



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

***Supporting the Time Bound National
Policy and Programme for the
Elimination of the Worst Forms of Child
Labour in Turkey (2004-2006)***

**TUR/03/P50/USA
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**An independent mid-term evaluation by a team of external
consultants**

November 2005

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in November 2005. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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Glossary

CL	Child Labour
CLS	Child Labour Survey
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
DAP	Direct Action Programme
ECD	Delegation of European Commission to Turkey
EU	European Union
GAP	Southeastern Anatolian Project
HQ	Headquarters
ILO	International Labour Organisation
IMPAQ	USDOL-funded CL combat project
IPEC	International Programme on the Elimination of Child Labour
ITC	Information Computer Technology
LIB	Labour Inspection Board
MARA	Ministry of Agriculture and Rural Affairs
MOLSS	Ministry of Labour and Social Security
MONE	Ministry of National Education
NGO	Non-government Organisation
NSC	National Steering Committee
PAC	Provincial Action Committee
PMS	Project Monitoring System
SHCEK	General Directorate of Social Services and Child Protection
SIMPOC	Statistics Department within IPEC Geneva
SIS	State Institute of Statistics
SPIF	Strategic Programme Impact Framework
SQL	Standard Query Language
TBP	Time-Bound Programme-ILO/IPEC Project of Support to TBP
TBPPF	Time-Bound Policy and Programme Framework
TISK	Turkish Confederation of Employer Associations
ToR	Terms of Reference
Türk-İş	The Confederation of Turkish Trade Unions
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour
WFCL	Worst Forms of Child Labour

Acknowledgement

The evaluators would like to thank all stakeholders of the project under evaluation. Their motivation and availability to inform the mission and show them the results of their involvement in combating Child Labour in Turkey, was heartwarming. This counts for people at all levels, from many different institutions: national level government ministries, employee and employers organisations, international organisations and foreign missions, Governorates, provincial and district technical services, NGOs, and not in the least the support centres, which are the real local intervention vehicles in this combat. Particular mention should go to the ILO/IPEC staff in Ankara, who although faced to the ongoing demands of their work, made themselves fully available by accompanying the mission throughout its 10-day programme and who were intimately and actively involved in the evaluation process. The mission is very grateful for their continuous enthusiasm in presenting and explaining their project.

Yet, without the children and their families interviewed, this evaluation would never have been able to base at least a part of its findings on the voice of the beneficiaries themselves. They told their often touching stories and shared their opinions with the mission on how they benefited from the project's services in all openness and frankness.

The presence of the two charming and effective translators guaranteed that the international consultant although benefiting from a rusty linguistic knowledge of Turkish was able to fully comprehend meetings, interviews and discussions.

Executive Summary

1. This report tries to capture the results of an evaluation process by two independent evaluators carried out between October 11th and October 21st 2005. The time for interviews, meetings and field visits proved to be extremely short. This compelled the evaluators to focus on those issues which clearly came out of the Terms of Reference as the most central ones and these are therefore the ones presented in this report. The evaluation looked particularly into the following subjects: the project (the way it is structured and how it functions), ILO/IPEC, progress as to planned objectives and outputs, policy development, the project monitoring system, budget monitoring, efficiency, fund raising, linkages, questions on the project's replicability and sustainability, the direct action programmes (their appropriateness and impact, the role of children as stakeholders, gender mainstreaming and "still existing needs"), public awareness raising, data collection, and some comments by the evaluators on CL and poverty in Turkey. The report ends with a general conclusion and recommendations.
2. The way the project is structured is very much determining the way it functions. As the structures are well developed (organisation and human resources) and clearly interlinked, the project functions effectively through multiple partnerships at many levels. ILO/IPEC has easy entries into the three main levels, national, provincial and local (the support centres) and all three levels have their own utility in supporting or implementing the projects activities. The project only uses already existing Turkish organisational (governmental and nongovernmental) structures to deliver its services, which has a positive bearing on the project expense level, the overall appropriateness of the services and the long-term sustainability of project activities. The project also maintains very open and active relations with external contacts, such as the EU, the UNDP, UNICEF, and the American Embassy (representing the donor in Turkey).
3. The report furthermore explains why it is that ILO/IPEC in Turkey, the ILO/IPEC office, does such a good job in managing and implementing this project.
4. A closer look is taken to the progress up to date as to the set objectives and outputs. In general, the project is very well advancing.
5. As far policy development is concerned, the project builds on the achievements of earlier ILO/IPEC projects. The different policy-level (legislation and political support) accomplishments are explained.
6. A description is provided of the workings of the PMS and it is shown that the basic data base for monitoring could still be improved.
7. Even though the project has to operate with a very modest budget – in relation to the scope of its work – the resource management, as is shown, is receiving serious attention by the project holder. It tries to work efficient and actively encourage local resource mobilisation as well as fund raising with donors, although the latter should be done more systematically.
8. The question whether the project – or parts of it – could be examples to be elsewhere replicated, is being answered affirmatively. Examples are provided of where this has already occurred.
9. The sustainability question is less easily answered. The report explains that the point of "ownership" of the projects activities is very important in relation to sustainability. Throughout the report it becomes clear that the Turkish governmental and nongovernmental structures have gone a long way to adopt and manage the CL elimination combat themselves. However, it is also explained that – for a number of specific reasons (see Chapter 2.5 Support function) – they feel that it is too early for ILO/IPEC to bring to an abrupt close its highly appreciated facilitator role in this combat!
10. The report discusses further more in detail the action programmes and looks at how appropriate and with which impact the project delivers its services on the field level. It also looks at how children are participating in the project and to what extent gender is taken into account. There is also a brief discussion on still existing needs (follow up on former child labourers and remaining child labour) in the CL elimination process.

11. Public awareness raising and data collection are furthermore reviewed as two important accompanying measures to the project implementation. Both are fields which still need particular attention.
12. The evaluators wished to include – for whatever it is worth - a brief contribution on their part to the larger discussion on “CL” and its root cause “poverty”.
13. The report ends with a conclusion trying to sum up all the factors which make this project so successful and provides a number of recommendations to the attention of all stakeholders.

1. Introduction

This mission fell within the category of project evaluations within the ILO/IPEC system. It has been conducted mid-term during a three-and-a-half year project period (September 2003 – March 2007) and it is of an external nature, i.e. both consultants had no immediate connections with the project evaluated. As per IPEC procedures, a participatory consultation process to prepare this evaluation was carried out three months prior to the scheduled date of the evaluation. The final Terms of Reference were based on the outcome of this process and inputs received in the course of the consultative process. The mid-term evaluation was originally scheduled for June 2005, but due to the process of implementation of the project, key stakeholders agreed to postpone the evaluation to October 2005. In fact the evaluators found that the timing for the evaluation, as far as project progress and staff availability were concerned, proved to be appropriate.

As per ToR, this evaluation focused on the ILO-IPEC project mentioned above, its achievements and its contribution to the overall national efforts to attain the elimination of WFCL and especially to the national TBP framework. The evaluation was to focus on all the activities that have been implemented since the start of the projects to the moment of the field visit and look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programmes and any specific recommendations for use in the project of support to the TBP in Turkey. Given the key contribution of IPEC to the national TBP process in the promotion of an enabling environment, and as a facilitator in the overall national TBP strategic programme framework, the evaluation was asked to take into account relevant factors and developments in the national process. The focus of the evaluation, however, was to be on the IPEC project as a component of the TBPPF.

The evaluators have tried to segregate this project's particular activities, influence and impact from other earlier IPEC support. This was not always possible as IPEC's involvement in Turkey has been from its beginning in 1992 an important influential factor in the CL sector and its influence seems to be generally quite sustainable. It would therefore be almost unattainable to pin down for all activities exactly what this project has achieved. Some overlap in impact may therefore have slipped into this report, but this does not by any means moderate the achievements of the project. In fact it also shows that the project has been a logical follow up on earlier IPEC work in Turkey, and, what is more important, the evaluators are convinced that it has a reinforcing effect on all earlier accomplishments.

The mid-term evaluation should serve as a learning tool for the project management team. The purpose of the mid-term evaluation was to review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), to examine the likelihood of the project achieving its objectives and to examine the delivery of the project inputs/activities and an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success. The mid-term evaluation should provide all stakeholders with the information needed to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on policy and strategies and suggest a possible way forward for the future.

It is important to bring to the forefront the fact that the ToR were developed through a participatory process. There are three observations of importance here. First, this type of preparation provides a higher degree of evaluation result ownership on the part of the stakeholders. This results in greater levels of availability and motivation to share thoughts, opinions, time and effort during the actual process (through interviews, meetings, visits, workshop, making documentation available), which in turn makes the evaluation process more straightforward and effective. Second, what has been asked in the ToR to the external evaluators as issues to review is bound to be relevant and in the forefront of stakeholders' minds as priorities. This again helps to increase the dynamics and pertinence of the evaluation. Thirdly, the participatory approach used to prepare the ToR is totally customary to the

generally approach used in the project with all its activities. It would therefore be hardly imaginable if a ready-made ToR had been simply dispatched from Geneva to the project. It is against any going policy of the IPEC and the project and it would most likely never have been accepted by the stakeholders any way.

The two external consultants were complementary in many ways. The Turkish consultant provided an in-depth knowledge of Government systems, an experience with international organisations and their programmes in Turkey and some earlier experience with child labour issues. The International consultant contributed to the mission through his international evaluation experience with inter-governmental and governmental agencies (including UN) and his wide international development experience (including child labour). The consultants got on very well and managed to work as an efficient team throughout the evaluation.

It should be noted here that the period set aside for this evaluation process was particularly short. The effective evaluation time in Turkey was 10 days. For the scope and depth of the project, and the range of issues in the ToR to be addressed, time was too limited and as a result the mission had often to make decisions on how to prioritise, and sometimes how to short-cut, issues. The evaluators express the hope that at least the issues they addressed and which are presented here in this report are representative of the reality. Where they felt that not enough time was available to focus on a certain issue, this is specifically mentioned. The evaluators have also tried to stay away from repeating any of the abundance of descriptive information already existing on this project in the many documents available at ILO/IPEC.

The mission's approach was participatory throughout the evaluation process. The main implementers (ILO/IPEC Ankara staff) were actively involved from the beginning to the end and other stakeholders were as much as possible consulted and often re-consulted to confirm the evaluators understanding of issues. Another important part of the mission's approach was the horizontal and vertical assessments. Horizontal, through the exposure to as many as possible stakeholder groups and action programme activities (5 support centres in 4 locations) and vertical, through the meetings at all levels from children and their families up to under-secretary level of Ministries in the capital.

The mission took place between 10 and 21 October 2005 and visited Ankara, Adana and Izmir (ref. Annex 2 Mission Programme). On October 19th at the TISK headquarters, the mission held a final workshop to present and discuss its findings with the stakeholders.

All in all, the evaluators have had interviews and meetings with some 80 persons (including children and families). In all cases, people were more than willing – even quite excited - to share their experiences with, and opinions on Child Labour and the project with the mission. This surely was an unproblematic evaluation as to the effort in obtaining information was concerned!

2. The Project

2.1 Structure

National level

As explained in the Introduction, this project should be seen in the context of a much longer past involvement of IPEC in Turkey. IPEC has provided capacity building and legal support through projects and direct action programmes (DAPs) in the field of CL in Turkey since 1992. Its work has had a sustainable impact in the fields of government policy and legislation, public awareness raising, CL monitoring systems, the general knowledge base on CL and more particularly the WFCL, and approaches and methodologies in dealing with CL. One of the most impacting elements of IPEC's work is the lasting effect it had on human resources. Those who work in this field, or even many who are only indirectly involved with CL issues, have a high level of understanding of the ILO/IPEC work, approaches and systems. It is this core body of people who are the thriving force today in Turkey to continue the WFCL and CL elimination process. These people were omni-present where ever the mission went and very eager to explain what they were doing, how they operated and the positive effects they generated through their work.

On national level, there are three main factors which enhance the project. First there is the National Steering Committee. The evaluators were able to experience one of their meetings, as the workshop they organised to present and discuss preliminary findings was in fact an enlarged NSC meeting. This committee consists of most stakeholders represented on national level. It has enormous political clout as the Director General's of the three DAP implementers (Ministry of Labour, Ministry of National Education, and the State Ministry of Family Affairs) are members. The NSC is the platform where all CL policy issues are discussed, it can accept or refuse projects and it has evaluation capacity. ILO/IPEC helps to facilitate the effectiveness of this platform as it is the historical point of reference for CL elimination in Turkey. It provides institutional memory, capacity building support and important international links.

Then there are the organisational structures and support mechanisms within the three ministries. They carry high-level support through line management, as well as technical know-how and inputs into the implementation of the DAPs at local level. The most important role of all ministries in Turkey as to CL issues is with the MOLSS. Its Child Labour Unit has 13 full-time staff. The CLU functions as the Secretariat of the NSC and the Advisory Board. Some of the CLU's main current tasks are:

- Review existing legislation (e.g. "light" work for children between 15 and 18 years), assess the needs and regularly provide their findings to high level policy makers at the Ministry level
- Support to, and coordination of projects implemented by various organisations
- Referral of expertise to the relevant structures
- Organisation of national and regional awareness-raising meetings
- Publication of booklets and guidelines, and their dissemination
- Emissions on local TV and organisation of local meetings
- Meetings on the TBP
- National level meetings
- Preparation and implementation of new projects to support the TBPPF

Besides ILO/IPEC's direct strong partnership with the CLU, it is also an observer on the Advisory Board of the NSC.

And lastly, on national level there is the IPEC staff at the Ankara ILO office. Although they are only three professionals, the magnitude of their impact is way beyond their staffing level. This is because of the general good name ILO seems to have built up in the country, the widely recognised leader-role IPEC has played over the years in the CL sector, and the competences and inspired personalities of the

staff involved. They play a facilitator role in the real sense, i.e. “leading from behind”. They are known throughout the stakeholders’ institutions as the “experts” on CL elimination and appreciated as the effective supporters to each and everyone’s work in this field.

Provincial level

Provincial Action Committees are the local platforms where the key stakeholders meet. They are involved, first in preparing the action programmes and subsequently in guiding their implementation. They consist of Local Government (Governor), Provincial Directors of technical ministries, NGOs, Trade Unions, Employers organisation, and universities and meet every three months. The evaluators participated as observers in one such meeting in Izmir and they were impressed by the active involvement of so many stakeholders. The meeting focused on the outcome of a study conducted on the hazards of work in the furniture sector. It was chilling to learn under what circumstances children often have to work in this sector.

In Adana and Izmir one PAC covers two action programmes, respectively seasonal agriculture and street workers, and furniture sector and street workers. This seems a logical set up avoiding spillage of time, energy and money and ensuring an optimal exchange on approaches, methods and information.

Local level

The project structure at local level can consist of two types of institutional set-ups.

Firstly, the project activities are integrated in an existing local structure, as is the case with the community centres. These centres are run by the SHCEK and have a wider community development mandate. The IPEC project is the facilitator and technical adviser to the community centre on CL.

Secondly, a local support centre is exclusively set up by the implementing agency to run project activities, as is the case with the Ministry of Labour and the support centres in the furniture sector and the Ministry of National Education and the support centres in the agricultural sector. The IPEC project provides overall technical advice and support, but the ministries run the centre.

2.2 Delivery

The actual core services delivered by the project through the various support centres are multiple and very diverse. They range from social work, withdrawal from hazardous labour, education, vocational training to summer school, sports, handicraft training, psychiatric help, reproductive education, health services, counselling, and many more. The primary beneficiaries are working children, their brothers and sisters, their parents, their employers and intermediaries, their community and religious leaders. The secondary project beneficiaries are staff of implementing agencies – governmental and nongovernmental on many levels who receive the more indirect capacity building and technical support services.

The project is well organised and through its various levels (national, provincial and local support centre) there seems to exist an efficient communication system on the services to be delivered. However, the management system is still top-down. There are views within the stakeholders (particularly with SHCEK) that are in favour of a more decentralised system whereby the support centres are fully owned and run by the municipalities concerned with only planning, legislation, foreign relations and funding (whatever is left to be financed after local contributions) to remain on the national level. The main reasons for the wish for a more decentralised approach were said to be the importance that “ownership and responsibility” should be as local as possible and the apparent management capacity at that level to implement. The evaluators although sympathetic to this idea feel that it can only be successful if it is carried as a principal by consensus of all stakeholders. This may need more discussion for future IPEC involvement in Turkey, as much as it would be an issue for the EU-funded and IMPAQ projects.

The actual delivery mechanism in all three sectors at the field level is the support centre. These are the places of reference for all players: children, parents, siblings, social workers, teachers, trainers, labour

inspectors, other support staff (psychologists, health personnel), community leaders, religious leaders, local authorities, local-level government staff, NGOs, media, and all national-level stakeholders, including IPEC/ILO itself. The strength of the project is that these centres are appropriate structures (functional buildings), strategically located, well-managed, staffed with high quality professionals, and generally well equipped. With such quality features of the centres in place, to achieve similar quality of delivery of services to the children and their families, just requires good management and clear programmes. As is pointed out throughout this report, the latter two conditions are also met, hence the overall success of the project.

Another widely acknowledged positive point about delivery is the fact that fund disbursements made from IPEC to any of the implementing agencies or support centres are usually very fast. This helps to increase delivery efficiency and develops trust between the partners.

2.3 Internal relations

The internal relations in the project are excellent. They are organised through regular meetings and visits by the higher echelons. They are also intensive in that those who need to contact any other stakeholder does that without much hesitation even if this means that a coordinator, or even a social worker, a labour inspector, or a teacher directly contacts the governor, the mayor, the director of a government department, a university professor, or a head of NGO.

Internal relations are based on functional needs and as these are multiple in the case of support centres, the relations are also manifold.

Indicative for the type of internal relation pattern is the Karatas support centre. The coordinator and the social workers there had direct access to the Adana Governor (which they used in case of special need), they furthermore had regular contact with the Provincial Director of Education, ILO/IPEC staff, the Heads of the Education Department and the Health Department of the University, 10 local NGOs, District Government Officers, Chief Doctor of the Medical Centre, Head of Schools, teachers, the Head and trainers of the Public Training Centre, and the Heads and teachers of Primary Boarding Schools. It was emphasized to the evaluators that this was a far from complete list of 'only' the secondary contacts – there primary contacts being the working children, the parents, the siblings, the land owners and the intermediaries.

2.4 Institutional capacity

Previous ILO/IPEC efforts contributed significantly to the institutional development in Turkey. Child labour units were established under MOLSS as well as under trade unions and employer organizations. The training programmes (i.e. for labour inspectors) also contributed to the improvement of institutional capacity both in the governmental agencies and NGOs. The evaluation team observed that the project has been able to build on the capacity acquired by earlier ILO/IPEC efforts, and developed good relations with the governmental agencies and NGOs.

The institutional capacity development is still an issue in Turkey, and there is still room for improvement, especially at the local levels. The project includes measures to further improve the local capacity. This is done basically through the workshops and meetings that are held at local level. All the DAPs include activities geared towards improving capacities of the “solution partners” at the local level. Below are three activities that may be regarded as contributors to capacity improvement:

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- Workshops and meetings: These are held both at central and local levels. Provincial Action Committee (PAC) meetings, for instance, are a means of both coordination and capacity improvement. The ILO/IPEC team, in close cooperation with the implementing agency and the local staff members (both project paid staff and civil servants), develops agendas, and sometimes these meetings are held to discuss a specific theme or to disseminate the findings of a particular research or survey.

During the PAC meeting in Izmir on 18-10-2005 (attended by the evaluators), the research results on health effects of work in the furniture sector were presented and discussed.

The ILO/IPEC team believes that dissemination of the findings of a particular research or survey through the PACs is one of the most efficient ways of getting local partners on board. The timing of the regular PAC meeting in Izmir coincided with the timing of the evaluation mission (October 18, 2005), hence the evaluation team found opportunity to attend and observe one of the PAC meetings. Heads of Labour Inspectors of Ankara and Bursa regions were also invited to these meetings, with a view to transfer the know-how accumulated in Izmir to the support centres in Ankara and Bursa and vice versa.

- Computerized Tools: ILO/IPEC has commissioned the development of a database (MS Access) to register and monitor working children. Although a simple tool, this database enabled the support centres to provide timely and accurate data to the local government agencies and NGOs, including trade unions.
- Guidelines: Within the project, and more particularly through the CLU and the LIB of MOLSS, a good number of guidelines (e.g. handbook for labour inspectors, public awareness publications) and studies (e.g. statistics, baseline studies, project descriptions) have been published. These are disseminated to the stakeholders, but also find a much wider public, such as universities, libraries and governmental and international agencies. Detailed information on available documentation can be obtained either through the CLU or the ILO/IPEC Ankara Office.

As the success of previous ILO/IPEC interventions demonstrates and the commitment of implementing agencies suggests, the institutions appear likely to be capable of continuing the flow of benefits after the project ends. ILO/IPEC's financial contribution is usually regarded as a "drop in the ocean", as most of the action programmes are actually benefiting more from the national/local resources than those of ILO/IPEC. All of the support centres that have been visited seemed to be sufficiently equipped. The staff members working at the support centres and the civil servants working at the central level seem to be well-educated (all are university graduates) and well-trained (on child labour). The labour inspectors are exceptionally well-trained and all seem to have internalized the combat against child labour. Still, almost universally the people that the evaluation team met stated that without ILO/IPEC acting as a catalyst, Turkey's progress in the combat against child labour might be jeopardized.

2.5 Support function

It would be fair to argue that all the implementing agencies and support centres established within the scope of various action programmes are being sufficiently backstopped by the ILO/IPEC Team. The team frequently interacts with the implementing agencies, and none of the interviewees has indicated a lack of support, technical or other. ILO/IPEC staff is also invited by the MOLSS to assist in new or refresher training of labour inspectors (CL is mainstreamed into the general inspector training). It was also quite impressive for the mission to observe the effective coordination between the staff of the various implementing agencies' HQs and the ILO/IPEC team in answering inquiries made by the local centres. What may also be interesting to mention here is that there is a strong link between the action

programmes and universities. In total 4 PhD Students (2 males, 2 females) of Ankara University and Hacettepe University are involved as interns in the support centres. They are writing their thesis on the approach and the workings of these centres.

The way the continuing role of ILO/IPEC is perceived – and desired for some time in the future - by the stakeholders, is support in the following fields:

- Capacity building (as per the Project's Immediate Objective 2)
- Technical (as per the Project's Immediate Objective 2)
- International principles used worldwide by IPEC within its programmes
- Monitoring (as per the Project's Immediate Objective 1)
- International solidarity to national efforts to combat CL

A point was made by one of the stakeholders (Türk-Iş) that even if there would not be any funds forthcoming, they still wanted to have continuous support from IPEC!

The evaluation team believes that there are in particular two factors that contributed to the outstanding support provided by ILO/IPEC and that identification of these driving forces is important both for sustainability and replicability.

- Style: The ILO/IPEC Project of Support to TBP and DAPs have been formulated and developed in a participatory manner by using the SPIF methodology². The SPIF helped the participants to clearly identify the causal relationship between the problems and their sources, and develop a sound understanding of the rationale of the intervention. The participatory nature of the programming on the other hand contributed significantly to the ownership. However, participatory planning here should not be interpreted as a series of meetings to which all stakeholders participate. The ILO/IPEC team did not pre-empt ongoing discussions, but assumed the role of facilitator and acted as a technical resource to these discussions. National stakeholders were encouraged to articulate their own needs and develop their own interventions.
- People: There is no doubt that the design and relevance of any project are major determinants of its success. However, projects are implemented by people, it is therefore also extremely important to find the “right people” for the projects. This was certainly the case for the project of support to the TBP. The project staff had been carefully selected and the ILO/IPEC team devoted significant attention to orient the focal points in the ministries to the project. The camaraderie between ILO/IPEC and civil servants at the ministries made it possible to mobilize resources that otherwise would easily have been channelled into different priorities that the Turkish Government needs to address. Hence the evaluation team believes that even though capacity building, awareness raising and sensitizing were important ingredients, building strong personal relations with the focal points in the ministries contributed hugely to the sustained and ever-increasing policy support and mobilization of national resources. The other driving force are the core staff of the support centres, i.e. labour inspectors, social workers, teachers, coordinators, and other support staff. There is no doubt to the evaluators that from what they noticed everywhere, these were people who went beyond being good professionals – which they were – but they had a high level of motivation. When asked why they were so devoted to this sort of work, the almost standard answer was: Because it is all about children!

2.6 External relations

The evaluation team met with representatives of the Delegation of European Commission to Turkey (ECD), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF). The ILO/IPEC team seems to be well-connected with the relevant international

² Strategic Programme Impact Framework, an international ILO/ IPEC methodology to define the logical model, including necessary outcomes, for the progressive elimination of CL and the urgent eradication of the WFCL in a country. The IPEC definition of SPIF is “a participatory process that tries to clarify and create consensus on the “theory of change” or “logical model” leading to the elimination of the WFCL in a given context”.

organizations and donors (including the American Embassy) in Turkey. ILO/IPEC's leadership in combating against child labour is clearly recognized by these international organizations and donors. ILO/IPEC cooperates with the UNDP and UNICEF within the United Nations Development Assistance Framework (UNDAF). UN agencies maintain cooperation through regular meetings at the director/representative level and *ad hoc* meetings. ILO/IPEC's strong relations with UNDP paved the way for mobilization of additional resources to combat against child labour. The GAP (Southeastern Anatolia Project) working in the "migrant-producing" areas used to be an action programme holder for ILO/IPEC in the field of CL combat. The two have remained strong partners because of the relation between working children (and their families) in the big cities and in agriculture and the original home areas – the GAP target provinces. GAP is now funded by UNDP. ILO/IPEC continues to provide technical advice.

Of particular importance for the evaluation was the upcoming EU-funded project on "Eradication of Worst Forms of Child Labour in Turkey". This project will be executed by ILO, and the MOLSS (CLU) will be the beneficiary of the Project. The EU-funded project is contracted by European Commission directly to ILO; and it should be noted that ECD resorts to direct contracting only in exceptional cases where the contractor is deemed as the only institution capable of executing the project. This is a clear and impartial recognition of ILO/IPEC's success and reputation in Turkey. The MOLSS-CLU, ILO/IPEC and ECD cooperated during the design of the EU-funded project. Parties also indicated that this cooperation will be continued during the implementation of the project. The EU-funded project is also going to be monitored by the National Steering Committee, and the meetings of the committee will be a suitable means of sustaining cooperation and harmonizing intervention approaches at the highest level possible.

3. ILO/IPEC as project implementer

Without going into too much detail on ILO/IPEC Turkey itself – this report is full of evidence on the very positive facilitating role it has played and still plays today – the evaluators would like to present some specific impressions as they probably explain well its success as an implementer. The ingredients of its effectiveness and efficiency in implementing this project (and the many earlier projects in the field of CL in Turkey) are the following:

1. Its way of operating: i.e. as a facilitator and not as an imposer of ideas or activities
2. Its participatory approach in dealing with stakeholders: always trying to be all-inclusive and even going beyond that and giving the idea to the partners that its their project (ownership)
3. Its steadfast and purposeful way to use to the optimum existing project systems (monitoring, communications, meetings, workshops, studies, and ... this evaluation!)
4. its relatively³ easier budgetary and administrative management compared to other internationally funded programmes
5. Its persistence in ensuring that ALL levels are important in order to combat CL
6. Its high-level of motivation to work for the benefit of children
7. The professional competence of its staff
8. The positive and sympathetic personalities of the staff and their confidence in themselves and in partners
9. The positive institutional support the Project has had from the Ankara ILO Office

This is an impressive list, but the evaluators – in all objectivity as they are independent and have no double interests in ILO/IPEC - could not do otherwise than bring to the forefront these very assenting impressions. They are important as they explain a lot why throughout the many project activities on national, provincial and support-centre level the opinions on ILO/IPEC were undividedly positive.

4. Objectives and outputs

The Terms of Reference asked the evaluation team to assess (a) whether the project has achieved its intended outputs; (b) whether it has achieved its objectives; and (c) the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the project. These issues were discussed both with the ILO/IPEC team at the project level and with the implementing agencies and support/community centres at the level of action programmes.

A more detailed discussion is presented below, however in general terms the evaluation team believes that the project's progress towards achievement of its intended outputs and objectives is highly satisfactory, and that action programmes have been designed and are being implemented in such fashion that they ensure their maximum contribution to the immediate objectives. It should be noted that the evaluation team's findings are not only based on the objectives but also on the project budget and those of the individual action programmes.

Immediate Objective 1

The first immediate objective is to establish a multi-sectoral Child Labour Monitoring System at the end of the project. Relevant outputs are:

- Enhanced national capacity to gather reliable, gender sensitive information on child labour, and
- Enriched national database on child labour

³ "Relative", compared to EU projects

The evaluation team believes that the Child Labour Monitoring System is a fairly sophisticated and comprehensive system. It includes all the relevant parties and facilitates information flow both vertically (between central authorities and field) and horizontally (across different institutions and sectors). The stakeholders (i.e. implementing agencies) are well-informed on the importance of such a monitoring mechanism and hence are committed to it. Presently, the project utilizes an MS Access-based database system. Although the evaluation team thinks that this database is beneficial and addresses the present need to monitor the project, it is also clear that there is a room for improvement. First of all, it is not integrated into the information systems of the relevant parties (e.g. schools etc.), and secondly, it lacks the tools (e.g. alert system etc.) that would pave the way for a more efficient monitoring. However the evaluation team also notices that the current funds available to the project would not allow for further improvement of this tool, and it therefore recommends further investment on it.

The evaluation team noticed that the child labour monitoring system is indeed an integral part of each action programme, and all of them use this same tool to gather information from the field. In that sense it would be fair to argue that all the action programmes contribute to the first immediate objective of the project. The action programme which will be implemented by the State Institute of Statistics (SIS) will definitely enrich the national database on child labour. However, this particular action programme has not been launched yet. The ILO/IPEC Team stated that they have tried to persuade the SIS to include child labour related questions into the national census and other surveys that the SIS runs. However, this is not likely to happen as the financial resources of the SIS are not sufficient for that. This constraint at the SIS increases the importance of the existing child labour monitoring mechanism and its further development.

Immediate Objective 2

The second immediate objective of the project is geared towards enhancing the capacity of relevant institutions to implement the national TBPPF. The relevant outputs are:

- Existing legislation reviewed and legislation proposals developed as necessary, and
- Technical support provided to relevant institutions to increase enforcement capacity at the national and regional levels

The evaluation team noticed that previous ILO/IPEC activities have achieved a lot in terms of enhancing the capacity of relevant institutions to implement the national TBPPF, and that the project at hand is no exception. In fact it is a very logical extension of all earlier capacity building achievements. The partners of the project are aware of some still existing, possible legislative weaknesses. The upcoming action programme to be implemented by MOLSS-CLU includes activities to identify these legislative needs and develop proposals to address them.

The project's progress towards the achievement of the second output of the second immediate objective is also highly satisfactory. A discussion on this particular issue is presented earlier in chapter 2.5. All the action programmes have a Provincial Action Committee which is comprised by relevant local authorities and NGOs. Chaired by the governors of the provinces, the PACs act as a multi-institutional mechanism to monitor the implementation of child labour-related legislation. The inspectors at the MOLSS LIB are well-educated on child labour, and are highly sensitive to the enforcement - or rather as they prefer to call it: "the persuasion" - of related legislation.

The evaluation team believes that enforcement of relevant legislation requires not only well-educated and sensitized inspectors and other civil-servants but also commitment by all social parties. In the absence of such general social commitment enforcement will only have a limited outreach and would therefore not be as efficient and effective as desired. Accordingly, the evaluation team also tried to evaluate the commitment of employee and employers organizations, and found such commitment and capacity clearly in existence. The most striking evidence of this would be the upcoming DAP to be co-implemented by Türk-İş (representing employees) and TISK (representing employers). The two confederations which are usually expected to sit at the opposing sides of the table have united their

forces to eliminate child labour in Turkey. This is a clear indication of the improved enforcement capacity, and both ILO/IPEC and the two confederations deserve special praise for making that happen.

The mission has learned that the TISK and Türk-İş are also implementing a joint project financed by the European Commission. Under this project, project partners holding memberships in Provincial Employment and Provincial Vocational Training Boards will receive training in order to enhance the effectiveness of these boards. The same training will also address the issue of child labour.

To sum up, the evaluation team believes that project's performance in terms of enhancing the capacity of relevant institutions to implement the national TBPPF is satisfactory. However, it would have been better for the sake of ongoing support, if the action programme to be implemented by MOLSS CLU had been started at an earlier stage of the project.

Immediate objective 3

The third immediate objective of the project is concerned with mainstreaming child labour issues into national policies and programmes. The achievement of this particular objective hinges on realization of the following outputs:

- Increased institutional and technical capacities for integrating child labour issues in development processes at all levels, consistent with the TBPPF,
- Comprehensive nationwide advocacy strategies against child labour, in particular its worst forms, designed and implemented, and
- Public opinion mobilized against the WFCL through the media and selected partners

The ILO/IPEC has successfully managed to improve the institutional and technical capacities for integrating child labour issues in development processes at all levels, consistent with TBPPF. However, as earlier explained, it was not possible for the evaluation team to isolate the impact of the current project from previous ILO/IPEC activities in Turkey and present findings that would only relate to the project under evaluation. It was, nevertheless, possible to observe the positive impact of the project on the institutional and technical capacities of partners at local level (e.g. local authorities and technical government staff). Evidences of improved institutional and technical capacity to combat child labour can be found in each and every partner of ILO/IPEC. In fact, the MOLSS has started to be a role model for neighbouring countries.

The evaluation team believes that the second output of this particular immediate objective has not been fully achieved, and doubts that it will be by the end of the project. The advocacy activities are being carried out both at the project and action programme levels. However these are so far geared more towards governmental organizations and NGOs than to the large public. The exception has been the National March against Child Labour which was carried out in parallel to the Global March, and was mostly a one-off effort rather than a systematic and sustained advocacy campaign. The evaluation team also noticed the importance of the national meetings which will be held within the upcoming action programme to be implemented by MOLSS CLU. These meetings will certainly contribute to the nationwide advocacy against child labour, and the MOLSS CLU is the right host for these meetings.

As far as the mobilization of public opinion against CL is concerned, the evaluation team recognizes the accomplishments of the project and its partners, however also believes that achievement of this particular output depends on the development and implementation of a full-fledged advocacy strategy (ref. output 3.2.). Popular TV channels have aired documentaries on child labour, and as the evaluation was being conducted one of the most popular primetime anchormen in Turkey was

preparing a programme on child labour. The evaluation team also praises the high-quality publications produced within the scope of action programmes. However, in the absence of a well thought-out advocacy strategy and communication plan initiatives will very likely remain detached from each other, hence potential synergies will not be exploited.

Immediate Objective 4

This Objective reads: At the end of the Project, there is an enhanced school system (with particular sensitivity to gender issues) that meets the needs of working children.

Expected outputs are:

- Child labour concerns and priorities, including those of girls, are mainstreamed into education policies and programmes
- Child-friendly schools and curricula providing high quality education
- Improved awareness levels of teachers and school principals, who are sensitive to the needs of ex-child labourers
- Alternative educational models are expanded and replicated

This is one of the fields on which the evaluation has not been able to collect information as there was short of time to visit schools. Only through discussions at the support centres and with MONE staff the evaluators learned that teachers and principals are being trained to be better equipped to deal with former working children and it was explained that especially MONE paid a lot of attention to develop alternative educational models – they are even looking into setting up mobile school systems for migrant populations!

A major aim of the Project is to help adapt the education system in Turkey to accommodate former child labourers. This is done in various ways. Teachers and school principals are given specific training to be able to teach these children. Some children are placed in boarding schools during the time that their parents are involved in seasonal agricultural activities. The school attendance of all former CLs is closely monitored through the project. Special summer schools are organised for those children who would otherwise be drawn (back) into agricultural activities, such as cotton picking. Smaller children, siblings of former CLs, are put into nursery schools.

Another very important approach in the Project is the emphasis it places on vocational training. First of all this concerns the former CLs - those who are between 15 and 18 years old – for whom vocational training can be a viable alternative to CL. Then their parents and their siblings are also able to benefit within the Project from vocational training. Although the importance of vocational training within the process of eliminating CL was widely acknowledged, there was also the observation⁴ made that there was a need to reform the vocational training sector in Turkey. Basically it needed better links to the labour market, to become more relevant and to provide life-long training rather than a one-off event.

Immediate Objective 5

The fifth immediate objective requires the establishment of new social support centres and improvement of existing ones. The relevant outputs are:

- Increased capacity in key institutions, and
- Development of key intervention models

The support centres established in Karatas (Seasonal Commercial Agriculture, MONE) and Izmir (Furniture Sector, MOLSS LIB) are newly established structures. ILO/IPEC's financial contribution in the establishment of both centres is very limited, considering the local resources mobilized to establish and run them.

⁴ By TISK

For instance, ILO/IPEC provided a couple of computers and a coordinator to the support centre in Izmir. The local chamber provides the rent of the centre, MOLSS LIB contacted a private bank and persuaded the bank to furnish the centre, they also assigned 5 labour inspectors (to address CL in the furniture sector) and 5 civil servants to the centre, and the metropolitan municipality assigned a psychologist.

The staff members of the support centres are highly qualified, and this makes them valuable assets of the project. However what makes them unique is the level of commitment they demonstrate. The spirit of camaraderie among the staff members of the two new support centres visited by the evaluation team was quite impressive, and explained a lot about the success at the local level. Both ILO/IPEC and the implementing agencies obviously have made right recruitment decisions during the assignment of staff to the centres.

The head of the labour inspectors group in Izmir indicated that the 5 labour inspectors assigned to the project have been selected diligently by considering their experiences in similar undertakings and personalities.

The mission visited 3 centres that are run by the Directorate General of Social Services and Child Protection (in Ankara, Adana and Izmir). All of the centres were established before the inauguration of the action programme on children working in street trades. In fact, the action programme was integrated into the daily activities of these already established community service structures. In these support centres, the work on child labour is not as visible as in the stand-alone support centres of the furniture and seasonal agriculture sectors. Accordingly, in some cases it was difficult for the evaluation to understand what the community centres are doing specifically within the scope of the action programme. At first sight, this seemed a weakness, however later it was observed that due to the nature of the intervention of this specific action programme such an integrated structure is more suitable and makes more sense.

The Project has provided US\$ 420,000 to the total of 11 centres run by SHCEK. Each centre therefore has received on average – more or less depending on the specific needs - US\$ 38,000 for two years. This is besides the mobilisation of local resources.

5. Policy development

Since the inception of the project of support to the TBP there have been considerable improvements in the legislative infrastructure which is an important part of the TBP's efforts to create an enabling environment to combat WFCL in Turkey. Here follow some important examples.

CL has been included in the *the 8th 5-year Development Plan* of Turkey.

The newly enacted *Child Protection Law* (No 5395) is one of the most evident achievements of this kind. The ILO/IPEC team managed to get involved in the development process of this new law through its national governmental partners who have a formal say in this type of legislation. The evaluation team did not have the time to go into detail through the new law (this was one of the constraints imposed by the relatively limited time to evaluate this broad project) and identify those areas which may demonstrate how the outputs of the project of support to TBP and DAPs are

mainstreamed in policy making. However, when asked, the national counterparts provided clear answers by referring to the particular articles of the said law.

The Prime Minister issued *Directive 2005/5* which obliges the governmental agencies to take an active front for, and take material and concrete measures to the combat against CL in Turkey. Directives issued by the Prime Minister are not very common in Turkey, and its shows the commitment of the Government at the highest level.

At the time of the evaluation, the government was preparing to renew the *Organizational Law* of the General Directorate of Social Services and Child Protection (SHCEK), and internal consultations were still in progress. The representatives of the General Directorate of Social Services and Child Protection stated that the outcomes of the DAP (Integrated Programme for the Elimination of Child Work on Street Trade in Eleven Selected Provinces), which is implemented by them, have been mainstreamed into the new law. When asked for more specific information, SHCEK representatives referred to the articles which describe the institution's responsibilities for preventing child labour and withdrawal of children from work.

During the interviews the evaluation team also found out that the ILO/IPEC team was invited to the *Parliamentary Sub-committee on Child Labour*. Such involvement in parliamentary discussions (at the sub-committee level, naturally) demonstrates two important issues: first, the level of acceptance that the project of support to TBP and DAPs enjoy in Turkey; and second, IPEC's advantage of direct access to the legislators.

Labour Code No. 4857, which took effect on 10 June 2003, as well as its provisions relating to child labour is in line with ILO Conventions and relevant EU Directives. Although this Code introduced arrangements for workplaces, it is clear that legislative arrangements are still insufficient, especially in agriculture. However, Turkey displays commitment and will to rearrange its legislation in line with relevant international standards.

These legislative improvements have (will) definitely have positive impacts on the TBP and DAPs. However, it is too early to say that the national legislative environment provides full support. Further legislative improvement is particularly needed to combat against child labour in seasonal commercial agriculture. There is still no primary or secondary legislation that regulates the labour in commercial agriculture. The upcoming DAP on "Capacitating the Child Labour Unit on Programme Development and Monitoring and Advocacy Raising" (to be implemented by MOLSS CLU) includes activities geared towards improving that situation.

In addition to the policy support, the project of support to TBP and DAPs enjoy a significant financial support from the Turkish Government, in terms of resource mobilization. A good benchmark may be the level of resources mobilized for EU projects by the Turkish Government. EU requires 25% local contribution in cash for the investment projects, and nearly 10% (in cash or in kind) for the technical assistance projects. National/local resources mobilized by the Turkish Government for TBP and DAPs are way above these figures, and sometimes outweigh ILO/IPEC's financial contribution. The following are two – amongst many - selected cases which demonstrate the level of commitment:

- Being a labour inspector in Turkey requires a "tripartite decree" which is undersigned by the President, Prime Minister and Minister of Labour and Social Security. The Labour Inspectors Board assigned 22 inspectors to the project of support to TBP. A commitment that should not be underrated.
- The Governorate of Adana has donated the official car of the District Governor of Karatas (Adana) to the support centre in the district.

6. Project monitoring system

The PMS generally seems to work very well. The information from the regular reports coming from the implementing partners is necessary to produce the detailed actual outputs and activities within the Project Monitoring Plans and it allows ILO/IPEC Ankara to monitor the progress of the project implementation. The implementing partners in their turn receive this information, in the case of the direct action programmes, from the various centres at the local level. The way the children and their families are monitored is standard throughout the project and therefore facilitates easy comparative analysis and accumulative information.

It was for example very simple for the MOLSS to present an update on the Project's achievements in the furniture sector in Izmir:

From 1250 children targeted, 1247 taken out of WFCL after 7 months

From 600 families targeted, 545 already reached with support centre activities

From 1250 siblings targeted, 1025 already reached with support centre activities

The mission observed however that the basic data base for monitoring could still be improved. It would be very helpful to those working in the support centres - i.e. the key information providers - if the system could accommodate the possibility to be more flexible in adding other relevant data and information, outside the current framework.

Examples: information on the child's parents (their ages, medical past, pregnancy progress of mothers), the location of the parents' tent (in the case of the agricultural settlements)

The point here is that it would be useful if the same monitoring tool - maybe with a secondary data level, could help the local staff to improve their monitoring needs. As their work is more than dealing only with the children, but clearly also addresses overall community development aspects, the monitoring system should be able to serve as a wider information tool.

7. Financial management, fund raising, and donor coordination

7.1 Budget monitoring

As of September 2005, 50% of the project's budget had been disbursed, and 97% of the funds available to the project were committed (3% has been reserved as contingency). Hence the evaluation team concluded that both the delivery and commitment rates are satisfactory. The implementing agencies indicate that ILO/IPEC's financial contribution provides them with the flexibility to address the needs of the beneficiaries in an efficient manner. Since the evaluation team was asked only to evaluate the project the accounts of the budget were naturally not audited.

Besides the 3 Ankara ILO-IPEC staff, through the DAPs the project budget covers only 15 salaries – 4 staff of the Karataş support center run by MONE, 1 coordinator and 5 social workers within the

SHCEK project and 2 coordinators and 3 social workers within the project implemented by LIB. In fact this is fairly small as compared to the overall staffing of all levels of project activities.

Although the budget is being managed with a certain level of flexibility that does not jeopardize the diligence, it is also observed that the budget was not comparable with the expectations of the project's stakeholders. Almost universally, ILO/IPEC's contribution is perceived as "a drop in the ocean". The evaluation team also believes that, in financial terms, the progress that has been achieved owes more to the national/local resources mobilized and to the credibility and reference function built up over the last 13 years than it does to ILO/IPEC's financial contribution. For instance, financial contribution of ILO/IPEC to the 11 support centres that are being run within the scope of the action programme on the elimination of child work on street trades averaged not more than \$1.600 per centre per month. (\$420,000 for 2 years for 11 centres).

The income of the Social Community Support Centre in Izmir comes from: Local sources, the Metropolitan Municipality, donations, the Provincial Social Solidarity Fund and this ILO/IPEC project.

7.2 Efficiency

The efficiency criterion questions whether the various activities carried out within the scope of the project of support to TBP and DAPs transformed the available resources into the intended results and outputs, in terms of quantity, quality and timeliness. In particular, the efficiency also addresses value-for-money, and hence concerns whether similar results could have been achieved by other means at lower cost in the same time.

One way of summarizing what the evaluators found as evidence throughout the project and its activities, is the opinion expressed by the General Director of Basic Education (11 million pupils nation wide!) in Ankara, that if he had spent 10x the money he receives from the project, outside the project in his regular programme, he would never have had the same impact as what he has had with that money within the project. It shows what came through everywhere during the evaluation, i.e. that little money in the project has a disproportionately large effect.

7.3 Fund raising

If local contributions in kind are also to be considered funds, fund raising is very successful indeed. Most of this is done within the context of the PACs. Municipalities in particular are involved in supporting the centres.

In Izmir for example, explained the Secretary General of the Metropolitan Municipality, the furniture sector support centre is provided with the following contribution in kind: free lunches, school supplies, transportation, social activities, a social worker and a sociologist. Furthermore, the employers contribute through the local Chamber of Commerce by picking up the rent of the building and providing health kits.

This is just one example, however it is clear that there is a considerable capacity to find on a local level a good part of the necessary financial and in kind support to run the support centres.

7.4 Donor coordination

USDOL, ILO/IPEC's donor partner for this project, considers the case of Turkey rather unique within 90 or so countries it supports worldwide on CL elimination. In particular the high-level of commitment by the Turkish Government is seen to be exceptional. The ownership of action programmes are believed to be very much on the local level, a comment which the evaluation was able to confirm.

USDOL looks to ILO/IPEC to deal with donor coordination. As is shown elsewhere in this report, the EU-funded project – not in the least because it is implemented through ILO – is well coordinated with and linked to this USDOL-funded project.

Then there is another USDOL initiative in Turkey, the IMPAQ project, which needs a closer look as to coordination. This 6-million USD project has a particular educational focus, but is in fact not much different to the ILO/IPEC project under evaluation. The main implementing partners of the IMPAQ project are Management Systems International (MSI) and the Turkish Education Association (TEC). A workshop was held in January 2005, with amongst others the involvement of the ILO/IPEC (who usefully presented a logframe), MONE, and MOLSS. Whereas the target population was decided there, the final target provinces were selected by the National Steering Committee in September 2005.

The targeted working children have very much the same characteristics as in the ILO/IPEC project, but most of the selected provinces are different (except for Ankara). The IMPAQ project is still in its early stages. A target group survey is about to start and will take three months (November 2005 to January 2006). The IMPAQ project sees the way the two projects relate not in terms of overlap, but more as a connection.

An example given by IMPAQ was the connection between the two projects on the children working in seasonal agriculture. Whereas the ILO/IPEC project aims to work with the agricultural camps in the Karatas area, the IMPAQ project will – amongst other provinces - focus on Urfa, the home areas of many of these children and parents. It is clear that there will be an enormous need for information sharing and that a shared database and family tracing will be only two examples amongst many more.

The IMPAQ project expected that as far as harmonisation was concerned, the NSC should play an important role. The 6 provinces of intervention were selected by the NSC, so they have now started to get involved. Another field for collaboration between the two USDOL-funded projects is the database. Whereas it is recognised that the database developed by ILO/IPEC's activities over the years is very valuable indeed, there is now a need to develop a national level database which includes all CL situations. IMPAQ has a particularly good track record in the US on data collection (e.g. on unemployment) so there will be most likely a lot of potential expertise available. Already there is an education tracking system being developed through the Educational Service Coordination Centre and translated into Turkish.

It may be clear that the question on the IMPAQ – ILO/IPEC projects is not so much “donor coordination” – given that it concerns the same donor – but more “project collaboration and harmonisation”. IMPAQ sees potential collaboration in the following fields:

- Data base and data collection
- Surveys, sector and impact studies
- Training
- Public awareness-raising campaigns – on local and on national level

Some specific observations on this double funding initiative in Turkey on the side of USDOL may be opportune here. There is a clear disparity between the funding levels of both projects. Even though the ILO/IPEC project has had, as this evaluation shows, a manifestly disproportional (positive) effect, it would have benefited a lot from a more appropriate funding level. Or in the words of one of the interviewees: *If the same implementers would have had the same money (as the IMPAQ project) they could have totally eliminated CL in certain provinces!*

A remark was made⁵ – but this needs to be confirmed by a more comprehensive assessment – that the IMPAQ project has a disproportionately⁶ low number of target children and that very little emphasis is given to vocational training for parents. Another observation made by the evaluators was that the two projects during the period of the evaluation were not communicating optimally. There had not been an exchange between the two project structures for quite some time, and – for incomprehensible reasons – the IMPAQ project was not present at the final evaluation workshop.

8. Replicability

Neighbouring countries (Bulgaria, Romania, Azerbaïdjan) visited Turkey to learn about the “IPEC approach” in CL. Representatives of some 10 different countries came to Izmir to visit the Support Centre for CL in the furniture sector. These are just two illustrations of a clear lessons-learned role the project has for CL situations elsewhere. The stakeholders are also invited to international meetings to present the case of Turkey as there is a lot of interest in lessons learned from the IPEC model there.

From previous ILO/IPEC projects there has already been a lot of lessons learned and approaches and working methods have been replicated from earlier action programmes in the auto and shoe production sectors. More widely in the country the IPEC approach has been a model for other sectors outside CL. Especially the area monitoring system and the multi-stakeholder platforms have been conveniently copied in other social sectors.

The EU-funded project, also part of the TBPPF, is designed to complement ILO/IPEC’s previous, current and upcoming action programmes. Parties are quite confident that there will be no overlaps or repetitions. In fact, this is one of the issues that ECD has been quite sensitive about as well. The EU-funded project furthermore takes advantage of the progress achieved and capacity built in Turkey as a result of ILO/IPEC’s existence and activities since 1992. The intervention model of the new project resembles to a great extent some of the ILO/IPEC action programmes.

Another example of replicability is that GAP uses the IPEC type of training and the decentralised model of provincial action committees.

Some very basic lessons learned at the local level as expressed by the staff of one support centre – and which could be replicated elsewhere:

- The need to communicate with all stakeholders
- Avoid routine, stay very dynamic and flexible
- Identify existing structures and capacity to exploit
- Need to challenge the beneficiaries (avoid easy hand outs)
- Negotiating is an important tool in the day-to-day work
- Include political clout when necessary (e.g. invite the Governor to come to important meetings)

⁵ From an interview with Türk-İş Ankara

⁶ Compared to funding levels

9. Sustainability

“Sustainability” of the CL elimination efforts in Turkey is not only an issue which is raised by donors. The national stakeholders themselves are very much aware and in favour of the need to sustain this work as much as possible through their own efforts. This IPEC/ILO project is a good example whereby the local contribution has really become the actual bulk of the financial input whereas ILO/IPEC with USDOL funds is – very modestly indeed – “contributing”. For sustainability sake, this situation is very encouraging and realistic. What furthermore helps is the fact that the reputation of ILO/IPEC as an impartial and strong international organization is being utilized to mobilize local resources in an efficient manner. A remarkable effect of the high level of local contribution is that it helps to augment the target numbers of children reached (previously in Izmir: in stead of 4000 now 8500 reached; now with this project in stead of the 2-year target of 1250 children, already after 7 months 1247 are being reached).

Both for the project of support to TBP and the specific DAPs, the ownership of objectives and achievements by the stakeholders is extremely strong. As for the project of support to TBP, the stakeholders interviewed in Ankara, where Government headquarters and most of the NGOs are located, presented a clear understanding of the importance of the issue and demonstrated a high-level of commitment to objectives and achievements of the project of support to TBP and DAPs. The ownership by the governmental agencies is most evident in (a) the new legislations and prime-ministerial directives that have been put into force to address the child labour issues in Turkey, and (b) the governmental resources mobilized to achieve the objectives of the project of support TBP and DAPs. Both of these issues are discussed at more length in other sections of the report.

The SPIF and its participatory and analytical nature seem to have played a major role in ensuring the ownership of objectives from the project's outset. The support project to the TBP has been formulated through a participatory process in which all of the national stakeholders were *actively* involved. The stakeholders referred, in a clear and consistent manner, to the national and regional workshops held during the formulation of the TBP. The ownership and commitment achieved in the very early stages of the programming, have sustained through the National Steering Committee mechanism and the two-way communication between the field and centre.

The National Steering Committee convenes regularly at 6-month intervals to monitor the TBP and to make strategic interventions, if need be. The composition of the NSC and its decision making mechanism have been found a noteworthy strength to sustain the system. The NSC consists of relevant ministries (MONE, MOLSS, State Ministry for Social Affairs etc.), trade unions, employee and employer organizations, NGOs and Universities. There is only one seat for the NGO community and one seat for the Universities at the NSC. The representatives of NGO community and universities change every year. Although inviting all the relevant NGOs and universities to the NSC would improve the outreach, this could also be at the cost of efficiency and subsequently offset its positive contribution to the system. ILO/IPEC and UNICEF are also invited as observers to the NSC, and their views are definitely taken into account.

Two other support factors for sustainability mentioned particularly by the MOLSS are the Protocols signed between the Labour Inspection Board, the Governor and the Major on the action programmes and the continuing role of labour inspectors in monitoring the CL situation.

The two-way communication between the field and the centre is yet another important factor that contributes to the sustainability of the project results. Although this successful communication has been witnessed in all cases, the case of the “Integrated Programme for the Elimination of Child Work on Street Trade in Eleven Selected Provinces”, the DAP which is implemented by the General Directorate of Social Services and Child Protection (SHCEK), is worth mentioning. Upon realizing the inefficiency of the present system and the importance of preventive measures, SHCEK adopted a

new service modality and delivery structure to combat child work at street trades. The new modality focuses on strengthening capacity of community centres now located in the neighbourhoods where the children live, and on preventing the children from going to work in street trades. The old modality - still in practice throughout the country - is based on community centres established in the relatively wealthy neighbourhoods where the street trades take place. The new modality is not just a new idea; it is also well-documented with charts and guidelines, describing it.

The interview with the General Director of Labour revealed some very interesting issues which also demonstrate the level of ownership and commitment. The General Director who has been involved in the combat against child labour from the very early stages in 1992 (when he was a labour inspector), frankly stated that when the issues first came up there was a significant amount of frustration. Combating child labour had for a long time been perceived as a policy measure that would jeopardize the competitiveness of Turkish industry, which by then was, and still is largely labour-intensive. The General Director highlighted the progress achieved by the Turkish Government in the field of combating child labour, and particularly its worst forms as defined in accordance with ILO Convention 182. It was particularly interesting to notice the General Director explaining how the combat against child labour which was initially perceived as a source of burden on the industry is now seen as a competitive advantage particularly in the Turkish Clothing Industry, which has managed to prepare itself for the ever-increasing social requirements of large buyers.

The improved social dialogue, which owes much to the NSC mechanism and ILO/IPEC team's well-played facilitating role, is considered by the evaluators to be a critical factor that contributes to the collective ownership of the achievements and objectives of project of support to TBP and the DAPs by the national stakeholders. A clear indication of collective ownership is embodied in the upcoming DAP on "Awareness Raising and Social Mobilization" (expected to be launched in November 2005, as opposed to April 2005 as per the original time plan). The country's most powerful employee and employer organizations will be co-implementing this DAP. This effort is worth mentioning at least for two reasons. First, it demonstrates the resourcefulness of the ILO/IPEC team in terms of harnessing various means (i.e. improving social dialogue) for combating child labour. And two, it attacks one of the weaknesses in the national social structure, also witnessed by the EU which has recently formulated an intervention and will shortly start financing a project to improve social dialogue in Turkey. Accordingly, this particular DAP also carries the potential to further contribute to the already strong donor coordination and to the mobilization of additional resources through the grant scheme to be launched within the scope of the mentioned project to be funded by the EU. (Further information can be obtained from web pages of European Commission: <http://europa.eu.int/comm/europeaid/cgi/frame12.pl>).

The CLU, which itself was a set up during a former ILO/IPEC project (as was the NSC) plays a crucial role in sustaining the project's activities, and more generally the CL combat in the country. It organizes a lot of workshops, develops more appropriate legislation, monitors, coordinates and helps to develop policy (ex. A more adapted schooling system to accommodate former working children). The whole idea of the ILO support to the combat against CL in Turkey has always been to mainstream CL into national policies and legislation. Mainstreaming of course equals sustainability!

Salaries of non-IPEC staff paid by this project are meant to be taken over by the various stakeholders. This has already shown to be realistic by earlier ILO/IPEC projects. For example, the CL activities Istanbul were completely taken over and sustained by the Turkish stakeholders. It is the opinion of stakeholders that this is again going to happen again at the end of this Project. They see ILO/IPEC as

an “activator” in this sustainability process. Even support-centre staff paid by the Project bear themselves witness of a strong sustainability attitude: “After two years the project finished and the centre closed? No way! The ministry will take over with its own staff and, who knows, we may remain somehow involved ourselves!”

10. Direct action programmes

10.1 Appropriateness

The success of any project, especially those addressing serious issues as the WFCL, depends primarily on the quality of the human resources carrying out the daily activities. It is here where the evaluation mission particularly observed an enormous strength in the project. Both IPEC Ankara and its implementing partners have gone a long way to ensure generally "the best" staff employed at all levels. Where staff were appointed, it was clear that the quality had been the leading factor. In cases where staff had volunteered (e.g. the CLU within the MOLSS), a natural selection had guaranteed dedicated and well qualified staff. It is as if the high value which the Turkish society bestows on its children has clearly and positively influenced decisions both from the side of the appointing officers and of those who volunteered to work in the project.

Other factors which influence the quality and the appropriateness of the services delivered by the project are the project monitoring system, the strategic planning process as the project's basis and the multi-stakeholder involvement.

One important observation which the evaluators would like to make is an issue which may be partly related to cultural factors and partly to what could be called “way of working”. Generally, the mission observed that the project, with all its efficient multifaceted delivery mechanisms, works *for* children and their families. They are the beneficiaries (of project services) in the real sense of the term, but not necessarily actors themselves in all stages of the project cycle. Although there was not enough time to do a proper assessment of the participation of the children and families – as main stakeholders – into formulation, planning, preparation, implementation, monitoring and evaluation activities, it could be concluded from the mission’s exposures to the manifold project actors and activities that the project does not work *with* the children and families, in the participatory sense. The evaluators do not want to pass judgement on this matter as they believe that in general the beneficiaries do benefit considerably from the services provided to them, it only wants to present its factual observations as a contribution to a possible larger discussion on this issue.

10.2 Impact on beneficiaries

Children withdrawn or prevented from CL

At the time of the evaluation (October 2005), the Project had withdrawn a total of 3334 children from CL and addressed a little over 700 children from the riskgroup. More detailed, the numbers of mainstreamed children into education were: 1729 for the furniture sector, 1061 for the streetworkers, and 544 for the agricultural sector. With an overall target of 11,500 for the Project period of two years, this achievement is very promising. It may also be interesting to notice that the previous ILO/IPEC project went with 8,500 children streamlined way over its target of 2,000.

The evaluators visited 5 support centres – three community centres (in Ankara, Adana and Izmir) where children working in the street were supported, one support centre for children working in the seasonal agriculture (in Karatas), and one support centre for children working in the furniture sector (in Izmir). In all centres besides the interviews with staff, the evaluators met with children and parents and tried to find out from them how they benefited from the support structures. By no means should this type of information gathering be considered as scientific and representative of the views of all children, parents and siblings – the interviewee samples were too insignificant. Nevertheless, the meetings and discussions with the “target group” gave the evaluators a taste of “what the project was all about” and confirmed in many ways the information gathered from all other sources. Summarised, the following observation could be made here about the impact of the project on beneficiary level.

The centres have strong relations with the surrounding neighbourhoods and select their beneficiaries on the basis of family interviews, discussions with teachers and community leaders, and larger community meetings. Neighbourhood or community profiles focusing on CL developed by the centres are used for the identification of and support to working children and their families. The evaluation has not had the opportunity to obtain sufficient insight into the selection process to be able to say whether the most needy were selected as beneficiaries or, more generally, whether the selection process was fair and objective.

Children are being cared for, withdrawn from their work, and referred to schools. Parents are happy to see their children going to school and hope that it gives the children the opportunity they themselves have not had in their life. The parents and the siblings of the working child are all some way or the other involved in supportive activities, vocational training, credits, handicraft courses, art exhibitions, folklore groups, theatre, play room, library, health sensitisation, formal education. In fact, the whole family is entering into a totally new situation, whereby previous troubles and fears are being replaced by new plans and hope. The impact is clear, the project through its support centre action programme is able to dramatically change the life of deprived families and their working children for the better and provide them with a real chance for a better future.

In Ankara's poor neighbourhood Altindag, with families migrated from rural eastern Turkey, a divorced father of three children living from carrying bags in the metro, had an accident and was forced to stop working. His 11-year old daughter stopped going to school. The mother, who has mental problems, lived from begging in the street and wanted her daughter to start doing the same. The two younger brothers (10 and 8) were also school absentees. The community centre took here a preventive approach by helping the father with an allowance, putting the children back to school and assisting the mother with psychiatric help. It is almost certain that without this intervention, one or more of the children would have been working or begging in the streets.

The support centre in Karatas for the seasonal agricultural labour had only started some 4 – 5 months earlier and already it was having a real impact on many families and children in the cotton harvesters camps. The children and their families met by the evaluators both at the centre and at their tents in the camps, were indeed in high spirits about the activities of the centre and about its staff, who went a long way during the preparation phase (January – June 2005) to build up a mutual trust with the camp families.

One way of measuring impact on the primary beneficiaries, the working children mainstreamed into education, is their current aspirations. Almost all children interviewed (in total some 20 during all visits) showed high ambitions for their future professions: doctors, veterinarians, lawyers,

psychological counsellors, teachers, gendarmes This shows that these children have obtained something very precious in life: confidence!

Overall, with limited financial resources the projects had disproportional large outputs with an enormous impact on the CL combat in Turkey!

10.3 Children: stakeholders?

Although Turkey is probably one of the best illustrations - worldwide - of a successful attempt to sustainably reduce CL and WFCL, there may be other experiences with more participatory approaches, i.e. giving children and their families a greater say in project design and implementation.

One example which is illustrative for all project activities is that the Workplace Monitoring Unit of the Seasonal Agriculture Support Centre (40 members) has no parents or children in it.

The reality in Turkey of interactions between adult project deliverers – usually highly professional in their fields (labour inspectors, teachers, social workers, and all other actors) - and the children and families part of the CL/poverty vicious circle is very much culture based - as it is everywhere in the world for that matter. With all the respect for the enormous affection people in Turkey have for children, for socio-cultural reasons it may be unlikely to imagine children in Turkey to be fully implicated in decision-making processes about project design, activities, implementation approaches and policy.

The other factor is of course the “way of working”. The project has a certain way of functioning and delivery style. These seem to be conveniently matching the existing socio-cultural relationships. Any deliberate and one-dimensional change of the project away from a genuine service delivery system to more of a child-participation approach may even backfire given the prevailing socio-cultural realities.

Naturally, what counts in any project of this type is the – lasting - impact it has on the children and their families. Although this evaluation was not specifically meant nor built to do a proper impact assessment, there are many signs that CL and WFCL are on the way out in Turkey and that this is achieved because of the country’s own wish and efforts to abolish this, helped by the ILO/IPEC support. The intervention approaches used seem to be effective over time and that leaves the question: How wise is it to “change a winning team?”

The evaluators are however convinced that a proper study looking at the field-level impact of *all* support activities to CL reduction and abolishment in Turkey would considerably help to address questions about participation and lasting impact.

10.4 Gender mainstreaming

The evaluation team tried to analyze how well the gender issue has been addressed during the formulation and the implementation of the TBP and DAPs. Gender mainstreaming, according to a definition adopted by the UN in 1997, is *the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in any area and at all levels*. The Terms of Reference ask to assess (a) whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern; (b) the progress of the project's gender mainstreaming activities; and (c) whether socio-cultural and gender aspects endanger the sustainability of the project, and assess whether actions have been taken to sensitize local institutions and target groups on these issues.

During the implementation of baseline surveys the data was segregated by sex. The ILO/IPEC in Turkey has significant experience on this particular issue (the 1994 Child Labour Survey is a good practice on gender analysis of child labour). The services that are rendered within the scope of action programmes are both child- and girl/woman-friendly. There are sufficient woman staff members at the support and community centres, which makes it easier to reach the mothers of working children.

For instance, the community centres (Action Programme titled "Integrated programme for the elimination of child work on street trades in eleven selected provinces") also provide services to the mothers of the working children, and the social workers visit the families in pairs and each pair includes at least a woman social worker in case the mother hesitates to talk to a man.

Another good practice has been observed by the evaluation team in Karatas (DAP - Integrated programme for the elimination of WFCL in seasonal commercial agriculture through education). After identifying that there is a significant need to train the mothers at the harvest camps on reproductive health, the support centre had decided to improve its capacity for providing guidance on this. One of the (female) staff members was sent to a reproductive health training to act as focal point on that particular subject. The centre will provide training and guidance services to mothers and girls on reproductive health.

At first sight, the action programme for the elimination of WFCL in the furniture sector may be considered as a weakness in terms of providing equal access for boys and girls to project benefits. However, nearly all of the children working in the furniture sector are boys. TBPPF defines the child labour in the furniture sector as one of the worst forms of child labour in Turkey and the findings of the *Baseline Survey on the WFCL in the Furniture Sector* reaffirmed the accurateness of this motion. Thus, the decision to combat against the child labour in the furniture sector addresses a national priority. The evaluation revealed that the action programme provides benefits to the mothers and fathers of the working children and to their sisters and brothers, who might be considered as children at risk. The most recent data (covering the period between November 11, 2004 and September 30, 2005) provided by the coordinator of the support centre of the furniture sector, indicates that the action programme reached 797 working children, of which 16 girls; and 946 siblings, of which 427 girls. Concluding, it would be a fair argument to say that the project has been successful in mainstreaming gender.

An example on a positive gender balance in the project's human resources is that within the MONE, the project budget pays for 4 full-time staff (social workers) of which there are 3

women. The gender balance of the others involved in the project (teachers and coordinator) but seconded by the Ministry, is 3 women out of a total of 7 staff.

An example of a slightly less favourable gender balance is the literacy classes in the furniture support centre in Izmir. They took in 60 students of which 20 were parents, of which 7 were female. The two literacy teachers were male.

To answer the three questions from the ToR on gender, first of all gender segregation is practiced and positively exploited by the project through its various phases, from planning to implementation. Girls and boys seem to have equal access to project resources and services. Then gender mainstreaming is visible within most project activities, with clear examples of staff involved and focus on mothers as much as on fathers of working children. Lastly, the gender aspect certainly has no negative influence on the project's sustainability. One restraining aspect may need to be mentioned here. There is often a resistance on the part of the husbands (fathers of working children) about vocational training for their wives. But with persisted explanation by the support centres, the husbands usually become more favourable to the idea. Local institutions and target groups are all involved in a transparent positive gender approach by the project.

Gender balance in the targeting by the support centre for seasonable agriculture is that of the 1000 children to be referred to education 500 will be girls and 500 boys (the achieved numbers at the time of the evaluation were respectively 305 and 352. This year 185 children benefited from summer school, 105 girls and 80 boys.

As far as the socio-cultural aspects are concerned, please refer to the discussion on the “way of working” in Chapter 10.1 Appropriateness.

10.5 Still existing needs.

Since 1990 there has been a conscious policy in Turkey to address CL. (Before, the problem was known but nothing much was done). Since then the numbers of working children have reduced thanks to a greater awareness on the part of the parents and to improved socio-economic conditions which permitted more poor families to find jobs thereby lessening the need to send children out to work. ILO through IPEC has been instrumental in facilitating the process of awareness-raising and building the institutional capacity and policy frameworks for serious CL combat work to be undertaken. A very important factor in the line of reasoning in favour of CL – cheap labour helping a favourable economic position – does today not exist anymore. This was for example a real problem in the textile industry.

Nowadays, CL in Turkey is clearly on the way to become extinct. One could say that the Government's policy has changed from "reduction" to "ending" the problem of CL in the country. However, the process still needs concerted and sustained action for follow up on mainstreamed former child labourers and for those sectors (e.g. agriculture and street trades) and those regions (mainly in the East) where the CL problem is still pursuing.

The Deputy Governor of Izmir when asked about the limited project life time, said that he expected most of the CL to be eliminated by the end of the project. What was needed was that formal traineeships should replace the traditional ones, only for the children older than 15 years. To enter they would need a diploma of compulsory education. Such traineeship could then lead to employment and social security.

11. Public awareness raising

Public awareness is raised at all levels, from the very local, i.e. the communities to whom working children's families belong or those who "host" their families (in the case of the seasonal agricultural labourers), through the concerned provinces, up to national level.

Child labour in Turkey is traditionally not seen to be "negative" as children are helping adults and learning through traineeships. This view is still dominant in Turkish society, therefore there is still a need for public awareness raising. However, it comes too much in an ad-hoc way and should become more a continuous activity, even though this will be more expensive. The National March has been a positive national campaign experience. Another idea is the labelling of products – "NO CHILD LABOUR USED IN THIS PRODUCT"

12. Data collection

The terms of reference states that the evaluation team assess (a) the progress of the project's data collection strategies, specifically its plans to collect information on the number of child workers in major industry sectors and integrate the findings into government policy; (b) the effectiveness of the strategies being implemented for child labour monitoring, and whether the Child Labour Monitoring System (CLMS) is likely to be sustainable; and (c) the influence of the project on national data collection and poverty monitoring or similar processes.

The Child Labour Monitoring System has been incorporated in all the action programme activities that the evaluation team had the opportunity to assess. Although the data collection system in use for the purpose of monitoring child labour is not at the level of top-notch ICT applications offered today, given its constraints, it should be considered an appropriate solution. The constraints are partly financial and thus attributable to inadequacy of funds made available to the project, and partly to the ICT infrastructure of the support/community centres. The database developed by using the MS Access seems an appropriate solution. A better solution such as a web-based application operation on an SQL server would be both more costly to operate and call for additional investments in the infrastructure of the support/community centres. With its current level of functionality the database allows (1) regular registration, and (2) uniformed data collection and reporting.

Data collected by the mentioned system is used in a number of ways. At the local level, it is used mostly for policy advocacy and awareness raising purposes, and it is disseminated both during the Provincial Action Committee meetings and in direct correspondences with local institutions to facilitate a target action. At the central level, the use of data is more analytical and serves better to policy rationale. The data is consolidated and analyzed at two levels: first, the HQs of implementing agencies consolidate the data collected from the field (e.g. SHCEK consolidates the data supplied by the 11 community centres); and second, ILO/IPEC consolidates the data supplied by all the action programmes in operation. Although anecdotal, the following observations cast light on how the data is used:

- SHCEK officials stated that the data collected from the field has been utilized in the development a new service modality, which has been partly⁷ reflected in the draft law.
- MOLSS Labour Inspectorate indicated that upon analysis of monthly data, the frequency of labour inspections was reformulated. Since, the number of inspections during the midterm-break (February), and right after the end of the education year (June) has been increased.
- ILO/IPEC compares the performances of the local centres, and investigates and takes action in cooperation with the implementing agencies.
- Last but not least, the centres themselves use the data for monitoring and follow-up. For example, the children withdrawn from work and channelled into the schools are thus monitored by the staff members.

The CLMS has a long way to go to become fully institutionalized. An interesting issue that might be further investigated is the establishment of an internet-based child labour portal, in which the child labour monitoring system could be embedded in addition to the informative contents that will facilitate exchange of know-how and experience. It can be concluded that with its current setting and format the CLMS is likely to be sustainable. However, the level of expectations from the CLMS should remain proportional to the investments made.

Finally, the influence of the project on national data collection is limited today. However the new action programme (2006 CLS) to be implemented by the State Institute of Statistics is likely to have a significant impact on national data collection. It will more or less replicate the '99 CL survey, but will try to extend the statistics. The SIMPOC (statistics programme) at ILO/IPEC headquarters in Geneva will be providing technical advice. Even though IPEC's funding of this DAP is minor (less than 25%), it was made clear to the evaluators that if IPEC would not support this new survey, it may not have happened at all.

⁷ Only partly because the new modality is still being pilot-tested by SHCEK, and it is too early to make a bold move towards a total shift.

13. Commentary on Child Labour

Turkey has some 71 million inhabitants, of which 40 million are educated. There is still a gap and many parents of working children today prove to be illiterate. Education is definitely a very important factor for any country to combat CL. The referral system of working children to schools and the educational and vocational activities for siblings and parents are very essential instruments in reducing CL. However the economic question plays an even more important role. If parents remain unemployed and poor, there are very few alternatives than to send children out to work and help the family to survive.

One would think that in the industry (e.g. furniture) to take a child out of the labour process and replace it by an adult would mean increased labour costs, therefore higher prices of the end product and a subsequent lower competitiveness of the business. This presumption brought forward by the evaluators in the discussion with the owner of a furniture workshop was said to be wrong. It was explained – and this idea was confirmed by separate discussions with labour inspectors and the representative of the employers – that children were not having a heavy working load anyway, that they were mainly assisting adult workers, and that their presence in the workshop should be more seen as a “traineeship”. It should be mentioned here that the labour unions were more of the opinion that adults would replace the withdrawn children. The Turkish employers organisation TISK made the point that the project is helping to change the traditional informal and exploitive traineeships to more formalised and non-exploitive ones. Some interviewees stated that agreed that for Turkey to remain competitive in the international market, there was no alternative but to export products labelled to be produced without CL.

Although, the evaluation had by far not enough time to familiarise itself with the working conditions of children in the furniture sector, the little they saw was quite deplorable as far as working environment and actual labour were concerned.

The evaluators noticed that there were different views on “summer jobs for children”, however the consensus seemed that as long as it was fully voluntary on the part of the children, a summer job should not necessarily be condemned. It was also clear that in the context of CL in the various sectors addressed by the project, summer jobs by the children of families already supported, needed to be very closely monitored.

14. Commentary on Poverty

The evaluation was not meant to take a profound look at the root causes of CL in Turkey. A lot has been studied and written on the subject and most of this information is well known and utilised within the project. Still some words from the side of the evaluators may be useful here, perhaps to confirm what is already well known, but also to provide the evaluators an opportunity to express their synthesised opinions on this issue.

In short, CL is mostly an economic problem. Therefore the project is not helping a lot in the immediate alleviation of families’ necessity to send children out working. The project works directly on the effect, by taking away the child from CL and addresses the surroundings by creating an improved social – and sometimes psychological – environment. In only a limited way, the project can have some direct positive influence on families’ income situation, however when it does so, this is not necessarily a very sustainable help. Therefore, all hope and expectations are set on the medium and longer-term impacts of the project. This is the investment for children and parents into improved health, training and education, and – not very often mentioned, but clearly coming out of the beneficiary interviews - dignity. These are the ingredients for families to help themselves to hopefully

come out of the otherwise vicious poverty cycle. The evaluators are convinced that here lays the strength of the project, i.e. a very positive contribution to increase the capacity of impoverished families to improve their lives and livelihoods! It is clear that the ILO/IPEC project can never obtain the desired results by itself, it needs to seek strong collaboration with others who work in the field of poverty eradication and especially with those who address the needs of the areas of origin of many beneficiary families. In other words, not only should the spilled water be mopped up, but the leaking tap should also be repaired!

15. Conclusion

What are in fact the main ingredients for success of the IPEC/ILO involvement in Turkey and more particularly this project? The evaluators conclude that these are:

- The capacity on local resource mobilization
- The competent coordination of multiple stakeholders
- The emphasis in all CL sectors on the need for children to be educated
- The inclusion of family education in the project activities
- The speed and the quality of accompaniment with which working children are withdrawn from CL and mainstreamed into education.
- The safety net approach (vocational training, credits, siblings to school, meetings with parents etc)
- A social project where all sides gain (ex. employers in the furniture sector are trained on occupational health and safety)
- The high level support in Government (mayors, governors, directors generals, parliament, ministers, prime minister, president) and religion (imams)
- The inclusion of CL in the State Development Planning
- The important partnership between IPEC/ILO and the MOLSS CLU.
- The consistent very positive and strategic facilitating role of IPEC/ILO in the whole CL elimination process (IPEC/ILO's inputs: strategic planning, facilitation, technical advice, financial support)
- The multi-stakeholder approach, including all those who are concerned (ex. within the seasonal agriculture support activities, land owners, labour intermediaries and money lenders are trained)
- The active involvement of students, teachers, interns, and "wealthy ladies" as volunteers in the support centres (and even in the PACs)
- The participatory approach in SPIF and implementation and self-evaluation meetings, creating "ownership" feeling with stakeholders
- The continuity factor: while mayors, governors and ministers change (as these are political nominations), the labour inspection, education, the municipality and ILO/IPEC staff remain the same
- The special "family feeling" in the project, i.e. the system is based on real partnerships

16. Recommendations

These recommendations are addressed to ILO/IPEC.

1. The ILO/IPEC team and NSC members all recognize that legislative infrastructure is still an unfinished product. Therefore, there is still a significant room for improvement through the new DAP on "Capacitating the CLU".
2. The experience gained through the DAP on seasonal commercial agriculture needs to be incorporated into the new DAP on capacitating CLU. Early involvement of the MARA (Ministry of Agriculture and Rural Affairs) into the DAP is certainly a must and has already been taken into account. This CL issue should also be incorporated in the Agricultural Reform process in Turkey.

3. It is recommended that senior staff of the ILO/IPEC and IMPAQ projects hold regular meetings (outside the NSC and CLU platforms) to continue to exchange experience and seek the most advantageous mode of collaboration. The US Embassy in Ankara could be a useful facilitator for such meetings. The NSC and the MOLSS CLU will need to be the structures to coordinate the implementation of the two USDOL-financed projects.
4. The development of an Advocacy Strategy including a well-elaborated National Communication Plan should be seriously considered as a future project activity.
5. Projects financed by different donors, such is the case with the EU-funded and the USDOL-funded projects, need effective coordination. The evaluators feel that here again the NSC and the MOLSS CLU will be the most logical coordination structures, the NSC for policy and the larger questions, the CLU for the more practical and operational questions.
6. The NSC should consider whether inviting 2 (or may be more) representatives from NGOs and universities could possibly add more value to the functioning of the mechanism, through increased civil society inputs.
7. The evaluation team strongly encourages the ILO/IPEC team to tap into the EU funding potential.
8. The CLMS is an area which may be considered for further investment, may be as a special direct action programme with sufficient funds to build a system that can communicate with the management information systems of the implementing agencies.
9. It is strongly recommended that ILO/IPEC commission a cost/benefit analysis for the development of an internet-based child labour portal.
10. It is very important that the monitoring of the children withdrawn from CL is sufficiently long-term (at least one year) and looks beyond school attendance, by following the child's academic progression and the family's socio-economic situation. If this is not done, there is a good chance that the child may drift back to CL!
11. At the end of this project period, there is still a need for IPEC to continue to be a provider of technical support ("technical" in the broad sense, including methodological issues). In any case there should not an abrupt end of ILO/IPEC's involvement in the activities it has set in motion and it has so well facilitated. There should be a well planned and prepared transition period of say one year to allow staffing arrangements and sustainability conditions to be organised in the most optimal way.

Annexes

Annex 1. List of organizations / persons consulted

Name	Function	Institution
Asukai, Naomi	Evaluation Officer	ILO/IPEC Geneva
Seroka, Mihail		USDOL, International CL Program
Çaglar, Ayse Sule		ILO/IPEC
Delibas, Cengiz	General Director	MOLSS, DG of Labour
Aydın, Harun	Expert	MOLSS, DG of Labour, CLU
Uğurlu, Ayşe	Expert	MOLSS, DG of Labour, CLU
Namal Mete	Expert	MOLSS, DG of Labour, CLU
Aslantepe, Gülay	Representative	ILO Ankara
Zaim, Osman	CTA	ILO/IPEC Ankara
Kocabay, Nejat	NPM	ILO/IPEC Ankara
Kesler, Serdar	PA	ILO/IPEC Ankara
Arseven, Faik	Head Inspector	MOLSS, Labour Inspectorate
Aydın, Olcay	Senior Inspector	MOLSS, Labour Inspectorate + team of inspectors
Topaloglu, Siddik	Senior Inspector	MOLSS, Labour Inspectorate, Izmir
Simsek, Arif	Senior Inspector	MOLSS, Labour Inspectorate, Ankara
Sen, Senel	Senior Inspector	MOLSS, Labour Inspectorate, Bursa
Özgin, Demet	Coordinator	Altindag Community Centre, Ankara
	Staff and parents and children	Altindag Community Centre, Ankara
Celik, Ayse	Director	SHCEK, Karsiyaka Community Centre
Atakar, Adnan	Deputy Director	Provincial Directorate of National Education, Izmir
Ozen, Cihat	Senior Inspector	MOLSS, Labour Inspectorate, Izmir
Özdemir, Servet	General Director	MONE, Basic Education
Yakar, Sevket	Assist. Project Coordinator	MONE, Basic Education, (Seasonal commercial agriculture)
Özcan, Numan	Task Manager	Delegation of European Commission to Turkey
Kutlu, Sumru	Senior Prog. Officer	UNICEF
Baris, Ismail	Director General	SHCEK Ankara
Eski, Sükran Özdoğan	Institutional Project Coordinator	SHCEK Ankara
Demir, Namik	Deputy Head of Department	SHCEK Ankara
Tekin, Uzeyir	Project Coordinator	SHCEK Ankara
Elbek, Huseyn	Regional Director	Türk-İş, Adana Regional Directorate
Boyacı, Ayhan	Deputy Governor	Governorate of Adana
Aygün, Muzaffer	Director	Provincial Directorate of Social Services, Adana
Gülsar, Atilla	Director	Provincial Directorate of National Education, Adana
Arpalıgil, Nuran	Director	Adana ILO/IPEC-SHCEK Community Centre
Can, Selim	Coordinator	Karatat ILO/IPEC-SHCEK Support Centre
Özbek, Aysegül	Social worker	Karatat ILO/IPEC-SHCEK Support Centre
Gökkoyun, Simge	Social worker	Karatat ILO/IPEC-SHCEK Support Centre
Kozan, Remziye	Social worker	Karatat ILO/IPEC-SHCEK Support Centre

Name	Function	Institution
Kertmen, Kazim Ilkan	Social worker	Karatas ILO/IPEC-SHCEK Support Centre
Orakçı, Kemal	Project Staff	Karatas ILO/IPEC-SHCEK Support Centre
	Children and parents at the centre and at their tents in the camp	Karatas ILO/IPEC-SHCEK Support Centre
Bayazit, Berna	Programme Associate	UNDP
Fazlioglu, Aygöl	General Coordinator	GAP Regional Development Administration, Human and Social Development
Tugrul, Ibrahim	Social Projects Coordinator	GAP Regional Development Administration
Dersan, Nilufer	Expert (Social)	GAP Regional Development Administration
A. Ferhat Ilter	Deputy Secretary General	TISK, National Headquarters
Özcan Karabulut	CL focal point, education expert	Türk-Iş, National Headquarters
Siebentritt, Carl R.	First Secretary for Political Affairs	Embassy of the United States of America
Kozbek, Ali Osman	Project Director	IMPAQ
Akkök, Füsün Prof.Dr.	Deputy Project Director	IMPAQ
Nazli, Ayse	Coordinator	Izmir Furniture Sector Support Centre
	Staff and children, parents and employer	Izmir Furniture Sector Support Centre

Annex 2. Mission Programme

DAY 1 Monday 10 October 2005

p.m. Arrival consultants and first briefing at ILO/IPEC

DAY 2 Tuesday 11 October

a.m. Second briefing at ILO/IPEC

p.m. MOLSS

DAY 3 Wednesday 12 October

a.m. MOLSS and EU

p.m. ILO/IPEC-SHCEK Altındağ Community Centre in Ankara

DAY 4 Thursday 13 October

a.m. MONE and GAP

p.m. SHCEK and departure to Adana

DAY 5 Friday 14 October

a.m. Adana Governerat and ILO/IPEC-SHCEK Community Centre in Adana

p.m. Türk-Iş and ILO/IPEC-MONE Social Support Centre in Karataş

DAY 6 Saturday 15 October

a.m. and p.m. ILO/IPEC-MONE Social Support Centre and agricultural settlements in Karataş area

p.m. Departure to Izmir (via Istanbul)

DAY 7 Sunday 16 October

Rest day and internal Team discussions and writing in Izmir

DAY 8 Monday 17 October

a.m. Izmir Governerat and Metropolitan Municipality

p.m. ILO/IPEC-MOLSS Social Support Centre in Karabağlar, Izmir

DAY 9 Tuesday 18 October

a.m. ILO/IPEC-MOLSS Social Support Centre in Karabağlar, Izmir and
ILO/IPEC-SHCEK Community Centre in Karşıyaka, Izmir

p.m. Provincial Action Committee Meeting, Izmir and departure for Ankara

DAY 10 Wednesday 19 October

a.m. Evaluation Workshop

p.m. Evaluation Workshop

DAY 11 Thursday 20 October

a.m. TISK and Türk-İş

p.m. IMPAQ

DAY 12 Friday 21 October

a.m. Debriefing at ILO/IPEC and departure consultants



**International Programme on the Elimination of Child
Labour
ILO/IPEC**

**Final Version Basis for
Contract
Sept. 19, 2005**

**Terms of Reference
For**

Independent Mid-term Evaluation

Combating the Worst Forms of Child Labour in Turkey-Supporting the Time-Bound
Programme for the Elimination of Worst Forms of Child Labour in Turkey

ILO Project Code	TUR/03/P50/USA
ILO Project Number	P280.08.442.050
ILO Iris Code	12274
Country	Turkey
Duration	42 months
Starting Date	September 2003
Ending Date	March 2007
Project Locations	Turkey- Adana, Ankara, Antalya, Bursa, Corum, Diyarbakir, Gaziantep, Istanbul, Izmir, Kocaeli, Sanliurfa
Project Language	English/Turkish
Executing Agency	ILO-IPEC
Financing Agency	US DOL Government of Germany Government of Turkey
Donor contribution	USDOL: US \$2,500,000 Germany: US \$500,000 Turkey: US \$6,243,000

I. Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The Government of Turkey demonstrated its commitment to the elimination of child labour by joining the ILO/IPEC in 1992. ILO/IPEC in close cooperation with the Government implemented Country Programmes in Turkey since 1992; these country programmes focused on capacity building, knowledge acquisition and related policy development on child labour. Upon signature of ILO **Convention 182**, in August 2002, a consensus was reached by all related national institutions that there was a need to adopt and implement a comprehensive policy and programme framework in the form of a Time Bound Programme (TBP) as is called upon for ratifying states of ILO Convention 182.
3. A **TBP** is essentially a strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.⁸
4. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
5. The most critical element of the TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP in Turkey is one of 19 programmes of such nature that are being supported by IPEC at the global level.

⁸ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

6. Based on ten solid years of experience in Turkey, the Government embarked on the development of a National **Time-Bound Policy and Programme Framework** (TBPPF). The main aim of the TBPPF was to create the opportunity for a convergence of efforts through the generation of a coherent and participatory policy for the elimination of child labour. In 2000, with strong support from the National Steering Committee (NSC) the Child Labour Unit (CLU) of the Ministry of Labour and Social Security (MOLLS) initiated the development of a TBPPF aiming to gradually eliminate child labour by prioritizing the elimination of its worst forms as outlined in Convention 182.
7. ILO/IPEC with funding from USDOL, Germany and Turkey commenced the project ‘Combating the Worst Forms of Child Labour in Turkey-Supporting the Time-Bound National Policy and Programme for the Elimination of the Worst Forms of Child Labour in Turkey’ in September 2003. The 42 month long project was developed in response to the commitment made by the Turkish Government to implement its *National Time Bound Policy and Programme Framework* to eliminate the Worst Forms of Child Labour. The IPEC support project was developed in accord with the TBPPF and Turkey’s 8th Five-Year Development Plan and has given due consideration to ensuring complimentary with the programmes of other donors. The IPEC project of support takes into account lessons learned from the previous country programmes as well as national policies, priorities and strategies. See Annex 1 for details on the link between the IPEC project and the TBPPF.
8. The Turkish Government along with IPEC through a consultative strategic planning workshop, identified the worst forms of child labour in *seasonal commercial agriculture*, *informal urban economy* and *street work* as the key areas in which IPEC could assist the Turkish Government in its project of support.
9. During the preparation of the project of support to the TBP in Turkey IPEC organized a strategic planning workshop in Ankara in April 2003 following the Strategic Programme Impact Framework (**SPIF**) methodology to define the logic model including necessary outcomes for the progressive elimination of child labour and the urgent eradication of the worst forms of child labour in Turkey. SPIF is a participatory process that tries to clarify and create consensus on the “theory of change” or “logic model” leading to the elimination of the WFCL in a given context, e.g. a country. IPEC’s projects should be placed in this context, as well as those interventions of the main development partners leading to the elimination of the WFCL. A Programme Framework was developed to show specifically the contribution of the ILO/IPEC project of support to the TBPPF this served as the basis for the TBPPF and for the IPEC project of support which is placed in the context of the TBPPF framework..
10. Further it was identified that the IPEC project would support the implementation of TBPPF by two major components:

<p>Component 1: Strengthening the enabling environment</p>	<p>This component deals with creating an enabling environment that can help provide policies, legal frameworks, opportunities, incentives and resources for the elimination of child labour. This also addresses crosscutting issues, in effective management and the macroeconomic framework. Strategies of this component include capacity building, policy development and legislation, monitoring and enforcement, awareness raising and social mobilization and education. Efforts aimed at strengthening the enabling environment will have positive repercussions on direct action while at the same time benefiting from the concrete experiences of targeted activities in the field.</p>
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<p>Component 2: Reducing the incidence of worst forms of child labour through direct action</p>	<p>The support project will test the models developed over the last few years through three direct action programmes focusing on priority target groups in 11 provinces. Provinces were selected based on the prevalence in the province of priority WFCL selected by the NSC (street work, informal urban economy, and seasonal commercial agriculture) previous IPEC experience in the province and a local presence of public and private agencies dealing with children's issues. Strategies of this component include enhancement of the capacity of existing monitoring mechanisms, provision of education to ex-child labourers and at-risk children, provision of vocational training for children between the ages of 15-18, provision of support to families and awareness raising and social mobilization.</p>

Component 1 has five immediate objectives:

Immediate Objective 1: At the end of the project, a multi-sectoral child labour monitoring mechanism is established.

Immediate Objective 2: At the end of the project, the capacity of relevant institutions to implement the national TBPPF is enhanced.

Immediate Objective 3: At the end of the project, child labour issues are mainstreamed into national policies and programmes

Immediate Objective 4: At the end of the project, there is an enhanced school system (with particular sensitivity to gender issues) that meets the needs of working children.

Immediate Objective 5: At the end of this project, social support centers established and existing ones strengthened.

Component 2 has three immediate objectives:

Immediate Objective 6: At the end of the project a multi-sectoral CLM mechanism functioning

Immediate Objective 7: At the end of the project, families are provided with vocational skills and thus with job opportunities, and their access to social safety nets is increased.

Immediate Objective 8: At the end of the project, social support centers are functioning.

11. As of March 2005 five **action programmes** have been implemented to support the 8 immediate objectives a further three action programmes are in the pipeline awaiting approval to begin implementation. A list of action programmes is provided in Annex 2.

Evaluation Background

12. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The mid-term evaluation was originally scheduled for June 2005, due to the process of implementation of the project, key stakeholders agreed to postpone the evaluation to October 2005. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

Scope

13. This mid-term evaluation will focus on the ILO-IPEC project mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL and especially the national TBP framework. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.
14. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole** and address issues of project design, implementation, lessons learned, replicability and recommendations for future programmes and any specific recommendations for use in the project of support to the TBP in Turkey.
15. Given the key contribution of IPEC to the national TBP process in the promotion of an enabling environment, and as a facilitator in the overall national TBP strategic programme framework, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project as a component of the TBPPF.

Purpose

16. The mid-term evaluation should serve as a learning tool for the project management team. The purpose of the mid-term evaluation is to review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), to examine the likelihood of the project achieving its objectives and to examine the delivery of the project inputs/activities and an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success. The mid-term evaluation should provide all stakeholders with the information needed to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on policy and strategies and suggest a possible way forward for the future.
17. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support project to the TBPPF, for other existing or planned ILO/IPEC interventions as well as in broader terms of action against child labour in the Turkey. Finally the evaluation should aim to identify any emerging potential good practices.
18. The evaluation will also involve the review of the overall TBP framework in Turkey to identify any needed changes in its strategy. The analysis should focus on how the TBP concept was promoted, what has been done for mobilizing action on child labour, what is involved in the process of design, managing and implementing a TBP process and what the ILO/IPEC project has done for the process. The focus however will be on IPEC projects as key components of the national TBP.
19. Given that the TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.

III. Suggested Aspects to be Addressed

20. The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with DED. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.
21. As discussed above, during the preparation of the project of support to the TBP in Turkey in 2002, IPEC organized a planning workshop using the Strategic Programme Impact Framework (SPIF) approach. The evaluation should look at the usefulness of this approach as a strategic planning tool for developing and mobilizing for the TBP, e.g. in creating commitment at the national level. If possible the evaluation should include suggestions on how to improve the SPIF process. It is proposed to use this as the basis for the assessment of relevance.
22. In general, it is of key importance that the mid term evaluation opens the doors and causes discussions on the engagement of partners, families and governmental organizations. In particular, the evaluation will review levels of complementarity and synergy between the activities carried out by various partners, in particular between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA, and the Education Initiative partner etc.); between ministries: ministry of family, labour, education, planning; ministry of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation.

Design

- Assess whether the project design was logical and coherent and took into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders.
- Analyse whether available information on the socio-economic, cultural and political situation in Turkey was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for target children and existing capacity to address these issues?
- Assess the use of SPIF for project design was it useful?
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the 8 Action Programmes designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding

Project strategies:

- Policy, programme planning, research and documentation
- Capacity building
- Target social partners (direct action)

Project Component of Intervention:

- Capacity building
- Policy development and legislation,
- Monitoring and enforcement,
- Awareness raising
- Social mobilization
- Education

Achievements (Implementation and Effectiveness)

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process
- Assess the efficiency of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs and whether it has achieved its objectives
- Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units were adequate
- Examine the NSC mechanism. How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
- Assess the working relationship between the NSC and the implementing agencies, partners and between the implementing agencies and programme staff. Does the programme provide adequate support to its implementing agencies and partners?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Assess the level of government involvement to and support for the project
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed Action Programmes.
- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the project. Has the capacity of community level agencies and organizations in Turkey been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Which are the mechanisms in place for project monitoring? Please assess the quality and use of work plans and monitoring plans.
- Evaluate the progress of the project's data collection strategies specifically its plans to collect information on the number of child workers in major industry sectors and integrate the findings into government policy.
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the progress of the project's gender mainstreaming activities.
- How effective are the strategies being implemented for child labour monitoring? Is the Child Labor Monitoring System (CLMS) likely to be sustainable?
- Evaluate the project's progress on the development of child labour and gener-sensitive education policies, specifically concrete steps taken by MONE and the government in the context of Turkey's Education for All project.
- Assess the use of SPIF for review and monitoring as part of project implementation. Is it useful?
- Analyse how **IPEC activities to the TBP and other IPEC projects in Turkey to coordinate with each other** and with sub-regional initiatives? Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the **project leveraged resources** (e.g., by collaborating with non-IPEC initiatives and other programs launched during the TBP period) thus far?

- Assess the **use of SPIF** for review and monitoring as part of project implementation. Is it useful?
- How successful have the projects been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the projects in terms of affecting the national debates on education and child labour?

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries
- Validity of the project approach and strategies and their potential to replicate
- Assess whether the problems and needs that gave rise to the project still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- How is this project supporting and contributing to the TBPPF? To what extent has the project fostered a national TBP (an implicit goal of both interventions? Do local stakeholders perceive the country's TBP as different from, as and broader than the IPEC projects of support to the TBP?
- How does the strategy used in this project fit in with the TBPPF, national education and anti-poverty efforts, and interventions carried out by other organizations? Does the project remain consistent with and supportive of the TBPPF?

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners
- Identify and assess the long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to be able to continue delivering goods and services adequately.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources
- Examine whether socio-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitize local institutions and target groups on these issues
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the TBP. Analyse the level of private sector / employers' organizations support to the TBP, paying specific attention to how these groups participate in project activities.

Special Aspects to be Addressed

In addition to the general concerns, the evaluation should critically explore the following issues.

- Examine the extent and nature to which the ILO/IPEC project of support has provide key technical and facilitation support to the further development, enhancement and implementation of the TBPPF
- Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of TBPPF and by other partners
- Assess the influence of the project on national data collection and poverty monitoring or similar process
- Assess the extent to which the ILO/IPEC project of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the TBPPF

- How will the USDOL funded project of support to the TBPPF collaborate with the EU funded project of support to the TBPPF? Are mechanisms being discussed and consultations taking place as the EU funded project is being designed to avoid overlap and repetition of activities?
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes and implementation for TBP Turkey, particularly focusing on identifying elements of emerging effective models of interventions.

IV. Expected Outputs of the Evaluation

23. The expected outputs to be delivered by the evaluation team are:
- A desk review
 - An evaluation instrument prepared by the evaluation team
 - Field visits to the project sites of Izmir, Adana and Ankara
 - Stakeholder workshops facilitated by the evaluation team
 - Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation team
 - Final Report including:
 - ✓ Executive Summary
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix
24. The total length of the report should be a maximum of 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
25. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
26. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

27. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
28. The evaluation team will be asked to use the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
29. The methodology for the evaluation should consider the two levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Turkey (the TBP), and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
30. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, results of any internal planning process in the country and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation, the evaluation instrument, to be discussed and approved by DED prior to the beginning of the field mission.
31. The evaluation will be carried out using a desk review, field visits to Izmir, Adana and Ankara for consultations with project staff and project partners, with beneficiary girls and boys and other key stakeholders. A workshop will be held in Izmir and a national level workshop will be held in Ankara.
32. The evaluation team will interview the donor representatives through a conference call early in the evaluation process, preferably during the desk review phase.
33. The evaluation methodology includes a two day stakeholder workshop with IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. It is suggested to use the SPIF as a tool for analysis during this workshop. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible to organize the methodology of the workshop. The definition of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners of both the EI project and the IPEC project should be invited to the stakeholder workshop. It is suggested to use the SPIF as a tool for analysis during this workshop. The results of this meeting should be taken into consideration for the preparation of the draft report.

Composition of the evaluation team

34. The evaluation team will consist of two evaluation consultants that previously have not been involved in the project. One of the consultants will be the team leader. The other evaluation team member will be a national consultant. The team leader will have the final responsibility

during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

35. The background of the evaluation team leader (International Consultant) should include:
- ✓ Relevant background in social and/or economic development
 - ✓ Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
 - ✓ Experience in evaluations in the UN system as team leader
 - ✓ Relevant regional experience preferably prior working experience in Turkey
 - ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
 - ✓ Experience at policy level and in the area of education and legal issues would also be appreciated
 - ✓ Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF
 - ✓ Familiarity with and knowledge of specific thematic areas
 - ✓ Fluency in English and knowledge of Turkish would be appreciated
 - ✓ Experience facilitating workshops for evaluation findings
36. The background of the **evaluation team member** (National Consultant) should include:
- ✓ Experience in evaluation of development projects, in particular with local development projects.
 - ✓ Relevant background in social and/or economic development
 - ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework in the Turkish context would be highly appreciated
 - ✓ Experience working in Turkey
 - ✓ Fluency in English
 - ✓ Experience facilitating workshops for evaluation findings
37. The evaluation team will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the project locations, **and facilitate the workshops**.
38. The team leader will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
39. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Turkey and with the administrative support of the ILO office in Ankara. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
40. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct.

Timetable and Workshop Schedule

41. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.
42. The team will be engaged for *5 workweeks of which two weeks will be in country in Turkey*. It is expected that the team leader be engaged for the full five workweeks and the team member for three workweeks including two weeks for field visits. The timetable is as follows.

Phase	Responsible Person	Tasks
I	Evaluation Team	<ul style="list-style-type: none"> ○ Telephone briefing with IPEC DED ○ Desk Review of project related documents ○ Evaluation instrument based on desk review
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> ○ In-country to Turkey for consultations with project staff ○ Consultations with ILO Office in Ankara ○ Consultations with project staff /management ○ Field visits to Izmir and Adana ○ Consultations with project partners in Ankara and in field visits ○ Consultations with girls and boys, parents and other beneficiaries ○ Workshop with key stakeholders in each project location
III	Evaluation team	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review
IV	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader
V	Evaluation team	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included

Schedule and Duration

Phase	Duration	Dates
I	5 work days	October 3-7
II	12 days	October 10-21
III	5 days	October 24-28
IV	Two work weeks	October 31-November 15
V	5 work days	November 16-21

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> ● Project document ● SPF workshop proceedings of April 2003 ● DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> ● Progress reports/Status reports ● Technical and financial report of partner agencies ● Child Labour Monitoring System document ● Good practices and Lessons learnt reports ● Other studies and research undertaken ● Action Programme Summary Outlines Project files ● National workshop proceedings or summaries ● TBPPF document

Consultations with:

- Project management and staff
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members

- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- MOLSS-CLU
- Governarats' Action Committee on Child Labour
- National Steering Committee
- Telephone discussion with USDOL
- National Partners in the TBPPF involved in the further development, enhancement and implementation of the TBPPF.

43. **Final Report Submission Procedure**

For independent evaluations, the following procedure is used:

- The **team leader** will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluation team leader** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

44. **Resources:**

The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 27 work days
- Fees for international travel from consultant's home to Turkey in accordance with ILO regulations and policies
- Fees for local DSA in Ankara, Izmir and Adana

For the evaluation team member:

- Fees for a national consultant for 15 days
- Fees for DSA in project sites during field visit

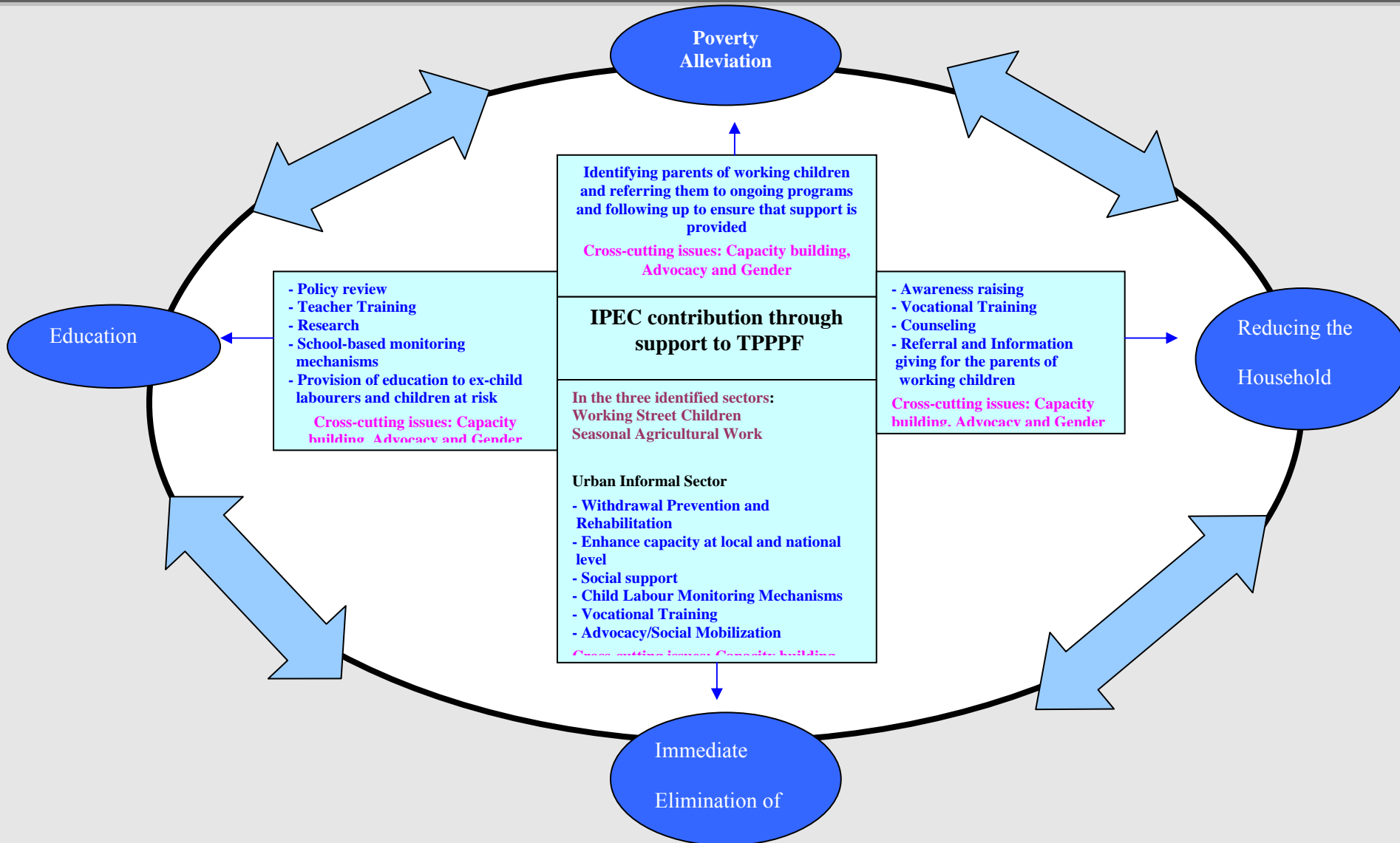
For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Interpretation costs as appropriate
- Any other miscellaneous costs

A detailed budget is available separately.

45. **Management:**

The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials and the ILO Office in Ankara will provide administrative and logistical support during the evaluation mission.



Annex 1: TBPPF and IPEC Contribution

Supporting the Time Bound National Policy and Programme for the Elimination of the Worst Forms of Child Labour in Turkey (2004-2006)

Annex 2: List of Action Programmes

Ongoing Action Programmes

AP TITLE	Implementing Agency	Start Date	Expected Completion Date
1. Baseline Survey on Worst Forms of Child Labour in Informal Urban Sector (Children working in Furniture sector)	Ministry of Labour and Social Security- Labour Inspection Board	May2004 August 2002	April 2005
2. Integrated programme for the elimination of WFCL in seasonal commercial agriculture through education		January 2005	January 2007
3. Integrated programme for the elimination of child work on street trades in eleven selected provinces		December 2004	December 2006
4. Integrated programme for the elimination of WFCL in the furniture sector		November 2004	November 2006
5. Awareness Raising campaign against children working on street trades in Izmir		November 2004	June 2005

Action Programmes in the Pipeline as of March 2005

AP TITLE	Implementing Agency	Expected Start Date	Proposed Budget
Capacitating Child Labour Unit on Programme Development and Monitoring and Advocacy Raising	CLU of MOLSS	April 2005	US \$50,000
2006 Child Labour Survey	State Institute of Statistics	October 2006	US \$80,000
Awareness raising and social mobilization	Trade Union and Employers' Organization TURKIS TISK	April 2005	US \$70,000