

PROPOSAL FOR A FEASIBLE MEASURE THAT MAY BE TAKEN
FOR THE IMPROVEMENT OF WORKING CONDITIONS IN
SMALL ENTERPRISES

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I - HISTORICAL BACKGROUND AND SOME CHARACTERISTICS OF SMALL ENTERPRISES IN TURKEY

The history of the small enterprises, more specifically of the petty traders and artisans in our country goes back to centuries ago. Their organization by themselves and establishment of professional associations with specified rules goes back until the 13th Century A.D. The 13th Century was a period in which the Seljukian Empire in Anatolia had weakened, the Mongolian pressure had intensified, the small states had fallen into dispute and wars followed each other. The weakening of city administrations and the frequent change of governors necessitated the existence of a local organization that would sustain social and economic life and that would undertake administrative functions during interim periods. The Ottoman guild ("Ahi") organizations came to existence under such circumstances and carried hand-in-hand the professional solidarity and religious elements throughout centuries. The "Ahi" organization was the concrete form of the apprentice-journeyman-master relations in Anatolia. The petty traders and artisans organizations that gradually acquired the right to a shop ("gedik") were liquidated partially in 1861 by a firman of the Padishah, since "monopoly in artisanship and commerce inhibited the development in commerce and industry", and fully in 1912 by an act. [Akdağ, 1974, p.120; Petty Traders and Artisans..., 1973, p. 117].

In the 19th Century, various industrialization programs have been attempted to be implemented and "reform of industry" endeavors have been realized in the Ottoman Empire, that had failed in agricultural and industrial development. In the 19th Century and the beginnings of the 20th Century, industrialization programs that tried to carry the petty traders and artisans along continued to be implemented [Ortaylı, 1978, p.123]. The fact that, starting with the 15th Century the petty production and the guild order were obsolete and that capital centralized in a few hands led to great events and sufferings*. The same experience was repeated in Japan intensively in a short period of time. This had an intimidating effect on the Ottoman Statesmen. Due to this reason, it has been attempted to establish and develop the Ottoman industry on the foundations of petty traders and artisans. The dominant role of this influence is controversial.

This traditional environment feeding the small enterprises continues to exist, in spite of the economic bottleneck during the last six years. The relations between the master, journeyman and apprentice are not governed by the strict rules of the shops [guilds]. They are modernized and continue to preserve the characteristic of providing the opportunities of learning a profession, in small enterprises, for the children and the youngsters that could not find places for themselves in formal education. It has been attempted to regulate this field by legislation.

As a result of research undertaken to specify the characteristics

of small enterprises, an enumeration such as the following can be presented:

1. The enterprises utilize their own scarce resources both at the phase of establishment and at the phase of development.
2. They do not possess sufficient sources of loans.
3. Those investing based on projects constitute a minority.
4. The enterprise is organized such that it works inefficiently.
5. The conditions for workers' health and safety at work are generally inadequate.
6. Especially the small artisans do have the tendency to enlarge their enterprises and to be a larger-scale industrialist.
7. The petty traders and artisans owning enterprises are, in the majority of the cases, originating from the same environment [SPO,1971].

However, these characteristics exhibit an improvement over the years. An increase in the number of persons acquiring a certificate of conformity from the Turkish Institute of Standards can be observed. It is not infrequent that technical high school or university graduates get into business by small scale enterprises. Certain new legal stipulations and the necessity to move to industrial sites, strengthen the tendency of the small enterprise owners to affiliate to associations and cooperatives.

Statistical data concerning small enterprises are relatively limited. According to the findings of the census of industry

and enterprises undertaken in 1970 by the State Institute of Statistics, there are 170,479 enterprises employing 9 or less workers, and they constitute 97.3 percent of all enterprises [SIS, 1984, p.128]. On the other hand, according to the statistical data of the Social Insurance Institution, the number of enterprises employing 9 or less workers is 150,458 and they constitute 77.8 percent of all enterprises [Fişek, 1978, p.1714]. The difference between the data of the two sources [SIS and SII] may be the consequence of the fact that, there is a time span of 8 years. But I think that another factor is the existence of enterprises functioning without being registered. On the other hand, according to the Social Insurance Institution data, 21.1 percent of all workers are employed in enterprises employing 9 or less workers, whereas 40.1 percent are employed in enterprises employing 49 or less workers.

As is evident by the statistical data presented above, the small enterprises have, for our country as well, an extensive character that can not be belittled. But the fact that they are scattered and that they each employ a small number of workers makes it difficult for the control organizations of the state to reach them. It is also similarly difficult for the trade unions and unionization consciousness to reach these enterprises. Under these circumstances, the failure of a centralized control and of an auto-control mechanism renders it impossible to improve the conditions of work in these enterprises. However, the coercive influence of public control can be utilized for the

implementation of the most basic principles and for their benefiting of certain service opportunities by grouping together.

II - IMPROVEMENT OF WORKING CONDITIONS AND FEASIBILITY PROBLEM

In our age, small enterprises attract the attention of especially those who deal with working conditions. The main reason for this is the inconvenience of working conditions, considerable use of child and youth labour and the difficulties in solving this problem. Small enterprises being a characteristic element of underdeveloped countries is another factor other than the reasons stated above.

If we consider everything we said up to now, it appears that problems connected with small enterprises have economic, social and cultural dimensions. There is no doubt that it is necessary to consider the same elements while searching for solutions to the problem. However, due to the fact that the problems have reached considerable dimensions and are widespread as well as the impossibility to solve them easily, it is necessary to determine the priorities and the starting point.

Kogi emphasized priorities also and showed that there are many feasible priorities for the development of working conditions [Kogi, 1985, p.3].

In Turkey, there are no proposals for which an agreement has been reached upon and published concerning the priorities for

the improvement of working conditions. However, the "deficiency in taking measures" which the technical labour inspectors of the Ministry of Labour and Social Security are looking for with priority during inspections might be considered as an approach of this kind. This is so, because, after years of practice a concord has been reached among the inspectors. These priorities are,

1. Medical certificate for workers,
2. Medicine cabinet,
3. Existence of lavatory and washbasins,
4. Whether there is a fire extinguisher and whether it is regularly controlled or not,
5. Lockers for workers,
6. Protective shield for the machine and safety glasses for the workers while working with grinding stone,
7. Existence of an aspirator for general ventilation purposes,
8. For work carried out with a compressor, control of the compressor at regular intervals and whether or not it is kept within an explosion-proof chamber.

However, years of waiting for the completion of these deficiencies existing in enterprises did not suffice. We believe that the inadequacy of the inspection system to create the potential for the employers to organize (to enter into joint action) in order to fill this gap is the main cause of this insufficiency.

Capital facilities on the one hand and being large scale enterprises on the other hand as well as employment of technical

personnel in sufficient numbers render it easier for big enterprises to solve the problem by themselves. As a matter of fact, in Turkey, large scale enterprises having better working conditions [they also have some deficiencies] when compared to those observed in small enterprises is mainly due to these facilities.

However, we can not say the same thing for small [and even medium-size] enterprises. In our opinion, it is necessary to urge employers in this group for finding solutions through their organizations or through the organization models they contribute to. The best and, as far as we know, the only step taken in this direction is the establishment of small industrial estates. Industrial estates at least enabled small enterprises to be located in a better planned physical environment; but unfortunately, this positive step could not be followed by other steps connected with the improvement of working conditions.

Concentration of small scale enterprises in small industrial estates did not only contribute to the improvement of the physical environment but at the same time it affected the attitude and behaviour of the workers and the employers. At least it rendered them more receptive to new ideas.

It is necessary to include the employers of small enterprises in the chain of organization which continuously improves working environment by using this opportunity as best as possible. This in turn, requires the selection of "the priority and the starting point" which is feasible, by a meticulous evaluation.

We think that the feasibility concept should be examined in three dimensions:

1. that it is an appropriate starting point in the efforts for the "Improvement of Working Conditions,"
2. that it can generally be accepted in the society,
3. that it is self-financing.

III - REASON FOR CHOOSING "MEDICAL EXAMINATION FOR WORKERS" AS A FEASIBLE MEASURE

Due to their insufficiency of organization, medical protection and medical treatment services are important subjects which people complain about in Turkey today. Especially workers within the lower wage group have important problems in this field.

There is no doubt that dissemination of various educative information on health through the mass media is increasing the demand for health services. However, due to the great burden on social insurance hospitals and the failure of the institution to solve this problem, problems regarding medical treatment services is reaching greater dimensions. Consequently, preventive health services which have already been in a comparatively inferior position are being totally forgotten.

Therefore, what the workers will demand from the team which visits the enterprise to deal with health and safety problems of the workers, shall first of all be about medical treatment services, early diagnosis and first aid. Unfortunately, this

trend is further aggravated due to the absence of using certain facilities given as a right to this institution with law and which constitute the self-defence mechanisms of social insurance institutions.

Within such a context, it is almost impossible to develop working conditions in enterprises as a whole. Thus, where to start is the problem that has to be solved. Our starting point should have positive effects on working conditions and at the same time it should facilitate the provision of other necessities regarding the working environment; it also should motivate the society... So, where should we start?

A PHYSICIAN is the most easily accepted team member in small industrial enterprises as well as by all sections of the community in general. This acceptability stems from physicians' high status [prestige] within the society and it also is a result of a kind attitude adopted by people who think that "they will need a physician some day." Besides these facts, a PHYSICIAN who is aware of the existing problems and requirements, who can find practical solutions, who is able to enter into good relations with individuals, in other words, who can integrate with the society is certainly needed.

On the other hand, conception of "employers are obliged to provide that workers undergo a medical examitaion^{nation} at the time of recruitment and at regular intervals" is being widely accepted especially by the employers. Thus, what the employer will request

It has been noticed that enterprises which request a medical certificate during recruitment also take the other five measures (Fişek, 1985, p.43). This fact shows that "medical examination for workers" serves as an "indicator" as to whether owners of small enterprises have an intention to improve the working conditions or not.

from the team that visits the enterprise will first of all be such a medical examination. The employer is also ready to pay for this service.

When "medical examination for workers" is conceived only as a meticulous physical examination, it is something that can be carried out by a single physician. Accordingly, its cost depends on the labour of one physician. Therefore, provision of medical examination for workers is a step which is most feasible in Turkey and its cost is within reasonable limits.

On the other hand, such a practice will enable to find out what the workers and the employers, who are eager to talk with the physician during their medical examination, need to learn, through giving them the necessary information on various subjects and by asking them some questions. Such a practice will create an excellent environment for the improvement of working conditions.

The results of a survey conducted in 200 enterprises in Turkey show that a medical certificate during recruitment is requested in 28.5 percent of the enterprises. It is observed that 14 out of the 20 measures selected as the most important are taken only in less than 10 percent of the enterprises.

The measures more frequently taken by the enterprises and their percentages in the sample are as follows:

- Existence of a lavatory and washbasin (83.5 percent)
- Existence of appropriate heating systems (74.5 percent)
- Existence of an aspirator for general ventilation purposes (45.5 percent)
- Warning posters against work accidents, etc. (40.5 percent)
- Existence of a fire extinguisher and its periodic control (39.5 percent)
- Existence of medical certificates at the time of recruitment and later in regular intervals (28.5 percent)

All these facts make us to think that "medical examination for workers" should be given a priority during the health and safety services for small industrial establishments. Such a service will be accepted with pleasure by both the employers and the workers and will not require much discussion as to its content. "Medical examination for workers" is a rather elastic concept. The dimensions of this examination may be discussed. It can range from just a physical examination to utilization of X-ray and laboratory facilities. Workers or employers usually do not have a preference with regard to this subject; they request "the execution of what is necessary." However, the cost of such a medical examination exceeding the amount the employers are willing to pay may have an impact on the employers.

This attitude may render it possible to include other health personnel for this service provided under the title of "medical examination for workers", so that it is no more a "service provided by a single physician." Through an organizational structure improved day by day, it will be possible for small enterprises to benefit from "occupational health and safety" services. Thus, a model for improving working conditions may be developed with the contribution of the society.

As is seen, "medical examination for workers" taken as the first step of an organizational structure directed at the improvement of working conditions, also conform with the elements of the "feasibility" concept which we mentioned above.

IV - VEFA PROJECT FOR PROVIDING THE SERVICE OF "MEDICAL EXAMINATION FOR WORKERS"

The aim of the project: The aim of the project is to bring small enterprises together within a participatory model with a demand for "medical examination for workers"; to transform this model into a chain of organizations which undertake certain functions for the improvement of working conditions in line with requirements; to provide that small enterprises benefit from scientific and technical developments regarding health services; and to render that "health for all" principle of the World Health Organization applies for the society as a whole.

Subordinate aims of the project are:

1. to determine the probable stages of development of the service model prepared, in line with the demands of those who benefit from this service and within the context of scientific and technical developments;
2. to observe the dynamics of development in small enterprises, the technology used, and to what degree they are influenced by developments in the field of management;
3. to collect statistical data regarding work accidents and diseases experienced by workers and especially by child workers whose number is quite high in small enterprises;
4. to conduct research activities on small enterprises, working conditions in small enterprises and the impact of the

existing working conditions on the health of those who are employed in these enterprises;

5. to provide employers and workers of small enterprises with the most necessary information on health.

In order for the realization of "medical examination for workers" which is chosen as the point of intervention to working procedure in small enterprises, fulfillment of legal obligations by the employers has been selected as the prime motivating factor. During contacts with employers for the participation in this project, the necessity of this point and the possible sanctions which may be faced in case of failure in fulfilling these obligations were emphasized. From the very beginning of the project it is observed that this method applies for the majority of the employers. Employers' demand for "medical examination for workers" is increasing due to inspection by technical **Labour** inspectors and because ~~inspectors~~ of the Social Security Institution are looking for medical certificates following a work accident. Almost all of the employers taking part in this project have demanded "medical examination for workers," either because they were warned by the public servants mentioned above or with the thought that they would be warned in the future.

Principles Adopted for the Implementation of the Project:

1. Small enterprises need a center which they can constantly be in contact with especially on subjects regarding "medical certificates during recruitment and at regular intervals after

recruitment" and "first aid." The degree of this need has reached a level that may contribute to the provision of such a service. Therefore, medical examination for workers can be accepted by these circles and implemented if presented within a suitable context.

2. In order not to create the impression that the implementation of this provision of the law [which is implemented by few employers at present] gives rise to substantial financial burden, financial contribution of the employers should be kept at the minimum level.

3. The project gets its strength from the sacrifices of those who carry out the project. It is important to emphasize that feelings such as "humanity," "philanthropy" and "solidarity" prevail in addition to developing contacts with enterprises and a normal commercial relation with them by spending much more time when compared with the contributions of small enterprises.

4. The project should give confidence and create respect where it is implemented.

5. Those who are employed in small enterprises do not have any security. The fact that they are not organized in trade unions, that they do not have adequate knowledge with regard to their legal rights and that they are alone keep them back from making demands concerning working conditions. Thus, a positive attitude on the part of the workers and contribution of the employers is required for the implementation of the project.

6. Due to the low wage level and because some of the workers are not insured, workers employed in small enterprises do not have much tendency to benefit from health services. They lack guidance with regard to health problems. This type of service provided for small enterprises have an important function in meeting these needs.

7. Medical examination for workers is a "moment" of relief in the tempo of their life; it is a moment during the process of getting conscious of their rights.

8. Medical examination for workers will be helpful in providing that employers take more interest in social policies and have closer relations with academic circles.

9. Through medical examination service for workers, consultation and training for the improvement of working conditions in the enterprise may be provided both for the workers and the employers. It should be provided that workers and employers are informed about contemporary developments in the field of "health and safety" (check-up, follow up of chronic diseases, early diagnosis, recording systems, etc.) as much as possible.

10. It is necessary that enterprises are visited at least once every six months in line with periodic examination periods. This is a necessity for the maintenance of communication and interaction between individuals. This period may be shortened in the future.

11. To penetrate the environment of small enterprises and to hold on there by means of medical examination for workers will serve the purpose. To be able to hold on where small enterprises are by providing medical examination is important by itself. Since, within such a long period of time, this will enable observations, give the opportunity to gain the confidence of people and most important of all, may help in creating new "demands" with some guidance during various contacts which in fact is a painstaking effort. Or these contacts are kept alive to meet the "demands" and to render that new measures required by public control are taken.
12. Without waiting for the motivating role of public control, to create new needs [legal obligations] through conversation in enterprises may be tried. However, this should never take the form of insistence.
13. Besides diversification of services, decreasing the cost of the service by an increase in the number of people who benefit from this service and thus using these resources for a quantitative improvement should be realized.
14. Establishing new permanent units especially in regions where small enterprises are concentrated and providing first aid services there, are steps that increase the prestige of the service within the society.
15. Well organized first aid services and the continuity of such services shall also help keeping accident reports.

Execution of the Project:

VEFA Project started in November 1982, in seven enterprises. One of the enterprises is a filling station and one is a printing office. Even though most of the people who had workplaces in industrial estates then knew that they were obliged to request a medical certificate, a regular and organized service did not exist. Two physicians, one in his clinic and one in the workplaces, where he came when invited, were preparing these certificates. However, occupational health and safety were less important and "medical examination for workers" was not considered as the first step of improving the working conditions in the enterprise. Besides, limited symptoms specified during physical examination were thought to be adequate for arriving at a conclusion.

"Improvement of working conditions of enterprises" is accepted as the main purpose of our project. "Medical examination for workers" is one of the most important parts of this and it is also the starting point. Therefore, this medical examination should be carried out in detail and by emphasizing its importance.

Carrying out the medical examinations for workers with due care, feeling of content among the workers who go under examination, repeating the examination every six months and keeping an orderly card-index, increase the respect shown by the workers as well as the employers.

There is a card for every worker and for every enterprise.

Information about the worker and the enterprise is recorded on these cards. A detailed evaluation of the working environment in the enterprise is also being recorded on the "enterprise card ." This evaluation is extended to any employer requesting it.

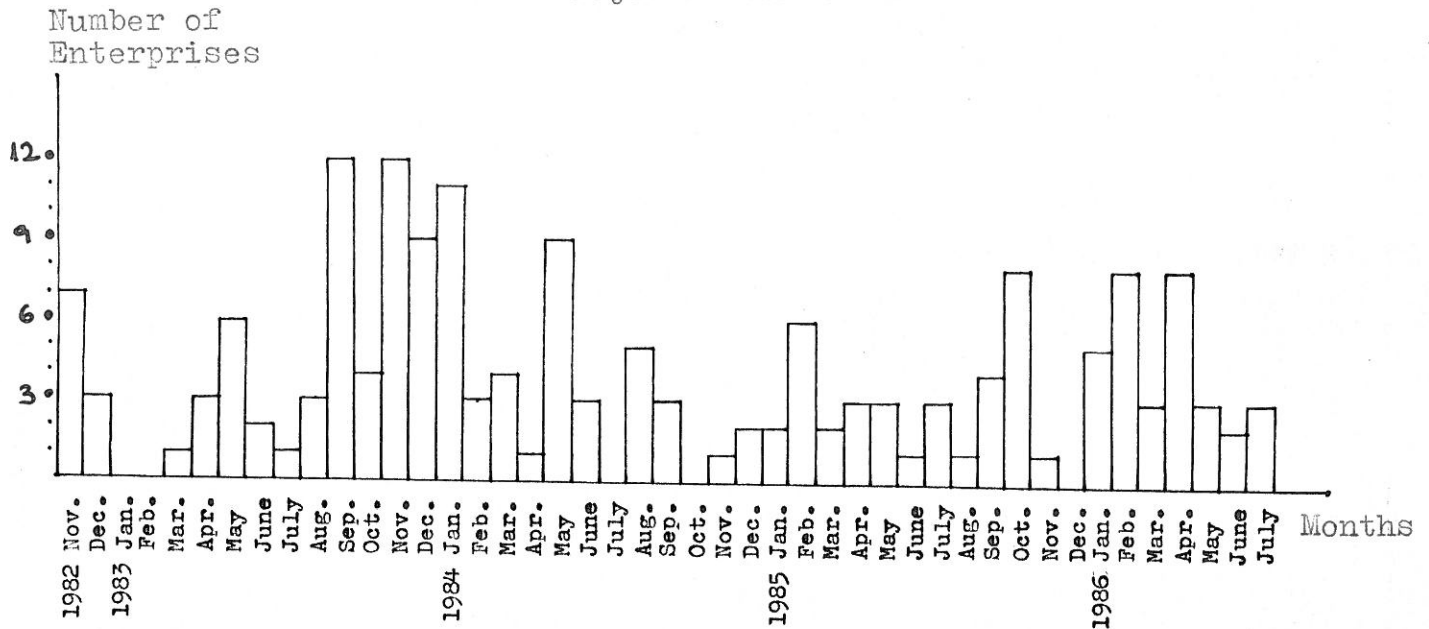
The following graphs and tables have been prepared by using a portion of the information acquired from these cards. Graph 1 shows the number of enterprises joining in the project each month. Graph 2 shows the number of workers employed by the enterprises joining in the project each month.

As seen in Graph 1, the number of enterprises joining in the project is increasing. While 21 enterprises have joined in the project during the first seven months of 1985, this figure has reached 32 during the first seven months of 1986. The average number of workers per newly joined enterprise for the same period has increased from 6.8 in the first seven months of 1985 to 10.3 in the first seven months of 1986. These last figures show that there is an increase in the number of workers employed by the enterprises joining in the project especially during 1986. One of the most important reasons for this is the differentiation between small enterprises due to economic bottlenecks Turkey is living through. Smaller scale enterprises either close down or refrain from fulfilling their obligations.

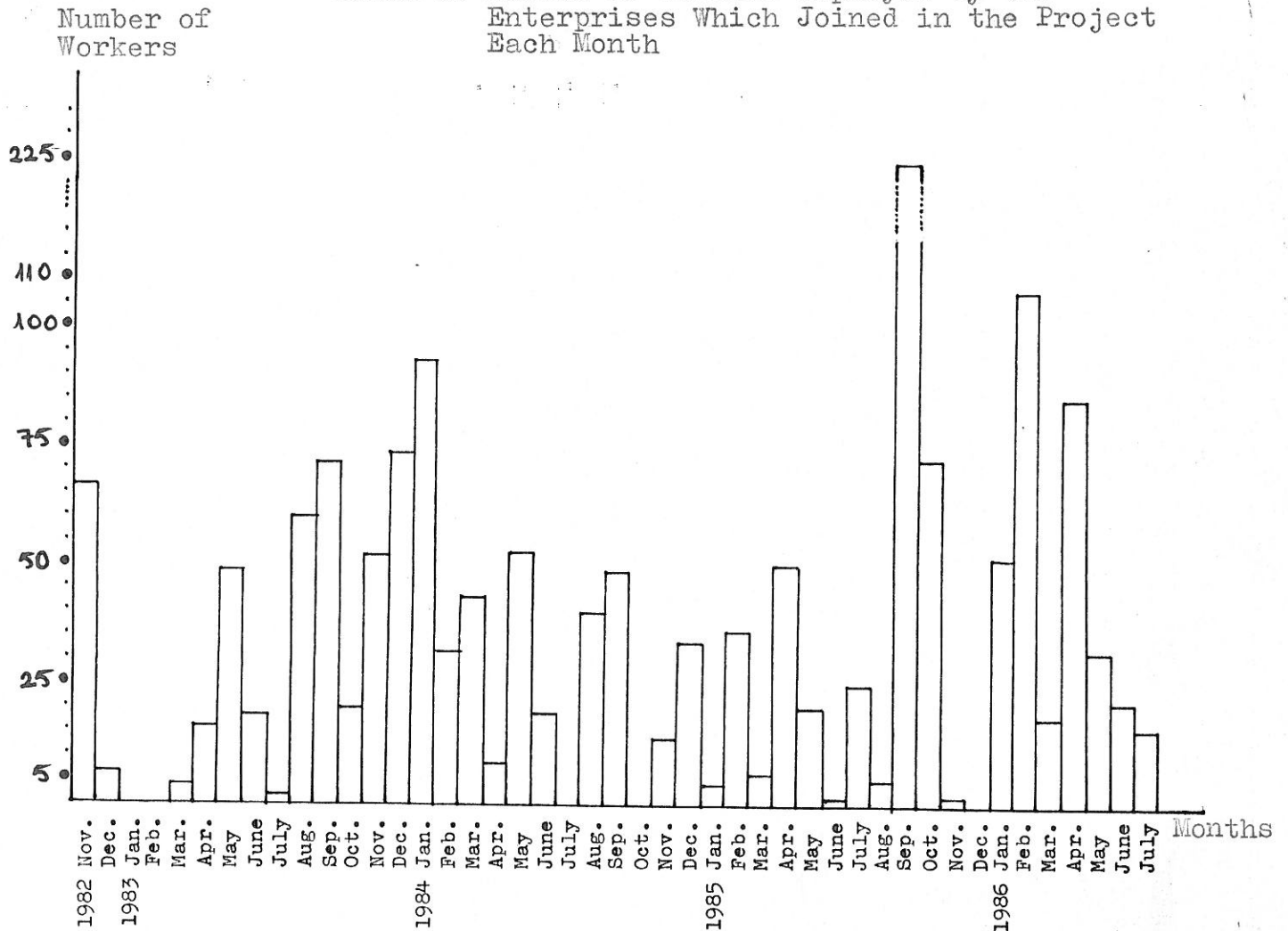
The total number of enterprises joining in the project until 25 July 1986 is 171. 20 of these enterprises (11.7 percent) had to leave the project due to various reasons. The number of these enterprises and the reasons why they had to leave the project are given below:

1. Closing down of the enterprise (5 enterprises).

GRAPH 1: Number of Enterprises Joining in the Project Each Month



GRAPH 2: Number of Workers Employed by the Enterprises Which Joined in the Project Each Month



2. Aiming to solve the problems of the "moment" by just obtaining medical certificates for the workers during recruitment and therefore having no intention of keeping in contact with the project [5 enterprises].

3. Ceasing contacts with the project due to trying to keep the business running, by employing one or two casual workers or without employing any worker, as a result of difficulties faced in business [4 enterprises].

4. Moving to another city [3 enterprises].

5. Termination of the work which was limited with a certain period of time [1 enterprise].

6. Unknown [3 enterprises].

Distribution of enterprises within the project according to the type of work and the number of workers employed is given in Table 1 below.

TABLE 1
Distribution of Enterprises Within the Project
According to the Type of Work and the Number of
Workers Employed

TYPE OF WORK	NUMBER OF WORKERS EMPLOYED					Total
	Less Than 9	10-19	20-29	30-49	More Than 50	
Metal goods production	58	20	8	1	1	88
Maintenance and repair [auto, heavy work machinery, etc.]	12	-	-	-	-	12
Plastics processing	9	2	-	1	-	12
Battery production	6	1	-	-	-	7

Chromium plating and nickel coating	5	1	-	-	-	6
Casting	3	-	2	-	-	5
Food	1	2	1	-	1	5
Rubber production	2	3	-	-	-	5
Printing	-	2	-	1	-	3
Others (arduous and dangerous work)	8	3	2	-	1	14
Others (light work)	10	3	1	-	-	14
TOTAL (Number)	114	37	14	3	3	171
TOTAL (Percentage)	66.6	21.6	8.2	1.8	1.8	100.0

As can be observed in Table 1, 51.5 percent of the enterprises in this project are active in metal goods sector. There are various reasons for this concentration. These reasons may be listed as follows:

1. Such enterprises where arduous and dangerous work is carried out feel the pressure of labour inspection the most.
2. Owners of enterprises active in this branch of activity more likely see good examples in this branch of activity. This, in turn, motivates them for improving the working conditions.
3. Due to the type of work done, the employers often have contacts with the Ministry of Finance and Customs and other public institutions. This impels them to fulfill their obligations as perfect as possible.
4. Metal goods branch of activity ranks as the third after mining

and construction sectors in terms of the frequency of work accidents. Therefore, they are more experienced with regard to the obligations of employers and the measures to be taken.

5. The project could be initiated in a region where enterprises engaged in metal goods production constituted the majority of the workplaces.

In Table 1 it is also observed that two thirds of the enterprises employed 9 or less workers. 88.3 percent of the enterprises employs less than 20 workers. This was a conscious selection.

The number of medical examinations during recruitment (for new workers) and periodic examinations (for senior workers) carried out in enterprises within this project are given according to age groups in Table 2 below:

TABLE 2

Distribution of New and Senior Workers Medically
Examined According to Age Groups

<u>TYPE OF MEDICAL EXAMINATION</u>	<u>AGE</u>			<u>TOTAL</u>
	<u>12 - 15</u>	<u>16 - 17</u>	<u>Older Than 18</u>	
Medical examination during recruitment (new workers)	330	378	2 144	2852
Periodic examinations (senior workers)	186	276	1 928	2390
TOTAL (Number)	516	654	4 072	5242
TOTAL (Percentage)	9.8	12.5	77.7	100.0

Of the 5,242 medical examinations realized during the 44 months period of the project, 9.8 percent covered 15 years old or younger children, 12.5 percent covered young workers in the 16 - 17 age group and 77.7 percent covered those who are 18 years old or older. These figures show once again the extent of child labour and working youth in small enterprises and the importance of providing services to this sector.

From the very beginning of the project no announcements were made with regard to "medical examination for workers," mass media and advertisement facilities were not used, the researcher did not ask the employers whether they want a "medical certificate for the workers employed" or whether "they want to join in the project" or not. The employers join in the project as they call on a physician for a medical examination for the workers employed. Since this project depends on the needs of employers, those employers who feel this need have access to the physician carrying out this project, with the assistance of other employers or of the workers or apprentices they employ. Such a method is also necessary for creating respect and for purposes of selectivity.

What is meant by selectivity is to select employers who are aware of their obligations and who have reached a certain degree of maturity with regard to mutual duties of workers and employers. It is necessary to choose employers having the above stated characteristics, because this project does not limit itself with "medical examination" but aims at engaging in new activities depending on the motivation of the society by public control

institutions. For example health-safety training for workers may be organized. In order to consider these seriously, there is need for employers who insist on having "medical examinations" being done and attempt to realize them under the present circumstances.

The project has gone through two main stages. In the first stage, the only link was a telephone number. During the period from November 1982 to February 1985, those who wanted to take part in the project and those who have taken part in the project and who have problems in the intervals between visits, reached the researcher by a telephone number given to them. In the second stage, a specific settled center has been utilized since February 1985.

During the early phases when the number of enterprises was small, it was possible to visit them more frequently. These visits provided the opportunity of developing relations to include new enterprises in the project, as well as providing the opportunity to explain again and again the principles of the project to the owners of the small enterprises visited or to their workers in contact with the physician. It has been observed that the reiteration of these dialogues and the prolongation of the link based on service provided have led to the strengthening of the ties and to the development of the relations of confidence. This has created a very important influence on the future of the project and on the appropriation of new ideas. Again in this period, a portion of the research "Special Risk Factors

on Children at Work," undertaken by the researcher under the auspices of the World Health Organization, has been applied on this community [Fişek,1985].

The inclusion of the Ostim Research Service Center (OSTİM-RSC), established for the research "Medical and Social Problems of Children at Work," initiated with the contributions of MEAWARDS, has constituted a new stage in the implementation. During this second stage with a specific settled center, the relations are realized both by the telephone number given in the first stage and by the OSTİM-RSC. The presence of the physician in this examination room three days a week for two hours a day starting with February 1985, the popularity of the service rendered, the easiness in establishing relations, the forwarding of new recruits to the physician without waiting for the visit to the enterprise have all been of help in the initiation of the first aid activities. The existence of OSTİM-RSC has also been beneficial for the VEFA Project to acquire a more concrete form in the eyes of the small industry employers and workers. The existence of this center has also led to the participation to the project of enterprises that up to then had been behind the surrounding reached.

In addition to the above stated, this center has the tendency to fulfill the service requirements, not only of the small enterprises, but also of the Apprenticeship Training Center, which is located in the OSTİM industrial estate in which the project has been intensified and where the child workers

employed in the area are trained for two days a week, and of the Batı-Kent mass housing construction surrounding this industrial estate.

The establishment of a settled center has also brought to the forefront the demand of the employers taking part in the project that the OSTİM-RSC be transformed into a center operating every day all through the period of work and fulfilling continuously the first aid services. The increased demands in this direction has created the impression that the first aid services can be the third step following the medical examination for workers, in the attempt for "the improvement of the conditions of work" and for the procurement of the participation of the community. The demand of small enterprise owners undertaking auto maintenance and repair activities and having taken part in the project is the initiation of a new center similar to OSTİM-RSC in the Auto Artisans Estate starting to operate.

Difficulties Encountered in the Implementation of the Project:

The VEFA Project has been carried out in a period in which the small enterprises faced great difficulties with respect to the economic policies pursued and in which there was an extremely sensitive and suspicious attitude for questions with a social context. The lack of trade union organization and the weakness of the demands of the workers, characteristics especially of small enterprises, deprived the researcher of an important support in the carrying on and the development of the project.

The only incentive in the realization of this project was the fulfillment of the medical certificate requirement of the employers. And with respect to this, especially in the initial stage, the tendency of the employers to prefer the cheaper method created some difficulty. Due to this reason, the project can subsist only through financial sacrifice.

The fact that the technical labour inspectors and the inspectors of the Social Insurance Institution have not been influential in subjects such as improvement of the conditions of work in the enterprises, etc. have created difficulties. Contrary to the expectations, of the bodies of public control, the coercive influence of local administrations has been more than that of the Ministry of Labour and Social Security. This coercive influence is gradually increasing and extending in scope. This coercion is leading to the medical examination of workers, in spite of the economic bottleneck.

V - COURSE OF DEVELOPMENT OF THE PROJECT

For the improvement of the conditions of work in the enterprises, the integration of two discrete processes is necessary. The first of these is the process of production. The second are the activities undertaken and the methods developed for the solution of the health and safety problems stemming from the process of work. Their integration or at least the establishment of ties in between is not always that easy. It is first of all a problem of organization.

The fact that the process of work in our country has been undertaken within its own rules, makes it all the more difficult. It can not be expected that all enterprises as individual units do possess "the instruments, accumulation of knowledge and skill to improve the environment in the enterprise." Under these circumstances, there is a need for organizations that will procure them these support services. It can not be expected that these organizations to supply the support services be public establishments. Such a weight to fulfill the obligations of employers may not be loaded on to the shoulders of the state especially in our country, where the expectation of free service from the state is common.

The VEFA Project is the plan of the formation of such a support unit through the participation of small-scale enterprises, building up brick by brick by starting from the "medical examination for workers." The point reached today testifies for the correctness of the road envisaged. The first two stages based on a single service should be completed by the commencement of operation of settled centers in other industrial estates and by the addition of first aid services.

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