



ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

Final Project Evaluation: *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*

Final Evaluation Report
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Executive Summary

Purpose and scope of the evaluation

This final evaluation report of the independent Final Project Evaluation: More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey (June 2013 – June 2018) summarizes key evaluation findings, conclusions, and forward-looking recommendations deriving from the evaluation.

The purpose of the evaluation is to assess the performance and results of the project, and capture good practices and relevant lessons learned. The evaluation is intended both as an accountability tool, as well as a learning opportunity. The evaluation covers the time period from the beginning of the project in 2013 until the time of the evaluation (May 2018).

The intended primary users of the evaluation are ILO, ILO Office in Ankara, SIDA, the national stakeholders and partners, incl. other international agencies.

Project background

In June 2013, ILO Ankara launched project "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey", financed by SIDA, with a total budget of SEK 25,181,044 which amounted to 3,446,825 USD. The project's initial duration was 36 months. Following the mid-term evaluation, ILO has been granted on 15 January 2016 an extension until 30 June 2017. A second extension of until 30 June 2018 was granted on 16 May 2017 and third extension until 31 December 2018 was granted on 12 June 2018.

The **project aims** at addressing issues of unemployment of women in Turkey.

The **project partners** are the Turkish Employment Agency (İŞKUR), NGOs working on women's issues; Ministry of Family and Social Policies; Provincial Employment and Vocational Training Boards; municipalities in

project provinces; and workers' (TÜRK-İŞ, HAK-İŞ, DİSK) and employers' (TİSK) Confederations.

The Project has been operating primarily in four provinces (Ankara, Bursa, Konya and Istanbul)

The **direct beneficiaries** are the policy makers and planners responsible for delivery of employment services to women and unemployed women.

Evaluation process and methodology

The evaluation was structured into **four phases**: Inception (March), Data collection and initial analysis (March/April); Data analysis and synthesis (April/May) and Finalization of report (June).

The evaluation used a **non-experimental design** in the absence of realistic comparators or counterfactuals, and in view of the available evaluation time and resources. The overall approach to the evaluation was **utilization-focused, gender and human rights responsive**.

During the inception phase the evaluator developed five sets of **evaluation questions** on relevance; effectiveness; efficiency; sustainability and impact potential. These were used to structure data collection, analysis and reporting. The evaluation used three main **sources of data**: i) People; ii) documents, files, publications and relevant literature; and iii) observations during the site visits to Turkey (March and April).

To ensure validity of data, and as part of the process of synthesizing information derived from different data sources and through different means of data collection, the evaluator used triangulation (comparing data generated from different data sources to identify trends and/or variations); and complementarity (using data generated through one method of data collection to elaborate on information generated through another).

Stakeholder participation was fostered through individual and small group interviews. To analyze data, the consultants employed

quantitative and qualitative (descriptive, content, comparative) and techniques, as well as elements of contribution analysis.

Key findings

Relevance and Design

The project has been relevant in view of national and international commitments and priorities of the Turkish government, as well as in view of existing knowledge and capacity gaps in Turkey. It was aligned with ILO priorities at global and country levels, and with the priorities and commitments of other development partners, incl. the UN. The evaluation found several strengths and no significant weaknesses in the overall design of the project.

The broad, system-focused design of the project was appropriate in view of the knowledge and data available at project onset. It contributed to gaining comprehensive insights into the existing situation and capacities for enhancing women's economic and social rights in the Turkish labour market. While being one of several strengths characterizing the design of the project, it also posed the challenge of coordinating effectively a heterogeneous group of stakeholders and it entailed the risk of spreading available resources too thin.

Effectiveness

The project achieved most of its planned outputs, and there is evidence of contributions to progress across all three envisaged outcomes. However, the continuation of all project achievements is threatened by limited of commitment to gender equality and continuing lack of capacity faced by key partners of the project.

Efficiency (including project management)

ILO made efforts to use available project resources strategically and efficiently, yet as noted by the mid-term evaluation, the project implementation had been initially seriously

delayed and key partnership among key project stakeholders did not materialize. The management structures and approaches used by ILO were on the balance appropriate and, together with the technical competence and personal dedication of the project team, contributed to the effective and efficient implementation of the project activities. In particular in the latter part of the project (since late 2016) the professional skills and experience, as well as the personal dedication of the ILO project team members in Turkey were an important factor contributing to the effective management of the project. ILO put appropriate systems in place to monitor and report on project progress, thereby placing emphasis on capturing not only activities but also emerging results.

Sustainability

The project helped create a number of conditions likely to support the sustainability of results. At the same time, it seems unlikely that the project achievements will be sustained without further support. The sustainability of all results is threatened by contextual influences beyond the control of the project. These include (1) lack of understanding and/or acknowledgement of the need for measures to further gender equality including in the labour market and (2) general weaknesses in the functioning of government agencies at national and decentralized levels as regards accountability, performance based staff incentive systems, and decentralized decision-making.

Road to Impact

Evaluation data do not allow measuring the extent to which the project has contributed to making progress on the road to the envisaged impact.

Lessons learned

1. ILO was able to open/ keep open a space for the exchange of views between state and non-state actors. This had required intensive consultations and a plenty of diplomatic skills. Given the current political climate in Turkey

that is characterized by trend to centralization of decision-making, it is particularly relevant to establish and maintain channels and formats of communication between various actors such as state and non-state stakeholders. **This takes time and effort that need to be accordingly factored into the design of future interventions.**

2. The project demonstrated need for (more) clear cooperation arrangements to be designed and planned early on. Should an envisaged cooperation not materialize, ILO needs rapidly re-assess the situation and identify and implement mitigation measures.

3. Flexibility in project implementation allowed project partners to assume ownership and leadership for results achievement, while requiring additional management and coordination resources from ILO project team. This aspect should be reflected accordingly in the management structure and resources of a potential new project.

4. Efforts aiming to support the process of capacity development need to be tailored to the respective stakeholders, and employ a variety of complementary strategies. Capacity development requires time and needs to be embedded in sensitive organizational development.

Recommendations

Recommendation 1: ILO and its partners should continue its support to gender equality in the context of its decent work agenda in Turkey.

Despite the noted progress made towards the long-term goal of inclusion of women into the labour market and decent work for all in Turkey, a lot remains to be done in this regard. ILO Ankara with its key partners İŞKUR and the relevant Ministry, are uniquely well positioned to champion the work on gender equality in the world of work in Turkey.

To this end, the project under review has laid valuable foundations that should be built

upon. Without further external support many of the achievements made to date are not likely to last or contribute to further and more significant changes. ILO should therefore explore how it might be able to provide continued support to national actors and ensure that relevant spaces for continued advocacy; and design & implementation of policies on gender equality remain open. This may require further advocacy efforts with high-level governance and decision-making actors.

Recommendation 2: A potential second phase of the intervention should maintain the system-focused approach taken under the current project, i.e. working with duty bearers (for example İŞKUR, employers) and rights holders (for example women in the labour market and their representations, for example trade unions and workers' organizations).

Recommendation 3: ILO should support more in-depth interventions that strengthen the capacity of stakeholders on (1) gender issues and (2) on coalition building and advocacy for gender equality.

It is particularly relevant to work with various actors in formats and processes that are deliberately designed to enable them to get to know each other (for example, state and non-state actors); to establish networks at both personal and institutional levels; and to put aside their differences when pursuing the overarching goal of gender equality.

ILO and its partners also need **allowing sufficient time for its capacity development interventions** to cascade. The interventions have to be designed in a way that directly supports their institutionalization and thus sustainability.

Recommendation 4: Reflecting lessons learned from this project (in particular the delays in implementation due to a breaking down partnership between the main stakeholders of the project), ILO should deliberately **create a portfolio of several interventions** (i.e. smaller projects) with various stakeholders and formats that are

united by the overarching goal – gender equality. This will also support the necessary flexibility in view of the political developments.

Recommendation 5: ILO needs to develop a robust monitoring and evaluation framework that would enable the project team to collect information relevant for monitoring of results and project steering timely and so that it would be able to ascertain the longer-term effects of its interventions.

Recommendation 6: ILO should design a strong sustainability strategy that can, to the extent possible, withstand unfavourable political developments. This means (1) allocating resources for advocacy with high-level actors, (2) allocating resources for keeping spaces for consultations between state actors and proponents of gender equality open and functional, (3) allowing time for capacity development processes to take hold; (4) maintaining flexible approach that enables to capitalize on windows of opportunities and synergies with other developmental partners, (5) pursuing as close as possible coordination with other relevant actors in Turkey, who contribute to the achievement of Sustainable Development Goals 5 and 8, especially with other UN agencies.

Acronyms

ALMP	Active Labour Market Policies
CA	Contribution Analysis
CEDAW	The Committee on the Elimination of Discrimination against Women
GE	Gender Equality
HQ	Headquarters
ILO	International Labour Organization
İŞKUR	National Employment Service
SEK	Swedish Krone
SIDA	Swedish International Development Agency
TOC	Theory of Change
TOR	Terms of Reference
UNDP	United Nations Development Programme
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
USD	United States (of America) Dollar
WWHR	Women for Women's Human Rights – New Ways

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2. Introduction

The independent Final Project Evaluation: More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey (June 2013 – June 2018) is funded by Swedish International Development Agency (SIDA) and implemented by ILO Ankara. This evaluation report summarizes key evaluation findings, conclusions, and forward-looking recommendations deriving from the evaluation.

2.1 Project description

In June 2013, ILO Ankara launched project "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey", financed by SIDA, with a total budget of SEK 25,181,044 which amounted to 3,446,825 USD. The project's initial duration was 36 months. Following the mid-term evaluation, the ILO project was granted on 15 January 2016 an extension until 30 June 2017. A second extension of until 30 June 2018 was granted on 16 May 2017 and the third extension until 31 December 2018 was granted on 12 June 2018.

The **direct beneficiaries** are the policy makers and planners responsible for delivery of employment services to women. These include 200 İŞKUR staff, as well as staff of the Ministry of Labour and Social Security, the Ministry of Family and Social Policies, PEVTBs and Organized Industrial Zones as well as 2000 unemployed women registered with İŞKUR who will benefit from improved training and advisory services to join the formal labour market. The project document also lists 500 working men, 750 working women in pilot provinces and also employers in the project provinces who will recruit qualified workers at the end of the vocational training activities.

The **project team** initially consisted of a Project Coordinator, a Communication Assistant and a Finance/Administration Assistant based in Ankara and a Field Focal Point based in Istanbul (co-located with İŞKUR). After the resignation of the Istanbul based staff in June 2017, project management decided to concentrate all project staff (Project Manager, Beneficiary Focal Point and Finance/Administration Assistant) in Ankara.¹

The **project aims at** addressing issue of gender equality through addressing unemployment of women in Turkey, which has one of the lowest rates of female labour force participation among OECD countries, 33.5% (2017), while males participate in the labour force at a rate of 72,5%. Women also constituted the majority of unpaid family workers (71.8%) with few top jobs (9.3%).² So far, low levels of women's participation in the labour force were not specifically addressed by policies and programmes, which tended to be gender-blind, an aspect the project set to address.

The key project partner is the Turkish Employment Agency (İŞKUR), an agency of the Ministry of Labour and Social Security. Other partners are NGOs working on women's issues; Ministry of Family and Social Policies; Provincial Employment and Vocational Training Boards in project provinces; selected municipalities in project provinces; and workers' (TÜRK-İŞ, HAK-İŞ, DİSK) and employers' (TİSK) Confederations.

The Project has been operating primarily in four provinces (Ankara, Bursa, Konya and Istanbul) and some capacity development activities reached out to 81 local offices of İŞKUR across Turkey.

The overall objective of the project is contribute to women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour

¹ The staff that held the post of communication assistant has been selected for the post of beneficiary focal point and subsequently ILO has decided to subcontract communication related activities instead of recruiting a new staff for a short period of time.

² UNDCS (2016): p. 32.

market policies (ALMP) interventions and enhancing awareness on gender equality, women's human rights and rights at work.

The project document (revised) listed three outcomes and six outputs:

Outcome 1: Employment policies benefiting women developed and implemented within the framework of decent work and gender equality;

Output 1.1: National Action Plan for Women's Employment and Gender Equality (NAP for Women) prepared;

Output 1.2: Better functioning of İŞKUR offices & local authorities ensured & institutional capacities of relevant public institutions increased & supported (policy-making and enhanced women employment);

Outcome 2: Employability of women increased and unemployed women enter the labour market through effective job counselling and active labour market policies (ALMPs);

Output 2.1: Gender responsive ALMPs specifically for women designed, strengthened and implemented by İŞKUR in the project provinces;

Output 2.2: Targeted unemployed women who benefited from gender responsive ALMPs remained in the labour market;

Outcome 3: ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards.

Output 3.1: Technical capacity of national and local experts on gender equality and labour standards increased and mobile teams of trainers established who will provide the training on women's human rights and rights at work to the participants of VETs and working women and men; and

Output 3.2: Awareness on gender equality & labour standards raised through training programmes and promotional activities.

In addition, the project is based on the following overarching assumptions³:

- Women's employment is seen as a relevant strategy for achieving women's economic autonomy and thus a significant step towards advancing and, eventually, fully realizing women's fundamental rights and freedoms and reaching gender equality.
- In order to facilitate sustainable change in the current political context of Turkey, it is necessary to put in place an overarching policy document on women's employment at the national level that will serve as a point of reference for implementation at the lower levels (provinces, municipalities). Next to it, (1) accompanying policies and practices to operationalize the existing legal and policy framework, incl. measures on increasing gender sensitivity of existing employment programs and (2) introducing specific measures for women, are required.

The expected project outcomes and outputs⁴ are shown in Exhibit 1.1 below.

³ These were reformulated by the evaluator based on the assumptions in the project document.

⁴ As per revised project logframe.

Exhibit 2.1 Envisaged Project Outcomes and Outputs



The political environment in which the project has taken place did not, on the whole, favour gender equality. In July 2016, CEDAW Committee noted in its concluding observations on Turkey its concern “about the persistence of deep-rooted discriminatory stereotypes concerning the roles and responsibilities of women and men in the family and in society. They overemphasize the traditional role of women as mothers and wives, thereby undermining women’s social status, autonomy, educational opportunities and professional careers, as well as constituting an underlying cause of gender-based violence against women. It notes with concern that patriarchal attitudes are on the rise within State authorities and society, and that gender equality is being openly and increasingly undermined by vaguely defined concepts of “gender equity” or “gender justice”. The Committee also notes with concern that high-level representatives of the Government have, on several occasions, made discriminatory and demeaning statements about women who do not adhere to traditional roles.”

2.2 Evaluation Purpose

The purpose of the evaluation is to assess the performance and results of the project, and capture good practices and relevant lessons learned. The evaluation is intended both as an accountability tool, as well as a learning opportunity. In March 2018, ILO Ankara contracted an evaluation expert Dr. Blanka Bellak and interpreter to conduct the final outcome evaluation of the project. As per its TOR, the evaluation shall provide an assessment of the overall Project progress against the objectives and indicators of achievement, as well as its overall impact, by addressing its relevance, effectiveness, efficiency, sustainability and lessons learned.

More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey

The evaluation covers the time period from the beginning of the program in 2013 until the time of the evaluation (May 2018). The intended primary users of the evaluation are ILO Ankara, SIDA, the national stakeholders and partners. Other international agencies may also benefit from the results of this exercise.

2.3 Evaluation methodology and process

2.3.1 Evaluation process

The evaluation was structured into four phases:

- **Inception** (16-18 March 2018), culminating in the final inception report as the agreed upon basis for conducting this evaluation.
- **Data collection and initial analysis** (19 – 23 March 2018 and 8 - 13 April). During this phase the evaluator conducted data collection including through desk review and during field missions to Turkey.
- **Data analysis, interpretation, and synthesis** (30 March – 28 May 2018). This phase culminated in the full draft of final evaluation report.
- **Finalization/validation of evaluation report** (by 29 June 2018 or up to 6 days after receiving consolidated feedback). In this phase the evaluator incorporated comments of ILO Ankara and other stakeholders.

2.3.2 Evaluation methodology

Overall approach

The evaluation used a **non-experimental design** in the absence of realistic comparators or counterfactuals, and in view of the available evaluation time and resources. The overall approach to the evaluation was **participatory**⁵, **utilization-focused**⁶, **gender and human rights responsive**⁷, and followed a primarily **qualitative method approach**⁸ with elements of **contribution analysis**⁹, as outlined in the evaluation inception report. The evaluation covered the project activities in four target provinces (Ankara, Bursa, Konya and Istanbul).

Evaluation questions

During the inception phase the evaluator developed five sets of evaluation questions on relevance; effectiveness; efficiency; sustainability and impact potential; and lessons learned that were based on the original evaluation questions as outlined in the TOR. These questions and indicators are included

⁵ The evaluation adopted a strong participatory approach involving and engaging a wide and diverse range of stakeholders in order to facilitate accountability, promoting ownership, and use of the evaluation recommendations. Stakeholder participation was fostered through individual and small group interviews and a focus group.

⁶ Throughout the evaluation process, the evaluator reflected the actual interests and needs of the intended users of the evaluation. Potential users were invited to review evaluation progress and draft deliverables, and support the development of evaluation recommendations. The evaluator was committed to producing a user-friendly evaluation report written in clear, understandable language.

⁷ The evaluator followed UNEG Norms and Standards for Evaluation in the UN system and abided by the UNEG Ethical Guidelines and Code of Conduct. Another reference point was the UNEG guidance document on Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System. The evaluator was committed to respecting its obligations as regards non-discrimination, access to information, and ensuring meaningful participation of project and evaluation stakeholders.

⁸ The evaluator utilized primarily qualitative approaches to data collection and data analysis. To analyse data, the evaluator employed descriptive, content, comparative techniques.

⁹ Contribution Analysis (CA) is a theory-based approach to evaluation aimed at making credible causal claims about interventions and their results. See, for example, Mayne, J. Contribution Analysis: Coming of Age? In *Evaluation* 18(3) (Sage, 2012) pp 270-71. The evaluator examined the reconstructed theory of change underlying the project against logic and the evidence from results observed, and examined other influencing factors. It aimed to i) clarify which, if any, elements of the theory of change were supported and/or verified by available data, and ii) reduce uncertainty about the contribution the project has been making to observed results through an increased understanding of why results did or did not occur and the roles played by the intervention and other influencing factors.

as Appendix II. The respective lines of inquiry/methods of data collection for each question and sub-question are outlined in the evaluation matrix that is shown in Appendix III.

Data sources and methods of data collection

The evaluation used three main **sources of data**: i) People; ii) documents, files, publications and relevant literature; and iii) observations during the site visits to Turkey. The evaluation included both primary and secondary data types. All individual and group interviews followed **interview protocols** that had been tailored to the respective stakeholder group and aligned with the overall evaluation framework. In total, about 50 individuals were consulted as part of the evaluation. Appendix V provides list of consulted stakeholders and Appendix VI provides an overview of the documents, files etc. reviewed for the evaluation.

Data analysis and synthesis

The evaluation has **employed descriptive analysis**¹⁰, **content analysis**¹¹, **quantitative analysis**¹² and **comparative analysis**¹³. To ensure validity of data, and as part of the process of synthesizing information derived from different data sources and through different means of data collection, the evaluator used **triangulation** (comparing data generated from different data sources to identify trends and/or variations); and **complementarity** (using data generated through one method of data collection to elaborate on information generated through another, e.g. use stakeholder consultations to explore reasons for strengths or shortcoming indicated in existing documents).

2.4 Limitations

One moderate limitation to the evaluation process was the fact that the evaluator had interviewed only several stakeholders from Konya and could not visit Konya. This limited the ability of the evaluator to triangulate information regarding activities and results achieved in Konya. However, the resulting punctual data gaps did not negatively affect the overall soundness of evaluation findings as the project monitoring reports, namely the Technical Cooperation Progress Reports and a special monitoring report prepared between November 2017 and March 2018 provided information and feedback from stakeholders.

2.5 Overview of the report

This report consists of four sections: following this introduction, section 2 summarizes evaluation findings and analysis in response to the evaluation questions and sub-questions. Section 3 outlines key lessons learned from project implementation. The final section 4 summarizes evaluation conclusions, and offers forward-looking recommendations to ILO Ankara.

¹⁰ Descriptive analysis was used to understand the relevant contexts that have influenced program implementation, and to describe program objectives and interventions, before moving on to more interpretative approaches.

¹¹ Content analysis constituted the core of the qualitative analysis. Documents and stakeholder consultation notes were analyzed to identify common trends, themes, and patterns in relation to the evaluation questions. Content analysis was also used to flag diverging views and opposite trends. Emerging issues and trends have constitute the raw material for crafting preliminary observations that were subsequently refined to feed into the draft and final evaluation reports.

¹² Quantitative descriptive analysis was used to interpret quantitative data, e.g. as regards the allocation and use of program funds and to quantify selected results of stakeholder consultations.

¹³ Comparative analysis was used to examine findings across the themes, or the cross-cutting criteria; and to identify good/best practices and lessons learned. This type of analysis was used throughout the process, to examine information and data from stakeholder consultations and document review.

3. Findings and Analysis

This chapter presents the main findings that emerge from the evaluation and is structured along the five key evaluation questions on relevance, effectiveness, efficiency, sustainability and lessons learned. For each evaluation criterion an overall rating is provided that is based on the scoring rubric included in Appendix II.

3.1 Relevance and Design

Evaluation criteria: Relevance

Overall evaluation rating for this criterion: Excellent

Evaluation questions:

- How well did the project fit with the context?
- How does the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?
- Is there a fit between the project design and the direct beneficiaries' needs?
- How well does it complement other ILO projects in the country and/or other donors' activities?

3.1.1 Relevance¹⁴

Finding 1: The project has been relevant in view of national and international commitments and priorities of the Turkish government, as well as in view of existing knowledge and capacity gaps in Turkey. It was aligned with ILO priorities at global and country levels, and with the priorities and commitments of other development partners, incl. the UN.

Alignment with national and regional needs and priorities

The project was aligned with existing international commitments of Turkey under the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW), the Gender Equality National Action Plan (2008-2013)¹⁵; the national legislation, especially 10th provision of Constitution and Labour Law which address equality between women and men and also prohibit discrimination.¹⁶ In the context of this National Employment Strategy (2014-2023) and the accompanying Action Plan (2017-2019), the Turkish Employment Agency (İŞKUR) was assigned particularly important responsibilities in promoting women's employment and combating gender discrimination in labour markets. Promotion of women's employment is also anchored in the 10th Development Plan of the Ministry of Development, under the Chapter Family and Woman.

Alignment with ILO priorities

The project goal and objectives were aligned with the mandate and corporate priorities of ILO. The ILO embodies a vision of universal humane conditions of labour as an expression of social justice and a condition for peace among nations. This vision is rooted in the values of the Organization and its unique tripartite structure giving equal weight to Government, Employer and Worker representatives.

¹⁴ According to OECD-DAC criteria, the assessment of project relevance aims to determine the extent to which project activities, including the overall goal and objectives, and the intended impacts and effects; are suited to the priorities and policies of the target groups.

¹⁵ Significantly, the GE NAP was not replaced by a new one, in contradiction to the CEDAW recommendations.

¹⁶ For an overview of Turkish legislation related to gender equality, refer please to <https://kadininstatusu.aile.gov.tr/kaynak/ulusarasi-belgelerkuruluslar/cedaw-ulke-raporlari> accessed on 25 May 2018.

The project's results contribute to the achievement of the strategic priorities of ILO, namely the provision decent work for all.¹⁷

Alignment with priorities of other development partners

In view of global priorities, the project was relevant in view of Millennium Development Goal (MDG) #3 to "Promote Gender Equality and Empower Women", and the Sustainable Development Goal 5 and Goal 8. The project was well aligned with the priorities set out by the UN in Turkey.¹⁸ The evaluation data derived from document review and stakeholder consultations indicate that the project complemented and generated synergies with the work of other development such as UNDP and UN Women partners though UN Gender Result Group composed of gender focal points of all UN Agencies, while avoiding duplication and overlap of efforts.

3.1.2 Strengths and weaknesses of project planning and design

Finding 2: ILO has adopted a multi-pronged approach that allowed it to simultaneously address the issue of gender-based discrimination in the labour market from different angles and through multiple stakeholders. This broad approach was appropriate given the existing knowledge of and data on the issue at project onset, and in view of previous ILO experiences in Turkey. While being one of several strengths characterizing the design of the project, it also posed the challenge of coordinating effectively a heterogeneous group of stakeholders and it entailed the risk of spreading available resources too thin.

Overall design

The overall design of the project and the strategies that it utilized at different levels were appropriate given its underlying **intervention logic/theory of change**, and given the types of changes that it was trying to contribute to.

The ILO – in consultation with various national partners – defined ambitious objectives. These were not fully realistic given the initial duration of the project, set at 36 months. At the same time, evaluation data obtained through consultations with stakeholders indicated that the project document had been drafted and approved based on the assumption, which was, according to ILO shared by SIDA, that the project's duration can be extended.

Evaluation data obtained through document review and consultations with stakeholders indicated several strengths of project planning and design, in particular the fact that the project was able to build on existing trust and partnerships between ILO and various national stakeholders. The justified decision to take a broad, systemic approach inevitably held the danger of spreading available resources too thin, a risk that the ILO was not always able to successfully mitigate.

ILO comparative advantage

ILO was particularly well and in fact in the specific context of Turkey uniquely positioned to implement the project due to the following factors.

- ILO is the only UN agency with an explicit mandate on labour.

¹⁷ Strategic Policy Framework 2010–15 Making decent work happen; available at: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_102572.pdf. Also, Strategic Plan for 2018-2021, available at: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_531677.pdf; accessed on 20 May 2018.

¹⁸ UNDCS (2016): p. 32.

- ILO at the corporate level has a strong experience and expertise on gender and women's empowerment. At the country offices level, expertise on gender varies.
- ILO Ankara has built on a strong reputation, knowledge of, and existing relationships with key stakeholders, in particular with the İŞKUR.
- While also some other development partners worked on issues of either gender equality in Turkey, ILO was the only organization to specifically focus on these issues from the point of view of inclusion of women in the labour market.
- As regards technical capacities, ILO was able to build on its relevant experiences and expertise derived from other (global and regional) programming on labour market and women's empowerment.

Validity of the intervention logic/theory of change

One key aspect of the intervention logic underlying the project was the assumption that in order to facilitate sustainable change, it is necessary to use a **multi-pronged approach** that addresses changes in the respective legal/policy frameworks, as well as the capacities (knowledge, skills, institutional mechanisms and structures) and the political will of both duty-bearers (mainly İŞKUR staff and employers) and rights-holders (women in the labour market and entering the labour market).

Consultations with stakeholders showed that this assumption is widely shared among them. There was a consensus that the set of interventions selected by ILO and its partners was on the balance meaningful for the achievement of the objectives of the project. For example, representatives of İŞKUR repeatedly noted the project had been the first to focus specifically on women's employment and that as of the beginning of the project, the capacity of İŞKUR staff with respect to gender had been extremely limited or non-existent.

Consulted stakeholders also widely shared the view that in order to influence sustainable change, efforts needed to be geared at key national stakeholders such as İŞKUR as well as on additional support and capacity development for women who wish to enter the labour market – another key assumption underlying the project design. This opinion had been on the whole supported by women who have benefited from trainings on various aspects of entrepreneurship and on women's rights provided by the WWHR organization and with the ILO support.

Evaluation data enable the validation of the initial stages of the intervention logic, up to and including changes in the implementation of existing legal and policy frameworks. Project data also suggests that project interventions resulted in increased proportion of women entering the labour market, however this conclusion would have to be confirmed by more methodologically robust research.

These gaps in available evidence do not necessarily indicate that the theory of change is invalid or is lacking logical coherence. Evaluation data merely highlight the need for continued, methodologically sound long-term monitoring of existing change processes and of the various factors influencing these processes over time.

3.2 Effectiveness and contributions to envisaged results¹⁹

Evaluation question 2: To what extent has the project achieved or contributed to progress towards its envisaged results at the level of outcomes and outputs?

Overall evaluation rating for this criterion: Adequate (2013 – late 2016)/ Very good (2017 – 2018)

¹⁹ The understanding of effectiveness guiding the section is the OECD's DAC definition, which focuses on measuring the extent to which an aid activity attains its objectives, giving consideration to the extent to which objectives were achieved and the major factors influencing the achievement or non-achievement of the objectives.

Evaluation sub-questions:

- What have been the major results/accomplishment of the projects?
- To what extent have the project objectives been achieved?
- What have been the intended and/or unintended results?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Were the activities and outputs of the projects consistent with their overall objectives and has the quality of these outputs been satisfactory?
- Have there been any successes, innovations?

3.2.1 Overview

Finding 3: Evaluation findings as regards contribution to envisaged results are positive, overall. The project achieved most of its planned outputs, and there is evidence of contributions to progress across all three envisaged outcomes (Outcome 1: Employment policies benefiting women developed and implemented within the framework of decent work and gender equality; Outcome 2: Employability of women increased and unemployed women enter the labour market through effective job counselling and active labour market policies (ALMPs); Outcome 3: ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards.

This section summarizes evaluation findings on project contributions to results at the levels of outputs and outcomes, as well as on internal and external factors supporting or hindering project performance.

Evaluation findings on project contributions to its envisaged results are almost overall positive, resulting in the overall rating of 'good' for the evaluation criterion of effectiveness. Five out of six outputs formulated in the project result framework have been achieved, and contributions towards all three outcomes were observed. While available data do not permit measuring the extent to which the project has made progress towards its overarching goal of women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour market policies (ALMPs) interventions and enhancing awareness on gender equality, women's human rights and rights at work, available data indicate that it has made contributions to strengthening the capacities of key actors and their efforts to this end at national and lower levels, as well as to strengthening the overall enabling environment for change in the Turkey.

The achievements of the project have to be interpreted in the political context of Turkey that had been marked over the past five years by increased political rhetoric celebrating traditional women's roles in the family²⁰ and increased tendency to centralized, top-down, decision-making, which both hindered progress on achievement of project results.

Overall, the project achievements are captured by the Technical Cooperation Progress Reports, which are annual monitoring reports shared also with the donor, SIDA, and partly also in mid-term evaluation report and the special Monitoring report (March 2018). In view of this documentation and request of ILO for a brief evaluation report, the evaluator discusses in this report only key achievements. For

²⁰ <https://www.theguardian.com/world/2014/nov/24/turkeys-president-recep-tayyip-erdogan-women-not-equal-men>

more detailed information on all project results please refer to the Technical Cooperation Progress Reports.²¹

Importantly, as the mid-term evaluation (December 2015) noted, between 2013 and 2015, there were serious delays in the implementation and some ILO interventions were not effective. As explained in more detail further below, these developments were foremost related to the decision of İŞKUR to discontinue its cooperation with WWHR with respect to provision of trainings for unemployed women.

The project performance since the mid-term evaluation and since personnel changes in the project team (new project manager as of November 2016) has improved dramatically, yet given the overall ambitious result framework, the project team understandably did not manage to eliminate the delays fully and achieve all results in the remaining time.

3.2.2 Achievement of Outcome 1 and associated Outputs

Outcome 1: Employment policies benefiting women developed and implemented within the framework of decent work and gender equality.

Output 1.1: National Action Plan for Women's Employment and Gender Equality (NAP for Women) prepared.

Output 1.2: Better functioning of İŞKUR offices & local authorities ensured & institutional capacities of relevant public institutions increased & supported (policy-making and enhanced women employment).

Finding 4: The project helped strengthen the employment policies benefiting women. Key tools to achieving this were brokering political support for the issue of women's employment that resulted in (1) the adoption of NAP on Women and local action plans in the pilot provinces and (2) ensuring that implementation of existing employment policies is increasingly gender-sensitive. This has been achieved through (1) skillful facilitation of dialogue with and among key actors at national and decentralized levels, (2) targeted research studies that explored different aspects of the issue; as well as investments into partner's capacities.

As reflected in the original project document, the respective legal and policy frameworks for gender equality in general and women's employment were already relatively strong in Turkey at project onset. However, the implementation had been weak, which the project helped identify and address.

ILO's engagement with İŞKUR had been unique inasmuch this project was the first large initiative targeting İŞKUR's policies and practices with respect to women's employment and gender issues.

The process of the preparation of the National Action Plan on Women's Employment was strategic inasmuch it contributed sensitisation of various actors on this issue, provided an umbrella document that guided actions for other partner and provided justification for all actions on lower levels in İŞKUR. It also opened channels for cooperation among state institutions and as well as other, non-state, partners. So for example, trade unions were able to sit (again) at one table with İŞKUR and civil society organizations reported that they are now being invited to some İŞKUR's meetings.

The significance of this achievement can be understood only in the broader political context of Turkey's commitment to gender equality.

²¹ The information contained in the TCPR is sufficiently detailed and at times repetitive as some achievements at the output level are associated with more outcomes. This reflects the reality inasmuch one and the same output contributes to the achievement of several outcomes, yet this practice is suboptimal with respect to project management and reporting.

The National Action Plan on Women's Employment was developed and adopted in time when the National Action Plan Gender Equality 2008 – 2013 expired and was not replaced by a successor National Action Plan Gender Equality, despite recommendation of the CEDAW Committee to do so. By having achieved the adoption of the National Action Plan on Women's Employment, the project has in fact secured some governmental commitment to gender equality and contributed to Turkey meeting better its international obligations with respect to gender equality.

The various capacity development initiatives of ILO contributed to increase of İŞKUR's staff personal capacities on gender and to a limited extent also to increase of İŞKUR's institutional capacity in this area.

The elaboration of Action Plans on Women's Employment at the provincial level in Ankara, Bursa, Istanbul and Konya helped the agencies to focus on gender and to identify some practical steps for gender mainstreaming in to their work.

Consulted national stakeholders attributed successful changes in policies and strategies primarily to the **ILO project staff's skillful facilitation of dialogue and brokering of political commitment of İŞKUR and other relevant stakeholders.**

Several stakeholders highlighted that thanks to this project, selected İSKUR staff were trained for the very first time on gender issues and that as a result of these trainings and other capacity development interventions, their view of women has changed.

Stakeholders from civil society, academia and trade unions noted that as a result of this project they are now being invited to İSKUR's meeting and a new culture of dialogue had been established.

Data derived from document review and stakeholder consultations indicate that targeted **research studies and related publications** produced with the support of ILO created awareness about different aspects of the women's employment and were effective tools in facilitating dialogue with academia, trade unions and other civil society. Furthermore, the studies facilitated changes in the policy frameworks and their implementation.

For more details see the ILO Monitoring report (March 2018) and annual progress reports.

3.2.3 Achievement of Outcome 2 and associated Outputs

Outcome 2: Employability of women increased and unemployed women enter the labour market through effective job counselling and active labour market policies (ALMPs).

Output 2.1: Gender responsive ALMPs specifically for women designed, strengthened and implemented by İŞKUR in the project provinces.

Output 2.2: Targeted unemployed women who benefitted from gender responsive ALMPs remained in the labour market.

Finding 5: **The project contributed to improvement of ALMPs and their implementation with respect to women. The capacities of İSKUR staff involved in counseling of unemployed women increased and job-seeking women benefitted from additional training and advisory services, and micro grants.**

The key partner in the project's work on ALMPs was the İŞKUR. İŞKUR had been ILO's partner prior to the project under review, and their collaboration was able to build and expand on the trust and capacities already established in the past. ILO helped to expand İŞKUR's **staff members' knowledge and skills** on how to mainstream gender in ALMPs. For example, İŞKUR staff noted that an ILO-organized study visit to France had helped them with relevant knowledge and skills on gender sensitive ALMPs and motivated them to prepare their local action plans on Women's Employment.

Another key partner of the project, **WWHR** NGO provided training on women's rights to 827 women WWHR provided training contributed to increased awareness of women about their rights, incl. labour

rights and increased self-confidence and empowerment. The evaluation data²² points out that the training had a number of positive effects in areas such as gender-based violence, active participation on decision-making within family and beyond and that in some cases the effects of the training spread beyond the training participants.

Following the announcement in late 2015 of the decision of İŞKUR's leadership to discontinue its cooperation with WHHR with respect to the provision of trainings, ILO and WWHR had to find other partners. In early 2016, cooperation started with selected municipalities in Ankara, Bursa and Istanbul. The consulted representatives of municipalities have been positive about this cooperation though several mentioned communication and coordination of the trainings did not always run smoothly, an issue that will have to be addressed should there be a continuation of the project.

The project offered entrepreneurship training programme with focus on starting and improving small businesses as a strategy for creating more and better employment for women and men. This training programme was based on ILO's "Start and Improve Your Business" (SIYB) programme, a globally recognized ILO programme that had been introduced in over 100 countries with an estimated outreach of 6 million trainees and a network of over 17,000 Trainers.

The project also provided direct support in the forms of 2000 USD microgrants to 28 women (selected out of 400 applicants) interested in starting their businesses. This initiative had been very positively received by the women who have received the grants and İŞKUR, especially in view of the fact that the grants of KOSGEB, a public institution tasked with supporting SMEs, are barely provided to women. At the same time, some stakeholders were of the opinion that the project may not be the most efficient and effective framework to provide this kind of direct support for women-beneficiaries as there are in their opinion other programs or organizations who have better know-how in this area.

In addition, some 2000 women and men were informed about women's employment and gender equality in seminars "I support equality" held in their workplaces. These seminars were considered by interviewed partners as effective, not least because they have been targeting both men and women. Some 400 women were trained and/or mentored by business associations.

The meetings and few resulting activities with Provincial Education and Vocational Training Boards were overall not considered by the stakeholders very effective²³.

3.2.4 Achievement of Outcome 3 and associated Outputs

Outcome 3: ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards.

Output 3.1: Technical capacity of national and local experts on gender equality and labour standards increased and mobile teams of trainers established who will provide the training on women's human rights and rights at work to the participants of VETs and working women and men; and

Output 3.2: Awareness on gender equality & labour standards raised through training programmes and promotional activities.

Finding 6: The project made considerable contributions to integrating ILO's rights-based approach to training programmes and raising awareness on gender equality and labour standards among partners. The degree to which it was able to reach significant proportions of staff of its partners, in particular of İŞKUR (including senior managers), and support the institutionalization of the

²² This is also one of the findings of the Monitoring report from March 2018.

²³ See lessons learned in monitoring report.

implementation and monitoring of measures promoting women's inclusion to the labour market varied considerably between project partners and within larger structures such as that of İŞKUR.

Evaluation of data from document review, observations, and stakeholder consultations provide evidence of project achievements not only at the output, but also the outcome level, e.g. there are several examples of project contributions to enhancing the awareness, knowledge, and skills of individuals as well as of institutions, which subsequently resulted in the respective actors making visible efforts to (better) *implement* existing legal or policy obligations related to women's inclusion to the labour market and gender equality more generally.

Evaluation data indicate that the project has contributed to **raising the awareness** of targeted individuals as regards existing legal obligations for gender equality pertaining to their area of work, as well as to enhancing (to some extent) **institutional capacities** e.g. by contributing to the development of tools and guidelines for how to implement existing policies in a gender-sensitive way and how to complement existing measures and policies with measures targeting women.

At the same time they noted that engaging these institutions has been challenging due to limited (if any) support and buy-in from senior leadership,²⁴ and due to the fact that addressing issues of gender equality was new to most individuals working in this field.

In addition, in all targeted institutions limited financial resources pose a challenge in view of continuing or expanding GE related training or other measures.

3.2.5 Unintended effects

Finding 7: Through its contributions to strengthening the technical capacities of its partners, the project contributed to a number of unintended positive effects. There was no evidence of unintended negative effects.

Document review and consultations with stakeholders showed that in several cases project-supported efforts developed their own dynamics, which led to positive results that had not been predicted and that had not been deliberately intended by the project.

For example:

- ILO-supported trainings of the WWHR led to ongoing co-operations with selected municipalities. Numerous women, who have participated in the WWHR trainings, reported that as a result of the trainings they are now better networked, more knowledgeable, self-confident and can take more active part in decision-making.
- Some İŞKUR staff reported that they became interested in gender issues and are motivated now to seek proactively more information and develop their capacity in this area.
- The project also enabled better communication, coordination and cooperation among state actors and also between state actors and non-state actors.

These and similar examples are relevant not only in view of assessing the effectiveness of the project, but also in view of the likely sustainability of results.

²⁴ In one case reflected by the fact that no one from the respective institution was willing to be consulted for this evaluation.

3.2.6 Factors supporting or hindering the achievement of results

Finding 8: The main factors supporting progress towards results were the dedication and professional skills of involved project partners at national and decentralized levels, and the flexible approach adopted by ILO in supporting these actors. However, a number of contextual influences limited results achievement and sustainability of results. These include a challenging and rapidly developing overall political and economic situation, as well as persistent beliefs and attitudes denying the need for measures to enhance women's participation on the labour market and gender equality in general.

The table below outlines the key factors that – as indicated by evaluation data derived from document and literature review, stakeholder consultations, and observations during the country site visits – either supported or posed challenges to project implementation and progress towards planned results. For each factor, the table indicates the relative importance of the respective influence.²⁵

Exhibit 3.1 Factors affecting performance

Factor	Nature of influence on project's ability to make progress towards its planned results	Degree of influence
Positive/supporting factors		
ILO project management in the latter part of the project	ILO was able to build on existing trust and mutual knowledge developed with İŞKUR prior to the project. This helped ILO, especially once the current project manager assumed her duties, to navigate the changing political environment and to implement the planned activities.	Strong
Interest, dedication, commitment, and existing capacities of ILO project staff in the latter part of the project	ILO's project staff willingness (once the current project manager assumed her duties) to flexibly adjust agreed upon project activities to newly communicated interests, positions, evolving needs and insights was a key factor that allowed project partners to achieve envisaged results.	Strong
Interest, dedication, commitment, and existing capacities of ILO partners.	Contributed to activities being implemented despite considerable challenges, changes in the overall context, and within agreed upon budgets. In several cases, partners took initiatives further than what had been agreed upon or was funded by ILO, thereby demonstrating leadership for and ownership of results.	Medium to Strong
Factors with mixed influence (positive and negative)		
ILO project management	Overall, ILO's track record of project management and leadership had been mixed. Various stakeholders commented that especially before the current project manager assumed her duties, the project management lacked understanding for the complexities and political sensitivities of the project. As a result, ensuing issues were not dealt with proactively and were allowed to develop into protracted	Strong

²⁵ It is not possible to measure or quantify the exact influence of different factors on project performance. Instead, the noted ratings that are based on a three-point scale (low, medium, strong) intend to illustrate the relative influence of different factors when compared to each other. "Low" influence = factors that were either not mentioned frequently by stakeholders and in reviewed documents, or that were generally described as having had no or only little influence on project performance. "Medium" influence = factors that were mentioned frequently by consulted stakeholders and/or in documents, and that were consistently described as considerable influences on project performance; "Strong" influence = factors that were consistently described as having significantly influenced the type and degree of results achieved (or not achieved) by the project, e.g. driving forces behind stakeholder commitment and attitudes.

Factor	Nature of influence on project's ability to make progress towards its planned results	Degree of influence
	conflicts that have at one point in time threatened the viability of the project.	
Negative/hindering factors		
Lack of understanding and/or acknowledgement of the need for measures to further gender quality including in the labour market.	Although the notion of gender equality is not new in Turkey, many duty bearers as well as the general public still have no or only a very limited understanding of the concept. For the project this meant that in many cases efforts had to focus on first of all helping actors understand and acknowledge that issues worth addressing existed at all, before being able to tackle the 'how' of addressing them. I.e. there was a considerable need to try and influence general attitudes of actors, before being able to help them develop relevant skills.	Strong
General weaknesses in the functioning of government agencies at national and decentralized levels as regards accountability, performance based staff incentive systems, and decentralized decision-making.	The combination of these factors negatively influenced the willingness and ability of many government actors to proactively engage in interventions supporting women's inclusion to the labour market (rather than waiting for explicit orders and guidance to do so). Similarly, the overall lack of a culture of accountability has contributed to underperformance when it comes to implementing existing legal and policy obligations at national and decentralized levels.	Strong
Political establishment that maintains that women and men are now equal and consequently measures for gender equality are not needed.	The project has taken place in an environment marked by increasing hostility towards feminism and gender equality. Also, cooperation between İŞKUR and WWHR that was foreseen in the planning and inception phase did not materialize due to lack of interest of İŞKUR. In view of the significant role these two key stakeholders, this led to significant delays in project implementation.	Strong

3.3 Efficiency²⁶

Overall evaluation rating for this criterion: Adequate (2013 – late 2016)/ Very good (2017 – 2018)

Evaluation Question:

- Given the resources available (time, expertise, funds, knowledge and know-how), how economically have been the inputs turned into the outputs?

Indicators:

- Stakeholders views on achievements and/or missed opportunities in comparison with their (initial) expectations.
- Extent to which lessons learned identified in previous ILO Ankara's projects and evaluations were utilized to inform the design of this project including its management structures.
- Project staff and stakeholders views on the comparative efficiency of alternative (combinations of) strategies/activities used.
- Extent to which ILO Ankara's organizational structure, management and coordination mechanisms at various levels (including project set-up) have effectively supported the delivery of the project.
- Extent to which risks, assumptions and mitigation measures were correctly identified at the beginning of the project and throughout its implementation.
- Extent to which project outputs were achieved within planned budgets.

²⁶ The OECD DAC criteria define efficiency as measuring the outputs – qualitative and quantitative – in relation to the inputs.

- Types of measures put in place by ILO Ankara to ensure the strategic and efficient use of resources.

3.3.1 Strengths and weaknesses of project management

Finding 9: ILO used the available project funds to a large extent strategically and efficiently.

The review of financial project data and narrative reports, and consultations with project partners show that ILO was able to achieve with the project budget significant results and that its choice of partners was strategic.

Throughout the project ILO made deliberate efforts to ensure the strategic and efficient use of financial and human resources, including by:

- Building on partnerships, networks and capacity development efforts carried out under previous ILO and other stakeholders' supported projects in Turkey;
- Seeking opportunities for synergies with the work of other donors (e.g. UN Women) to avoid overlap, foster complementary of efforts, and ensure sustainability of results;²⁷
- Aiming to lay the foundations for systemic change through establishment of viable structures and policy frameworks (such as the NAP on Women) that can guide and provide an "umbrella" for activities at operational level.
- ILO also collected baseline data on existing attitudes, knowledge and practices and conducted targeted research on labour market issues. In doing so, the project laid the foundations for future informed efforts by national and/or international actors.
- Drawing, as much as possible, on available local knowledge and expertise to plan and conduct capacity development activities. This was relevant not only in view of cost-effectiveness, but also in view of sustainability

Overall, the effectiveness and efficiency of use of funds was uneven. In particular, in the initial phase, the project management did not fully meet the criteria of effectiveness and efficiency, as noted by the mid-term evaluation. This situation changed in late 2016/early 2017, when a new project manager assumed her post. From then on, the professional skills and experience, as well as the personal dedication of all team members were an important factor contributing to the effective management of the project and the team was able to use available resources strategically and efficiently. Nonetheless, ILO has struggled with the need to successfully mitigate the risk of fragmentation and spreading available resources too thin.

Finding 10: The management structures and approaches used by ILO were on the balance appropriate and, together with the technical competence and personal dedication of the project team, contributed to the effective implementation of the project.

Management structures and approaches

Evaluation data derived from document review and stakeholder consultations indicate that ILO reviewed and incorporated lessons learned from past experiences in the overall project design.

²⁷ One example is the collaboration with the OSCE and the DGE in Montenegro around addressing the needs of rural women.

The project was managed by a lean project team that was initially divided between Ankara and Istanbul and later concentrated in Ankara. As of the time of the evaluation, roles and responsibilities of individual members within the team were clearly defined and focused on providing ongoing and, if needed, hands-on support to project partners.

The consulted project partners emphasized that the project had appeared to have several distinctive phases depending on the project manager and project management.

Initially, the project was managed by an experienced project manager with previous track record of successful cooperation with İŞKUR and the other project partners. She has drafted in consultation with the stakeholders the project document and initially managed the project, until a post of the project manager, was filled in mid-2014. In mid-2016 the incumbent has left his post and in November 2016 the current incumbent of the post assumed her duties.

WWHR recalled several instances of engagement with the project team in the first years of the project that they considered lacking due professionalism. They have been in particular critical of the fact that the staff at ILO Ankara did not appear knowledgeable about ILO internal rules and regulations, did not respect the established working way of WWHR,²⁸ was not proactive, was slow in reacting to partners' concerns and that inputs and guidance from ILO Geneva further slowed down the contracting and implementation. This view had been echoed by several other key stakeholders. During this period, one of the key partners, İŞKUR, announced that it does not wish to cooperate with WWHR. ILO Office in Ankara, at the Director and the project manager level, made great efforts to develop new partnership with the municipalities and to ensure the further viability of the project. This was possible also due to the flexibility of SIDA.

In November 2016 the current project manager, Ms. Ebru Ozberk, has assumed her position. Consulted project partners unilaterally praised the positive role played by the her and the project team due to their superb interpersonal and communication skills, subject matter expertise, knowledge of the national and global contexts, and not least their personal dedication. The team was particularly praised for its creativity and flexibility, when adapting the project design and plans to mitigate the withdrawal of İSKUR from one of the key components of the project. One key characteristic of ILO's approach to managing partnerships was its declared and proven willingness to work with heterogeneous group of actors.

While the small team allowed for efficiencies and close cooperation, it also meant that individual staff members were often stretched and at the limit of their capacity, also due to the fact that each of them provided a considerable amount of hands-on support to project partners.

The ILO HQ in Geneva played a rather modest role in project management, but importantly provided upon request advice and technical support.

Monitoring, reporting and evaluation

During project implementation, ILO conducted monitoring of project activities on an ongoing basis, both in view of tracking and keeping records of the use of financial resources, as well as in relation to progress towards envisaged results made by different partners. The latter was done primarily through periodical informal exchange by email, telephone, or in in-person meetings.

The main tools for capturing project progress were **annual reports** (Technical Cooperation Progress Reports) to the SIDA. The mid-term evaluation noted that annual reports did not provide an adequate

²⁸ WWHR established way of work was the provision of technical know-how and training curricula to interested staff working in various institutions, including İSKUR, who have subsequently delivered the training sessions during their work time. WWHR reported that ILO communicated that this is not acceptable and that the trainers should be directly paid by WWHR. This meant that WWHR had to manage significantly larger funds than anticipated and this has been a burden on its management capacities.

overview of project activities and achievements and lessons learned. This had been remedied since the new project manager has assumed her position. The latter reports provide sufficiently detailed information. At times repetitive as some achievements at the output level are associated with more outcomes. While this reflects the reality inasmuch one and the same output contributes to the achievement of several outcomes, this practice is suboptimal with respect to project management and reporting.

In late 2015 (October – December), ILO conducted an external **midterm review** of the project. It focused on reviewing the relevance, design and management of the project in light of actual implementation experiences. The review noted that “several components have not been effective” and concluded that this had been caused “almost exclusively by factors outside of the control of the ILO Project” and identified the need for a no-cost extension.

The MTE noted certain deficiencies in the formulation of the project, including overly complex result framework with two layers of outputs. Following the MTE some changes to the result framework were implemented yet at the time of the evaluation a formal logframe with indicators and milestones was not in place. From a results based management (RBM) point of view, the revised result framework that was included in the revised project document still has some weaknesses including overly ambitious outputs, where the achievement of outputs was clearly not under the control of the ILO even under the best circumstances. Also, the time-bound milestones were not listed.

In numerous cases, the work conducted in collaboration with a particular partner ‘fit’ under several outcomes at the same time. This may merely reflect the inter-connectedness of the different dimensions that the project was aiming to address simultaneously, i.e. one of the guiding assumptions underlying the project’s theory of change.

The noted weaknesses did to a certain extent diminish the relevance and usefulness of the logframe as a tool to structure project planning, monitoring, and reporting.²⁹

Visibility

The project team established effective communication strategies for national and social media and implemented them efficiently. The use of media and milestone project events was strategic and appropriate inasmuch it strengthened further the links of ILO and key state authorities and resulted in promotion and information about women’s employment in national media.

3.4 Sustainability and Impact³⁰

Overall rating for this criterion: Adequate

Evaluation Questions:

- Are the results achieved likely to continue after the end of the project?
- Are they likely to produce longer-term effects?
- What action might be needed to bolster the longer-term effects?
- How the project envisages achievement of solutions for sustainable results?

²⁹ An alternative approach to structuring the logframe could have been to define one outcome focused on the respective national *enabling environments* (capturing outputs related to the respective legal and policy frameworks on the one hand, and efforts with national level duty bearers/influential actors on the other hand), and a second outcome focusing on changes at the *decentralized level* (including outputs on working with CSOs/gender advocates, and work with relevant duty bearers including GEMs, as well as other policy and service providing institutions). This might have helped avoid the noted uncertainty as to where to ‘fit’ the work with different kinds of partners.

³⁰ According to OECD-DAC criteria, the assessment of sustainability is focused on the extent to which achieved benefits (outcomes) are likely to continue beyond the project lifecycle and designated funding period.

Finding 11: The project helped create a number of conditions likely to support the sustainability of results. At the same time, it seems unlikely that the project achievements will be sustained without further support. The sustainability of all results is threatened by contextual influences beyond the control of the project. Evaluation data do not allow measuring the extent to which the project has contributed to making progress on the road to the envisaged impact. Available data strongly indicate that considerable further investments will be needed to ensure that relevant stakeholders develop genuine understanding and commitment to women's inclusion to the labour market and to gender equality.

ILO made appropriate efforts to create or strengthen existing conditions likely to foster the continuation and dynamic adaptation of results by:

- Contributing to the overall **enabling environment** for women's inclusion into the labour market by:
 - Strengthening the existing legal and policy frameworks;
 - Helping to increase the availability of relevant, locally generated research and data on gender equality dimensions in different parts of the labour market;
 - Helping to develop individual and organizational capacities of key actors (service providers/duty bearer as well as service recipients/rights holders);
 - Facilitating partnerships and networking among national and local actors, thereby enhancing actual and potential exchange of experiences and know-how and future coordination among them.
- Helping to increase **awareness and knowledge of gender and specific needs of women**, in particular in respect of formality of employment, child care, working hours and transportation, and thereby contributing to key actors acknowledging the need to address these needs;
- Facilitating the **implementation of policies and practical measures** addressing women's inclusion into the labour market, e.g. helping to incorporate gender dimension into existing İŞKUR programmes and training, providing additional women-specific trainings.
- Supporting actors in Turkey in exchanging experiences and ideas and learning from actors in other countries such as France and Sweden, and helping to familiarize actors with **relevant international standards and practices**.

At the same time, a variety of contextual factors beyond the immediate influence of ILO or other actors are **threatening the sustainability** of the achievements that the project has contributed to.

This includes the continued lack of buy-in and support from high-level decision-makers in Turkey; and the challenging political and economic situation, which had been exacerbated to an extent by the ongoing conflict in Syria that had led to 2.5 million Syrians seeking refuge in Turkey.

While the project has made considerable effort and progress in enhancing capacities of İŞKUR staff, given the size of İŞKUR and the low base from which the project has started working on the issues, the efforts undertaken to date have only 'scratched the surface', be it in terms of being able to reach a significant proportion of staff members, involving and securing commitment from senior level managers, ensuring that gender equality related recommendations and practices are used in a systemic way and their use monitored and enforced. Moreover, while the capacity development interventions so far have created a more receptive environment, genuine ownership of the issues is lacking. Consequently, more efforts by national and/or international actors are needed to ensure that achievements made to date can be sustained and expanded.

4. Lessons learned

Evaluation questions:

- What are the lessons learned from the implementation?
- How these lessons should be assessed/ benefitted in the formulation and implementation of a new phase?
- Are there good practices to be replicated both nationally and globally?
- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?

One of the key positive results of the project was the space it had opened for the exchange of views between state and non-state actors. This had required intensive consultations and a plenty of diplomatic skills. Given the current political climate in Turkey that is characterized by trend to centralization of decision-making, it is particularly relevant to establish and maintain channels and formats of communication between various actors such as state and non-state stakeholders. This takes time and effort that needs to be accordingly factored into the design of future interventions.

The fact that two of the key stakeholders in this project, namely İŞKUR and WWHR, did not find a way to cooperate with each other had at least initially a strong negative impact on the implementation of the project activities. **For the future ILO should aim for more clear cooperation arrangements in the design and planning phase as well as for possible mitigation measures should an envisaged cooperation not materialize.** Among mitigation strategies may be a deliberate decision to create a portfolio of several (smaller) interventions (i.e. smaller projects) with various stakeholders and formats that are united by the overarching goal – gender equality and that allow for the necessary flexibility in terms of partnerships.

Flexibility in project implementation allowed project partners to assume ownership and leadership for results achievement. ILO repeatedly supported its partners to revise activities and plans if required by changes in their respective contexts. This flexibility allowed some partners to express and demonstrate their commitment, capacities, and leadership. On the other hand, this approach **required additional management and coordination resources from ILO project team** and this aspect should be reflected accordingly in the management structure of a potential new project. Also, this flexibility needed to be carefully managed so that ILO could in view of prudent project management argue against unreasonable requests of some stakeholders for additional support such as study tours.³¹

The day-to-day management level, coordination and cooperation among partners including the final beneficiaries of capacity development interventions was not always efficient and in the future may need to be back-stopped (supported) by the Project team. In order to ensure smooth coordination and communication with direct beneficiaries, incl. with participants of trainings, ILO needs in the future find ways to yet more skillfully balance the need for support and backstopping of partners on the one hand, and supporting their ownership, capacity development, responsibility for results and capacity to made decision on lower levels, i.e. decentralized decision-making, on the other hand. This is a delicate task under any circumstances and the more in the current political environment in Turkey that is characterized by a pronounced trend to centralization of decision-making and loss of job security for state employees.

Results framework and monitoring need to be strengthened. On the one hand, ILO seems to have a number of relevant monitoring tools in place; on the other hand, the formats could be further improved in view of their usability. In any case, a new project should formulate a sound intervention logic that will be presented in a logframe format (including indicators and milestones). The project should put in place reasonably robust monitoring framework and develop the capacity to of the

³¹ The mid-term evaluation identified that the study tour to South Korea was not effective.

project team to use results-based management efficiently as a tool for project management. A potential new project should be more realistic in terms of the time and resources needed to achieve results. In particular, sufficient time and resources should be planned for coordination, data collection and knowledge management.

Capacity development requires time. Efforts aiming to support the process of capacity development need to be tailored to the respective stakeholders, and employ a variety of complementary strategies. ILO successfully mitigated the challenge of working with very different groups of stakeholders by developing tailor-made interventions and when needed replacing stakeholders. **Capacity development needs to be embedded in sensitive organizational development in order to be sustainable.** While trainings of İŞKUR staff supported by ILO were complemented by other measures geared towards institutionalizing and enforcing the actual application of knowledge and skills presented to participants, these interventions need to be embedded yet more strongly in sensitive organizational development interventions.

5. Conclusions and Recommendations

5.1 Conclusions

This section summarizes conclusions based on the main evaluation findings.

Conclusion 1:

Origin: Evaluation question 1 (relevance and design).

Evaluation criteria: Relevance, effectiveness.

The project has been highly relevant in view of existing and emerging international and national commitments of the government of Turkey respectively to furthering gender equality and women's socio-economic rights, and in light of existing gaps in awareness and skills of relevant actors. The evaluation found several strengths and no significant weaknesses in the overall design of the project.

Conclusion 2:

Origin: Evaluation questions 2 (effectiveness); 4 (sustainability); and 5 (road to impact).

Evaluation criteria: Effectiveness, sustainability, road to impact.

The project achieved, albeit to varying degrees, all of its envisaged outputs, and made contributions to all three of its planned outcomes. Particularly strong contributions were noted in relation to strengthening available knowledge and data on gender-based discrimination in Turkey, and using related insights for evidence-based advocacy. Contributions to strengthening the capacities of relevant duty bearers and rights holders were considerable, but varied in their reach, depth and likely sustainability within the respective partner organizations. The continuation of all project achievements is threatened by systemic deficiencies that include (still) low awareness of gender issues, low commitment to gender equality and continuing reproduction of harmful gender stereotypes.

Conclusion 3:

Origin: Evaluation questions 2 (effectiveness) and 3 (management and efficiency)

Evaluation criteria: Effectiveness, efficiency

Management efforts by the ILO project team were on the whole appropriate and contributed to effective and efficient implementation of planned initiatives.

Conclusion 4:

Origin: Evaluation questions 1 (relevance); 2 (effectiveness); 3 (management and efficiency); 4 (sustainability); and 5 (road to impact).

Evaluation criteria: Relevance, effectiveness, efficiency, sustainability

Experiences gained during project implementation are relevant to other ILO programming in the area of supporting women's inclusion to the labour market and decent work agenda in similar contexts. ILO has yet to use the opportunity to draw upon lessons and insights deriving from the project to inform organizational learning and theory building at the corporate level.

5.2 Recommendations

The following recommendations to ILO are based on the evaluation conclusions outlined above.

Recommendations

Recommendation 1: ILO and its partners should continue its support to gender equality in the context of its decent work agenda in Turkey.

Despite the noted progress made towards the long-term goal of inclusion of women into the labour market and decent work for all in Turkey, a lot remains to be done in this regard. ILO Ankara with its key partner İŞKUR, is uniquely well positioned to champion the work on gender equality in the world of work in Turkey.

To this end, the project under review has laid valuable foundations that should be built upon. Without further external support many of the achievements made to date are not likely to last or contribute to further and more significant changes. ILO should therefore explore how it might be able to provide continued support to national actors and ensure that relevant spaces for continued advocacy; and design & implementation of policies on gender equality remain open. This may require further advocacy efforts with high-level governance and decision-making actors.

Responsible unit	Priority	Time implication	Resource implication
ILO Ankara in cooperation with ILO Geneva	High	Long-term	Low*

* whether resource implications will be low to high depends foremost on the ability of ILO to mobilize additional funding for gender equality in the context of decent work agenda

Recommendation 2: A potential second phase of the intervention should maintain the system-focused approach taken under the current project, i.e. working with duty bearers (for example İŞKUR, employers) and rights holders (for example women in the labour market and their representations, for example trade unions and workers' organizations).

Responsible unit	Priority	Time implication	Resource implication
ILO Ankara	High	Long-term	Medium

Recommendation 3: ILO should support more in-depth interventions that strengthen the capacity of stakeholders on (1) gender issues and (2) on coalition building and advocacy for gender equality.

It is particularly relevant to work with various actors in formats and processes that are deliberately designed to enable them to get to know each other (for example, state and non-state actors); to establish networks at both personal and institutional levels; and to put aside their differences when pursuing the overarching goal of gender equality.

ILO and its partners also need **allowing sufficient time for its capacity development interventions** to cascade. The interventions have to be designed in a way that directly supports their institutionalization and thus sustainability.

Responsible unit	Priority	Time implication	Resource implication
ILO Ankara	High	Long-term	Medium

Recommendation 4: Reflecting lessons learned from this project (in particular the delays in implementation caused by the lack of will of two key stakeholders, İŞKUR and WWHR, to cooperate with each other), ILO should deliberately **create a portfolio of several interventions** (i.e. smaller projects) with various stakeholders and formats that are united by the overarching goal – gender equality. This will also support the necessary flexibility in view of the political developments.

Responsible unit	Priority	Time implication	Resource implication
ILO Ankara	High	Long-term	Low

Recommendation 5: ILO needs to develop a robust monitoring and evaluation framework that would enable the project team to collect information relevant for monitoring of results and project steering timely and so that it would be able to ascertain the longer-term effects of its interventions.

Responsible unit	Priority	Time implication	Resource implication
ILO Ankara	High	Short-term	Low

Recommendation 6: ILO should design a strong sustainability strategy that can, to the extent possible, withstand unfavorable political developments. This means (1) allocating resources for

advocacy with high-level actors, (2) allocating resources for keeping spaces for consultations between state actors and proponents of gender equality open and functional, (3) allowing time for capacity development processes to take hold; (4) maintaining flexible approach that enables to capitalize on windows of opportunities and synergies with other developmental partners, (5) pursuing as close as possible coordination with other relevant actors in Turkey, who contribute to the achievement of Sustainable Development Goals 5 and 8, especially with other UN agencies.

Responsible unit	Priority	Time implication	Resource implication
ILO Ankara	High	Long-term	Low

6. Appendix I: Terms of Reference

TERMS OF REFERENCE

Evaluation of “More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey” Project

Overview	
Project Title	TUR/13/02/SID: More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey
Contraction Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO ANKARA
Funding source	Swedish International Development Cooperation Agency (SIDA)
Budget of the Project	3,446,824.74 USD
Project Location	Turkey, with project provinces of Ankara, Bursa, İstanbul and Konya
Outcomes	TUR152
Type of Evaluation	Independent Final Evaluation
Expected Starting and End Date of Evaluation	14 March 2018-30 May 2018

I. INTRODUCTION AND RATIONALE FOR EVALUATION

The independent final evaluation is undertaken in accordance with the project work plan and in line with the ILO Evaluation Policy adopted by the Governing Body in October 2017, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO’s work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

Project description

Under the Programme “More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey”, the International Labour Office (ILO) Turkey Office in Ankara is in partnership with the Turkish Employment Agency (ISKUR) and with the financial contribution of Sweden through the Swedish International Development Cooperation Agency (SIDA). The project has been carried out activities in 4 pilot provinces, Ankara, Bursa, İstanbul and Konya, since 2013.

The main objectives of the project include supporting the development of an inclusive and coherent policy at national level to promote women's employment, creating decent work opportunities for women through active labour market policies (ALMPs) and building awareness in the fields of gender equality and labour standards.

While the main beneficiary of the project is Public Employment Agency of Turkey (İŞKUR) at the policy level, unemployed women as well as women and men employees are also beneficiaries of the project at implementation level.

Present status of the projects

The outcome-based accomplishments of the project are as follows:

Under OUTCOME 1: Employment policies benefitting women developed and implemented within the framework of decent work and gender equality: The National Action Plan on Women's Employment (2016-2018) and 4 Annual Local Action Plans in the pilot provinces were developed. Technical and institutional capacity of İŞKUR and Provincial Employment and Vocational Training Board (PEVTB) and relevant stakeholders increased on gender responsive labour market as well as sectoral analysis through various tailor-made capacity building activities at local and national level.

Under OUTCOME 2: Employability of women increased and unemployed women enter the labour market through effective job counselling and active labour market policies (ALMPs): "The Labour Market Analysis from Gender Perspective" have been conducted with sex-disaggregated data collection in 4 pilot provinces. Additionally many other research and analysis have been done. Seven municipalities in the project provinces were mobilized for supporting women's access to decent work opportunities so that around 800 unemployed women attending the vocational training at the municipalities were also equipped with knowledge on women's human rights, including rights at work. 400 unemployed women participated in a Women's Entrepreneurship Program and received training, mentorship support. As a result, 43 women entrepreneurs have already established their business in the first year.

Under OUTCOME 3: ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards: Mobile teams composed of 25 trainers on women's human rights and rights at work were established to provide training seminars in the project provinces. Training Manual and the training materials on "Women's Human Rights", "Constitutional Rights", "Civil Rights", "Gender Equality", "Communication", "Violence Against Women", "Strategies Against Violence", "Women and Health" "Women's Economic Rights", "We Have Rights", "We Have Reproductive Rights", "We Have Economic Rights" were developed, printed, and disseminated. More than 1,800 women and men employees gained insight about gender equality at work through "I am supporting equality" seminars. Awareness raised on gender equality and labour standards through broadcasting public spots, organizing the short documentary film competition and

producing booklets, brochures, posters on women's employment and decent work for women.

II. Purpose, scope and clients of the evaluation

The evaluation of the project "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey" is part of the Monitoring and Evaluation Plan 2018 of the ILO Regional Office for Europe and Central Asia.

The purpose of this final evaluation is to ensure accountability and learning. It will assess the results of the work done in order to properly report on the results as well as define the steps for possible further project development to promote decent work opportunities for women.

The evaluation will cover the projects as a whole, for the period from June 2013-June 2018.

The evaluation covers the project in four target provinces, Ankara, Bursa, Konya, and Istanbul to serve the following - external and internal - clients' groups:

- Ultimate beneficiaries of the project;
- Main beneficiaries of the project, İŞKUR as well as ILO tripartite constituents and national project partners;
- ILO management and staff at the HQ and country office;
- Project staff.
- Donor

III. Criteria and questions

The evaluation will apply the key criteria of relevance, effectiveness, efficiency, sustainability and impact potential. It will seek answers to the following questions:

Relevance

- Project's fit with the context: How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents? Is there a fit between the project design and the direct beneficiaries' needs? How well does it complement other ILO projects in the country and/or other donors' activities?
- Were the activities and outputs of the projects consistent with their overall objectives and has the quality of these outputs been satisfactory?

- Appropriateness of the project design: Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks? Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)? Are indicators useful to measure progress?

Effectiveness

- To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?
- Have there been any unintended results?
- What have been the major results/accomplishment of the projects?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any successes, innovations?

Efficiency

- Given the resources available (time, expertise, funds, knowledge and know-how), how economically have been the inputs turned into the outputs?

Sustainability and impact potential

- Are the results achieved likely to continue after the end of the project?
- Are they likely to produce longer-term effects?
- What action might be needed to bolster the longer-term effects?
- How the project envisages achievement of solutions for sustainable results?

Lessons learned and good practices for future application

- What are the lessons learned from the implementation?
- How these lessons should be assessed/ benefited in the formulation and implementation of a new phase?
- Are there good practices to be replicated both nationally and globally?
- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?

The list of questions can be adjusted by the evaluator in coordination with the ILO evaluation manager. Based on the analysis of the findings the evaluation will provide practical recommendations that could be incorporated into the design of potential future initiatives.

IV. Methodology

One of the first tasks of the evaluator will be to carry out a desk review of appropriate materials, including the project document, Logical Framework, progress reports, midterm

evaluation report, mission reports, activity reports, surveys, studies and other outputs of the project, progress reports of other ILO projects implemented in the country and relevant materials from secondary sources (e.g., national research and publications).

The Evaluator is also expected to use interviews as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the inception report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

Planning Consultations: The evaluator will have a pre-trip consultation with the ILO representatives and project team in Ankara. The objective of the meeting is to reach a common understanding regarding the status of the project, the priority assessment questions, the available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of the assessment team, outline of the final report.

Individual Interviews and/or Group Interviews: Individual or group interviews will be conducted with the following:

- a. Project Staff, ILO Director in Ankara, and other relevant ILO staff
- b. Representatives from the following groups:
- c. National Project Steering Committees members and constituents
- d. Government staff who have worked with the project
- e. a few representatives of the target group (e.g. women who benefitted from the project)

Field Visits: The evaluator will visit Ankara including other project pilot provinces (Bursa, İstanbul and Konya). Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these terms of reference.

Debrief in the Field: The final day of the field visits, the evaluator will present preliminary findings, conclusions, and recommendations to the constituents and the ILO project staff. The

draft report will subsequently be shared with the ILO project staff and constituents for comment.

Post-Trip Debriefing: Upon completion of the report, the evaluator will provide a debriefing to the ILO/Ankara on the evaluation findings, conclusions and recommendations (possibly, by telephone/or on Skype).

V. MAIN OUTPUTS (DELIVERABLES)

- A. Inception report in English (in electronic format);
- B. Draft Final Report in English (electronically);
- C. Final Report in English (electronically);
- D. Translation of the Final Report into Turkish (to be provided by the project).

- **Inception Report** (to be submitted to the evaluation manager within seven days of the submission of all programme documentation to the Evaluator)

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The Evaluator will also share the initial draft inception report with the Evaluation Manager to seek their comments and suggestions. The inception report should be in line with ILO EVAL Office Checklist that can be found at below link.

http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf

- **Draft Final Report** (initial draft to be submitted to the evaluation manager within 15 days of completion of the field visit)

The evaluation consultant will submit to the evaluation manager the initial draft of the final report. This draft will be 20 to 30 pages plus executive summary and annexes. It will also contain an executive summary of around five pages, the body of the draft will include a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

- **Draft Report for validation:** This report will be circulated to the stakeholders for comments.

- **Final Evaluation Report** (to be submitted to the evaluation manager within seven days of receipt of the draft final report with comments)

The final report will be disseminated to all key project stakeholders, i.e. the donor, the national constituents as well as concerned ILO officials.

SUGGESTED REPORT FORMAT

The final version of the report will follow the below format in accordance with the ILO Evaluation Office guidelines (see Checklist 6 on Rating the quality of evaluation reports (http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165968.pdf) and be no more than 30 pages in length, excluding the executive summary and annexes:

1. Title page
2. Table of Contents
3. Executive Summary
4. Acronyms
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Project Status
9. Findings, Lessons Learned
10. Conclusions and Recommendations
11. Annexes (TOR, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

VI. MANAGEMENT ARRANGEMENTS

EVALUATION TEAM

The evaluation team will be comprised of one international consultant and the interpreter working under supervision of the ILO Evaluation Manager.

Interpretation during field research will be provided by interpreter.

The process of the finalization of the Evaluation reports:

- The evaluation manager will provide inputs/comments to the draft final report

-After reflection of the inputs/comments of the evaluation manager into the draft report, the draft report will be shared with the stakeholders to receive their comments/validation

-After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by ILO Evaluation Focal Points both at the DWT-CO Moscow and at the RO/Europe, for consequent submission to the ILO Evaluation Office for final clearance

The final report should be delivered not later than two weeks after receiving the comments to the draft report.

VII. REQUIREMENTS

Qualifications of the Evaluator

1. Substantial knowledge of the field of employment and women employment, in particular
2. Experience in evaluation of development interventions
3. Understanding of the ILO's tripartite culture and Decent Work agenda
4. Understanding of gender issues
5. Knowledge of the region and country context
6. Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals associations
7. Advanced degree in social sciences or economics
8. Experience in interviewing
9. Excellent analytical and report-writing skills
10. Full command of English
11. Knowledge of Turkish language would be an advantage

SELECTION

The final selection of the evaluator will be done by the ILO selection panel based on a short list of candidates with an approval from the Evaluation Focal Point in the ILO RO for EUROPE.

ROLES AND RESPONSIBILITIES

The Evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports, visibility and promo materials).
- Develop and implement the assessment methodology (i.e., conduct interviews, review documents) to answer the assessment questions.
- Conduct preparatory consultations with the ILO prior to the field mission.
- Conduct field research, interviews and focus groups, as appropriate.
- Prepare an initial draft report with an input from the ILO specialists.
- Conduct briefing on findings, conclusion, and recommendation of the assessment.
- Prepare final report based on the feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Preparing the draft TOR in collaboration with the project and providing input, as necessary;
- Circulating the TOR for comments to all the stakeholders (technical specialists at ILO/HQ, ILO/EUROPE Evaluation Focal Point, EVAL);
 - Finalizing the TOR with input from colleagues;
- Preparing a short list of candidates for submission to the selection panel and ILO/Ankara Director for selection;
- Submitting the selected candidate's CV to EUROPE Evaluation Focal Point for final approval;
- Facilitating communication with regards to the preparatory meeting prior to the field research and the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate;
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluator;
- Reviewing the final draft of the report and submitting it to the regional evaluation officer and RO/EUROPE evaluation focal point;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project CTA and Team are responsible for:

- Drafting the ToR in collaboration with the ILO Evaluation Manager and specialists;
-
- Circulating the TOR for comments to the national stakeholders for comments;
- Providing project background materials, including surveys, studies, analytical papers, reports, tools, publications produced;
- Participating in preparatory consultations prior to the assessment mission;
- Scheduling all meetings and preparing a detailed program of the mission;
- Organizing the logistical support throughout the duration of the assessment mission;
- Reviewing and providing comments on the assessment report;
- Participating in debriefing on findings, conclusions, and recommendations.

TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each:

Tasks	Work Days		Expected Travel Days
Preparatory Research and inception report	5		
Field Research	10	Two times (5 days +5 days)	
Travel days (depending on residence)			10
Initial Draft Report	15	After trip	
Finalization of the report	5		
	Total:	35	

Overall duration: 14 March 2018-30 May 2018

Date of completion of work: 30 May 2018

VIII. Norms and standards

The evaluation will be carried out in adherence with the ILO evaluation policy guidelines, UN Evaluation Group (UNEG) Norms and Standards and OECD/DAC criteria for evaluating development assistance.

Ethical considerations will be taken into account in the evaluation process. As requested by the UNEG Norms and Standards, the evaluator will be sensitive to beliefs, manners and customs, act with integrity and honesty in the relationships with all stakeholders.

In accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”³² the gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and, if feasible, the evaluation team. Moreover, the evaluator should review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

Travel Details

Regarding travel tickets for field research, ILO is responsible for arrangement and purchase of international flight tickets as well as inter-city tickets (flight-bus –train-ferry tickets) between the project provinces.

The DSA amount will be calculated according to the ILO’s DSA Calculation for the field research in 4 project pilot provinces Ankara, Konya, Bursa and Istanbul. Accordingly, an approximate daily DSA amount has been calculated as 200 USD per cities.

The other travel arrangements and expenses (hotel reservations, in-city transfers etc.) are the sole responsibility of the External Collaborator. ILO is not responsible for the lodging, in-city transfer arrangements and terminal allowances.

Payment will be made in two tranches.

The contracts will be issued on a lump sum basis and payments will be realized in respect of the successful completion of the tasks and their approval within the specified timeframes.

Deliverables:

All deliverables and outputs will be in English.

Deliverable	Deadline	Work Days	Payment upon Approval
1. Submission of Inception Report	18 March 2018	5	
2. Field Research Two times 5-day field visits are envisaged; one will be between 19-23 March that include the date of the closing conference of the project, the second one will be in April.	19-23 March 2018 8-13 April 2018	10	

³² http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang-en/index.htm

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3. Submission of Draft Final Report	20 April 2018	15	
4. Submission of Final Report	30 May 2018	5	USD 14,750

7. Appendix II: Evaluation questions, indicators and project performance scoring rubric

7.1.1 Relevance

Project's fit with the context:

- How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?
- Is there a fit between the project design and the direct beneficiaries' needs?
- How well does it complement other ILO projects in the country and/or other donors' activities?

Indicators:

- Alignment of project with United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and government priorities, international obligations, with needs and priorities as identified by the targeted groups themselves.
- Complementarity with other ILO projects in the country and/or other donors' activities

Appropriateness of the project design:

- Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks? (This question will be considered in section on Project's fit with the context)
- Is intervention logic coherent and realistic to achieve the planned outcomes?
- Are the activities supporting objectives (strategies)?
- Are indicators useful to measure progress?

Indicators:

- Coherence of intervention's logic (theory of change)
- Appropriateness of indicators to measure progress

7.1.2 Effectiveness

- What have been the major results/accomplishment of the projects?
- To what extent have the project objectives been achieved?
- What have been the intended and/or unintended results?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Were the activities and outputs of the projects consistent with their overall objectives and has the quality of these outputs been satisfactory?
- Have there been any successes, innovations?

Indicators:

- Evidence of progress towards output and outcome level indicators as per log frame.
- Evidence of project contribution towards anticipated changes (as per theory of change)
- Stakeholder views on key achievements and/or missed opportunities.
- Evidence of unintended effects (with break down for various groups of beneficiaries if relevant)
- ILO Ankara experience and expertise in Turkey and subject matter
- Stakeholder perceptions of ILO Ankara comparative advantage as regards the project and its objectives
- Factors, which positively or negatively influence the effectiveness of the project as identified by stakeholders.
- Evidence of innovative methods, practices, approaches.

7.1.3 Efficiency

- Given the resources available (time, expertise, funds, knowledge and know-how), how economically have been the inputs turned into the outputs?

Indicators:

- Stakeholders views on achievements and/or missed opportunities in comparison with their (initial) expectations.
- Extent to which lessons learned identified in previous ILO Ankara's projects and evaluations were utilized to inform the design of this project including its management structures.
- Project staff and stakeholders views on the comparative efficiency of alternative (combinations of) strategies/activities used.
- Extent to which ILO Ankara's organisational structure, management and coordination mechanisms at various levels (including project set-up) have effectively supported the delivery of the project.
- Extent to which risks, assumptions and mitigation measures were correctly identified at the beginning of the project and throughout its implementation.
- Extent to which lessons learned identified in previous ILO Ankara's projects and evaluations were utilized to inform the design of this project including its management structures.
- Extent to which project outputs were achieved within planned budgets.
- Types of measures put in place by ILO Ankara to ensure the strategic and efficient use of resources.

7.1.4 Sustainability and impact potential

- Are the results achieved likely to continue after the end of the project?
- Are they likely to produce longer-term effects?
- What action might be needed to bolster the longer-term effects?
- How the project envisages achievement of solutions for sustainable results?

Indicators:

- Evidence of outcomes and evidence of use of outputs beyond the systems boundary of the project.
- Extent to which national/local institutions demonstrate ownership of the project objectives and results.
- Extent to which project stakeholders use project outputs.
- Extent to which national/local institutions demonstrate leadership, commitment, and technical capacity to maintain/implement the benefits of the project.
- Extent to which the project contributed to strengthening national/local ownership, leadership, commitment, and technical capacity.

7.1.5 Lessons learned and good practices for future application

- What are the lessons learned from the implementation?
- How these lessons should be assessed/ benefitted in the formulation and implementation of a new phase?
- Are there good practices to be replicated both nationally and globally?
- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?

Indicators:

- Stakeholder's and ILOs views on lessons learned, recommendations for future interventions and their replicability

- Extent to which lessons learned were captured
- Project staff and stakeholders views on good practices and lessons learned.
- Evidence of dissemination of good practices through innovative communication tools.

Project performance scoring rubric

The evaluator’s assessment of project performance in relation to the five evaluation criteria (relevance, effectiveness, efficiency including management, sustainability, and road to impact) was based on the available evidence for each of the **indicators** for the evaluation questions and sub-questions as outlined in the Inception Report (chapter 3.3).

To summarize the resulting overall assessment, the team used the following **scoring rubric**, which is a slightly modified version of the rubric suggested in the evaluation terms of reference.

Rating	Performance description	Application using evaluation question indicators
Excellent (Always)	Performance is clearly very strong or exemplary in relation to the evaluation question/domain. No gaps or weaknesses were identified.	Measures for all indicators relating to the respective evaluation question and sub-questions are “yes/positive”.
Very good (Almost always)	Overall strong, but not exemplary performance on virtually all aspects of the evaluation question/domain. Weaknesses are not significant and are managed effectively.	Measures for most indicators relating to the respective evaluation question and sub-questions are “yes/positive” and no indicator is rated as ‘no/negative’.
Good (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/domain. No significant gaps or weaknesses, and less significant gaps or weaknesses are mostly managed effectively.	At least one indicator is measured as ‘yes/positive’; and most indicators are rated as either ‘yes/positive’ or ‘mixed’. Not more than one indicator per evaluation question is rated ‘no/negative’.
Adequate (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question. There are some serious but non fatal gaps/weaknesses. Meets minimum expectations/requirements as far as can be determined.	Measures for most indicators relating to the respective evaluation question and sub-questions are ‘mixed’, and no indicator is measured with a clear ‘yes/positive’.
Poor (Never or occasionally with clear weaknesses evident)	Performance is unacceptably weak in relation to the evaluation question/domain. Serious and widespread weaknesses on crucial aspects. Does not meet minimum expectations/requirements.	Measures for most indicators relating to the respective evaluation question and sub-questions are ‘no/negative’.
Insufficient evidence	Evidence unavailable or of insufficient quality to determine performance.	NA

8. Appendix III: Evaluation Matrix

Lines of Inquiry/Methods	Document Review	Stakeholder consultations				
		ILO Ankara staff	Donor	iŞKUR (key stakeholder)	WWHR and other partners	beneficiaries
Evaluation Questions						
Relevance & Project's fit with the context						
How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?	X	X	X	X	X	X
Is there a fit between the project design and the direct beneficiaries' needs?	X	X	X	X	X	X
How well does it complement other ILO projects in the country and/or other donors' activities?	X	X	X	X	X	X
Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?	X	X	X	X	X	X
Appropriateness of the project design						
Is intervention logic coherent and realistic to achieve the planned outcomes?	X	X	X	X	X	
Are the activities supporting objectives (strategies)?	X	X	X	X	X	
Are indicators useful to measure progress?	X	X	X			
Effectiveness						
What have been the major results/accomplishment of the projects?	X	X	X	X	X	X
To what extent have the project objectives been achieved?	X	X	X	X	X	X
What have been the intended and/or unintended results?	X	X	X	X		
What were the major factors influencing the achievement or non-achievement of the objectives?	X	X	X	X	X	
Were the activities and outputs of the projects consistent with their overall objectives and has the quality of these outputs been satisfactory?	X	X	X	X	X	
Have there been any successes, innovations?	X	X	X	X	X	
Efficiency						
Given the resources available (time, expertise, funds, knowledge and know-how), how economically have been the inputs turned into the outputs?	X	X	X	X	X	
Sustainability and impact potential						
Are the results achieved likely to continue after the end of the project?	X	X	X	X	X	X
Are they likely to produce longer term effects?	X	X	X	X	X	X
What action might be needed to bolster the longer term effects?	X	X	X	X	X	X
How the project envisages achievement of solutions for sustainable results?	X	X	X	X	X	X
Lessons learned and good practices for future application						
What are the lessons learned from the implementation?	X	X	X	X	X	X
How these lessons should be assessed/ benefitted in the formulation and implementation of a new phase?	X	X	X	X	X	X

Are there good practices to be replicated both nationally and globally?	x	x	x	x	x	x
Is the project successful in terms of advocating and promoting good practices through innovative communication tools?	x	x	x	x	x	x

9. Appendix IV: Exemplary interview protocol

For Project Partners: Government Agencies/ Institutions

Thank you for making time to see us. ILO contracted myself to conduct the final evaluation of the project “More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey”. An important part of this evaluation is to seek the views of project partners on the overall project relevance, effectiveness, potential sustainability of results, as well as in view of forward looking recommendations. The interview will last approximately 30 to 60 minutes. Please be assured that what you say is being treated confidentially, that means in the evaluation report we do not attribute specific views or opinions to individuals. If we use direct quotes we only do so in anonymized form, and only if they cannot be easily attributed to a particular informant.

Background

- 1) Please very briefly describe since when and in what capacity/ with what responsibilities you have been involved in the project.

Relevance

- 2) To what extent was the project aligned with explicit priorities and needs of your agency/institution?
- 3) In your view, how well was ILO positioned to manage this kind of project? (E.g. in view of their sector experience and expertise, reputation, influence)

Effectiveness

- 4) What positive changes has the project contributed to?
 - As regards strengthening relevant legal and policy frameworks and related to women’s inclusion to the labour market?
 - As regards enhancing the capacity of your agency/institution? (Please specify what capacities and how)
 - The capacities of other duty bearers or rights holders and/or their interaction/communication
 - Other changes?
- 5) How satisfied are you with the results of the project to date? Please describe what else could or should have been achieved.
- 6) What, if any, contextual influences (e.g. political, economic, social situation) have influenced the work of the project as well as your own efforts in this area?
- 7) To what extent were relevant actors and stakeholders included in ILO programming and implementation, including in policy advocacy processes?

Efficiency/Management

- 8) What, if any, strengths and weaknesses related to project management did you notice? (E.g. related to the type, format and frequency of reporting; or the clarity and appropriateness of guidance provided by ILO.

Sustainability

- 9) Looking ahead, which of the achievements made to date are likely to be sustained or expanded without further external support? Which will require further support?
- 10) What do you consider the key factors likely to support or hinder the sustainability of results?

Road to Impact

- 11) The project was aiming to contribute to the longer-term goal of eliminating gender-based discrimination in the labour markets. Looking beyond the work of individual actors, how far or close do you feel Turkey currently is from that goal? What are the main bottlenecks/obstacles to achieving this goal? Where, in your view, has most progress been made?
- 12) What remains to be done? What should be priorities for future action?

Other

- 13) Do you have any other observations or comments that you would like to share with us?

Thank you very much for your cooperation!

10. Appendix V: List of consulted stakeholders

Altındağ Municipality

Emra GÜLEN

Ankara University

Emel MEMİŞ, Expert and trainer

Bursa Business Women Association

İpek YALÇIN, Chair of Association

Confederation of Progressive Trade Unions of Turkey

Ekin SARI, Member of National Technical Team

International Labour Organization Office in Ankara

Ebru Özberk ANLI, Project Team

Özge BERBER, Evaluation Manager

Numan ÖZCAN, Director

İŞKUR staff (Ankara, Bursa, Istanbul, Konya)

Şükrü BAKAÇ, Chief of Unit

Günay BÖLÜKOĞLU, Deputy Province Director

Ahmet CANIMOVA, Deputy Province Director

Mehmet ERCAN, Konya

Sevide ERKMEN, Ankara

Vahap FIRAT, Chief of Unit

Çiğdem HANIM, Ankara

Sinem Deniz İNCESU, Job Counsellor

Meryem MOLLAOĞLU, Job Counsellor

Burcu TÜRK , Job Counsellor

Feyzullah Eren TÜRKMEN, İŞKUR Province Director

Yunus YELMEN, Province Director

“I support Equality” seminars experts

Nigar KARACIK, Gender Expert

National Technical Team for Action plan on Women’s Employment

Hicran ATATANIR, Member, representative of Social Security Institution

SIDA/Embassy of Sweden in Ankara

Tomas BERGENHOLTZ

Selin YAŞAMIŞ

Women entrepreneurs

Özge ÖZİL

Belgin BÜBER

Şeyda Özdemir SIVAS

Begüm ÜNVER

Mensure LAÇIN

(and many others (in total some 20 women entrepreneurs were present at the group discussion in Ankara)

Women's Human Rights and New Ways Association

Zelal AYMAN

Duygu ŞAHİN

Zeycan KARATAŞ, Trainee, women entrepreneur

Project Experts

Nurcihan TEMUR, author of Monitoring Report

11. Appendix VI: List of documents reviewed

List of reviewed documents

“At work, at home, everywhere we are equal, we are together – Impact Assessment and Monitoring Report”; International Labour Organization (ILO), Sweden, and Turkish Employment Agency (IŞKUR), March 2018.

“İstatistiklerle Kadın” (Statistics on Women); Türkiye İstatistik Kurumu, Haber Bülteni; 06 March 2018.

“More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey – Women’s Employment Action Plan”; International Labour Organization (ILO), Sweden, and Turkish Employment Agency (IŞKUR); 21 October 2015.

“More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey”; Independent mid-term evaluation; International Labour Organization (ILO) and SIDA; 2016.

“More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey - Women’s Employment Action Plan Monitoring Meeting”; International Labour Organization (ILO), Sweden, and Turkish Employment Agency (IŞKUR); 09 February 2018.

“Project Proposal to the Swedish International Development Agency SIDA: More and Better Jobs for Women: Women’s Empowerment through Decent Work in Turkey”; International Labour Organization (ILO) and Turkish Employment Agency (IŞKUR); 31 May 2013 (updated 05 July 2013).

“United Nations Development Cooperation Strategy Turkey 2016-2020”; 2016.

“Women’s Human Rights Training Program - Fieldwork Report for Interim Evaluation”; International Labour Organization (ILO) and Development Analytics; 2016.

Various print materials and materials available at the project website

Project Progress Reports

“First Annual Technical Cooperation Progress Report (TCPR)”; International Labour Organization (ILO); 30.04.2014.

“Second Annual Technical Cooperation Progress Report (TCPR)”; International Labour Organization (ILO); 30.04.2015.

“Third Annual Technical Cooperation Progress Report (TCPR)”; International Labour Organization (ILO); 27.06.2016.

“Fourth Annual Technical Cooperation Progress Report (TCPR)”; International Labour Organization (ILO); 14.07.2017.

“Fifth Annual Technical Cooperation Progress Report (TCPR)”; International Labour Organization (ILO); 2018. [draft]

Training Reports

“Training of Trainers programme: Gender Equality in the Public Employment Services, Final Report”; International Labour Organization (ILO); 11-15.09.2017. Author: Valli Corbanse

“Training Package – GM Tools”. Author: Silke Steinhilber

Training Package – PES Gender”. Author: Silke Steinhilber

12. Appendix VII Overview of Results

Outcomes and Outputs	Strategy	Indicator of Achievement	Achievement of Results	Comments
<p>Outcome 1: Employment policies benefiting women developed and implemented within the framework of decent work and gender equality.</p>		NAP for Women adopted by İŞKUR	Achieved. NAP adopted and in place between May 2016 and 2018	NAP was extended beyond May 2018
<p>OP 1.1: National Action Plan for Women’s Employment and Gender Equality (NAP for Women) prepared</p>	Providing technical support and policy advice through training programmes and facilitating collaboration between different agencies and facilitating drafting the NAP for women.	Existence of NAP for Women	Achieved. Also: Gender Equality Monitoring and Evaluation Commission at İSKUR was established.	The process leading to the NAP was inclusive and contributed to establishment of more consultative culture between İSKUR and non-state stakeholders.
<p>OP 1.2: Better functioning of İŞKUR offices and local authorities ensured and institutional capacities of relevant public institutions increased and supported in terms of gender sensitive</p>	Training programmes for İŞKUR and local employment institutions, study visits for İSKUR staff and gender sensitive M&E mechanism will be improved.	Training programmes, guidelines and study visits delivered to İŞKUR (200 staff) and PEVTBs (50 staff)	Achieved. More than 600 İŞKUR HQ staff, job counsellors and gender focal points from 81 provinces were	ILO managed through cascading of its training to reach out to many more İSKUR staff than originally planned for.

policy making and enhancing women's employment		Two study visits were organized to EU countries.	trained. A team of 20 trainers was established and training materials developed. Study tours were held.	
Outcome 2: Employability of women increased and unemployed women enter the labour market through effective job counselling and active labour market policies (ALMPs)		31.7% of women benefited from job placement by İSKUR	Achieved partially.	
OP 2.1: Gender responsive ALMPs specifically for women designed, strengthened and implemented by İŞKUR in the project provinces	Preparing a Labour Market Assessment for Women's Employment, facilitating the development of training modules on gender equality and labour standards, and delivering gender sensitive vocational training programmes.	Gender sensitive labour market analyses and local programmes for VET courses prepared and adopted; 200 women benefited from Start & Improve Your Business programme; 2,000 women take part in vocational training organized by İŞKUR.	Achieved partially Re: reports of Labour Market Analysis from Gender Equality Perspective were prepared. 100%. Re: entrepreneurship component, 400 women took part, of these 28 received a grant of 2000 USD and 10% have started their businesses. Re: vocational trainings by İSKUR, these have not taken place due to lack of will of İSKUR to	

			cooperate with WWHR NGO.	
OP 2.2: Targeted unemployed women who benefited from gender responsive ALMPs remained in the labour market.	Equipping women with basic skills life training, providing regular job counseling, ensuring the placement of women and monitoring the employment status.	2000 women benefit from training 10,000 women received gender sensitive job counseling	Achieved partially. 827 women trained in WWHR courses. The number of women receiving gender sensitive job counselling by ISKUR was estimated at 10,000.	The number of trained women by WWHR is significantly lower than envisaged. This is due to the difficulties of establishing cooperation between WWHR and ISKUR and initial delays in management of the ensuing situation by ILO.
Outcome 3: ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards		Training on gender equality and labour standards is integrated into VETs	Achieved.	
OP 3.1: Technical capacity of national and local experts on gender equality and labour standards increased and mobile teams of trainers established who will provide the training on women's human rights and rights at work to the participants of VETs and working women and men	In the scope of the training of trainers activity, a team of expert trainers will be formed who will travel and deliver the training seminars on gender and labour standards for trainers as part of VETs. Training tools which can be used in other provinces will be developed.	Existence of mobile teams of trainers on women's human rights and rights at work Development and delivery of two training seminars on women's human rights and rights at work	Achieved. Mobile training teams established at seven partner municipalities. Training seminars were developed and delivered.	Two municipalities entered into contract with WWHR to ensure the continuation of the trainings.

<p>OP 3.2: Awareness on gender equality and labour standards raised through training programmes and promotional activities.</p>	<p>Delivery of training seminars on gender and labour standards by trained trainers, launching local campaigns on women's employment, raising public awareness through printed as well as visual means and a closing conference.</p>	<p>3250 women and men benefitting from gender equality and rights at work training programmes</p>	<p>Achieved partially. 827 women (out of targeted 2000 women) and 2000 working women and men (targeted 1250 working women and men) benefited from gender equality and rights at work training programmes.</p> <p>Website and social media updates were regular and of high quality overall.</p>	
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13. Appendix VIII. Lessons Learned templates

ILO Lesson Learned Template

Project Title: *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*
Project TC/SYMBOL: TUR1302SID

Name of Evaluator: Dr. Blanka Bellak

Date: June 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Supporting the emergence of an open space for the exchange of views between state and non-state actors or facilitating its continuation requires time and effort that need to be accordingly factored into the design of ILO and its partners interventions.</p>
<p>Context and any related preconditions</p>	<p>The interventions in Turkey have taken place in a context marked by under-developed or even tense relations between some of the key stakeholders and beneficiaries. Space for respectful and constructive exchange of opinions and deliberations among various stakeholders about state of affairs and future interventions is a necessary precondition for social cohesion and improved quality of interventions. It requires investments into rapport (relationship) with the respective stakeholders at both institutional and personal level, deliberate (conscious and intentional) design, communication and diplomatic skills.</p>

Targeted users / Beneficiaries	ILO (as primary user), all stakeholders (secondary)
Challenges /negative lessons - Causal factors	In the context of the evaluated project, the increasing centralization of decision-making in Turkey has challenged the ability of ILO to co-create or nurture existing spaces for dialogue among various stakeholders.
Success / Positive Issues - Causal factors	ILO has (on the balance, depending to a large extent on the attitude, knowledge and skills of the project manager) made extremely positive use of the existing resources.
ILO Administrative Issues (staff, resources, design, implementation)	Resources (know-how on purposeful design of dialogue, time, resources for the implementation of the dialogue process, dialogue skills on part of ILO staff and if need further capacity development of dialogue skills for all relevant stakeholders) are needed for successful implementation of future ILO intervention/s.

ILO Lesson Learned Template

Project Title: *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*
Project TC/SYMBOL: **TUR1302SID**

Name of Evaluator: **Blanka Bellak**

Date: **June 2018**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element

Text

<p>Brief description of lesson learned (link to specific action or task)</p>	<p>ILO should outline sufficiently clear cooperation arrangements in the design phase of the project and keep updating and adapting these periodically as the context of the intervention requires/allows. This call for more clear cooperation arrangements should not be interpreted and implemented in a way that diminishes flexibility and adaptability of the project interventions to the evolving context.</p>
<p>Context and any related preconditions</p>	<p>This lesson learned can be generalized to all contexts.</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>ILO found a viable alternative, however at the cost of significant delays in project implementation. A more pro-active and timely assessment and follow-up on the ensuing issue of non-cooperation between ISKUR and one of the civil society partners were warranted.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>ILO was able to find a viable alternative that was accepted by donor and reached the intended beneficiaries.</p>

ILO Administrative Issues (staff, resources, design, implementation)	ILO staff or experts designing project need to keep this in mind early on and revisit regularly as part of the overall project cycle management.
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ILO Lesson Learned Template

Project Title: *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*
Project TC/SYMBOL: **TUR1302SID**

Name of Evaluator: **Blanka Bellak**

Date: **June 2018**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Flexibility in project implementation allowed project partners to assume ownership and leadership for results achievement, while requiring additional management and coordination resources from ILO project team.

Context and any related preconditions	This lesson learned is generally applicable.
Targeted users / Beneficiaries	ILO
Challenges /negative lessons - Causal factors	Were not identified.
Success / Positive Issues - Causal factors	Willingness and ability to adapt to the evolving context were a necessary precondition for ensuring that ILO's and its partners' interventions can yield the best results in a given context.
ILO Administrative Issues (staff, resources, design, implementation)	This aspect should be reflected accordingly in the management structure and resources of a potential new project. See also Lesson Learned 1.

ILO Lesson Learned Template

Project Title: *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*
Project TC/SYMBOL: **TUR1302SID**

Name of Evaluator: Blanka Bellak

Date: June 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Efforts aiming to support the process of capacity development need to be tailored to the respective stakeholders, and employ a variety of complementary strategies. Capacity development requires time and needs to be embedded in sensitive organizational development.
Context and any related preconditions	ILO's interventions in Turkey cannot be sustained without further investments into the capacity development of the direct beneficiaries that goes beyond the empowerment of individuals with specific expert profiles.
Targeted users / Beneficiaries	ILO (primary), direct beneficiaries (secondary)

<p>Challenges /negative lessons - Causal factors</p>	<p>Training on technical aspects of labour market policies alone cannot address underlying issues of performance, lack of clarity with respect to objectives of actions and issues and challenges connected with the coordination and alignment of perspective of various stakeholders.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>ILO has been able to train a significant number of relevant individuals/professionals.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Additional resources (change management, perspectives alignment, navigation in complex, ambiguous environments) for the project team (partly in-house and partly external expertise), corresponding financial resources and implementation time.</p>