February 2018 upon request by the Development Workshop.



Table 6. Number of SSI-Insured Workers in the Footwear Industry in Turkey (2013-2017)³⁵

NACE Code	NACE Definition	2013	2014	2015	2016	2017
15.2	Manufacturing of footwear, slipper, boot etc.					
15.20	Manufacturing of footwear, slipper, boot etc.					
15.20.15	Manufacturing of leather footwear, boot, heavy shoes, slipper etc. (except for those produced entirely from textile, orthopedic footwear and ski boots)	32563	32971	31925	31871	32665
15.20.17	Manufacturing of plastic or rubber footwear, boot, heavy shoes, slipper etc. (except for those produced entirely from textile, orthopedic footwear and ski boots)	5250	5351	5387	5816	5928
15.20.18	Manufacturing of footwear, boot, heavy shoes, slipper etc. from textile or other materials (except for those produced from leather and plastic or entirely from textile, orthopedic footwear and ski boots)	1110	1122	1114	1276	1274
15.20.19	Manufacturing of the leather parts of footwear or footwear parts (except for rubber, plastic and wooden parts) (including the manufacturing of footwear-vamp and bottom parts, heels etc. and vamp activities)	4790	4599	4673	4745	5103
Total		43713	44043	43099	43708	44970

According to the data shared by the Social Security Institution on February 5, 2018 upon the request of the Development Workshop on the size of the enterprises and the number of registered employees working in the manufacture of footwear as of December 2017; 23 percent of the registered workers are employed in enterprises where *9 or fewer people work*, while 12.7 percent are employed in enterprises where *10-19 people work* and 10.6 percent are employed in enterprises where *20-29 people work* (Table 7). These data show that footwear is still manufactured in small- and medium-sized enterprises.

³⁵ Compiled from the data provided by Social Security Institution on 5 February 2018 upon request by the Development Workshop.

Table 7. Size of Footwear Manufacturing Workplaces and Number of SSI-Insured Staff in Turkey (December 2017)³⁶

Size of workplace	Number of SSI-Insured Staff	Distribution (%)
1 person	1094	2.4
2-3 people	2886	6.4
4-6 people	3664	8.1
7-9 people	2897	6.4
10-19 people	5728	12.7
20-29 people	4782	10.6
30-49 people	6032	13.4
50-99 people	5546	12.3
100-499 people	8465	18.8
500+ people	3876	8.6
Total	44970	100

3.1.1 Research on Footwear Industry: Findings on Industry and Labour Force Structure

There is limited amount of research on labour force structure and characteristics of the workplaces in the footwear industry in Turkey. Most of the existing research (Eastern Mediterranean Development Agency (DOĞAKA), 2014; Ministry of Economy, 2016; İstanbul Chamber of Industry, 2004; İstanbul Chamber of Commerce, 2013) focuses on the structure of the export and imports in the industry; therefore, it is not possible to obtain information regarding labour force, enterprise structure and the production networks among enterprises. The number of studies that display the widespread unregistered employment, labour-intensive production and the structure of small-scale production in the industry is also limited (Güler-Müftüoğlu, 2000, Özçörekçi and Öngür, 2005, MoLSS Labour Inspection Board, 2006). When the structure of footwear manufacturing enterprises is examined, it is seen that there is still a dominance of traditional production, small- and medium-sized enterprises are widespread and the education level of the employees is low.

In the report prepared in 2009 for *Identifying the Need for Training in Footwear Industry* in Adana (Adana Chamber of Commerce, 2010), it was identified that some of the companies and workshops operating in footwear industry were registered in Adana Chamber of Industry and Adana Chamber of Commerce while some were registered in

³⁶ Compiled from the data provided by Social Security Institution on 5 February 2018 upon request by the Development Workshop.

more than one institution. For example, only 20 percent of the 623 enterprises registered in Adana Chamber of Footwear Manufacturers operate in footwear manufacturing. 88 percent of the manufacturers in Adana use traditional production methods. It was found that 4 percent of these manufacturers used both traditional and injection methods while 8 percent used only the latter. According to that report, 33 percent of those employed in the manufacture of footwear in Adana in 2009 work in vamp while 31 percent work in gluing shoe tread, 17 percent in cutting and 9 percent in the finishing stage. It is seen that 88 percent of the workers do not have a vocational certificate for apprenticeship, traineeship or master craftsman. It was determined that the working conditions in the Saryakup neighborhood of Seyhan district, where there is intensive production, do not have a decent standard and the workers are exposed to serious dangers and risks regarding occupational health and safety.³⁷

According to the field study conducted in 2013 in Konya within the scope of the *Research on Footwear Industry Machine-Equipment Inventory*, there were nearly 1800 enterprise owners in footwear industry including manufacturing and subsidiary industries. About a thousand of these were manufacturers. 100 of these manufacturers were factories, while 300 were half-mechanized medium-sized enterprises, 200 were small-sized enterprises and 400 were vamp workshops. The rest were operating in the field of sale, repair and retail. 12-15 thousand people were employed in the whole industry. When the education level of the labour force in this industry is examined, it is seen that 60 percent were primary school graduates, 25 percent were secondary school graduates, 10 percent were graduates of high school and equivalent schools, and 5 percent were university and vocational high school graduates (Mevlâna Development Agency, Konya Chamber of Footwear Manufacturers, 2013).³⁸

236 companies were examined within the scope of *Antakya Footwear Manufacturing Sectoral Survey* conducted in cooperation with the Eastern Mediterranean Development Agency and Antakya Chamber of Commerce and Industry in 2011. 95 percent of these companies were private. In approximately 62 percent of these enterprises, 5 or fewer people work. The rate of enterprises where 6-10 people are employed was 30 percent while the rate of enterprises where more than 10 workers are employed was 8 percent. Regarding the education level of the employees in footwear manufacturing, it is seen that 9.6 percent are not literate whereas 2.7 percent are literate, 58 percent have completed primary education, and 17.5 percent have a high school or university degree (Özgülbaş, Koyuncugil, 2011, pp.91-93).³⁹

³⁷ Adana Chamber of Commerce (2010), Identifying the Need for Training in Footwear Industry and the Industry Report, Prepared by Cenk Kadeş, <http://www.adana-to.org.tr/WebDosyalar/Yayinlar/SektorRaporlari/ayakkabıcılık-sektör-raporu.pdf>

³⁸ Mevlana Development Agency, Konya Chamber of Footwear Manufacturers (2013), TR52*13-TD01/11, Research on Footwear Industry Machine-Equipment Inventory, <http://www.mevka.org.tr/Yukleme/Uploads/DsyxeqqkR7202017101004AM.pdf>

³⁹ Nermin Özgülbaş, Ali Serhan Koyuncugil (2011), Antakya Furniture and Footwear Manufacturing Sectoral Survey, Eastern Mediterranean Development Agency, Antakya Chamber of Commerce and Industry, p:91-93,

In Gaziantep, the Chamber of Footwear Manufacturers has 1500 registered members . 500 of these members manufacture footwear. 300 members are located in the Footwear Industrial Estate and the rest is in the Organized Industrial Zone and Nizip Street. Most of the footwear manufactured in Gaziantep are sold domestically (Gaziantep Chamber of Commerce, 2011, page 10).⁴⁰ The share of the province in footwear exports in 2017 was almost 15 percent (Gaziantep Chamber of Commerce, 2017).⁴¹

The MoFLSS Labour Inspection Board carried out Occupational Health and Safety Project Inspection in Workplaces Manufacturing Footwear, Vamp, Saddlery and Leather Ready-to-Wear in 1024 workplaces in 23 provinces between 2005 and 2006 with participation of 36 labour inspectors (MoLSS, 2006). 10 most encountered problems in the workplaces observed during the inspection are as follows:

1. There exists no material safety fact sheet for the chemicals used.
2. Employees performing heavy and hazardous works have not gone through medical examination.
3. There exists no local ventilation system in the sections where adhesive is used.
4. Employees have not gone through laboratory examination in terms of organic dissolvent.
5. The electrical wiring is not periodically checked.
6. Employees have not been trained regarding danger of fire.
7. No risk assessment has been conducted.
8. Employees have not been trained on occupational health and safety.
9. Electrical devices do not have safety grounding.
10. Pressured doors are not periodically checked.

The data and studies regarding the footwear industry show that unregistered employment is prevalent in the manufacture of footwear and manufacturing takes place in small-sized enterprises and risky environments in terms of occupational health and safety. It is important to note that the prevalence of both unregistered employment and small-scale production means that child labour is mostly encountered in these enterprises. Furthermore, children employed in these enterprises work in an environment constituting serious hazards and risks even for adults.

http://www.investinhatay.com/Icerik/Dosya/www.investinhatay.com_61_V03C13CN_Antakya_Mobilya_ve_Ayakkabıcılık_Sektorel_Arastirmasi.pdf

⁴⁰ Gaziantep Chamber of Commerce (2011), Footwear Sectoral Research Report, p:10, (<http://www.baltalimani.com/pdf/ayakkabisektoru.pdf> Date of Access: 04 January 2018)

⁴¹ <http://www.gso.org.tr/userfiles/file/Sayfalar/Ayakkabi%20Sektörü.pdf>

3.1.2 Phases of Footwear Manufacturing

All types of footwear made of leather, rubber and plastic raw materials, except for socks, are called footwear. Shoes, boots, sandals, ankle boots, sports shoes, boots and slippers fall within this scope. This includes all objects that have a sole designed to cover and protect the foot such as separately sold pieces like vamps, interior lining sole, outer sole and materials used in footwear making (leather, coated leather, textile materials and all other materials).⁴² Footwear is made of two components: vamp⁴³ and sole. Vamp is the upper piece of footwear except for its sole. Sole is the piece that constitutes the bottom of footwear and is made of such materials as leather, polyurethane, cork, rubber, plastics etc. (Akyol, 2016: Konya Chamber of Commerce 2017).

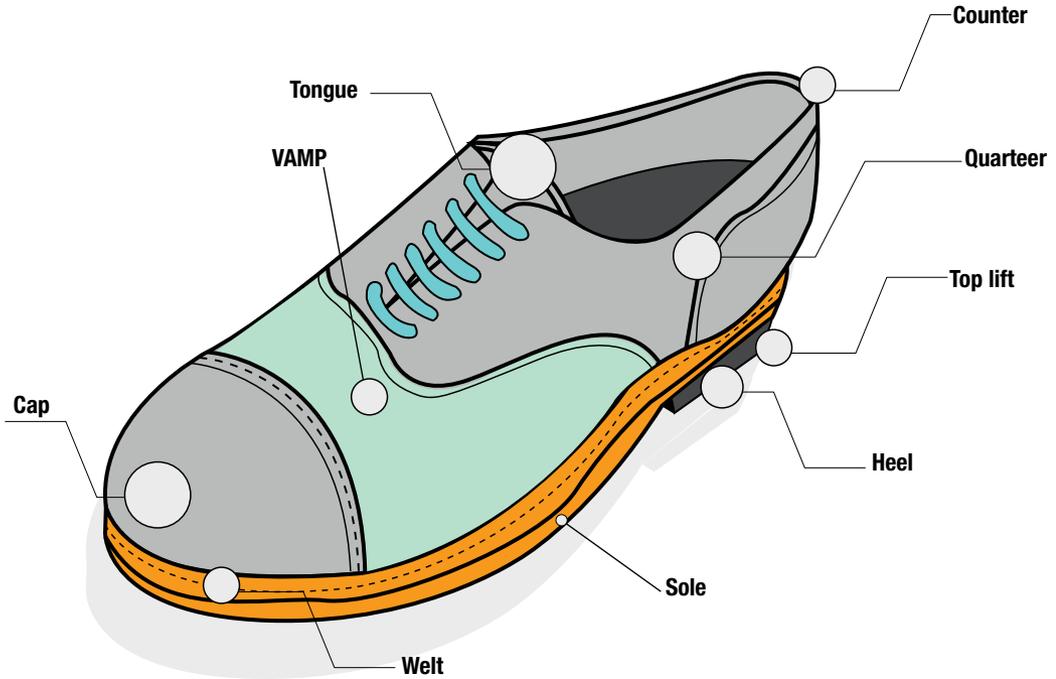
There are two basic methods of footwear manufacturing in Turkey; traditional method and injection method. Most of the manufacturing is made with traditional method and, in this method of production, the vamp constituting the upper part and the sole of the footwear are manufactured separately and then these two pieces are assembled using adhesive, stitching or injection methods. However, in injection method, all footwear is manufactured using machines. While it was observed that child labour is more prevalent in traditional manufacturing method, child labour was not observed during the field study conducted at machine-intensive manufacturing enterprises and in registered workplaces.

In traditional manufacturing method, vamp is primarily manufactured by contracted (outsourced) vamp manufacturers. These workshops operate in a network of sub-contractors and the structure of these workshops varies depending on the province they are located in and the features of footwear they manufacture. In some cases vamp is manufactured in workshops employing 4-5 persons whereas, there are also vamp workshops employing 100 persons. Informality is prevalent in these vamp workshops. Most of the child labour are seen in these workshops. Children who start to work in vamp workshops as apprentices or trainees actually work in many stages of footwear manufacturing and, as they grow older, they start to perform more complicated works that require craftsmanship.

⁴² Footwear Manufacturer (Level 4) Professional Standard (Official Gazette, 30 July 2013, Issue: 28723)

⁴³ The pieces of footwear stitched together except for the sole of the footwear is called vamp.

Figure 3. Footwear and its pieces⁴⁴



Footwear manufacturing is consisted of six stages:

- (1) preparing the model,
- (2) cutting for the model,
- (3) preparing the vamp, (if needed, leathercraft must be made at this stage)
- (4) assembling the sole,
- (5) finishing works⁴⁵,
- (6) quality control and packaging.

The first stage of footwear manufacturing is preparing the model of footwear to be manufactured. Cardboard or plastic patterns suitable for this model are prepared. After this stage, the upper piece of the footwear, i.e. vamp, from whichever material the footwear is to be manufactured are being cut. At the third stage, the assembly of the leather-crafted and cut materials using adhesives and stitching machines are done. If needed, leathercraft works are applied to vamps and accessories are mounted. Then, the

⁴⁴ Akyol, Nihal Gokkaya (2016) Ayakkabı İmalatı Yapılan İşyerlerinde İş Sağlığı ve Güvenliği Risklerinin Tespiti ve Kimyasal Maruziyetin Belirlenmesi, Dissertation on Occupational Health and Safety, Ministry of Labor and Social Security Directorate General of Occupational Health and Safety (<https://www.csgb.gov.tr/media/5093/nilaygokkayaakyol.pdf>)

⁴⁵ Adjustments to the heel, sole and sides of the footwear and the dyeing and polishing works to improve the usage characteristics, to prolong the usage time and enhance the quality of the footwear.

vamps are molded, the sole is attached and assembled. This stage is performed generally by young or adult masters manually for leather footwear or by injection molding machine for artificial leather, sports shoes or slippers. At the fifth stage, the cleaning, removal of threads, dyeing, polishing etc. works are performed on the footwear assembled to its sole. This is called finisaj or finishing works. Finally, the quality of all footwear is controlled and they are packed as classified per their sizes. (DOĞAKA, 2014; ILO, 2018)

Children work in almost all stages of footwear manufacturing. They work in carrying the vamp pieces after the footwear model is prepared and the vamp pieces are cut, in classifying and distributing them to the workers to work on the vamp and, in the vamp manufacturing stage, cutting the sides of the vamp, applying adhesive on folding of the vamps and even in stitching the vamps, especially those of sports shoes and slippers. When children become trainees as they grow up, they perform the stitching of natural leather vamps. Mostly young and adult workers work on the machines for assembling of vamps to the soles. The cleaning, dyeing, polishing and packaging works in the final stage of footwear manufacturing are performed by child and young workers.

The stages of footwear manufacturing explained in details above are important in understanding how the children are engaged in this manufacturing in the context of apprentice, trainee and master craftsman. As a matter of fact, it is emphasized in this report that apprenticeship is vital in most of the manufacturing stages as a method of learning the occupation. Accordingly, it becomes evident in which stages of footwear manufacturing the children are mostly employed and what are the key points of interventions for combatting child labour.

3.1.3 Enterprise Structure and Labour Force Demand in Footwear Industry

The current structure of business in footwear sector is important in defining the characteristics of labour force demand and in determining in which enterprises the child labour is especially high. Besides, the analysis on how enterprises of different sizes are connected to one another is important in understanding the prevalence of child labour in the supply chain. Rapid assessment study shows that there are enterprises of various sizes in the sector and these enterprises are linked functionally from time to time. The footwear supply chain consists of three segments: (i) companies that provide supply to manufacturers (such inputs as leather, fabric, chemicals, machinery, accessories, thread, dyes etc.) (ii) those manufacturing footwear, (iii) those who sell the manufactured footwear to the consumers.⁴⁶

⁴⁶ For details, see Footwear Manufacturing: Parts of Footwear, Manufacturing Technologies, Manufacturing Methods, Manufacturing Stages, Actors Graphic

The types of companies manufacturing footwear can be divided into three groups:

- a. *Factories*: these are fully mechanized enterprises where manufacturing is performed completely using machineries within a factory system.
- b. *Manufacturers*: these are semi-mechanized enterprises which manufacture using machines and manual tools partially
- c. *Workshops*: these are enterprises that manufacture mainly by using manual labour. Most of the vamp workshops are this type of enterprises (Özgülbaş, Koyuncugil, 2011).

Besides, there is more than one manufacturing typology during the manufacturing process;

- a. **The whole process takes place in a single workshop or enterprise**; usually in large scale enterprises that also employ their own vamp teams. These large-scale enterprises are registered and usually have formal employment practices. Only a few enterprises of this type are active in Turkish footwear industry.
- b. **The production process takes place in different workshops or enterprises**: In general, brands or medium-scale enterprises outsource all or some parts of the manufacturing process to smaller contractors. Since, this type of manufacturing method connects multiple enterprises together, it facilitates the integration of informal production with the formal production practices.
- c. **Only vamp manufacturing and related leatherwork takes place outside the larger manufacturer**: This method is quite common in footwear manufacturing. Vamp manufacturing and leatherwork takes place in small workshops, sometimes accessorizing and embroidering are undertaken by women working from home. These vamp workshops are generally informal enterprises; child workers in shoe manufacturing are most frequently employed by these workshops.

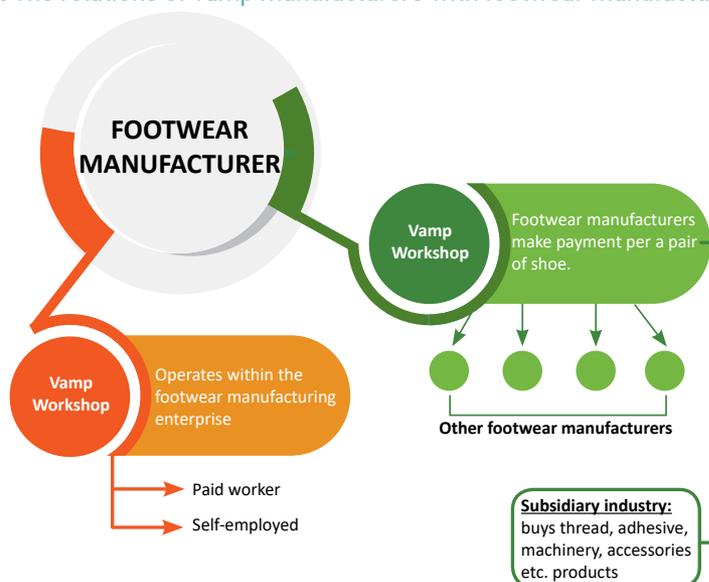
Although the enterprise structures vary in footwear sector, the factories that manufacture in large volumes and large-scale manufacturers are generally established as companies and they are registered to Chambers of Industry and/or Trade. It can be said that automation is more widespread in large-sized enterprises and they represent the formal sector. However, medium- and small-sized manufacturers and workshop owners are individual entrepreneurs and they are registered to Chamber of Artisans. In the interviews carried out during the field research, it was stated that small-sized and under-the-counter footwear manufacturers and vamp manufacturers mostly do not have any registration to a professionals organization. These enterprises constitute the informal part of the sector.

The contract manufacturing in footwear industry is widespread in vamp manufacturing. The vamp manufacturing is mostly outsourced to vamp workshops by the enterprise. The vamps are manufactured in these workshops for payments called çift başı (per pair). Those who mastered the skills in vamp manufacturing have their own team of workers and open their own workshops and, thereby, become a part of the supply chain of con-

tract manufacturing. There is a widespread opinion in the sector that a person cannot be considered as master until opening own workshop. Vamp manufacturing takes place in three different manufacturing typologies in general:

- Vamp manufacturers working in the footwear manufacturing enterprise:* These vamp manufacturers are permanent workers of the enterprise who work for a monthly wage and has social security if the employer registers the workers officially. The teams of such manufacturing craftsmen are also permanent workers of the company and their wages are paid by the company.
- Vamp manufacturers working in the facilities of footwear manufacturing enterprise but for their own accounts:* This type of vamp manufacturers primarily meets the vamp need of the footwear manufacturing enterprise they are located in and in their spare times they produce vamp to other enterprises. The vamp manufacturers in these enterprises work at their own account and they get paid per pair of vamps. The master craftsman establishes a team and pays workers' wages directly. These vamp manufacturers make a verbal agreement with footwear manufacturer on how to share the manufacturing costs such as rent, electricity and other utilities.
- Vamp manufacturers working for their own accounts:* This type of vamp manufacturers works in a place independent of the footwear manufacturers. The master craftsman establishes a team, gets the orders from the footwear manufacturers and makes own organization for manufacturing these orders. At times when the amount of order is excessive, they increase the number of workers and extend the working hours and days. If they have difficulty in preparing the orders on due date, they seek support of other vamp manufacturers.

Graphic 4. The relations of vamp manufacturers with footwear manufacturers



Vamp manufacturers generally work with a team of 4-5 persons- except for manufacturing of vamps for sports shoes. There are children (apprentices as called by masters) and young persons (trainees as called by masters) working under the supervision of vamp master craftsman. Almost all of the apprentices who are not registered to a vocational training center are child workers. The vamp workshops are located in organized places in urban areas, in one or two rooms at a business block or in the basements of the apartments. It was stated that almost 90 percent of these workshops are informal and most of them are not registered to a tax office or a Chamber of Artisans.

It was observed that women are also involved in vamp manufacturing. It was seen that some shoe manufacturers employ women in home-based production to assemble buckles and other accessories on the vamps, especially for the manufacturing of slippers and shoes. The informality within the contract manufacturing system extends to women who carry out manufacturing at their homes.

3.2

Current Situation of Child Labour in Footwear Manufacturing

Employment in footwear manufacturing starts at childhood ages and it is an occupation that is handed over from fathers to their sons. Acquiring the skill for footwear manufacturing requires long years of training. In this process from apprenticeship to craftsmanship, the children start to work at very early ages with a mentality of 'as the twig is bent, so grows the tree'. Children start to work by performing simple tasks such as serving tea, sweeping the floors, courier works and, later on, they are included to manufacturing process and continue towards craftsmanship. It is a widespread opinion and work practice that footwear manufacturing cannot be learned after the age of 17-18 and working in this profession shall begin from the age of 12. In this context, child labour is not just a method of earning income for families but also the main strategy for providing labour force to footwear manufacturing industry.

Children are involved in almost all stages of footwear manufacturing especially in the labour-intensive manufacturing in informal enterprises. It is seen that the Syrian migrant labour has been integrated in this manufacturing process in the recent years and Syrian migrant children provide significant labour supply in footwear manufacturing. During the field work of the rapid assessment carried out in Konya, İstanbul, Adana, Hatay, Gaziantep and İzmir, it was observed that employment of Syrians and especially Syrian migrant children in footwear manufacturing becomes widespread since that created an opportunity for the employees in order to lower down the labour costs. This chapter of the report describes the scope of child labour in footwear manufacturing, the reason why children work, the employment processes, migrant child labour, working conditions, wages, occupational health and safety, and informality in the sector.

3.2.1 Why and How Children Employed in Footwear Manufacturing?

Footwear manufacturing is still a labour-intensive type of manufacturing based on traditional manufacturing relations. Although mechanization has become widespread within this process, footwear manufacturing and especially vamp manufacturing remain to be an occupation that demand labour-intensive and skilled labour force. The footwear manufacturing, especially for the sports shoes, has been mechanized; however, the vamp manufacturing which is considered to be the backbone of footwear manufacturing is performed manually and this requires craftsmanship and the skills that are acquired in this process. It is stated that footwear manufacturing is a profession that is learned through master-apprentice relations and, therefore, requires starting to work at very early ages. Almost all workers start to work at very early ages like at the age of 10-12, as *apprentice*.⁴⁷

I started as apprentice in 1982. I was 9-10 years old then. I dropped out of school at 3rd grade. We had just arrived from Mardin and I used to sell bagels. A master craftsman invited me to joint him and work together, and that is how I started to work. There were many apprentices at those times.

A child who starts to work in footwear manufacturing is called apprentice by the master craftsman. These apprentices are not registered to a vocational training center. After working in the footwear manufacturing for 4-6 years an apprentice becomes an informal trainee and he becomes a master craftsman after working for 6-8 years. It was emphasized that this occupation is handed over from fathers to their sons, children learn the occupation from their fathers and all members household in crowded families work together in footwear manufacturing.

One of the interviewees tells his experience in the profession as follows:

I started vamp manufacturing in 1980 when I was 7 years old. I removed threads, I served drinks, I did all almost all tasks. Then I became a trainee. In 1989, I became a master craftsman in vamp manufacturing. I opened my own workplace and started manufacturing in 1995. It was 22 years ago.

During the interviews made within the scope of the research, most of the interviewees described the process from apprenticeship to craftsmanship almost the same. Therefore, child labour is one of the basic realities of footwear manufacturing. Although it was shared that there is no longer child labour in modern and automated factories, child labour is still widespread in small and vamp manufacturing workshops where most of the manufacturing takes place. The news coverages in the media about the strike in

⁴⁷ The term of **apprentice** is used not for an apprentice registered to a vocational training center, but for a child who started to work in footwear manufacturing recently and worked just for a little period.



August-September 2017 by vamp craftsmen to protest the low wages also raised the issue of child labour in footwear manufacturing. The child workers also supported these strikes for wage increases.⁴⁸

Saya işçileri ve çocuk işçiler



Vamp workers and child workers. The protest of vamp manufacturing workers started in Adana is spreading.

Source: <https://www.alevinet.com/2017/09/23/saya-iscileri-ve-cocuk-isciler/>

The stages of profession from apprenticeship to traineeship and from traineeship to master craftsman status was significantly affected from the changes in the education system of Turkey in 1997. This changed the situation in apprenticeship/child labour which is the basis of manufacturing. It was stated that the biggest problem of manufacturing has become finding employees to train. The manufacturers stated that they had difficulty in finding apprentices after the increase of compulsory education to 8 years in 1997 and that it has become even more difficult to find apprentices after 2012 with the increase of compulsory education to 12 years, first 8 years being compulsory and following 4 years being up to the students' preference. It is shared that these changes together with the families' desire to encourage their children to pursue further education rather than taking up an apprenticeship in the footwear manufacturing with unsecure, risky and lengthy working hours caused a shortage in the labour force. This shortage in the labour force is fulfilled by Turkish children who do not continue their education as they dropped out of school and by foreign migrant children, especially those who are from Syria.

⁴⁸ Birgun (23.09.2017) Child worker: All I expect in life is TRY 50 wage increase.

Evrensel (23.09.2017) Vamp manufacturer child worker: I would be happy if my weekly wage was TRY 200.

“ Those who drop out of school come to us...

I have been in this business for 34 years. I have taken over the business from my father. The footwear manufacturing in Antakya dates back to very old times. There is a tradition here and here we have the highest quality natural leather. However, we manufacture using artificial leather nowadays. I have a medium-sized enterprise and I employ 45 people. Generally I manufacture for wholesalers in Istanbul. Almost all those involved in footwear manufacturing in this city start this profession at their childhood. Actually, we work for brands, big wholesalers, chain stores. But we cannot pay good wages to our workers and vamp manufacturers when we cannot have good profits.

After the increase of compulsory education to 12 years, we cannot find children to take as apprentices and to bring up as trainees and, later on, as master craftsmen. Syrians filled this gap. They have become temporary staff and made it possible to increase the manufacturing. It is very difficult to employ the workers formally in our business. The costs increase drastically. There are also some workers who do not want to be insured since they fear that their social assistances will be cut down if they do so.

The level of education is quite low in our profession. All those engaged in footwear manufacturing in Antakya including owners of enterprises, vamp manufacturers, apprentices and masters, have low level of education. Our generation dropped out of primary school and started to work in this industry. Those who come here are the school drop outs. Naturally, the level of education is quite low. Because it is not easy to work under these conditions.

Interviewees stated that almost 40 percent of those working in manufacturing are below the age of 18 and they frequently emphasized the negative impacts of extension of compulsory education years on the apprenticeship system.

Previously, the footwear-manufacturing workers would be trained from early childhood years but no one wants their children to have this occupation nowadays. You cannot train a child as vamp or footwear manufacturer after the age of 17-18. There is a footwear manufacturing department in a technical vocational high school but no one prefers to attend that department. Those who graduate from high school do not want to become a footwear manufacturer. They go to army to complete their military service upon their graduation. The interest in this sector has decreased significantly in the recent years.

The efforts to train labour force needed by manufacturing industry through formal education system remains ineffective to a large extent. During the interview with the Footwear Manufacturing Training Center established in 1993 by MEKSA Foundation, it was shared that there were around 250 apprentices receiving training at the center each year when the center handed it over to a partnership of Chamber of Footwear Manufacturers, İzmir Chamber of Commerce, Akusan Site Management and Aegean Region Association of Footwear Manufacturers (EGEAYSAD) in 1998. However, today, the center do not have

even 12 students—the minimum number of students to enable opening an apprenticeship class.

There is no data or research at national, regional or local level on the number of children employed in footwear manufacturing and their working conditions. The Hak İnsiyatifi (Rights' Initiative) published an observation report in 2017 on the violation of rights in the vamp manufacturing industry which argues that around 5 thousand children work in the Footwear Manufacturers Site in İzmir Işıkkent.⁴⁹ In the field research carried out within the scope of this rapid assessment, child labour was observed especially in the vamp workshops manufacturing sports shoes and small- and medium-sized footwear manufacturers. In vamp manufacturing workshops, there were children working as young as age of 8. The field study confirms that there is child labour in almost all cities manufacturing footwear. It was seen that child workers are employed in the footwear and vamp manufacturing workshops in Sarıyakup neighborhood of Adana province. Similarly, child workers were working in the manufacturers in Konya Footwear Manufacturers Site, Antakya city center, Gaziantep Footwear Manufacturers Site and Nizip Street. Those who were interviewed stated that *"children work in footwear manufacturing, that the very nature of the occupation requires it, because otherwise they cannot become footwear manufacturing trainees and master craftsmen"*.

“ **There are no new apprentices...**

Our factory was established by my father and his brothers in 1968. We manufacture men's shoes. We export 60 percent of the shoes we manufacture. My father came to Turkey from Balkans in 1954. He started to work with a master craftsman in Karşıkaya in 1955 when he was a child. My father expanded the business. Previously we had a small workshop and there were children working. Now we carry out mass production. Almost all processes became mechanized. Only there is no machine for vamp manufacturing. We still manufacture it manually. The education reforms in 1997 and 2012 affected the child labour. We cannot find apprentices and so there is absence of trainees and master craftsman. There are not many companies like us. Most of them are small enterprises or small vamp workshops. Mostly children, especially Syrian children work in these places. The rate of wages dropped with the arrival of Syrians. The registered and formal companies like us have difficulties of competing with other businesses. There are so many children and Syrians working in this manufacturing site. We do not know how this will continue in the future. We have interns coming from vocational high schools. These children come to the factory as interns three days a week. We had 21 students in the last 7 years. None of them started to work in our factory after graduating from their schools. I guess they do not work in footwear manufacturing either. Those who dropped out of school and the Syrian children work in this site. Therefore, the level of education and experience fell down significantly.

⁴⁹ <https://hakinsiyatifi.net/wp-content/uploads/2017/10/Sayac%C4%B1%C4%B1k-Sekt%C3%B6r%C3%BC-nde-Ya%C5%9Fanan-Hak-%C4%B0hallerine-Dair-G%C3%B6zlem-Raporu.pdf>

Traditionally mostly boys are being started to work with a master craftsmen upon graduating from primary school for learning a profession, so that they can earn a livelihood for their families when they are grown up. Footwear manufacturing is one of these occupations. Starting to work at childhood ages is seen as a precondition for the profession. Every child worker dreams of opening a vamp workshop with a decent amount of capital and, later on, becoming owner of a footwear manufacturing enterprise. All of the enterprise owners and master craftsmen interviewed, stated that they started to work when they were children to learn the profession. Most of the employers in the sector are those who started to work besides a master craftsman upon their graduating from primary school or dropping out of primary school and, later on, have become owners of their own workplaces. It is frequently stated that footwear manufacturing cannot be learned after the age of 17-18. The main motivation regarding child labour is that children every stage of manufacturing process, gain experience and learn all aspects of the sector. There are many success stories emphasizing that the backbone of this profession is child labour such as the owner of a factory in Gaziantep manufacturing 20 thousand pairs of shoes per day who started as apprentice when he was a child or the 45 years old boss of the largest footwear manufacturing company in Antakya who started as apprentice at the age of 7. Such practices from history to this date encourage and promote child labour.

On the other hand, it is also highlighted that the number of children who used to be sent to a master craftsman or vamp manufacturer to be trained with the mentality of *“don’t spare the rod”* has decreased considerably today and there is almost no motivation to learn the occupation. The child workers of today come from either migrant communities or extremely poor Turkish families. The manufacturing gives migrant children the opportunity to earn income and support their families’ struggle to survive. It is stated that, in this mode of manufacturing, children work only due to economic problems and vulnerabilities but, unlike it was in the past, they do not have any concerns to learn a profession. Sector must make adjustments to adapt the changing conditions and propose solutions by taking these complaints into account.

Another reason for child labour in footwear manufacturing is that footwear manufacturing is done by large families; it is a family business. Especially the small-sized and labour-intensive enterprises can survive only through unpaid family labour. In this context, the child and woman labour becomes more important. Children are grown into this occupation in small family businesses and they become masters to take up this profession.

“ *The master was like a father to us. We had a huge respect to our masters.*

I am a vamp craftsman in Gaziantep. This is my father's occupation. I learned it from him. I started to work at the age of 7. I am 44 years old now. I was going to school and working with my father at the same time. I was spreading adhesives to the leathers, removing the threads of shoes and vamps, and cleaning the workshop. When children start to work in a workshop, the masters demand the children to perform many tasks so that they can learn about the environment. Such as carrying water from the fountain and materials to other workshop.

Later on I became an apprentice. Apprentice means the one who performs unskilled works. Here, we call the next step after apprenticeship as senior apprentice (apprentice with experience). Senior apprentices perform the intermediary works in vamp manufacturing. Later on they become halfe a phrase used to describe assistant trainees who prepare the materials for machine processing. Those who assemble the vamp to the sole of the footwear are called trainee. They may become a master immediately after becoming halfe. Becoming a master in vamp manufacturing means establishing your own vamp workshop and a team of apprentice, senior apprentice and halfe (assistant trainee)

One of my brothers, who was two years older than me, died in a fire in the workshop. Our workshops are quite risky. We work with chemicals. I am paid for pair of shoes I manufacture (çift başı). I manufacture for big companies. I employ both Syrians and the children. I have a registration at the revenue office but I cannot pay my taxes or BAĞKUR premiums (social security insurance premiums). None of my employees are formally registered. It is not possible for them to be registered. Because, we work for such low wages that we went on a strike last year. It was not very effective. There is no unity among us. We are so desperately in need of weekly wages. How can we pay to our apprentices and other employees if we are not paid?

3.2.2 Migrant Labour in Footwear Manufacturing and Syrian Children

The importance of migrant labour in footwear manufacturing was frequently stated during the interviews. The manufacturers who have been manufacturing footwear for many years stated that, although the countries where the migrants who are working in footwear manufacturing change throughout the history, the significance of migrant labour in the sector has never decreased. During the migration from Balkans in 1950's, migrants with skills in footwear manufacturing, had substantial positions in footwear industry in İzmir. It was also stated during the field interviews that Afghans coming to İstanbul, who used to work in footwear manufacturing in their home country, were also involved in footwear manufacturing for a period of time. When the domestic labour force refrains to bear tough working conditions, the migrant workers fills this labour force need. The tasks requiring unskilled labour are done by migrant children, while the works that require skills is met by adult migrant workers who have the knowledge and skills.

The reliance on family members and relatives in the formation and sustenance of the It was shared that the number of Syrian migrant workers in footwear manufacturing started to increase after 2011. The problem to find apprentice workers in manufacturing has relatively decreased after the arrival of Syrian migrants. Syrians are not only involved in the manufacturing as workers but also by opening workshops. In İstanbul, Ankara, Hatay, Gaziantep and Adana where the field study was conducted, it was observed that Syrian migrants established their manufacturing and vamp workshops and started to employ both their own children and the children of their relatives and family members.

The Syrian labour and especially child labour in footwear manufacturing in Turkey was covered in many of the news sources.⁵⁰

We are in Işıkkent Footwear Manufacturers Site. According to the information given by workshop owners there are at least one or two Syrian children in each workshop. The child workers work for 12 hours a day together with the adult workers and they perform duties such as removing the threads and carrying materials. These child workers are paid half wage and they are more prone to occupational diseases as they are exposed to chemicals beginning from early ages. Most of the children come from Bornova Doğanlar, Konak Kadifekale and Karabağlar Cennetçeşme neighborhoods.⁵¹

⁵⁰ Anadolu Agency (08.10.2015) The footwear Manufacturers in Izmir are unhappy about Syrians leaving (video)

Dogan News Agency (13.01.2016) The footwear Manufacturers are happy about work permit for Syrians

Anadolu Agency (04.10.2015) Syrian master craftsmen survived thanks to their occupation

Guardian (06.05.2016) From war to sweatshop for Syria `s child refugees (video)

The New York Times (04.06.2016) In Turkey. A Syria Child ` Has to Work to Survive

Associated Press (10.06.2016) Pictured: Refugee children labor in Turkish factories

Cihan News Agency (11.06.2016) Syrian children should go to school not to work

⁵¹ Evrensel (23.04.2016) Syrian child workers cannot get education, they work for low wages

“ **Muhammet, the vamp master from Aleppo**

Muhammet came to İzmir 5 years ago fleeing after a heavy bombardment in Aleppo. He left his wife and children with his parents living in a village of Aleppo. Muhammet used to manufacture vamps for the footwear manufacturers in the basement of his house in Aleppo. When he came to İzmir, they started to live in a house together with 10 people. Muhammet worked for a vamp craftsman in İzmir for a weekly wage of TRY 250. He brought his wife and children to İzmir 3 years ago. He rented a house in İzmir Altındağ for a monthly rental fee of TRY 450. Previously, he worked for another vamp craftsman together with his 2 children. When that craftsman could not pay their wages, they have taken over the stitching machine and vamp manufacturing for their unpaid wages. Muhammet established his own vamp workshop with his children and 2 other children who are his relatives. He rented a small workplace in footwear manufacturers site for TRY 320. They prepare artificial leather vamps 6 days a week from morning till evening and, when the work requires so, till midnight. The children fasten, fold and smoothen the vamp and he stitches them.

At the date of interview, Muhammet prepare a pair of shoe vamp for TRY 1,75. He takes a break, 'We are obliged.' says Muhammet the vamp manufacturer. 'We are obliged to manufacture at any price they offer. It is very difficult to earn a living. I pay TRY 15 per day for our transportation. The rent of the house, the electricity and water bills total up to TRY 1000. How can we pay it if we do not work? My father and mother are still in Syria. I send them a little amount of money too. Last year all vamp manufacturers and those working with them including children went on a strike and stopped manufacturing. But it was not successful. Because the prices did not increase. Syrians need the work and money. If I refuse to work then someone else will do. The competition among us prevents the increase in prices. Footwear manufacturers are well aware of this. Some days I prepare 100 pairs of vamps and some days 200. We work with team of 5 people 12 hours a day and 6 days a week. No insurance and no registration.'

Muhammet the vamp craftsman is aware of everything. But he is desperate. He is obliged to work. Otherwise, it is very difficult to survive. He does not know what future will bring for him and his children. He just cares about the money he will earn today. He will earn TRY 350 if he manufactures 200 pairs of vamps in a day. It makes TRY 70 per person. The rent of the shop, electricity bill and the site payment is included in this amount. He is happy if he finds work for each day. There are 2 seasonal vacancies in a year for an indefinite period of days. He cannot earn during those vacancy periods.



During the visits to footwear manufacturing workshops and vamp workshops in İstanbul, it was observed that foreign migrant children who are under international protection status in Turkey or who live in Turkey undocumented also work in footwear manufacturing workshops and vamp workshops. It was stated that these children come from African countries such as Senegal, Algeria, and Ivory Coasts and from Asian countries such as Afghanistan, Pakistan and other Central Asian countries.

The main motivation for migrant child labour in footwear manufacturing can be cited as the availability of tasks at apprenticeship level, the reluctance of Turkish families to send their children to these workshops and that migrants can quickly find employment in this sector. Besides, the reasons why children are involved in footwear manufacturing include weekly payments, the possibility to shift work and workplace quickly, and that there is no lifting of heavy weights despite of tough, hazardous and poor working conditions.

“ **Footwear manufacturing in İstanbul: International child labour...**

The owners of vamp manufacturing facilities in a district on the European side of İstanbul state that there are around 8-9 thousand vamp manufacturers working in that district. Almost 95 percent of them work informally without a registration. Most of the workers are children. In a workplace where 65 persons work, first observations were done and then interviews were carried out with the owners of enterprises. The owner of enterprise brings the children working in his workshop during lunch time so that we can interview them. As children are not interviewed within the scope of the study, we just have an off-the-record conversation. We introduce ourselves and request them to do the same.

Aleyna is 17 years old. She is a Turkish citizen. Her mother also works in this vamp workshop and she cooks for the workers. Aleyna dropped out of school many years ago. They use the money that they earn to pay the debts of their father.

Yasin is 14 years old. He is a Syrian Turkmen. He also does interpreting for us. He speaks Turkish very well. He works with machine in the enterprise and stitches the plates of the vamp. He has never attended school in Turkey. He has 9 siblings. His mother also works in this enterprise.

Nasir is 16 years old. He is a Syrian migrant. First he claims that he is older and then confesses his real age. However, even age of 16 seems too high. We estimate that he is around age of 14. He does the ironing of vamps. His brother works in this enterprise too.

Nadir is 16 years old. He is from Algeria. He came to Turkey a year ago. Firstly, his mother started to work in this enterprise. He comes to work together with his mother.

Sofi is a 10 years old girl. She is very thin and short. She is from Aleppo city of Syria. She has never attended school in Syria or in Turkey.

14 years old Muhammet is from Aleppo city of Syria. He does fixing and gluing works in vamp manufacturing. They manufacture sports shoes.

Abdulmecit is 14 years old and he is from Aleppo as well. He has been in İstanbul for 5 years and has been working in vamp manufacturing for 3 years.

Ahmet is 9 years old. He is the son of the vamp manufacturing workshop's owner. He goes to school in the morning and works at his father's business in the afternoon. His father wants him to learn this occupation. Because, his father started to work in vamp manufacturing at the age of 10.

Children are involved in vamp manufacturing stage of footwear manufacturing. Almost 90 percent of these children are migrants: from Azerbaijan, Afghanistan, Algeria, Pakistan and different countries of Africa. Mostly Syrian children are working in this workshop. Almost all of the 65 persons working in this enterprise are foreigners. One of the partners of the enterprise is a Syrian entrepreneur. All workers work in the form of a manufacturing line. It is very noisy. Workers, children work at an amazing pace.

It is estimated that there are 20 thousand vamp manufacturers only in İstanbul. This means that the number of workers is well above 100 thousand. We do not know how many of these enterprises are formally registered. Those we have interviewed stated that only 5 percent of them is registered. The formal registration of employees is much lower than this rate. It is stated that there are at least 3 vamp manufacturers or workshops in every street in the district. Everyone knows where these manufacturers are located. No one hides it indeed.

3.2.3 Strategies to Find Workers and Access to Labour Force

It is reported that one of the most serious problems in manufacturing in the recent years is that apprenticeship, traineeship and mastership processes do not continue as they used to do and there is a bottleneck in the labour force supply. Therefore, the new conditions of labour market, technological advancements, legal requirements and consumer trends and sensitivity to child labour require reconsideration of the cycle of apprenticeship to mastership. The sector has difficulty in accessing new labour force and it seeks workers through İSKUR (Turkish Employment Agency) which is used as an option to find employees. While seeking for employees through İSKUR is mostly preferred by formal enterprises, the informal enterprises mostly do not recruit employees through İSKUR. The employees recruited through İSKUR are required to be registered and, therefore, informal enterprises with under-the-counter manufacturing use methods that are more informal. However, in some cases, the workers are not registered to social security system even when they are recruited through İSKUR.

The seasonal fluctuations caused by the structure of footwear manufacturing cause the workers to be unemployed in some months especially when the seasons and models change. This is a significant problem of the sector in accessing the labour force. Both the vamp and footwear manufacturers may stop manufacturing for 15 to 30 days at certain periods of the year due to the fluctuations in manufacturing depending on the orders placed by the brands and large-scale wholesalers or the winter-summer season shifts. Besides, the variations in the shoe export may stop the manufacturing as well. These on and off the work seasons cause significant fluctuations in the incomes of the workers and it also have negative effects on the labour force supply. This also causes the workers to shift frequently between the factories and workshops and, thereby, increase the limitations on the labour force. When the workers are off-the-work, they may shift to an enterprise that offers work or another employer who offers higher wages.

Child workers generally find job through their individual efforts or their close acquaintances. It was stated that children find employment by asking for work to the footwear manufacturing workplaces. Enterprises and workshops who seek for workers put job ads on the windows or doors of their enterprises and workplace. The other methods frequently used for finding workers are to place job ads on websites and billboards. Another frequent method is to access new labour forces through people already working in that enterprise or workshop. The relatives, acquaintances and family members of the workers may also refer to new workers. Another method is that families who need income seek a job for their children. It is widely reported that foreign migrant workers, especially in İstanbul, are accessed through Facebook or WhatsApp groups.

3.2.4 The Working Conditions of Children: Working Hours and Wages

One of the main reasons why footwear manufacturing is one of the worst form of child labour is that footwear manufacturing is considered to be a *hazardous job*⁵² and that the current working conditions in manufacturing are not suitable for employment of children under the age of 18. The working conditions of children in footwear manufacturing must be considered in two separate manufacturing field; footwear and vamp manufacturing. Because, a great deal of these manufacturing takes place in different locations with different employers and the tools, machines and equipment they use also change. The hazards and risks within the scope of working hours, wages and occupational health and safety are addressed within the context of working conditions.

Working hours

The working methods of footwear manufacturing change according to size of enterprise and mechanization. There is manufacturing line in large-sized and mechanized enterprises, and almost all of the workers are paid monthly wages. The working hours and days of these workers are usually in accordance with the working conditions specified under the Labour Law. In the small- and medium-sized footwear manufacturing firms, the cutting, finishing and quality control works are carried out with 10-11 daily working hours and weekly or monthly wages. The footwear assembling, such as the mounting of vamp to the sole, is performed per pair (per piece), the working hours of the trainee or the master depends on the capacity of the enterprise, the urgency of the work and the amount of manufacturing.

Vamp manufacturing is mostly carried out by a team of apprentices and trainees employed by a vamp master. As the vamp manufacturing for sports shoes is large-scale work, a large number of workers work in the workshops and perform mass manufacturing on a manufacturing line. Vamp manufacturers are mostly micro or small-sized enterprises. They are mostly located in separate and independent places outside the footwear manufacturing enterprises. The masters, trainees and apprentices performing the vamp manufacturing work dependently. The apprentices spread the adhesive on vamp pieces, and then trainees affix and stitch these pieces and masters give their final shape. The apprentices remove the threads on the vamps prepared and classify them. Therefore, the working days and hours of a vamp workshop that operates as a team depends on the amount of the orders received. If there are too many orders, the team may work 12-14 hours a day all week long and even at night. The working schedule of the workers is adjusted accordingly when there is few or no orders placed.

⁵² Notification on Workplace Occupational Health and Safety Related Hazard Classifications

In both modes of manufacturing, workers generally work for 6 days a week and 10 to 12 hours a day. It was stated that workers have no annual leave, religious holiday or sick leaves and have unpaid leaves during the season intervals when there are no orders.

Wages

In footwear manufacturing, the wages may be paid in different intervals depending on the type of the work. The wages are paid monthly, weekly or per piece (per pair). The vamp works are generally outsourced as per piece paid to independent workshops outside the manufacturing enterprises while the manufacturing facilities employ office staff to conduct cutting, molding, finishing works, quality control and packaging works. Generally, the designing and office staff is paid monthly, the workers who cut the leather and fabric for vamp are paid weekly or monthly and the trainees who carry out molding works are paid either per piece or weekly. While formal and institutional enterprises make monthly payments for these works, they make either weekly or monthly payments to those who carry out finishing works, quality control and packaging works.

The preparation of vamps is outsourced to vamp masters who work by contract and they are paid per piece (per pair). The vamp master makes weekly payments to apprentices, kol altı (senior apprentices), assistant trainees (junior trainees) and trainees. In some cases, vamp masters are employed in formal and registered sector enterprises for monthly wages or, as observed in the field study in Hatay, they manufacture vamp for that enterprise and on their own account and/or for other enterprises for per piece payment.

The average gross wages of registered workers in footwear manufacturing is TRY 2050 for permanent workers and TRY 1777 for seasonal workers (Table 8). These data show that the registered workers in footwear manufacturing work for minimum wages.

Table 8. Gross average wages (TRY) in footwear manufacturing industry (December 2017)⁵³

Permanent Worker	Seasonal Worker	Private Sector Employee	Women (W)	Men (M)	F+M average
2050	1777	2053	1967	2072	2.050

It was stated during field study that children are paid a net amount of TRY 150-400 per week, the trainees are paid a wage of TRY 350-700 per week and masters earn a weekly income of TRY 600-800 (Table 9). The tasks that children do at the workshop determine the amount they are paid. Children who have just started to work and do the errands get the lowest wage, whereas the apprentice children who do more qualified tasks get the highest wages. The wages increase when children promote from apprentice to trainee status. These wages are net amount and social security or retirement benefits

⁵³ Data by Social Security Institution

are not included. During the field study it was observed that almost all of the children are employed informally.

Table 9. Distribution of footwear manufacturing industry wages by provinces⁵⁴

Name of Province	Apprentice	Trainee	Master
Adana	TRY 150-200 per week	TRY 450-500 per week	TRY 700-750 per week
Gaziantep	TRY 100-250 per week 200-350 per week (senior apprentice)	TRY 400-600 per week (trainee) TRY 350-500 per week (assistant trainee)	TRY 500-600 per week
Hatay	TRY 125-150 per week	TRY 400-500 per week	TRY 2500 per month
İstanbul	TRY 1000-1300 per month TRY 1000 per month for Turkish TRY 900 per month for Syrians	TRY 1700-2200 per month If they work on machine TRY 700 per week	TRY 2000-3200 per month
Konya	TRY 100-300 per week	TRY 400-700 per week	TRY 600-700 per week

Social Security and Informality

Like in many other labour-intensive sectors, majority of footwear manufacturing is conducted informally. The prevalence of informal manufacturing is an indicator of the fact that working relations regulated by laws are not implemented most of the time and that child labour is widespread. Informality is one of the main reasons of child labour. As many of the Small and Medium Size Enterprises (SMEs) in footwear manufacturing are informal, thus the employment is also informal and this leads to the employment of child labour. Except for manufacturing of sports shoes and slippers, a significant amount of manufacturing is carried out labour-intensively in small- and medium-sized enterprises. Besides, the fact that vamp manufacturing falls within the scope of contract manufacturing in workshops shows that the manufacturing takes place under the counter, such as in informal workplaces. During the interviews, it was stated that preparing vamp constitutes 60-70 percent of footwear manufacturing and that almost 90 percent of vamp manufacturing is informal. Within the scope of the research on footwear manufacturing in Antakya district of Hatay conducted by DOĞAKA in 2014, the owners of the firms stated that most of the interviewed companies employed high percentage

⁵⁴ Filed research findings



of informal and unregistered workers.⁵⁵ Although it does not specifically emphasize the footwear manufacturing, TURKSTAT Household Labour Force Survey data shows that informal employment was 34 percent in Manufacturing of Leather and Relevant Products (NACE Code 15) in 2013 (Social Security Institution, 2015). This rate increased to 44,3 percent in 2016.

The interviews and workshop visits carried out in 6 provinces within the scope of rapid assessment generated findings that verify the widespread informality in footwear manufacturing. Except for the organized industrial zones, large-sized companies carrying out mass production with machines and companies manufacturing for brands that are subject to inspections, it can be said that footwear manufacturing is mostly informal. Moreover, small- and medium-sized footwear manufacturers who perform labour-intensive manufacturing and especially vamp workshops and those who are employed in these places are mostly informal. The rate of informal employment in manufacturing increased with the arrival of Syrian migrants in 2001. All foreign migrant workers and especially the Syrians work informally.

The vamp workshops are places where informality is prevalent and the main reasons why both the workshops and workers including workshop owners are operating informally are; the wages for per piece (per pair) is low, the workshops do not earn revenue to cover the taxes and enterprise registration costs, and the vamp manufacturing is not

⁵⁵ DOĞAKA (2014) page 23

constant. Because, vamp workshops can work only when the footwear manufacturers place an order: there is huge demand when the orders are high and there is not enough work in seasonal vacancies. Moreover, it was stated that costs such as rents, rental taxes, accounting costs, income tax and social security payments cannot be covered with such revenue. The owners of formally registered vamp workshops shared that they cannot pay their own BAĞKUR debts (social security payments) and other tax payments. The main reason for low wages is reported to be the price pressure applied on the manufacturers by the brands. The small manufacturers are forced to keep their costs low and to resort to child and migrant labour. The wage increases have slowed down considerably with the arrival of Syrians and the pool of labour force willing to work at low wages has expanded.

Occupational Health and Occupational Safety Hazards and Risks

What makes the footwear manufacturing a sector where worst form of child labour is present is the working conditions that children have to bear in this manufacturing process as well as the occupational hazards and risks. It is underlined in DOĞAKA's report (2014) that the current working conditions in the sector threaten the workers' health and safety⁵⁶. It is known that children are more vulnerable to the existing these hazards and they constitute a higher risk group when compared to adults (Kayhan, 2012). The news coverages in the press reflect some of the hazards faced by the children:

*Syrian workers who are employed in footwear assembling works in some workplaces on İzmir Işikkent Footwear Manufacturers Site develop a disease called polyneuropathy due to the adhesive materials used. There are many child workers among the ones who got sick.*⁵⁷

*When I shot a documentary on the footwear manufacturing workshops employing child labour in Adana, I asked 'Where does this leather come from?' and I contacted with Gerede in 2013. With a documentary movie I shot the following year, I realized that the traces of manufacturing there extend to a famous brand. Those children were working for that famous brand. They process calfskin in Gerede to manufacture leather bag, belt and especially the footwear. There are leather workshops in Uşak and İstanbul but they do not process calfskin. The conditions are bad in the workshop in Gerede and the smell of the chemicals causes dizziness, I realized that chemicals were imported from the Netherlands. There is no single Turkish word on their boxes. They cannot understand how and under what conditions they shall be used or whether workers are required to wear gloves or not. They understand nothing.*⁵⁸

⁵⁶ DOĞAKA (2014) pages 25-38

⁵⁷ T24 (2.07.2015) Workers who come to Turkey from Syria catch disease. <https://t24.com.tr/haber/suriyeden-turkiyeye-gelen-isciler-hastaliga-yakalaniyor,301703>

⁵⁸ Bianet (12.05.2015) Documentary journalism transforms in Netherlands whereas it frightens in Turkey. <https://m.bianet.org/bianet/ifade-ozgurlugu/164470-belgesel-habercilik-hollanda-da-donusturuyor-turkiye-de-korkutuyor>

As mentioned in other chapters of this report, manufacture of footwear, boots, slippers etc. with NACE Code 15.2. listed in C Manufacturing section of Notification on Workplace Occupational Health and Safety Related Hazard Classifications is included as hazardous class. According to data on occupational health and safety in manufacture of leather products and footwear manufacturing for the years 2013-2014, the number of work accidents and temporary incapacity to work due to work accidents are striking (Table 10) (Akyol, 2016).

Table 10. Occupational health and safety data on leather products and footwear manufacturing industry (2013-2014)⁵⁹

Occupational health and safety	2013		2014	
	15(*)	15.2(*)	15(*)	15.2(*)
Number of work accident	441	202	449	287
Number of fatal occupational accident	3	0	8	3
Number of occupational diseases	0	0	1	0
Number of those temporarily incapable of work (person-outpatient)	7091	2560	5879	2838
Number of those temporarily incapable of work (person-inpatient treatment)	97	19	190	60

(*)NACE 15: Manufacturing of leather and relevant products (**) 15.2 Manufacturing of footwear, boot, slipper etc.

The risk factors that have negative effects on occupational health and safety in footwear manufacturing are: chemical, physical, mechanical, ergonomic, fire and explosion threats and threats caused by the location of workplace or electricity.

The study on *Determining the Occupational Health and Safety Risks in Workplaces Manufacturing Footwear and Exposure to Chemical (Ayakkabı İmalatı Yapılan İşyerlerinde İş Sağlığı ve Güvenliği Risklerinin Tespiti ve Kimyasal Maruziyetin Belirlenmesi)* was prepared as a dissertation by the Ministry of Labour and Social Security, Directorate General of Occupational Health and Safety with a research on 9 small- and medium-sized enterprise in Ankara province in 2016 (Akyol, 2016). The results of this research reveal that the physical conditions of enterprises manufacturing footwear (such conditions as ventilation, lightning, electricity, hygiene) are not suitable for working and the chemicals used in manufacturing process pose a great threat. It was identified that the proper use of chemicals is not known, the employer does not warn the employees adequately on the hazardous contents of these chemicals and the proper methods of

⁵⁹ Data Source: Social Security Institution Annual Statistics, 2013-2014 Annual Statistics (Date of Access 12/01/2016)

use, exposure to chemicals is quite high and those who work with these chemicals do not observe the physical isolation requirements and the limitations for the duration of use.⁶⁰ These results were obtained despite the fact that the enterprise used as sampling of the study was informed beforehand about the study, i.e. the research was informed, and even preliminary study was conducted before the measurements to learn about the enterprises and it was known by the participants that the research was being conducted by a government institution.

Occupational Health and Safety Project Inspection in Workplaces Manufacturing Footwear, Vamp, Leathercraft and Leather Textile (Ayakkabı, Sıya, Saracıye ve Deri Konfeksiyon İmalatı Yapılan İşyerlerinde İş Sağlığı ve Güvenliği Proje Denetimi) was conducted by 36 labour inspectors assigned by Labour Inspection Board⁶¹ in Adana, Ankara, Bursa, İstanbul and İzmir province at 1024 workplaces in 23 provinces on 19 August 2005 - 21 January 2016 and a report was drafted after the inspections (MoLSS, 2006). According to this report, the most frequently identified occupational health and safety hazards and risk are as follows:

1. It was observed that most of the employers and employees do not have sufficient information on occupational health and safety.
2. The technological and economical deficiencies of the enterprises in the sector, especially the small- and medium-sized workplaces, have negative effects on occupational health and safety.
3. Adhesive products of various brands containing hexane, toluene etc. are used in workplaces. There are no safety information forms for the chemicals used in the workplaces and available safety information forms do not contain information as to the amount of hexane and such other chemicals in the adhesives. Besides, there is no explanatory information on the tag labels of the adhesive containers and the information available create a false sense of safety in the employers and employees as if these adhesives are not harmful to worker's health.
4. For the small-sized workplaces operating in business blocks that are not suitable in terms of health and safety conditions, it seems impossible to make substantial improvement in electricity, lightning, and heating systems and social facilities.
5. Most of the occupational diseases seen in workplaces manufacturing footwear, vamp, leathercrafts and leather textile are caused by chemical adhesives. This shows that use of adhesives creates a serious health risk. There are difficulties in diagnosis and

⁶⁰ Akyol (2016) page 79

⁶¹ Labor Inspection Board affiliated to the Ministry of Family, Labor and Social Services is the department authorized to inspect work life. They carry out planned and unplanned inspections to improve the health and safety conditions in workplaces and to protect the workers against work accidents and occupational diseases. When we look at the website of the institution we see that the most recent inspection on footwear manufacturing was in 2006. The inspections in other years were just those upon referral or complaint and no data was obtained for these inspections.

treatment of occupational diseases. The exact number of occupational disease cases is not known because the diseases seen in the employees are not associated to the occupation or such diseases are treated without taking this aspect into consideration and the employers and employees do not report occupational disease incidents. It is estimated that the number of occupational disease cases are much higher than those identified. There are not sufficient number of qualified health facilities to carry out special health checks and laboratory analysis for the diagnosis and treatment of diseases caused by chemical adhesives, especially the polyneuropathy cases caused by hexane. Besides, as small-sized workplaces can change their locations easily and frequently, it is much difficult to monitor these workplaces and to identify occupational diseases and accidents.

6. The adhesive tasks in the workplaces are not performed in a separate area but rather in the common areas where many workers not performing the adhesive tasks also work. The workplaces do not have proper and sufficient ventilation system and hexane vapor spread to the environment affect both the workers doing adhesive tasks and other workers. Most of the workplaces do not have local ventilation system to remove the solvent vapor formed in the result of using adhesives. The general ventilation is not provided properly in these workplaces. They ventilate the workplace by opening the ventilation windows or using the aspirators located at the ceiling of the working areas.
7. Adequate measures are not taken in workplace with high fire and explosion risks due to the flammable or explosive nature of chemicals used.

An inspection report⁶² and a dissertation⁶³ published in 2006 and 2016 contain similar findings. The rapid assessment study also examined how the working environment affects children working in footwear manufacturing. In this scope, the followings statements were shared in the interviews:

- The chemicals used in vamp manufacturing are applied manually and, therefore, they make an impact on the skin,
- The chemicals affect children through inhalation as they evaporate in the closed environment and the adhesive called bali has narcotic effects,
- Lengthy working hours cause excessive fatigue in children and children suffer back and lumbar pain,
- Carrying out similar works routinely causes psychological problems,
- The children either bring their food or purchase it from the nearby shops and these foods are not proper for sufficient and balanced nutrition,

⁶² Labor Inspection Board of Ministry of Family, Labor and Social Services (2006)

⁶³ Akyol (2016)



- The children are deprived of education,
- The masters sometimes shout at and reprimand children,
- The wages are paid late at times,
- The very young children are forced to carry weights at times,
- The noise and dust of the working environment affect children severely.

3.2.5 Vocational Training Institutions

The main reasons for challenges undergo in labour force, trained workforce problem⁶⁴ and demand for migrant labour in the footwear manufacturing in the recent years is reported to be the increase of compulsory education years and that the children are reluctant to work in manufacturing after they attain a certain educational level. The traditional methods to provide the trained labour force needed in the manufacturing require the children to start working at early ages and to advance to master craftsman status in the following years. It has become vital to ensure that the sector accesses qualified

⁶⁴ Gaziantep Hakimiyet (14.06.2016). Problem is Severe in Footwear Sector. <http://www.hakimiyetgazetesi.com/haber/ayakkabi-sektorunde-sikinti-buyuk-haberi-6673.html>

labour force through training institutions. However, the reports analyzing the situation of manufacturing (Adana Chamber of Commerce 2010, Özgülbaş and Koyuncugil 2011, DOĞAKA, 2014) defines a problem as “*the insufficiency of vocational and technical training in the sector*”. Therefore, the children should learn the occupation in training institutions instead of from masters and engage in the sector accordingly. This is the most effective method in terms of both the labour rights and human rights. This must be carried out together with an intervention providing government support to the factories so that they can cope with the competitive conditions of the market.

The interviews during the field study reveal that the supply of labour force from training institutions to the footwear manufacturing is weak and the initiatives to train apprentices in manufacturing process remains to be unsuccessful. It is a known fact that the most important reasons are widespread informality and poor working conditions. Still, there is a need to strengthen the cooperation efforts between the training institutions and the sector, and to include the migrant labour force in such efforts.

This chapter deals with the training institutions giving education on various fields of footwear manufacturing in Turkey and with institutional regulations relating to such institutions.

University-Vocational School of Higher Education

According to University Placement Tests Guidelines for 2017 published by Student Selection and Placement Center, the following universities have two-year degree and four-year degree programs in footwear design and manufacturing that students may enroll in either through university placement tests or without any tests upon graduation from technical and vocational high schools:⁶⁵

- Ankara University, Beypazarı Vocational School of Higher Education
- Bolu Abant İzzet Baysal University, Gerede Vocational School of Higher Education
- Gaziantep University, Naci Topçuoğlu Vocational School of Higher Education
- İzmir Ekonomi University, Vocational School of Higher Education
- İstanbul Aydın University, Anadolu BİL Vocational School of Higher Education
- İstanbul University, Technical Sciences Vocational School of Higher Education
- Konya Selçuk University, Technical Sciences Vocational School of Higher Education
- Trabzon Avrasya University, Vocational School of Higher Education

The two-year degree program in Footwear Design and Manufacturing at Textile, Clothing, Footwear and Leathercrafts Department of Beypazarı Vocational School of Higher Education, Ankara University was opened in 2017-2018 school year. It is foreseen that the students will serve an internship period of 45 days at the end of the first year

⁶⁵ All Universities with Footwear Design and Manufacturing Program <https://yokatlas.yok.gov.tr/onlisans-program.php?b=30029>

and “students who enroll in this program will meet the intermediary worker need of the companies”.⁶⁶

Abant İzzet Baysal University, Gerede Vocational School of Higher Education started with two programs in 1993. There are 1441 students attending the Footwear Design and Manufacturing Program and Leathercraft Design and Manufacturing Program established in 2008.⁶⁷

İstanbul University, Technical Sciences Vocational School of Higher Education was established in 2009-2010 school year and this program is supported by Footwear Industry Research, Development, and Education Foundation of Turkey (TASEV). *“European universities have associate degree, undergraduate degree, master’s degree and doctorate degree programs in footwear design and manufacturing and also they have one or two-year certificate programs. The content of the program curricula are designed specially to be congruent with those in European schools. We will provide opportunities to our successful students to pursue further education in universities abroad and provide employment opportunities to our graduate students with the support of TASEV.”*⁶⁸

The objective of two-year degree program applied in İzmir Ekonomi University, Vocational School of Higher Education is *“to train footwear designers and technicians who can implement all stages of footwear manufacturing, take decisions in planning manufacturing and make designs based on fashion-manufacturing relations, and who are capable of implementing designs.”*⁶⁹ In cooperation with İzmir Chamber of Commerce, the students attending vocational school opened a booth in the Shoe Expo 2017; İzmir Footwear Fair and they meet the experienced masters of the sector within the scope of the project *Çıraklar Ustalara Soruyor (Apprentices Ask to Masters)* started in February 2018.

⁶⁶ <http://bemyo.ankara.edu.tr/ayakkabi-tasarim-ve-uretimi-programi/>

⁶⁷ <http://bemyo.ankara.edu.tr/ayakkabi-tasarim-ve-uretimi-programi/>

⁶⁸ <https://www.facebook.com/notes/türkiye-ayakkabi-sektörü/ülkemizdeki-eğitim-kurumları-ayakkabıcılık-ile-ilgili-önemli-bir-avrupa-birliği-/271137466252760/> (Date of Access 20 December 2017)

⁶⁹ Person working at footwear manufacturing organizations that produce shoes by using footwear designing and manufacturing techniques or working at his own enterprise, who is equipped enough to do cutting, vamp, assembly, finishing, quality control and production planning. <http://www.meslekler.com.tr/a42.html>

Trabzon Avrasya University, established in 2010, opened its two-year degree program in Vocational School of Higher Education in 2016 and received its first students in 2016-2017 school year. The graduates of the program attain the title Footwear Design and Manufacturing Technician⁷⁰. The candidates who receive training in two-year degree program in Footwear Design and Manufacturing department may continue to the following four-year undergraduate degree programs by taking external transfer exam:

- Leathercraft Engineering
- Fashion Design
- Fashion and Textile Design
- Textile and Fashion Design

Vocational and Technical High Schools

The formal education institutions that train intermediary staff for footwear manufacturing sector give training under the field of footwear and leathercraft technologies applied at vocational and technical high schools. These trainings are given in 19 vocational and technical high schools in 14 provinces (Table 11). Students attending vocational and technical high schools have the same curriculum with other high schools in 9th grade and they select their specific departments in 10th grade. Besides, there are students who receive training on footwear manufacturing in open vocational high schools.⁷¹

Table 11. High schools offering vocational and technical education in footwear and leathercraft technologies in Turkey (2018)⁷²

	Province	District	School/Institution
1	Adana	Seyhan	Sabancı Vocational and Technical Anatolian High School
2	Ankara	Altındağ	Atatürk Vocational and Technical Anatolian High School
3	Bartın	Merkez	Kozcağız Multi-Program Anatolian High School
4	Çorum	İskilip	Vocational Training Center
5	Çorum	İskilip	İskilip Sultan Hatun Vocational and Technical Anatolian High School

⁷⁰ Person working at footwear manufacturing organizations that produce shoes by using footwear designing and manufacturing techniques or working at his own enterprise, who is equipped enough to do cutting, vamp, assembly, finishing, quality control and production planning. <http://www.meslekler.com.tr/a42.html>

⁷¹ Curricula in Vocational Open High Schools of the Ministry of National Education, Programs <http://maol.meb.gov.tr/www/ders-programlari/icerik/54>

⁷² Compiled from the database of the Directorate General of Vocational and Technical Education of the Ministry of National Education: <http://mtegm.meb.gov.tr/TR/okullar.asp>. (Date of Access 26 January 2018)

6	Denizli	Acıpayam	Yeşilyuva Osman Cemen Multi-Program Anatolian High School
7	Elazığ	Merkez	Vocational
8	Gaziantep	Şehitkamil	Mehmet Akif Ersoy Vocational and Technical Anatolian High School
9	Hatay	Antakya	Hatay Erol Bilecik Vocational and Technical Anatolian High School
10	İstanbul	Bahçelievler	Sivayuşpaşa Vocational and Technical Anatolian High School
11	İstanbul	Gaziosmanpaşa	Küçükköy Vocational and Technical Anatolian High School
12	İstanbul	Küçükçekmece	Küçükçekmece TASEV Footwear and Leathercrafts Technologies Vocational and Technical Anatolian High School
13	İstanbul	Zeytinburnu	Zeytinburnu IDMIIB Vocational and Technical Anatolian High School
14	İzmir	Bornova	Bornova Atatürk Vocational and Technical Anatolian High School
15	Konya	Karatay	Karatay Aykent Vocational and Technical Anatolian High School
16	Muğla	Dalaman	Dalaman Vocational Training Center
17	Sakarya	Erenler	Erenler Vocational and Technical Anatolian High School
18	Trabzon	Ortahisar	80. Yıl Vocational and Technical Anatolian High School
19	Trabzon	Ortahisar	Ortahisar Vocational Training Center

From among the vocational and technical high schools shown in the table, TASEV Footwear and Leathercrafts Technologies Vocational and Technical Anatolian High School in Küçükçekmece, which was established by TASEV and transferred to MoNE for operation, is different from other schools as its program consists completely of footwear manufacturing. TASEV Vocational and Technical Anatolian High School, which was established with the contributions of private sector, is the largest and most comprehensive training institution giving training on footwear and leathercrafts technologies at secondary education level in Turkey. A two-year degree program at İstanbul University in Footwear Design and Manufacturing, TASEV Research and Development Center and Footwear Testing Laboratory are also located in the same venue with this high school.

The programs of vocational and technical high schools on footwear and leathercrafts technologies are as follows:

• Vamp Manufacturing Technologies	• Maintenance and Tuning
• Modeling and Stamp	• Vamp Technologies
• Assembly Techniques	• Computer Aided Leathercraft Molding
• Preparing Template	• Leathercraft Model Manufacturing
• Computer Aided Footwear Modelling	• Basic Leathercraft Manufacturing Techniques
• Footwear Basic Design	• Production Planning
• Computer Aided Cutting	• Leather Quality Control
• Occupational Foreign Language	• Leather Technologies
• Basic Design	• Product Purchase
• Footwear Material Testing	• Product Sales
• Consumer Rights	• Project Development

Vocational Training Centers: Apprenticeship and Traineeship

The vocational training centers, which were affiliated to Ministry of National Education, Directorate General of Lifelong Learning until September 2017, have been included in the scope of formal education after this date. Vocational training centers affiliated to the Directorate General of Secondary Education give training on apprenticeship, traineeship and mastership. Vocational Training Center (VTC) are secondary education institutions that provide teaching and training to apprentices, trainees and masters in the branches within the scope of *Vocational Training Law No. 3308* and carry out exams and certifications for such trainings and programs. Children over the age of 15 who are graduates of secondary school and whose health conditions are fit for the relevant occupation may participate in apprenticeship trainings in these institutions. The theoretical part of apprenticeship takes place in the vocational training center for one or two days in a week and the remaining four or five days training takes place in the workplaces and/or enterprises related to their occupation. Students who are employed as apprentices receive a salary not less than 30 percent of the minimum wage. Their insurance premiums for occupational accidents and diseases or health services are covered by the state.⁷³ The vocational training centers located in 81 provinces are a widespread training institution at district level. The minimum number of applicants must be 12 to open a training class in a vocational training center for a branch of occupation. During the field study, it was stated that a mixed class of different branches is created when the number of students within a single branch is not sufficient to open separate classes.

⁷³ For detailed information on MoNE Vocational Training Centers <http://hbo.meb.gov.tr/OgrenmeFirsatlari/MeslekiEgitimMerkezleri>

Article 3 of Law on Vocational Training numbered 3308 defines trainee ‘a person who attained the knowledge, skills and business conducts required in a profession’.

The third article of the Law on Vocational Training numbered 3308 defines “*trainee a person who has gained the knowledge, skills and work habits pertaining to the vocation, and who can undertake the required works and procedures of the vocation at acceptable standards under the supervision of a master*”. In other words, it is defined as someone who still requires the supervision and attention of a master when maintaining vocational requirements. Article 17 of the Law mandates that a person is obliged to hold the trainee certificate to assume the trainee title in specific profession. The *trainee certificate* is issued by vocational (apprenticeship) education centers. Those who graduate from Vocational Training centers following a 2-3 year Vocational Training in any profession that is accepted by the law merit the right to take the trainee examination. Persons who are at least 14 years of age and willing to get education in a Vocational Training center, enroll as a student in these centers and take the trainee examination following a 1-3 year education based on their choice of vocation and level of education. Those who succeed are issued a trainee certificate.

Programs on footwear and leathercraft offered in Vocational Training Centers:

Vocational Training Centers of the Directorate General of Lifelong Learning
Computer Aided Footwear Modelling
Footwear Basic Design
Footwear Material Testing
Computer Aided Cutting
Computer Aided Leathercraft Design
Advanced Leathercraft Manufacturing Techniques





CONCLUSION

The rapid assessment was conducted to assess child labour in footwear manufacturing, which is amongst the worst forms of child labour, and to address the new developments that happened over the recent years in footwear manufacture. A series of subjects including the labour force profile of the intensive labour stages of footwear manufacturing; workforce development stages to merit the apprentice, trainee or master titles and durations of these stages; enterprise sizes in footwear manufacturing and the correlation network between these enterprises; how child labour emerge, and the stages of manufacturing and the conditions in which the children work; health and safety risks and threats stemming from the use of work equipment and machinery; and how Syrians and other migrant children start to be involved in footwear manufacturing.

The structure of footwear manufacturing sector as well as vocation learning practices result in widespread child labour. The enterprises active in footwear manufacturing are divided into two groups as manufacturers and vamp producers. Furthermore, there are enterprises which carry out automated productions in modern integrated facilities. While existing data indicates that there are 40 thousand to 140 thousand workers in footwear sector, enterprise reports in the sector estimate this number to be as high as 300 thousand. Despite the contradictory numbers of workers, small- and medium-sized enterprises and labour intensive manufacturing as well as widespread informality in manufacturing are underlined. Particularly a significant ratio of vamp manufacturing is carried out in informal and independent workshops.

The findings of the rapid assessment indicate that child labour is prevalent in informal and labour intensive footwear manufacturing enterprises, and that the vocational path from apprentices to trainees, and from trainees to masters is built upon child labour. Syrian migrant labour force and child labour that have been increasing over the recent years, shapes the new image of sector, which often includes migrant workers. Children taking up the vocation at the age of 12 and advancing from trainees to masters in the vocational path is a well-known practice for almost all workers. The interviews repeatedly underlined that the vocation cannot be mastered after the age of 16-17. Another point that was often highlighted is that the extended period of compulsory education in Turkey prevents the new generation of workers that are raised from scratch, thus leading to a shortage of qualified staff.

Another striking finding is that the visibility and permanence of the existence of Syrian migrants in the manufacturing have recently been increasing. As the Turkish children pull-out from manufacturing, the labour force gap is filled by Syrian migrants and Syrian child workers. Another recent change is the Syrians establishing their own enterprises and employing Syrian migrant workers in these workplaces. It is noted that children work in various stages of footwear manufacturing even as young as 10 years of age.

Footwear manufacturing is classified as a hazardous profession. What makes the profession hazardous is the impact of work equipment on the health of workers. Another

reason is that the working environment and conditions are way below the boundaries set forth in legislations. Footwear manufacturing, where children have to work 6 days a week, almost 12 hours a day, earning weekly wages in general, requires the use of heavy chemicals as part of the work. Regulations on the use of chemicals and equipment are mostly disregarded. Therefore, the conditions impose severe dangers on the health and safety of workers, and particularly of children.

Policy Recommendations for the Elimination of Child Labour in Footwear Manufacturing

Child labour exists in almost all stages of footwear manufacturing. Child workers are often children who are out of the education system or the Syrian migrant children. Child labour in footwear manufacturing is a multi-faceted and multi-layered issue. It occurs not only because of the poverty of children and their families, but also because of the demand for child labour in the manufacturing sector. Child labour in manufacturing concerns a variety of actors from consumer to brand, manufacturer to exporter, tax and education systems, and informality to hazardous production areas.

Therefore, suggestions for pro-active and progressive solutions should be developed that comprise all actors of the sector, namely the public institutions and agencies, professional organizations and civil society organizations. Child labour problem in manufacturing should first be analyzed in all aspects and comprehensive research and activities that focus on the solution of this complex problem should be developed. Following, the second step is to brief the actors in the sector on the matter, and to remind them of their roles and responsibilities. Then, inner mechanisms of sectors and institutions/organisations should ensure that the current legislation is actively implemented rather than remaining on paper, and should implement efficient inspection systems to this end.

Furthermore, employer practices should be harmonized, and the approach should be changed through the restructured Vocational and Technical Training. Attainment of required adult workforce in the sector depends on the schooling of children who are currently active in the sector, and on their presence in practice as students who are learning a vocation rather than being workers in the sector.

Research and strategy development efforts

Research and sector reports on footwear manufacturing often target manufacture, mechanization and exportation. There are very few research and studies on employment, formality and informality, and occupational health and safety. Therefore, in-depth and comprehensive studies are needed that are focusing workers in footwear manufacture, child workers, to display the structural causes and various aspects of problems. Such research should mainly concentrated on İstanbul, İzmir and Adana provinces. That is because İstanbul is the province where the highest numbers of migrant or refugee

children from Syria as well as from other countries work. İzmir could be an example due to the prevalence of child labour and harsh working conditions. Adana would provide interesting outcomes as it is a province that does not have a footwear manufacturing site and the manufacturing is carried out in the passages in the city center. Such research should include various experts to evaluate the risks the children are facing and should adopt an approach to encourage active involvement of various sector actors in the research process.

Labour and working conditions in vamp manufacturing is amongst the worst in manufacturing sector. Comprehensive research should be conducted on vamp manufacturing where child labour is prevalent, where tens of thousands of children are employed, and where the child workers may be as young as 7-8 years of age; and particularly the working conditions, income analysis, positions and relations in the supply chain, and career steps in apprenticeship and other senior apprenticeships, junior traineeship and traineeship should be examined.

Furthermore, an impact analysis should be carried out within the scope of the strategy for the elimination of child labour; an action plan that is based on self-assessment of sector representatives should be formulated; and more comprehensive research should be conducted with gender focus.

Social support and safety nets

One of the main reasons for child labour in footwear production is poverty. Therefore, the first recommendation is to increase the disposable incomes of households who live below the poverty line with wages and social supports. Social support activities that focus on the elimination of poverty should be linked with active workforce programs (vocational training and placement/employment) for parents of families that have, or under the risk of child labour. Furthermore, existing social safety nets should be revised to adopt the perspective to prevent child labour and remove children from work. Additionally, by regular monitoring of school attendance of children of the families who are in poverty and giving these families social supports such as conditional cash transfers for education if necessary, children should be kept in the education system.

Registration of Manufacturers

The prevalent informality in manufacturing was explained with the income being too low to bring sufficient additional value to cover for the taxes and other legal obligations, and with the heavy burden of social security taxes. Moreover, the presence of Syrians and the informality of enterprises they own were presented as another cause. In addition, the pressure on unit price from particular brands to manufacturers in the supply chain is another reason that increases informality. Since unit prices of vamps (a pair of vamps), are very low, vamp manufactures cannot find jobs uninterruptedly and there are work load gaps twice a year between seasons, the earnings of vamp producers are affected,

thus they are often not registered and nor do they register their workers. Active and effective policy proposals should be developed to enhance wages and working conditions in vamp manufacturing, where child labour is prevalent and working conditions are very bad. Registration of both workshops and workers is the most significant step in the elimination of child labour. Activities should focus to strengthen the global competitive power of footwear sector through the enhancement of working conditions in vamp manufacturing, branding, and support to qualified labour force.

Amount of taxes such as income tax and added value tax, social security costs, rent tax and retention tax should be amended in consideration of income levels to ensure minimum living levels and conditions of competition so as to increase the rate of registration in the sector. Furthermore, innovative solutions should be implemented to ensure the registration of manufacturers and vamp producers to protect the rights of migrant workers from Syria and from other countries. Various models should be developed on how to achieve this target, and solutions should be formulated with the involvement of sector actors.

Regulations on education/vocational and technical training

Employment of children in footwear manufacturing is only possible through two paths: the first one is enrolment in a vocational training center, where children included in the system as candidate apprentices, receive education in the center once a week and work at an enterprise during the rest of the week. The second is the 12th grade of vocational high schools, where children continue their education in their schools twice a week and work 3 days a week to improve their professional skills in a footwear manufacturing facility or an enterprise that is referred and supervised by the school. As footwear manufacturing is classified as a hazardous profession, these enterprises must be registered and must have taken necessary safety measures.

Therefore, the enterprises where children will be employed for educational purposes need to have monitoring and supervision systems, implement safety measures against risks.

Children working in footwear manufacturing are mainly divided in two groups;

- a. Turkish children,
- b. Undocumented⁷⁴ migrant children with foreign origins including Syrian migrant children who are under international protection at the first place.

⁷⁴ Platform for International Cooperation on Undocumented Migrants (PICUM) defines undocumented migrants as follows: "Persons who do not hold valid documentation for regular stay or for work in their residential country are called undocumented migrants. This definition includes persons whose visit, residence or work permit has expired or has been invalidated through other means, whose international asylum requests were denied, who have entered the country illegally, and who were born to "undocumented" parents in the target country." Development Workshop (2016a) Lessons Learned Report on Employment of Migrant Workers in Agricultural Production, page 78. For detailed information <http://picum.org/words-matter/>

Of the Turkish children;

- A significant ratio drop out of formal education and work in footwear manufacturing.
- Some graduate from secondary school and enroll in open education high school institutions and, then, work simultaneously in footwear manufacturing.
- Some complete their internships within the scope of technical and vocational high schools in footwear manufacturing.
- Some are students in vocational training centers as apprentices and receive education once a week while they work in these enterprises during the rest of the week.
- Some of the children continue formal education and attend the two-session system; they work in footwear manufacturing either in the mornings or in the afternoons, during weekends, after-school hours, mid-term holidays, and summer holidays.

As for foreign migrant children, it is noted that a majority are from Syrian families, while the others are from Afghan, Pakistani, African and Central Asian families. While these children work for an employer either with their friends or their families, particularly the Syrian masters who have established their own enterprises in Gaziantep, Hatay, Adana or İzmir employ their own children and/or children of their relatives. Almost none of these migrant children are registered to a training institution. This situation needs to be addressed and assessed.

Keeping children in the education system is one of the main solutions regarding elimination of child labour. Furthermore, it is also needed to supply the required apprentices and trainees in manufacturing through training, adjust the working environment accordingly, determine the wages in accordance with current conditions.

Enhancement of manufacturing procedures and structures

Footwear manufacturing is classified as a hazardous profession. However, current working conditions require urgent enhancements in terms of occupational health and safety. Urgent health and safety measures need to be implemented in unorganized manufacturing facilities, specifically in Nizip Avenue in Gaziantep, basements of apartments in Gedikpaşa district and in various districts in European side of İstanbul, in Esat Ağa Office Building and in the former tan yard district in Antakya, and in the settlements called as villages by the community in the surroundings of Işikkent site in İzmir. Inspections should not only be done on complaint, but rather be conducted regularly and systematically. Furthermore, free of charge counselling services should also be provided in addition to inspections.

Another requirement is to cooperate with certification institutions for the inspection of manufacturers from which brands procure footwear items, and of vamp producers within the scope of supply chain. This cooperation is significant so as to attain efficient

results. The supply chain inspections are expected to improve the working conditions as well as to ensure that a fair wage system is applied throughout the supply chain.

Moreover, the growing need for foreign migrant labour force in the footwear manufacturing is one of the most significant findings of this report. Short-term and easy to obtain work permits should be issued for the employment of migrant workers in manufacture, and enterprise establishment should be facilitated particularly for Syrian migrants. Work permits as a significant pillar of migration management should be flexible and based on quota as it is the case for migrants working in house care services; and the employment of migrants in decent jobs and their registered (formal) employment should be facilitated.

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ANNEX

Annex 1

Field Research Questions

1. Can you give brief information about footwear manufacturing?
2. What do you think about footwear manufacturing in your province?
3. Can you give brief information about your institution? When was it established? How many members do you have?
4. What is the main field of activity of your institution?
5. Who are the workers in footwear manufacturing (how does master craftsman, traineeship and apprenticeship work)? Can you describe the worker profile in manufacturing?.
6. Which stage of footwear manufacturing use the most amount of labour force? In which part of this manufacturing process are the workers involved?
7. How did the work procedures change in footwear manufacturing recently?
8. It is known that becoming a footwear manufacturing master requires starting to work at early ages. Can you tell us briefly about this process? At what age do the children start to work in footwear manufacturing and in which stages are they mostly involved?
9. Which works do they do?
10. How many days a week and how many hours a day do children work?
11. Why do these children work in footwear manufacturing?
12. What are the processes that have the most negative impact on working children in the manufacturing process (such as chemicals, leathers, tools used, working environment etc.)?.
13. How does mechanization of footwear manufacturing affect the child labour?.
14. How were the workers affected in footwear manufacturing with the arrival of Syrian migrants (children)?
15. What should be done to prevent child labour? Who can do what?

QUESTIONS TO INDIVIDUALS

1. Can you introduce yourself? How long have you been doing this work?
2. Do you work for yourself? Whom do you manufacture for?
3. What do you think about footwear manufacturing in your province? Can you give information about enterprises? Such as the size and manufacturing techniques of the enterprises, for whom they manufacture etc. Where the manufactured shoes are consumed? (domestic market, export).
4. Can you give brief information about your enterprise or the one that you work for? When did you open it? How many employees are there in this enterprise?
5. Which processes or works do you carry out in this enterprise?
6. From where do you find workers both for your province and for your enterprise / for the enterprise that you work for? How do you find them?
7. Which stages of manufacturing processes are the workers involved in?
8. What changed in workers' conditions in the recent times? For instance the arrival of Syrian workers or the increase of technology use.
9. We know that children work in footwear manufacturing. In which stages are children employed mostly?
10. Which works do they do?
11. How many days a week and how many hours a day do they work?
12. Why do these children work in footwear manufacturing?
13. What are these child workers affected by and how are they affected?
14. What should be done to prevent child labour? Who can do what?

Provincial and District Chambers Affiliated to Turkish General Federation of Footwear Manufacturers

1. Adana Chamber of Leather and Stout Leather Processing
2. Adapazarı Chamber of Footwear Manufacturers
3. Afyonkarahisar Chamber of Footwear Manufacturers
4. Aksaray Chamber of Footwear Manufacturers and Repairers
5. Akşehir Chamber of Leathercraft Manufacturers
6. Akyazı Chamber of Dry-Goods Dealers, Cheap Shoes Dealers, Footwear Manufacturers, Ready-Made Sellers
7. Alaşehir Chamber of Footwear Manufacturers
8. Ankara Chamber of General Footwear and Bags Manufacturers
9. Antakya Chamber of Footwear Manufacturers
10. Antalya Chamber of Footwear Manufacturers
11. Aydın Chamber of Footwear Manufacturers
12. Bafra Chamber of Footwear Manufacturers
13. Balıkesir Chamber of Artisans and Tradesmen for Footwear Manufacture
14. Bandırma Chamber of Footwear Manufacturers and Repairers
15. Biga Chamber of Footwear Manufacturers
16. Bolu Chamber of Footwear Manufacturers
17. Burdur Chamber of Footwear Manufacturers
18. Bursa Chamber of Footwear Manufacturers
19. Ceyhan Chamber of Footwear Manufacturers
20. Çarşamba Chamber of Footwear Manufacturers
21. Çorum Chamber of Footwear Manufacturers and Stitching Works
22. Denizli Chamber of Footwear Manufacturers
23. Diyarbakır Chamber of Cheap Shoes and Plastics Manufacturers
24. Diyarbakır Chamber of Footwear Manufacturers
25. Düzce Chamber of Footwear and Plastics Manufacturers
26. Edremit Chamber of Footwear and Leathercraft Manufacturers and Tanners
27. Elazığ Chamber of Footwear Manufacturers

28. Elazığ Chamber of Yemeni (Flat-healed Traditional Shoes) Manufacturers
29. Ereğli Chamber of Artisans and Tradesmen for Footwear Manufacture
30. Erzurum Chamber of Footwear Manufacturers
31. Eskişehir Chamber of Artisans and Tradesmen for Footwear Manufacture
32. Gaziantep Chamber of Footwear Manufacturers
33. Gaziantep Chamber of Leathercraft Manufacturers
34. Gerede Chamber of Artisans and Tradesmen for Tanners
35. Giresun Chamber of Artisans for Footwear, Leathercrafts and Wool Manufacturers
36. Kastamonu Chamber of Footwear Manufacturers and Dealers
37. Isparta Chamber of Footwear, Slippers and Leathercraft
38. Manufacturers and Repairers
39. İskenderun Chamber of Footwear Manufacturers
40. İstanbul Chamber of Artisans for Footwear Milling Cutters
41. İstanbul Chamber of Footwear Dealers
42. İstanbul Chamber of Artisans and Tradesmen for Footwear Manufacturers
43. İstanbul Chamber of Leather Suede Confectionary Tailors and Artisans
44. İstanbul Chamber of Leather Manufacturers
45. İstanbul Chamber of General Vamp Manufacturers
46. İstanbul Chamber of Slipper Manufacturers
47. İzmir Chamber of Footwear Manufacturers
48. Kahramanmaraş Chamber of Ready-Made Footwear and Leathercraft Manufacturers
49. Kahramanmaraş Chamber of Footwear Manufacturers
50. Karacabey Chamber of Footwear Manufacturers
51. Kayseri Chamber of Artisans and Tradesmen for Footwear Manufacturers
52. Kırıkkale Chamber of Artisans and Tradesmen for Footwear Manufacturers and Repairers
53. Kilis Chamber of Footwear Manufacturers
54. Kocaeli Chamber of Footwear Manufacturers
55. Konya Chamber of Footwear Manufacturers
56. Kozan Chamber of Footwear Manufacturers
57. Kula Chamber of Leather Dealers

58. Malatya Chamber of Footwear Manufacturers
59. Manisa Chamber of Footwear Manufacturers
60. Mersin Chamber of Artisans and Tradesmen for Manufacturing, Repairing and Selling Footwear, Leather Products and Souvenirs
61. Nazilli Chamber of Footwear Manufacturers
62. Niğde Chamber of Footwear Manufacturers and Repairers
63. Ordu Chamber of Footwear Manufacturers
64. Ödemiş Chamber of Chamber of Footwear and Leathercraft Manufacturers
65. Rize Chamber of Footwear Manufacturers
66. Salihli Chamber of Footwear and Leathercraft Manufacturers and Tanners
67. Samsun Chamber of Footwear Manufacturers
68. Siirt Chamber of Footwear Manufacturers
69. Simav Chamber of Tanners, Saddlers and Felt-Makers
70. Sivas Chamber of Footwear Manufacturers
71. Şanlıurfa Chamber of Old-Clothes and Cheap Shoes Sellers
72. Şanlıurfa Chamber of Footwear and Vamp Manufacturers
73. Tarsus Chamber of Footwear Manufacturers
74. Tokat Chamber of Footwear Manufacturers
75. Tosya Chamber of Tanners and Leathercraft Manufacturers
76. Trabzon Chamber of Footwear Manufacturers
77. Turgutlu Chamber of Footwear Manufacturers
78. Uşak Chamber of Footwear Manufacturers
79. Uşak Chamber of Tanners
80. Yalvaç Chamber of Footwear Manufacturers, Barbers and Small Markets

Annex 2

Main Actors of Footwear Manufacturers

Main Actors of Footwear manufacturing are;

- public institutions
- local authorities
- professional organizations
- professional competency organization
- footwear industry site managers
- non-governmental organizations

These actors have roles and responsibilities of research, development, promotion, inspection, monitoring and consultancy in all processes of manufacturing. They have the liability to carry out works for prevention of child labour in footwear manufacturing and ensure employment respecting the rights of children and human rights.

Public Institutions

The Ministry of Family, Labour and Social Services has the following responsibilities: ensuring occupational health and safety in footwear manufacturing, registration of workers, providing them with social security benefits, inspection of workplace, providing consultancy if needed, ensuring formal employment, prevention of child labour and finding employees if required by the employers. The following directorate generals and presidencies of the ministry are related within this scope;

- Directorate General of Employment Agency
- Directorate General of Labour
- Directorate General of Occupational Health and Safety
- Directorate General of Labour Inspection

The Ministry of National Education regulates the processes for vocational and technical training as well as apprenticeship and traineeship trainings and provides services for employing children in footwear manufacturing after ensuring that they have received proper education and training.

The Ministry of Development, through its Development Agencies, provides services for research, machinery and equipment, capacity development, support in footwear manufacturing. Besides they carry out activities to increase exports.

The Ministry of Customs and Trade carries out researches in footwear manufacturing, regulates issues related to import and export as well as procedures related to permits and certifications.

The Ministry of Science, Industry and Technology, through its Small and Medium Enterprises Development Organization (KOSGEB), gives credits, support to domestic and international fairs and exhibitions, and to research and development regarding footwear manufacturing.

The Ministry of Health carries out health works and studies in the field of occupational diseases. Local authorities issue permits to open workplaces and carry out inspections for environmental problems.

Professional Organizations

The footwear manufacturers have two professional organizations. If a person establishes a company for manufacturing, s/he registers to Chambers of Industry and/or Trade. If it is a proprietorship, they register to professional Chambers of Tradesmen and/or Craftsmen or the Chamber of Commerce. The owners of corporate companies cannot register to Chambers of Tradesmen and Craftsmen.

To establish a Chamber of Tradesmen and/or Craftsmen, at least 500 craftsmen in a specific area must assemble together. Therefore, as there are Chambers of Craftsmen established by only footwear-vamp manufacturers for example, there are also Chambers of Tradesmen and/or Craftsmen where the members do similar works such as foot repairers, owners of stores selling footwear, leather processors. In some provinces, there are mixed Chambers of Tradesmen and Craftsmen including all types of occupations to meet the requirements to open a Chamber (Annex 3).

Child labour is prevalent in vamp manufacturing and small footwear manufacturing. As most of the vamp manufacturers are informal, it is not easy to establish a Chamber of Craftsmen and one cannot register to other Chambers of Craftsmen. There are just two Chambers of Craftsmen established solely by vamp manufacturers, one in İstanbul and the other in Gaziantep. İstanbul Chamber of General Vamp Manufacturers was established in 1969 and has been carrying out activities to defend the rights of their colleagues. It organized the strike by vamp manufacturers in September 2017 for the increase of wages paid per piece. Gaziantep Chamber of Vamp Manufacturers was established in 1963 and has 218 members. Similar to İstanbul, they carried out strikes in September 2018 for the increase of wages paid per piece. None of these chambers have the issue of prevention of child labour on their agenda.



The announcement of meeting organized by İstanbul Chamber of Vamp Artisans

Similarly, Chambers of Craftsmen established by the footwear manufacturers do not have child labour as an item on their agenda. It was frequently stated that the number of members of the chamber decreases rapidly and this weakens their financial capacities.

There are some professional committees such as *footwear and subsidiary industry*¹, *leather, fur and footwear*², *textile, garment industry and footwear*³ established by the Chambers of Commerce and Industry in which companies or persons manufacturing footwear at large-scale are members. The main role of these committees is to make policy initiatives at both provincial and national level to solve the problems of relevant sub-sector. Combatting child labour is not included in the agenda of these professional committees.

Footwear Manufacturing Sites

Manufacturing sites were visited in 6 provinces included within the scope of the Rapid Assessment and observations were made as to under which conditions the manufacturing takes place. Footwear is manufactured in the workplaces in Footwear Manufacturers Site Aykent in Konya, Footwear Manufacturers Industrial Site Aykosan and Footwear Manufacturers Site Aymakoop in İstanbul, Footwear Manufacturers Site Aykusan in İzmir and Footwear Manufacturers Site Gatem in İzmir. These workplaces are organized in the form of small industrial site cooperatives and they are managed by a management elected by the members of the cooperative. Apart from these, there is footwear-vamp manufacturing in Karadigin neighborhood at 25 km distance to Konya province. Footwear manufacturing outside the footwear manufacturing sites is very widespread in Gaziantep, Adana, Hatay and İstanbul and such manufacturing takes place as dispersed in the urban area or in commercial building blocks. There are workshops in the basement of the apartments scattered in the neighborhoods in the European side of İstanbul. There are manufacturing workshops clustered in certain neighborhoods in city centers of Adana, Gaziantep and Hatay. The footwear manufacturing sites do not have on their agenda the issue of child labour.

Non-Governmental Organizations (Associations, Foundations)

There are associations and foundations in footwear manufacturing sector established by vamp manufacturers, workers or employers. Some of these non-governmental organizations are associations established by those who manufacture vamps for the footwear manufacturers and they carry our activities to defend the rights of vamp manufacturers and the workers employed by them. For example, a strike to increase the wages of vamp manufacturers in August-September 2017 was supported and partially organized by these associations.

¹ <http://www.iso.org.tr/meslek-komiteleri/secim/> (Date of Access 7 February 2018)

² <https://www.atso.org.tr/meskom/meslek-komiteleri.html> (Date of Access 7 February 2018)

³ <http://www.mtso.org.tr/tr/11-nolu-meslek-komitesi> (Date of Access 7 February 2018)

The main field of activity of the associations and foundations established by footwear manufacturers is to raise the local and national problems of footwear manufacturing at provincial level or governmental level. Elimination of child labour is not included among their activities.

The non-governmental organizations identified in that regards are as follows:

- Footwear Sector Workers Association of Solidarity and Assistance of (Adana)
- Association of Solidarity and Assistance in Leather, Textile and Footwear Industry (İzmir)
- Konya Association of Vamp Manufacturers
- İstanbul Association of Vamp Manufacturers
- Association of Subsidiary Footwear Industry - AYSAD (İstanbul)
- Turkey's Association of Footwear Industrialists - T ASD (İstanbul)
- Aegean Region Association of Footwear Industrialists (İzmir)
- Konya Association of Footwear Manufacturers - KONAYDER
- İstanbul Association of Sports Shoes Manufacturers
- Footwear Industry Research, Development, and Education Foundation of Turkey - TASEV (İstanbul)
- Aydın Association of Tradesmen and Artisans for Footwear
- Anatolia Association of Footwear Manufacturers - ANAYDER (Konya)

