



International Labour Organization

iTrack

Evaluation

# 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

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## Abbreviations/Acronyms

ALMP	Active Labour Market Policy
EMP/CEPOL	Country Employment Policy Unit
GDSS	General Directorate of Social Services
HREP	Human Rights Education Program for Women
ILO	International Labour Organization
İŞKUR	Turkey Employment Agency
ITC-ILO	International Training Centre of the ILO
KOSGEB	Small and Medium Enterprises Development Organization
LFA	Logical Framework Analysis
MoLSS	Ministry of Labour and Social Security
MTE	Mid Term Evaluation
NAP	National Action Plan for Women Employment
NPC	National Project Coordinator
NTT	National Technical Team
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OIZs	Organized Industrial Zones
PARDEV	Partnerships and Field Support Department
PES	Public Employment Services
PEVTB	Provincial Employment and Vocational Training Board
RF	Results Framework
Sida	Swedish International Development Cooperation Agency
TAT	Technical Advisory Team
TCPR	Technical Cooperation Progress Reports
TOBB	Union of Chambers and Commodity Exchanges of Turkey
ToR	Terms of Reference
ToT	Training of Trainers
TURKSTAT	Turkish Statistical Agency
UN	United Nations

UNDCST

United Nations Development Cooperation Strategy Turkey

WWHR – New Ways

Women for Women's Human Rights – New Ways

## Acknowledgements

I wish to give my sincere thanks to all who participated and contributed to this Mid Term Evaluation. The ILO Project staff and the ILO officials in Turkey were generous in sharing all the information the Evaluator asked for. They have assisted the process throughout the process and ensured that the field visits in the four provinces ran smoothly - for which I am very thankful and which made the work in Turkey so enjoyable. Special thanks go to the Evaluation Manager who patiently communicated with the evaluator sending written comments on the draft back and forth.

Gratitude is extended to all stakeholders and partners who participated and answered questions, explained issues and discussed with the evaluator in meetings and focus groups discussions.

Lotta Nycander

Independent evaluator

## Executive summary

This is the report of the Mid-Term Evaluation (MTE) of the ILO technical cooperation project entitled ***More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*** - a three-years Project launched in March 2013. The overall objective is to contribute to women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour market policies interventions and enhancing awareness on gender equality, women's human rights and rights at work.

### *About the project*

The **Project is aiming** to contribute to the development of employment policies that benefit women and which are to be implemented within the framework of decent work and gender equality. It shall also strive to increase employability of women and unemployed women who are entering the labour market - through effective job counselling and active labour market policies. Finally, it intends to contribute to the integration of ILO's rights-based approach into existing vocational training programmes, and raising awareness on gender equality and labour standards. The Project's **results framework foresees that six outputs** shall be "produced" that, in turn, will reach the above-mentioned outcomes – all of which are detailed in this report.

### *About the evaluation*

The **purposes** of this MTE are to determine if the project has made progress towards its stated objectives and outcomes and explain the reasons for why/why not. It should also provide recommendations on project improvements and further action; and where necessary, identify the possible need to refine strategy.

The **scope** of the evaluation was to assess the Project's implementation from the start, covering all four provinces where it operates i.e. Ankara, Bursa, Konya and Istanbul. The stakeholders, who also are the evaluation's clients, are: ILO management in the country office including the project staff; Tripartite constituents and key partner organisations; Development partner/donor agency (the Embassy of Sweden/Sida); and the unemployed women - who are the ultimate and indirect beneficiaries of the project. The evaluation mission in Turkey took place during the latter half of October 2015.

The evaluation **criteria** applied were relevance, effectiveness, efficiency, impact potential and sustainability, as well as validity of project design. Gender equality and integration of gender concerns were dealt with as a crosscutting issue in the overall process.

The objectives of the evaluation were translated into relevant and specific key questions (the actual **evaluation instrument**) which were linked to the five evaluation criteria to enable the development of the methodology, as well as the assessment and use of the five evaluation criteria, mentioned above (examples of questions posed and the whole methodology are detailed in section 2.2, and methodological issues are also found in Annex VI).

**Qualitative methods** (for both qualitative and quantitative data) were used - the latter provided through secondary sources, mostly provided by ILO but also by other Project stakeholders.

The evaluator collected data and information from **multiple sources** through a comprehensive document review including studying the Project Document and the Project results framework. The sources of the information and data were many and include (but are not limited to) national policy documents, UN, EU and Sida policy documents, ILO Project Document, Progress Reports and annual reports, other technical reports, action plans and strategic documents of the implementing partner organisation, and financial reports/documents.

The other methods included a visit to Turkey, including Ankara, Istanbul, Bursa and Konya provinces between 19th – 28th October 2015 in which in-depth interviews were done and visits to the Project operational areas, including observations, interviews and discussions and a validation meeting presenting the preliminary findings. E-mail correspondence was also used to gather data and a visit to ILO Headquarters in Geneva for a brief discussion with two officials about the Project. Methodological triangulation/cross-checking of information has been applied in the analysis as much as possible to increase the credibility and validity of the results and to minimise any bias. The evaluation process was as participatory as possible in all its aspects enabling key informants to provide and share information, data and views through discussions and interviews.

The evaluator has been mindful of ethical norms and standards in gathering information and in the analysis of the data, as well as in the reporting. The evaluation has complied with ILO/UN norms and standards, and code of conduct as spelled out in UNEG's ethical Guidelines for UN evaluations. OECD-DAC's quality guidelines for evaluations have also been adhered to, along with the ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2nd ed. July 2013) have guided the evaluation, as well as the ILO Guide for Inception reports.

### *Findings*

The following are the **key** findings of the Mid-Term Evaluation:

#### Validity of project design

The results framework of the Project is basically sound with only a few inconsistencies found. The Project Document lacked a one-page LFA matrix which, if such had been included it could have visualised the results chain not only for the evaluator but for the project staff and key stakeholders

#### National Action Plan on Women's Employment

The work on the draft NAP has been relevant and effective and is the result of significant involvement by members of the NTT, supported by ILO and Project support. Once the final NAP has been approved, it will be funded through İŞKUR's own funds, thus there is no need for endorsement by other than İŞKUR Director General. Monitoring of how the plan is implemented and what resources in fact are used for the NAP purpose will be crucial.

#### Improving the work and functioning of İŞKUR (Turkey employment agency) offices

The work related to İŞKUR and improving the work and functioning of İŞKUR offices and local authorities (Output 1.2) is relevant and credit is given to the Project for its efforts. Several components have not been effective and have met with obstacles and delays. Delays in start-up of the training programme, particularly, have seriously affected the Project. They were almost exclusively caused by factors outside of the control of the ILO Project and point to the need for a no-cost extension beyond June 2016 - as there not only needs to be sufficient time for the training as such, but also for the follow up and monitoring on how learning of participants is impacting on their work.

#### Gender responsive active labour market policies

The work intended to contribute to output 2.1, namely gender responsive active labour market policies has been relevant, and effective - and is important as it attempts to improve the instruments used to gather information through integration of gender oriented elements. The qualitative labour market study, which should point to new ways for İŞKUR to gather gender-oriented information and provide better support to unemployed women, was undertaken in two out of the four pilot provinces.

#### Technical capacity of national and local experts on gender equality

The Project manager has recently informed the MTE that in the third quarter of 2015, and after the MTE field visit, highly productive meetings were held with municipalities in four provinces - a very good achievement. It was confirmed that training activities (including training of beneficiaries) certainly would commence early in 2016.

Nevertheless, the work contributing to the third outcome is seriously delayed, namely the training and capacity building programme for the ultimate beneficiaries, which is still a concern of the MTE. It seemed there is little chance that this it can be completed and followed-up before the end of the Project in June 2016 (see a further separate discussion on this in section 4.4.1 Training Programme). An extension of the Project in time should be applied for and be granted by the donor for at least 6-8 months.

#### Communication and promotional activities

This output is well under way as regards the promotional activities.

#### Women for Women's Human Rights (WWHR) as service provider in municipalities in the four provinces

WWHR has been commissioned to work out a model on human rights and gender equality components to add to vocational training courses initiated through İŞKUR in different occupational fields. The MTE has assessed that addressing the training programme implementation and solving the differences cropping up that were confirmed in June and even before, has taken too long a time, and has affected the project's momentum in reaching the outcomes in an efficient way. It is imperative that all efforts are made to ensure that there are no administrative obstacles (regarding the Agreements) and assist and monitor to find new VET platforms on which to build the training on human rights and gender equality.

#### Information sharing between national and provincial levels

The Project has confirmed that the National Technical Team (NTT) members are regularly informed about the project progress and are provided with updates. It is also understood that there is no structural relationship or direct link between NAP and provincial level activities in the project design and that the NTT members are responsible for the information sharing and consultations with their local branches/unit, and in seeking inputs while drafting the NAP. However, linkages between national and provincial levels regarding the project activities seemed a bit weak and gave the impression of the implementation of two different projects with little connection in between the project "pillars", or components.

### *Project relevance*

Relevance is here understood as relating to the extent to which the Project's activities and objectives are in line with the priorities and policies of the country/stakeholders and (direct, indirect, ultimate) beneficiaries, as well as the ILO itself and the development partner. It was found that the Project and all of its planned/intended outcomes are highly relevant.

### *Project effectiveness*

Effectiveness is understood as relating to the extent to which activity/strategies reach or contribute to meeting the stated objectives. *It was found that the activities under Outcome 1 (National Action Plan on Women's Employment/NAP) have been quite effective in terms of developing the actual NAP, which came about through good cooperation between members of the NTT. At the time of the evaluation mission, İŞKUR had not yet given the Project its comments on the plan. Once implementation of the plan is set in motion, effectiveness should once again be assessed – perhaps at the time of the Project's final evaluation.*

In view of the delays that were apparent in the area of *capacity development and training* (Job Counsellors and beneficiaries) this evaluation criteria can obviously not be applied yet. Regarding Outcome 3, activities and strategies were found to have reached a good level of effectiveness, and the project has for instance established important communication channels and spread the Project's messages to the public in diverse ways.

### *Project efficiency*

Efficiency is here understood as a measurement of the outputs (qualitative and quantitative) in relation to the inputs. It is applied to assess/determine whether the least costly resources possible were used to reach the intended results. The level of efficiency is not easy to determine at this stage. The budget delivery of the project was only about 29% - due to delays of e.g. the training programme component, but this is expected to increase once it takes off.

### *Sustainability*

Sustainability is here understood as the benefits of the activities, or benefits that are likely to continue after donor funding has been withdrawn. At Mid Term it was obviously too early to detect any sustainability since the Project had not yet moved into a number of key activity areas at the time of the evaluation. However, it is one of the most important aspects. If the NAP for Women Employment actually is implemented in a serious way as intended, with resources allocated for the tasks – there is likelihood of sustainability in the sense that İŞKUR may institutionalise initiatives that are gender-responsive, enabling/allowing more unemployed women to find jobs through for instance the application of modified survey instruments now including gender responsive questionnaires. Regarding to trainees in the up-coming project-initiated training program (beneficiaries), it is expected that training will not just be one-time events and the Project/stakeholders will follow up and monitor their post-training status and their job situation, and perhaps their knowledge/attitudes in some way.

A joint evaluation exercise may be beneficial to increased ownership and change of attitudes which in turn may have effects on sustainable systems and establishing procedures and services e.g. the new ways to undertake labour market studies, or improved systems of job counselling that in turn may have an effect on empowering women job seekers.

### *Impact potential*

Potential impact is here understood as the potential positive and negative changes that may result from the Project's interventions, directly or indirectly, intended or unintended. It is not likely that one single activity area in isolation will lead to any impact once the Project has been fully implemented. However, combined they may generate positive changes that, for instance, enable and/or empower more women to claim their rights in accessing decent work, as well as affordable and quality day care centres for their children, or better care for the elderly – the latter which are areas belonging to women's traditional reproductive roles and responsibilities, and that are found to pose as hindrances for women to seek, access and maintain jobs.

### *Lesson learnt*

The cooperation with WWHR, for the purpose of training on the integration of human rights and gender equality in vocational training for the beneficiaries, is mentioned in the Project Document. The donor agency and İŞKUR endorsed this steering document and the Project's intentions were known and agreed upon by the parties. However, for some reason the cooperation and role of WWHR was not mentioned in the Protocol signed by ILO and İŞKUR, which it probably should have been although it may not have played any role. Neither the ILO, nor the donor agency, anticipated any risk with the arrangement and ILO office in Turkey has good experience from a Project that had a similar arrangement with WWHR working with İŞKUR, but at a much smaller scale, in the implementation of a short technical cooperation project that ended in 2010.

Thus it was unexpected that İŞKUR decided to not be involved with WWHR. The Embassy of Sweden/Sida provides funds to WWHR, and has expressed that it would rather see that the Project works with WWHR than other



organisations but has not posed any condition or made any objection should ILO choose another partner for these activities. As situations like the one that arose can be a real killer factor in a project's strive to achieve its goals and targets in a relatively short time span - the lesson here is that ILO should be even more mindful when out-sourcing large programme and budget components to one single implementing organisation.

### **Recommendations**

The following are the evaluation's recommendations:

1. The Project management and its tripartite constituents should ensure that a final National Action Plan on Women's Employment (NAP) is produced and submitted to İŞKUR (Turkey Employment Agency) by the first quarter of 2016 followed by training and monitoring to ensure at least the start-up of its actual implementation and that allocation of human and financial resources for specified tasks are made.
2. Because of the delays of certain key activities the ILO Country Office should in good time before the end of the first quarter in 2016 officially request Sida/Embassy of Sweden to approve a no-cost extension of the Project beyond June 2016.
3. The Project management should engage itself even more with completing a quality Review of Public Employment Services that meets the requirements of both ILO and İSKUR, preferably together with the consultant who produced it, and if needed, with more technical support from EMPLOI/CEPOL department, ILO HQs. Discussions should be held with ILO colleagues in Ankara and at EMPLOI/CEPOL, ILO HQs to reach a decision on how to deal with this review to meet the quality standards of both ILO and İSKUR. Because of the importance of the research subject and in view of the Project's aim to contribute to an improved functioning of İSKUR's services. This discussion should also consider options to outsource a revision of parts of the study – even if this requires that fresh data be collected. (Note: It should be noted that at the time of finalising this report, discussions have already been held<sup>1</sup>).
4. Shortly after the evaluator's visit in Turkey, municipalities' TVET courses were identified (replacing İŞKUR) to serve as new platforms for the Project's training and capacity building programme on human rights and gender equality. A) The Project management and Country Office should make all efforts to ensure that there are no administrative obstacles (regarding the Agreements) for the training to take off. B) They should also closely monitor the implementation, and ensure that a realistic plan is in place to follow-up training to determine any impact (this could be used as a self-evaluation to be done jointly with NTT). If the Project cannot move on this by the first quarter of 2016, ILO should cancel the Agreement and a call for fresh bids should be made.
5. Regarding its work on media, communication, knowledge products and promotional activities - the ILO country office and Headquarters, as well as the development partner (donor) should be mindful that the Project is able to express its messages freely to the public and that political interests do not impact on the activities that have been agreed upon.
6. The Project management should make more efforts to increase ownership of the Project among its stakeholders, through the National Technical Team and the provincial project stakeholders. The various "pillars" at national and provincial levels needs to be more connected, e.g. through more sharing of documents and better communication; more joint field trips to implementation areas, more efforts to engage the stakeholders in the whole project and e.g. joint internal evaluations.
7. The Country Office should be mindful about the suitability of officials participating in study visits to other countries. If undertaken in a Project environment, these comparatively costly activities should not just be seen as learning exercises, but should clearly aim at producing results in terms of improvements and changes in institutions in home countries. Thus, it is sound practice that the organisation that invites government officials to such visits asks them to document what follow-up actions they will carry out in their organisations upon their return.
8. The Project management should develop (or use existing ILO formats) in the monitoring tools/formats and some system to keep track of the project related activities in Ankara, Konya, Istanbul and Bursa – this is important in particular once the training programmes gets under way and to be able to present sufficient and reliable gender disaggregated data and information for the use of indicators of performance/achievement. This will be beneficial when consolidating its achievements at the end of the Project as well as to be accountable and facilitate the work of the Final Evaluation.

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<sup>1</sup> Source: Project staff and evaluation manager.

9. The ILO Country Office/Technical Unit should request the Project to report more frequently than once a year.
10. The Technical Unit/Country Office and ILO Headquarters (Procurement unit) should in the future ensure that large capacity development components of a Project are not commissioned to only one implementation partner, in particular not when the cost constitutes a large part of the Project's total budget.
11. Even if the Project is extended in time beyond June 2016, the Project management, with its partners/stakeholders, should keep the subject of sustainability in focus in its discussions with the stakeholders, which involves not only İŞKUR but also the other actors/organisations that took part in developing the NAP. The Project should initiate the planning for a Closing Conference early in 2016, with key results and challenges to be brought to the relevant audience/public for discussions. The event that will also be the platform to present the exit strategy that elaborates the sustainability of the impact of the project activities. The results of all capacity developing activities including monitoring of its impact on systems and procedures, as well as changing attitudes within institutions should be documented and shared.

# 1 Introduction

This is the draft report of the Mid-Term Evaluation (MTE) of the technical cooperation project entitled *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey* (herein referred to as the Project) implemented by the International Labour Organisation (ILO) in close cooperation with its partner organisation national employment agency, İŞKUR. An inception report was submitted to ILO in October, prior to the consultant's visit to Turkey, giving an account of the evaluation methodology to be applied.

## 1.1 Project background

The *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey* is a three-year Project, launched in March 2013. It addresses issues of unemployment of women in the country, which in the Project Document are described as "chronic" and existing despite economic growth in the country. Gender-based segregations in the labour market and the lack of awareness on gender equality and labour standards are related aspects that the Project is addressing.

ILO is the implementing agency, receiving funds from the Embassy of Sweden (EoS), through the Swedish International Development Cooperation Agency (Sida) in the amount of USD 3,446,824<sup>2</sup>. The Project is currently implementing its second phase, until its closure in July 2016. The national implementing agency is İŞKUR, the National Employment Agency, under the Ministry of Labour and Social Security, while the Provincial Directorates are the implementing organisations for the outputs related to employment at local level.

The Project is in operation in four provinces, namely in Ankara (where it is also based within the ILO country office) - Bursa, Konya and Istanbul. The project team consists of a Project Coordinator, a Communication Assistant and a Finance/Administration Assistant - all of whom are based in Ankara - and a Field Focal Point who is based in Istanbul within the offices of İŞKUR, where he works closely with the Project's Focal Point and Provincial Director and Deputy Director in Istanbul İŞKUR Office. He and Project Coordinator visit Konya and Bursa approximately every three months where his contacts mainly are with the project focal points within İŞKUR and PEVBs.

## 1.2 Context

Turkey has one of the lowest rates of female labour force participation among OECD countries, 30.8%, while the male labour participation rate of 71.5%, which is nearer to the average for men. The problem statements in the Project Document, to be addressed by this project, reveal that despite the low levels of women's labour force participation rates, nation-wide policies and programmes to enhance women's employment do not exist (therefore the Project Outcome 1 has been developed).

Active labour market policies do not fully incorporate gender sensitive labour market analysis and thus revision of vocational training seminars from a gender perspective is needed to create a sustainable increase in women's employment (therefore Project Outcome 2 was developed). İŞKUR does not have the capacity to carry out training programmes on gender and labour standards that are of crucial importance for empowerment of women (therefore Project Outcome 3 was developed). This Project has been developed in the realisation that to have more sustainable development in the country, it is crucial that the female labour force participation rate is increased and that women are able to access more and better jobs and opportunities.

## 1.3 Purpose, scope and clients of the Mid-term evaluation

Mid-term is a critical stage in the life of a Project and a Mid Term Evaluation (MTE) can provide an opportunity for the staff, and stakeholders, to pause and reflect on experiences and learning - and determine how to proceed to best reach the goals. The **purposes** of this evaluation were according to the Terms of Reference:

1. Determine if the project has made progress towards its stated objectives and outcomes and explain why/why not;
2. Provide recommendations on programme improvement and further action; and
3. Where necessary, identify the possible need to refine strategy.

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<sup>2</sup> The funding is within the framework of the Results Strategy for Sweden's reform cooperation with Eastern Europe, the Western Balkans and Turkey for the period 2014–2020 – which in Turkey includes strengthened democracy, greater respect for human rights and a more fully developed state under the rule of law. The focus should be on strengthened public administration and judicial system and increased enjoyment of rights and greater opportunities to exercise democratic influence - the latter including Turkey better fulfilling its international and national commitments on human rights and gender equality and non-discrimination, as well as women and men have, to a greater extent, the same power to shape society and their own lives (Source: *Results Strategy for Sweden's reform cooperation with Eastern Europe, the Western Balkans and Turkey for the period 2014–2020*).

The **scope** of the evaluation was to assess the Project's implementation from the start, covering all four provinces where it operates i.e. Ankara, Bursa, Konya and Istanbul. In terms of stakeholders, the ToR foresaw that the ILO management in the country office including the project staff would be involved, as well as the tripartite constituents, key partner organisations (researchers, academics), civil society organisations, the development partner/donor agency (the Embassy of Sweden/Sida), as well as the unemployed women – who are the ultimate and indirect beneficiaries of the project. All of the above-mentioned would also be the **clients** (users) of the evaluation.

## 1.4 Limitations to the evaluation study

At the time of the MTE in October the latest progress report that was available, covered the progress to December 2014, a report was submitted in April 2015. A Work Plan was also available, up-dated in September 2015, with indications about activities that were planned to take place from January 2014. However, no reporting or list of activities existed at the time regarding what activities had been undertaken, the status of producing outputs, or challenges faced since December 2014<sup>3</sup> - which made it a bit difficult to get a picture of developments in 2015.

Still, through discussions and the very good cooperation from all staff, the questions from the evaluator regarding past developments were answered during and after the field mission.

## 1.5 Structure of this report

This report consists of five chapters and eight annexes:

- Section 1. Introduction - including Project background; Context; Purpose, scope and clients of the evaluation; Limitations to the evaluation study; and Structure of the report;
- Section 2. Evaluation framework – including evaluation approach, criteria, instrument and methodology;
- Section 3. Project description – including design and results framework;
- Section 4. Key findings – including validity of project design, assessment of performance on all outcomes and outputs, information sharing between national and provincial levels, studies, work planning, monitoring, evaluation and reporting; and
- Section 5. Conclusions, lessons and recommendations.

The report has the following annexes:

- Annex I. Terms of Reference;
- Annex II. Inception report;
- Annex III. Bibliography;
- Annex IV. Persons interviewed and consulted;
- Annex V. Work schedule in Turkey;
- Annex VI. Evaluation instrument;
- Annex VII. Lessons Learnt; and
- Annex VIII. Summary Project events and participants (2013-2015).

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<sup>3</sup> A new up-dated Work Plan with a colour scheme, was received from the Project, indicating the status of undertaken activities. This was received at the same time as the written comments on the first draft MTE report.

## 2 Evaluation framework

### 2.1 Approach

The evaluation approach was based on the collection of data from multiple sources (document review, interviews, comparative analysis) to establish evidentiary trends. Methodological triangulation/cross-checking of information has been applied in the analysis as much as possible to increase the credibility and validity of the results and to minimise any bias. When most of the respondents expressed the same position and this was confirmed through reports and supported by an analysis of the documentation - the evaluation was able to make a conclusion.

The process was as participatory as possible in all its aspects enabling key informants to provide and share information, data and views through discussions and interviews. Qualitative methods (for both qualitative and quantitative data) were used - the latter provided through secondary sources, mostly provided by ILO but also other Project stakeholders.

The evaluator has been mindful of ethical norms and standards in gathering information and in the analysis of the data, as well as in the reporting. Observations and triangulation/cross-checking of information was applied to increase the credibility and validity of the results and, to the extent possible, minimise any bias. The evaluation has complied with ILO/UN<sup>4</sup> norms and standards<sup>5</sup>, and code of conduct as spelled out in UNEG's ethical Guidelines for UN evaluations. OECD-DAC's quality guidelines for evaluations<sup>6</sup> have also been adhered to, along with the ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2nd ed. July 2013) have guided the evaluation, as well as the ILO Guide for Inception reports.

### 2.2 Evaluation criteria, evaluation instrument and methodology

The MTE has attempted to appreciate the **logic behind the design of the Project's components**, and has perused the steering document (Project Document and Inception Phase report) and initial result framework. It has determined if deviations were made of the framework visible in work plans, as well as in the Technical Cooperation Progress Reports (TCPRs) and actual implementation of activities.

The **evaluation criteria** applied were relevance, effectiveness, efficiency, impact potential and sustainability, as well as validity of project design, i.e. belonging to the most common OECD-DAC evaluation criteria. Gender equality was dealt with as a crosscutting issue in the overall process.

Regarding the **evaluation instrument** - the questions that were posed - the objectives of the evaluation were translated into relevant and specific key questions to inform the development of the methodology and to enable the assessment and use of the five evaluation criteria, mentioned above. These were posed to the relevant, selected project constituents/stakeholders such as representatives of government, research institutions/universities, employers, workers organisations/trade unions and the private sector. In relation to these, the main concern was: "Is the Project doing things in the right way to ensure that immediate objectives/outcomes are met?" and "Are there better ways of achieving results?" and "How can bottlenecks be overcome to speed up implementation?" (Annex V. Evaluation instrument and sources of data for examples of the questions posed to the Project and stakeholders).

Below are *examples* of questions posed:

#### Relevance and strategic fit

- How relevant is the Project's vis-à-vis Turkish Government national policies in particular, and vis-à-vis other ILO constituents?
- How does the Project fit in with e.g. UN Country Programmes, UNDCS, strategic country development documents – and how does it complement other ILO and Sida projects in the country?
- What is the relation between the project design/results framework and the needs of the direct beneficiaries – and how relevant is the overall project design in relation to the ILO's strategic and national policy frameworks?
- How do the government-, employers- and trade union organisations view the Project's relevance and strategy, and status of implementation?

<sup>4</sup> UNEG Code of Conduct for Evaluation in the UN System, UNEG, March 2008

<sup>5</sup> Standards for Evaluation in the UN System UNEG, April 2005

<sup>6</sup> OECD-DAC Reference Series Quality Standards for Development Evaluation, 2010.

- Have the needs of these stakeholders changed since the beginning of the project in ways that affect the relevance of the project?
- On what basis (e.g. in terms of needs assessments, diagnostic study) was the Project designed? Were any such assessments undertaken at the start of the Project?
- To what extent was the project design logical and coherent? Were the targets, objectives/outcomes/outputs and indicators in the Results Framework SMART<sup>7</sup>? Would the design have benefited from a Logical Framework Analysis (LFA) was to be developed according to the steering document (Project Document)?
- How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project's monitoring practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?

## Effectiveness

- Is there any progress yet in the Project's aim to contribute/reach any of the three objectives/outcomes and outputs achieved? If the progress is not satisfactory at mid-term – what obstacles were encountered and what needs to be done to improve the progress?
- To what extent has external factors impacted (positively or negatively) on the outputs/outcomes and reaching the Project's immediate objectives?
- To what extent was the process to determine what changes needed to take place to the Project Document during the Inception Phase collaborative and inclusive, in view of stakeholders' participation?
- How effectively has the Project been able to instigate ownership of the objectives and activities within İŞKUR – the main implementing partner organization?
- How effective has the Programme Advisory Committee (PAC) and the National Technical Team (NTT) been as regards the direction of the project and the actual implementation?
- What were the relevance, nature and quality of the Project's training/capacity-building activities, research and studies, and what evidence is there that this component was effectively applied?<sup>8</sup>
- How has gender analysis and gender planning been applied in the project and by İŞKUR?
- What challenges were met the implementation – and how did the Project fair in attempting to overcome such challenges?
- Was the project adequately staffed? What are the key strengths of the technical team responsible for the project's interventions? What are the areas for improvement?
- To what extent did management capacities and arrangements support the achievement of results? To what extent did the project governance and management facilitate good results and efficient implementation?
- How have stakeholders been involved in the implementation? Are constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities to create an enabling policy environment for women employment?
- How many targeted women (indirect beneficiaries) benefitted from the project, e.g., have been trained, employed, improved skills etc.?
- Where there any innovative aspects/innovations in the project implementation and/or in the services provided?
- Has there been any additional demand for women employment services created by the project? If so, would it be feasible to meet such demand within the time frame of the project? How would that influence/strengthen the outcomes?
- To what extent is the project contributing to:
  1. Implementation of the Decent Work Country Priorities; and
  2. Partnerships and interagency cooperation with the UN family.

## Efficiency

<sup>7</sup> Specific, Measureable, Achievable, Realistic and Time bound (SMART).

- Have the allocated resources (funds, expertise) been appropriate (adequate) to date?
- What is the level/percentage of “budget delivery” to date?
- Could alternative approaches have been applied to better achieve the results?

### Sustainability and potential impact

- What is the *likelihood* that the strategies and activities of Project (different levels) will lead to result that will be sustainable after the end of the Project (post 2016)?
- What are the factors/circumstances that would contribute to durable changes and results?
- Has the Project already started thinking of/planning for an exit strategy?

### Gender concerns

- How has the Project been able to contribute to any mainstreaming/integration of gender responsive changes and other gender concerns in the discourse/dialogue with its implementing partner? What needs to be done during the remaining period of the Project?
- Did the Project design include any gender analysis – and/or has the Project developed any such analysis related to its work?

The Below figure gives examples of the sources and methods that will be applied to gather information in relation to each evaluation criteria:

Figure 1. Sources & methods for data collection to apply the key evaluation criteria

Key evaluation criteria	Documents/sources of information & data	Method to be used
Relevance & strategic fit	National policy documents, UN, EU and Sida policy documents, Action plans & strategic documents of the implementing partner organisation, the Project Document & TPRs.	Doc. review, scoping, in-depth interviews with all stakeholder categories, FGDs with project stakeholders, e.g. trainees & direct and indirect beneficiaries.
Effectiveness	Project document, annual reports/TPRs, reports from training (incl. participant evaluations of trainings), M&E reports on project capacity building activities.	Doc. review, in-depth interviews with ILO staff, ISKUR, Government agencies, social partners, NGOs, DPs & other stakeholders; Collection of (mainly) qualitative information/data.
Efficiency	Progress reports, donor reports, financial reports/documents	Doc. review, scrutiny of relevant documents, discussions with ILO (incl. mngt & admin/finance staff), interviews with the DP and beneficiaries
Impact potential & sustainability	Progress reports, project documents, technical reports	Review, discussions & meetings, in-depth interviews, FGDs, e-mail correspondence.

The following are the key methods used, and the steps taken to ensure that relevant information was gathered and to enable findings and conclusions to be formulated:

### Comprehensive documentation review

During 1-2 week of October, the evaluator studied the overall context in which the Project is operating in Turkey and relevant documents received from the Project, from stakeholders and through web searches. An *Inception report* was submitted 12th October describing with the purpose of accounting for the methodology to be applied. It described the evaluation instrument i.e. the evaluation key questions, the details of the methods and sources and triangulation in data gathering and analysis. It provided a brief list of the documents to be consulted in the review, the interviews, work plan, mission schedule and report format. It also mentioned the opportunity of validating the preliminary findings and mentioned adherence to the ILO EVAL Guideline for Inception Reports. The study of documents continued throughout the evaluation process as more relevant documents were gathered during the field research period in Turkey.

### **Visit to Turkey (Ankara, Istanbul, Bursa and Konya)**

The data-gathering phase in Turkey took place between 19<sup>th</sup> – 28<sup>th</sup> October 2015. The interviews and meetings held with the Project staff, the ILO staff and the various stakeholders (see Annex III) firstly aimed at briefing the evaluator about the Project and its socio-political context; secondly, to reach an understanding of the current status in the implementation. The evaluator spent most of the time in Ankara but made a visit to all three project pilot provinces, i.e. Bursa, İstanbul and Konya together with the Field Focal Point. During these visits, the discussions and interviews were held with the relevant Project stakeholders<sup>9</sup>. Observations were made and relevant activities and outputs delivered by the Project were identified and discussed.

### **Interviews and consultations**

A mix of in-depth informant interviews and consultations of approximately one hour and group discussions/meetings were carried out with constituents/stakeholders and development partner representatives. Some in-depth interviews/consultations have been undertaken through Skype. E-mail correspondence has also been used to gather information.

### **Validation meeting presenting the preliminary findings**

At the end of the data collection phase in Turkey, on 28<sup>th</sup> October, the Evaluator presented the preliminary findings to the ILO Director and Project staff. This was a very valuable opportunity through which the ILO participants expressed their feed-back and share their views on the progress, the problems for consideration of the MTE.

### **Visit to ILO Headquarters in Geneva**

The evaluator had a discussion with Ms. Naoko Otobe on 7<sup>th</sup> December at ILO Headquarters, to gather further information about the Project (she who has been involved in a few of the Project's events).

### **Evaluation report**

The draft evaluation report was submitted to the ILO on 10<sup>th</sup> December 2015. A final version, addressing the comments received from the Evaluation Manager and (separately) the Project management was submitted on 25 January 2016.

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<sup>9</sup> The services of translators were used.



## 3 Project Description

### 3.1 Design and results framework

The **overall objective** is to contribute to women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour market policies (ALMP) interventions and enhancing awareness on gender equality, women's human rights and rights at work. The Project Document<sup>10</sup>, the steering document for the Project, describes the **outputs and activities** in detail.

There are three **outcomes/objectives**:

1. Employment policies benefiting women developed and implemented within the framework of decent work and gender equality;
2. Employability of women increased and unemployed women enter the labour market through effective job counselling and active labour market policies (ALMPs); and
3. ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards.

Altogether six **outputs** are designed to obtain the outcomes:

1. National Action Plan for Women's Employment and Gender Equality (NAP for Women) prepared;
2. Better functioning of İŞKUR offices & local authorities ensured & institutional capacities of relevant public institutions increased & supported (policy-making and enhanced women employment);
3. Gender responsive ALMPs specifically for women designed, strengthened and implemented by İŞKUR in the project provinces;
4. Targeted unemployed women who benefited from gender responsive ALMPs remained in the labour market;
5. 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
6. Awareness on gender equality & labour standards raised through training programmes and promotional activities.

Figure 1. Outcomes and Outputs

OUTCOMES & OUTPUTS - OF THE PROJECT'S LOGICAL FRAMEWORK ANALYSIS	
<b>Outcome 1<sup>11</sup>. Employment policies benefiting women developed and implemented.</b>	
<b>Output 1.1:</b> National Action Plan on Women's Employment and Gender Equality (NAP for women employment).	
1.1.1. Technical support for drafting of a National Action Plan on Women's Employment and Gender Equality provided <sup>12</sup>	
1.1.2. The NAP for Women launched, disseminated and its implementation followed up	
<b>Output 1.2:</b> Better functioning of İŞKUR offices & local authorities ensured & institutional capacities of relevant public institutions increased and supported (policy-making and enhanced women employment).	
1.2.1. Institutional capacity of Provincial Employment and Vocational Training Board (PEVTB) and relevant stakeholders increased on gender responsive labour market along with sectoral analysis	

<sup>11</sup> The Project Document uses the term *outcome* in the design and the progress reporting/documentation, (equivalent to what often is termed as *immediate objective*) – so this report also uses this term.

<sup>12</sup> These three-digit statements are not named in the logframe but it is understood that they also are outputs to which activities will contribute. In this report they are referred to as "sub-outputs". They are visible in the Project Document, the Work Plan but not in the TCPs.

OUTCOMES & OUTPUTS - OF THE PROJECT'S LOGICAL FRAMEWORK ANALYSIS	
1.2.2. Technical capacity of local İŞKUR staff including job counselors in the project provinces increased on women's employment and gender sensitive counseling	
1.2.3. Institutional capacity of İŞKUR on monitoring and evaluation increased through assessment and adjustment of existing mechanisms from a gender perspective	
<b>Outcome 2. Employability of women increased and unemployed women enter the labour market.</b>	
<b>Output 2.1:</b> Gender responsive ALMPs specifically for women designed, strengthened and implemented by İŞKUR in the project provinces.	
2.1.1. Labour market surveys in the project provinces conducted to analyse the labour market needs by sectors and occupational branches from a gender perspective and a "Labour Market Assessment for Women's Employment" published with gender-disaggregated data collected in each province	
2.1.2. Training modules of existing vocational education and training (VETs) developed by integration of women's human rights and labour standards topics	
2.1.3. Gender responsive ALMPs developed and delivered to targeted women to increase employability of women through enhanced occupational skills and knowledge	
<b>Output 2.2:</b> Targeted unemployed women who benefited from gender responsive ALMPs remained in the labour market.	
2.2.1. Employability of women improved through training and support services	
2.2.2. Targeted women placed in jobs, supported and monitored over time	
<b>Outcome 3. ILO's rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards</b>	
<b>Output 3.1</b> 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.	
3.1.1. A mobile team of national and local trainers on gender equality and women's human rights established to provide training seminars in the project provinces	
3.1.2. A mobile team of national and local trainers on rights at work established to provide training seminars in the project provinces	
<b>Output 3.2</b> Awareness on gender equality & labour standards raised through training programmes and promotional activities.	
3.2.1. Awareness on gender equality and rights at work increased through training programmes	
3.2.2. Public awareness in the project provinces increased through promotional activities and conferences	

A vast number of **activities** are also formulated and designed to lead to the attainment of the above-mentioned outputs, described in detail in the project document and the work plans.

The **project participants** are:

Intended, direct beneficiaries

- At the policy level, the primary beneficiaries are the policy makers and planners responsible for delivery of employment services to women. These include İŞKUR, the Ministry of Labour and Social Security, the Ministry of Family and Social Policies, PEVTBs and Organized Industrial Zones; and
- At implementation level, the main beneficiaries of the project are the unemployed women registered to İŞKUR, those who cannot access or benefit from placement services and do not have the employability skills to join the formal labour market. Unemployed men registered to İŞKUR, working men and women and İŞKUR staff is also other beneficiaries of the project who will benefit from the project activities.

Ultimate, indirect beneficiaries (not yet targeted):

The project has stated that it will give priority to unemployed women and the major target group of the project consists of **unemployed women registered with İŞKUR** that is the major beneficiary institution of the Project, providing employment services (the institution falls under the Ministry of Labour and Social Security):

- 2000 unemployed young women registered, or not registered, with İŞKUR
- 500 working men registered/not registered with İŞKUR
- 750 working women in pilot provinces
- 200 İŞKUR staff, including job counsellors at local levels
- Employers in the project provinces who will recruit qualified workers at the end of the vocational training activities.

In a Brief received from the Project, these organisations are indicated as stakeholders<sup>13</sup>:

- Ministry for the Family and Social Policies;
- ☐ Municipalities;
- ☐ Ministry of Science, Industry and Technology;
- ☐ Provincial Directorates of Labour and Employment Agency;
- ☐ Ministry of Labour and Social Security;
- ☐ TSKİC (Confederation of Turkish Real Trade Unions);
- ☐ Ministry of Economy;
- ☐ İŞKUR (Confederation of Turkish Real Trade Unions);
- ☐ PEVTBs (Provincial Employment and Vocational Training Centres);
- ☒ Women for Women's Rights Association-New Ways (WWHR)
- Women Labour and Employment Initiative (KEİG)
- ☐ Development Agencies;
- ☐ Ministry of Development;
- ☐ KOSGEB (Small and Medium Enterprises Development Administration);
- ☐ Professional organizations and related civil society organizations;
- ☐ Vocational Qualifications Authority;
- ☐ Ministry of National Education;
- ☐ Ministry of Food, Agriculture and Livestock;
- ☐ Directorates of Organized Industrial Zones (OIZ);
- ☐ Social Security Agency (SGK);

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<sup>13</sup> Source: Project Brief

- ☐ Parliamentary (TBMM) Commission
- ☒ Federation of Employer Associations (TİSK);
- ☐ The Union of Chambers and Commodity Exchanges
- ☒ Confederation of Turkish Trade Unions (Türk-İş)
- ☐ Turkish Statistics Institute (TÜİK);
- ☐ Universities; and
- ☐ Governorates

The Civil Society Organisations (SCO) such as the WWHR<sup>14</sup> and KEIG<sup>15</sup>, and academicians/researchers at different universities and media specialists/consultants are working with the project under sub-contracting arrangements, providing certain technical services.

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<sup>14</sup> WWHR received funds (core funding) from Sida/Embassy of Sweden.

<sup>15</sup> Ditto.

## 4 Key findings

Generally, it was found that the Project in the eyes of civil society, academia/researchers, media actors, *is acknowledged for its important role* in helping change prevailing attitudes in society that impact negatively on women's rights and opportunities to participate actively in the labour market, for example notions and traditional/conventional views that women's most important role consists of staying at home and taking care of the children. The evaluation assessed that in the eyes of the İŞKUR, the Project's main contribution is the work on increasing employment opportunities for women, and the institutionalisation goal of the Project was highlighted. Below follows an account of the key findings:

### 4.1 Validity of project design

The question regarding *how* the implementation is to materialise is very much part of the project design. It was found that no Project Advisory Committee (PAC) in the ILO traditional/formal sense has been formed, to hold regular meetings and provide advice to the project. However, a Steering Committee exists, consisting of only ILO and İŞKUR representatives<sup>16</sup>.

The Project Document, in its strategy chapter, mentions that the Project originally intended to work initially in four project provinces with a view to replicating the activities in all other provinces. The first project concept note submitted to Sida in March 2012 indicated that the number of project provinces was to be seven; however, this number was lowered to four, which was viewed as more realistic.

The **overall objective** is to contribute to women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour market policies (ALMP) interventions and enhancing awareness on gender equality, women's human rights and rights at work.

In order to conclude the validity of the Project design the MTE has looked at the theory of change, and the results chain including the causality of how the project is intended to lead to desired changes. Below are some reflections:

- It was found that the design basically is sound and detailed and ILO is commended for having listed (in the Project Document) the detailed activities, outputs, assumptions, risks, outcomes and the overall objective and for having used the same elements in the work plan. However, the document lacks a summary LFA matrix in it is visualized how an activity is intended to lead to an output at the next higher level, and how in turn the output is meant to lead to the intended objective at the next higher level *taking into consideration the assumptions made*. The Project staff informed the MTE that there had been no requirement from the donor to develop an LFA matrix per se.
- The Project's goal and outcomes reveal a very ambitious project. To accomplish all outputs and activities are too ambitious in view of the project having to be implemented in three years, including having developed an exit strategy.
- This Project's Logical Framework Analysis (LFA) has an unusual extra layer of outputs, which seems a bit unmanageable. These are not *reported against*, and not visible in the main body of the TCPR, but found in the Work Plan annexed to it. It consists of, from the lowest logical level: 64 of activities ➔ contributing to 15 outputs ➔ contributing to additional 6 outputs ➔ contributing to the high-level Outcome. Example:
  - Outcome 1. Employment policies benefiting women developed, adopted and implemented within the framework of decent work and gender equality.
  - Output 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 policy making and enhancing women's employment.
  - 1.2.1. Institutional capacity of Provincial Employment and Vocational Training Board (PEVTB) and relevant stakeholders increased on gender responsive labour market along with sectoral analysis.
  - 1.2.1.1. Develop and deliver training and guidance services to the members of PEVTB on labour market and sectoral analysis from gender equality perspective
- In a LFA, or any solid results framework, assumptions at output and result level should address the question "what external conditions must be met to obtain the expected results on schedule?" Examples of these are external factors related to policy, institutional, technical, social and/or economic issues that will impact on the project environment but lie outside the direct control of project managers and/or

<sup>16</sup> Source: Programme and Administrative Officer, ILO, Ankara. The Minutes of the meeting were found to be only in Turkish.

which the project managers cannot influence<sup>17</sup>. Examples are external factors related to policy, institutional, technical, social and/or economic issues that will impact on the project environment. In the Project's analysis, the assumptions are however *within the influence of the Project*, for example addressing "close cooperation..."; "effective coordination..." and "target groups are willing..."<sup>18</sup>

- Several risks that could affect the implementation are listed in the Project Document, for instance: "Lack of interest from all relevant partners to engage in project activities". This risk is identified as having "Low likelihood" but if it nevertheless would occur it would have "high impact". As this report will show this risk was indeed a real risk but the question is whether or not it could have been avoided by the Project and some of its key stakeholders. As mitigation of this risk is mentioned "As the commitment and participation of all relevant actors are of crucial importance in the success of the project, ILO consulted the relevant stakeholders at the very beginning of the preparation of the project proposal. This active participation will be ensured throughout the project and the importance of the commitments and ownership of all stakeholders will be emphasized). Other risks are "Lack of coordination and cooperation among relevant institutions and organizations" and "Insufficient participation in the training programmes and other activities of the project" each accompanied with activities on how to mitigate such risks.
- In the Project's Inception Report - generated at the end of the four months inception phase - four outcomes are described<sup>19</sup> not three outcomes as in the Project Document. This is confusing but an explanation was given and Project staff explained that in fact it is the Project Document that counts.
- Some outputs are formulated as objectives and not *tangible* outputs, for example: "Awareness on gender equality and labour standards raised through training programmes and promotional activities."
- Some of the *activities* are phrased as outputs, for instance: "Needs assessment of job counsellors/Review study (PES)" – which actually are good as *tangible outputs*.

## Conclusion

The results framework of the Project is basically sound with only a few inconsistencies found. The Project Document lacked a one-page LFA matrix which, if such had been included it could have visualised the results chain not only for the evaluator but for the project staff and key stakeholders.

## 4.2 Assessment of performance on employment policies (outcome 1)

Outcome 1 related to employment policies that benefit women that should be developed, adopted and implemented within the framework of decent work and gender equality. This is intended to be accomplished mainly through a) working on and submitting a National Action Plan on Women Employment (herein called NAP)<sup>20</sup> and b) through various means of support improving the functioning of İŞKUR offices and local authorities, as well as the capacities within relevant public institutions.

### 4.2.1 National Action Plan on Women's Employment prepared (output 1.1)

The work and output related to the NAP (output 1.1) has been both relevant and effective. It has consisted of forming a national technical team (NTT) composed of officials who are technical specialists of government agencies, social partners and civil society organisations/NGOs focused on gender issues –identifying priorities in line with their respective mandates and who met who met for 1-day meetings, mostly on monthly basis. They divided tasks among themselves and the MTE found that a lot of work and efforts had gone into this work, including documentation review, discussions and write-ups. Some of the members expressed that they had learnt a lot in the process.

The Project organised seminars with the NTT members and joint study visits were also undertaken to Turin and Sweden, and Abant in Turkey<sup>21</sup> with the purpose of transferring knowledge, inspiration and generate ideas related to creating/influencing employment policies that are gender-responsive.

The study visits that NTT members had participated in had been very useful according to several officials, in particular the study visit to Sweden. What had been learnt during this visit had directly contributed to development of the NAP.

<sup>17</sup> Source: <http://www.sswm.info/content/logical-framework-approach>

<sup>18</sup> Source: p. 45-46, Project Document.

<sup>19</sup> The forth one appearing as an outcome in the Inception Phase report is "The Project will contribute to the increase in the outreach of İŞKUR to unemployed women through better matching mechanisms with a view to providing more decent jobs for women".

<sup>20</sup> The draft NAP consists of an Excel sheet which clearly shows the tasks to be carried out and which agencies, who shall be responsible for each task.

<sup>21</sup> Sweden in December 2014, Turin, Italy in September 2014 and Abant, Turkey, in November 2014. ILO Country Employment Policy Unit (CEPOL) in Geneva, Switzerland and the ITC-ILO in Turin were helpful in this organisation.

The draft NAP with inputs from the NTT was submitted to İŞKUR in June/July 2015 and at the time of the MTE comments had still not been received and thus this activity is delayed. ILO played a facilitative role in terms of forming the NTT, organizing their meetings, facilitating/moderating sessions and providing technical assistance in terms of study tours and training courses. İŞKUR officials stated that it would provide written comments on the NAP to ILO in November and after the national elections.

It was found that there exists a consensus among the stakeholders that, in fact, it is İŞKUR that will be the agency to implement the plan<sup>22</sup> – something which also İŞKUR has strongly emphasised<sup>23</sup>. Some members of the NTT that the MTE interviewed, expressed their concern that İŞKUR has not seemed to be as committed as had been expected and that some outputs had been delayed because of it, in particular the NAP.

The Project has foreseen that the budgeting of the NAP would be undertaken immediately following the completion of the NAP planned for *the second half of 2015*, and prior to the budgeting exercise ILO would *train İŞKUR staff and provide consultancy services to complete its budget for a full-fledge implementation of NAP between 2016 and 2018*.

İŞKUR officials stated to the MTE that it would provide written comments in November 2015 and after the national elections.

On a question to the İŞKUR management in Ankara, on how the NAP would be funded and whether or not a specific budget would be drawn to implement the NAP, the Deputy Director General Act. Head of Unit replied that no any extra funds would be allocated. The ILO Director confirmed most action plans in the country are/were implemented through re-allocations within the institutional budgets, as for instance, the Ministry of Family and Social Policies' "Gender Equality Action Plan" or Ministry of Labour and Social Security's "National Employment Strategy". This raises an important issue of monitoring by the ILO and the Project once the plan has been approved.

#### **Conclusion - National Action Plan on Women's Employment (output 1.1)**

The work on the draft NAP has been relevant and effective and is the result of significant involvement by members of the NTT, supported by ILO and Project support. Once the final NAP has been approved, it will be funded through İŞKUR's own funds, thus there is no need for endorsement by other than İŞKUR Director General. Monitoring of how the plan is implemented and what resources in fact are used for the NAP purpose will be crucial.

#### **4.2.2 Better functioning of İŞKUR offices & local authorities ensured & institutional capacities of relevant public institutions increased and supported (policy-making and enhanced women employment) (output 1.2)**

Output 1.2 relates to improving the work and functioning of İŞKUR Offices and local authorities and supporting and enhancing the capacity of relevant governmental agencies in issues related to the development of gender sensitive policies and improvement in women's employment. The organisations mentioned in the Protocol signed by ILO and İŞKUR, are the Provincial Employment and Vocational Training Board (PEVTB), ILO and Sida (the Development Partners/Donor agency)<sup>24</sup>.

It is stated that the capacity of İŞKUR personnel and members of the PEVTB in project provinces in gender sensitive labour market policies will be enhanced through the cooperation of the Parties in line with principles set out in the project document. **The work so far has been relevant however an important part of the work is to train İŞKUR's job counsellors, an activity which had not yet taken place at the time of MTE field visit.** In a visit to the ILO Headquarters, the evaluator had a discussion with an official who has been involved in the Project's training activities. It was mentioned that ILO Headquarters had shared guidelines<sup>25</sup> with the Project, on public employment services consisting of counselling and job searches for women and men who register at employment centres. However, after these had been translated to Turkish, the Project found that they were not relevant to the country context in Turkey.

PEVTB members in Konya, Bursa and Istanbul have participated in training on gender perspectives regarding the labour market, following the initial findings of the labour market surveys conducted by İSKUR in the project pilot provinces<sup>26</sup>.

Training seminars (and study tours) were provided also to the NTT to improve existing policy making and knowledge capacities to complete the NAP (which will be the first of its kind in Turkey).

<sup>22</sup> Source: Interviews with NTT members.

<sup>23</sup> Source: Discussion with Project staff.

<sup>24</sup> It was noted that the cooperation with WWHR is not mentioned in the Protocol (Agreement).

<sup>25</sup> These had originally been developed in for public employment services in Latin American countries.

<sup>26</sup> Source: Discussions with Project staff and interviews with NTT, and 2nd Annual Report (TCPR).



A Study Tour to the Republic of Korea took place in March 2015 for PEVTB Executive Boards as well as İŞKUR staff from Headquarters to benefit from the study tour (identified by the İŞKUR's senior management team). The purpose was to increase the participants' knowledge and capacities in the field of gender equality and women's employment. A report<sup>27</sup> from the tour was handed over to the MTE. It was found that the İŞKUR staff that, initially, had been selected to participate in this tour could not join in, and the officials who did participate were İŞKUR staff from departments that are not directly involved in the Project implementation.

The Project commissioned two external consultants to carry out a review on İSKUR's Public Employment Services. The intention was that this would be a rapid assessment of the M&E mechanisms of İŞKUR and it would be followed by support to İŞKUR to improve its existing M&E; institutional coordination and developing gender sensitive indicators<sup>28</sup> (see section 4.6 Studies and research). The study report is not yet completed.

### **Conclusion - Output 1.2**

The work related to İŞKUR and improving the work and functioning of İŞKUR offices and local authorities (Output 1.2) is relevant and credit is given to the Project for its efforts. Several components have not been effective and have met with obstacles and delays. Delays in start-up of the training programme, particularly, have seriously affected the Project and almost exclusively caused by factors outside of the control of the ILO Project and point to the need for a no-cost extension beyond June 2016 - as there not only needs to be sufficient time for the training as such but for follow up and monitoring on how learning of participants is impacting on their work.

## **4.3 Assessment of performance on employability of women (outcome 2)**

Outcome 2 is about increasing employability of unemployed women entering the labour market, through applying effective job counselling and active labour market policies (ALMPs). The following section is an account to activities undertaken and outputs expected under outcome 2.

### **4.3.1 Gender responsive ALMPs specifically for women designed, strengthened and implemented by İŞKUR in the project provinces (output 2.1)**

The Project aims at increasing/strengthening the employability of women, and ensure that unemployed women are facilitated to enter the labour market in the country. Regarding output 2.1 Gender responsive active labour market policies (intended to meet the above-mentioned outcome) - the Project strives to revise the design and improve the implementation of gender responsive Active Labour Market Policies (ALMPs) in the pilot provinces. The strategy is to undertake a labour market assessment on women's employment, which in turn would facilitate the creation of training programmes and modules on gender equality and labour standards, and delivering gender sensitive vocational training programmes.

Thus, the Project and academic team members who are specialized in labour market analysis and surveys embarked upon an analysis of İŞKUR's quantitative labour market surveys to integrate women's employment issues when applied in four pilot provinces. This entailed revision of the survey instruments (questionnaires) to encompass gender issues. The analysis has been completed as planned in cooperation with İŞKUR and workshops were held to present the findings in the pilot provinces.

This is a good start and the work is relevant as it is, among others activities, deals with improving the instruments used in the labour studies *quantitative* data gathering (the questionnaires) used by İŞKUR in its regular (6-monthly) surveys addressing the employers/companies. The revised questionnaires, in which gender oriented issues were integrated, were used in 2014. *Qualitative* labour market studies were carried out only in Konya and Bursa, not in Istanbul and Ankara, as undertaking a study of this kind in two of the largest provinces of Turkey would have exceeded the Project's budget limitations. The reports had not been completed at the end of October 2015. Local action plans and strategies are intended to follow the results of the labour market analysis.

Training for entrepreneurship is a component that is part of the work under this output. The Project has informed that it has started a process of competitive bidding to identify a service provider who can implement the component in line with set objectives and in compliance with KOSGEB's regulations.

The Project's website and social media have been used to spread messages about the results of the studies<sup>29</sup>. Printing and dissemination through local events were planned to take place in the second quarter of 2015.

### **Conclusion - Output 2.1**

The work intended to contribute to output 2.1., namely gender responsive active labour market policies has been relevant, and effective - and is important as it attempts to improve the instruments used to gather information through

<sup>27</sup> *South Korea Working Visit Report*, 31 March-03 April 2015, Seoul, South Korea.

<sup>28</sup> 2<sup>nd</sup> TPR

<sup>29</sup> 2<sup>nd</sup> TPR and interviews and discussions with the Project staff and İŞKUR staff in its Istanbul office.



integration of gender oriented elements. The qualitative labour market study, which should point to new ways for İŞKUR to gather gender-oriented information and provide better support to unemployed women, was undertaken in two out of the four pilot provinces.

#### **4.3.2 Targeted unemployed women who benefited from gender responsive ALMPs remained in the labour market (output 2.2)**

Regarding output 2.2 of unemployed women remaining in the labour market, the Project is emphasising that only one in four women is employed in Turkey and that this necessitates that specific labour market policies that are gender responsive are applied to increase women's employment. It aims to contribute to a situation allowing, or enabling (targeted) unemployed women who have benefited from gender responsive ALMPs to remain in the labour market. The strategy is to equip women with basic skills in life training, providing regular job counselling, ensuring the placement of women and monitoring the employment status – and Job Counsellors would be selected for training as well to provide services to the women.

The Project's Annual Report 2014, submitted in April 2015, states that this output was 100% on schedule but this is not applicable as other activities that this is dependent on, are delayed (see below). It is noted, that Project has built some contacts, though with the representatives of private sector via participation in meetings of PEVTBs and during events organised in the project provinces<sup>30</sup>.

#### **Conclusion - Output 2.2**

This output has not yet materialised and is dependent on other outputs.

#### **4.4 Assessment on performance on integrating rights-based approaches (outcome 3)**

The Project aims to have the ILO's rights-based approach integrated into vocational training programmes and raising awareness on gender equality and labour standards. İŞKUR, being the key implementing partner does not have the capacity to carry out such training programmes therefore WWHR<sup>31</sup> has been commissioned to work out a model on human rights and gender equality components to add to vocational training courses initiated through İŞKUR in different occupational fields. The targets for this training are 2000 unemployed young women (registered/not registered with İŞKUR), 500 employed men registered/not registered with İŞKUR, and 750 employed women in pilot provinces.

##### **4.4.1 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 (output 3.1)**

Output 3.1 about technical capacity of national and local experts on gender equality, is about striving to increase technical capacity of national and local experts on gender equality and labour standards and form mobile teams of trainers who will provide the training on women's human rights and rights at work to the participants of VETs and women and men.

In the Project's 2nd progress report (TCPR), the status of this output was reported as 50 percent<sup>32</sup>, however, in October the MTE assessed that the progress was not more than 10-15 percent.

The WWHR implementation agreement is signed but has to be renegotiated and new TVET partners for this NGO must be identified to build the GE & HR components in vocational training courses. The preliminary presentation of the findings of this evaluation stressed the needs for immediate attention. *It has been learnt that this has now been attended to, and progress has been made in establishing collaboration with municipalities in project provinces (in Bursa, through joint missions with WWHR colleagues and as of 17 December 2015, in Ankara, Konya and Istanbul as well).*

#### **Conclusion - WWHR training component for beneficiaries**

Regarding the WWHR training component, the work contributing to the third outcome is seriously delayed, namely the training and capacity building programme for the ultimate beneficiaries, which is a concern of the MTE. The Project manager has recently informed that in the third quarter of 2015, and after the MTE field visit, highly productive meetings were held with municipalities in four provinces – which is a very good achievement. It was

<sup>30</sup> 2nd TPR and interviews and discussions with the Project staff and in MTE discussions with stakeholders in Ankara, Istanbul, Bursa and Konya.

<sup>31</sup> WWHR receives core funding from Sida/Embassy of Sweden. Source: Sida staff, EoS. This was confirmed in an interview with WWHR management, who stated they had been funded by Sida since 2008 and earlier had received large funds from Swiss Development Cooperation (SDC).

<sup>32</sup> The Project manager informed that this percentage is calculated in line with the guidelines within the reporting format, and not an estimate/calculation used by the Project staff, as such.

confirmed that the training activities (which includes training for beneficiaries) certainly would commence early in 2016. Nevertheless, the work contributing to the third outcome is seriously delayed, i.e. the training and capacity building programme for the ultimate beneficiaries. It seemed there is little chance that this it can be completed and followed-up before the end of the Project in June 2016 (see a further separate discussion on this in section 4.4.1 Training Programme).

#### **4.4.2 Awareness on gender equality & labour standards raised through training programmes and promotional activities (output 3.2)**

Output 3.2 relates to gender equality and labour standards awareness increased (through training) and promotion. Apart from actual training programmes (which are repeated in this outcome) the Project also strives to reach *awareness on gender equality and labour standards also through communication and through a great number of promotional activities*.

It was found that the project was launched in all four Project provinces and national and local media including newspapers, TVs and online media addressed these events. A Project communication assistant is responsible for this work, in applying a communication strategy, which includes using social media. Facebook, Twitter, YouTube accounts have been set up and a Website (Turkish and English) is in use. It was learnt that Twitter was more popular and had most followers compared to Facebook. These media are used to enable the sharing of relevant news and materials related to women employment, e.g. laws that are passed in the Parliament, as well as media articles and an animated video developed by the Project<sup>33</sup>.

An animated short video on the Project and women's employment was featured during the launch events and this was also made available for other stakeholders to use as instructional/awareness raising material on gender equality and to promote project's visibility. A short video was produced made in 2014, which was shot during a conference, has not been distributed as intended, *as it was not endorsed by İŞKUR*. It features short interviews with Turkish academicians and international experts from the ILO regarding gender quality and women's employment - both in Turkey and in the world<sup>34</sup>.

The work on a nationwide contest on documentaries (to be launched in 2015) was in progress at the time of MTE's visit to Turkey.

#### **Conclusion - Output 3.2**

This output is well under way as regards the promotional activities (training is discussed below).

#### **4.4.3 Training programme for ultimate/direct beneficiaries**

The Project budget is allocating USD 840,000 for the costs of a large training programme involving 2000 participants to constitute the backbone of the training of beneficiaries (unemployed women, and employed women and men). This is an important component.

The task of developing the training "modules" and implement the programme during a period of 14 months was commissioned (out-sourced) to WWHR. This NGO was selected by ILO on the basis of its merits and the good experience that the ILO Ankara office has with its work through previous technical cooperation. WWHR, in anticipation of the work with ILO, recruited staff and now has 3 fulltime staff designated to work on the ILO project<sup>35</sup>.

The Project requested to hold meetings with İŞKUR in June 2015 regarding the training and the cooperation with WWHR but these requests were not met. The Project's 2<sup>nd</sup> TCPR mentions that the activity was delayed due to the fact that İSKUR's (being the implementing partner) was busy organising the World Congress of World Association of Public Employment Services (WAPES) in Istanbul in the first half of 2015. The report nevertheless stated (April 2015):

“...an ‘Implementation Agreement’ as per the ILO's procurement rules had to be signed with the Women for Women's Rights-New Ways Association (WWHR) to eliminate possible risks on budget and implementation. Although such process led to slight delays in the implementation of respective activities, it provided a solid foundation for a smooth delivery of outputs regarding women's human rights trainings in 2015.

<sup>33</sup> Source: The actual social media accounts; discussion with the project communication expert, the media Consultant in Istanbul and 2nd TCPR.

<sup>34</sup> Source: Interview with Project's Communication Assistant. Apparently there exists no written instruction/request to the ILO about not showing the video, however, the Project had understood that it was not viewed favourably by İŞKUR and therefore staff had decided not to spread the video.

<sup>35</sup> Source: Interviews with WWHR management and its consultants.

This implementation agreement for a large scale training programme, was signed in March but did not ensure the start-up of the training programme, which had been postponed to August the same year. İŞKUR objected quite some time after it had been signed with the argument that ILO engaged one organisation only to implement the whole program and further stated that it is not interested in the cooperation with WWHR. Its high level representatives proposed that the structure/contents and length/duration of the programme should be changed and that some modules would be subcontracting to other service providers.

This, in turn, led the Project management (with support of the ILO Director) to engage in discussions and negotiations with the NGO but the proposed changes were not agreed to by WWHR who already had cut its original training module from 16 weeks to 10. At the time of the MTE, ILO and WWHR agreed to run the programme with the original content and form, and ILO would start identifying new vocational training agents e.g. the Municipalities (as mentioned in section 4.4) that could offer their vocational training courses upon which to add/build-in the training on gender equality<sup>36</sup>.

At the time of the MTE, during which discussions were held with WWHR, the ILO Director and project staff, it was confirmed that due to the complications that had occurred in relation to İŞKUR's stand vis-à-vis cooperating with WWHR – it would instead be necessary to team up with other organisations and actors that also deliver vocational training in the project pilot provinces.

The work to identify such actors was going to start up after the MTE's field mission and one possible actor had already been identified to be the Metropolitan Municipalities in the project provinces, with which an initial request for cooperation already had been made by the ILO Director in October (there exists eighty-one provinces in Turkey and among these, thirty are designated metropolitan municipalities<sup>37</sup> which in turn are subdivided into districts).

The Development Partner (Embassy of Sweden/Sida) has a flexible approach and its representative expressed in a MTE interview that it appreciated that the delays were caused by external factors and beyond the control of the Project. The Embassy representative stated that the Embassy provides core funding to WWHR, which combined with the ILO funding ought to amount to “very good outcomes in increasing women's employment opportunities and decent work.” She further stated that if the working modality and cooperation was not solved the way it was expected, other solutions should be found to go ahead with the training.

The MTE has assessed that *addressing the WWHR and İŞKUR differences* has taken too long a time, and has affected the project's momentum in reaching the outcomes in an efficient way. Further delays are likely to occur, as changes may have to be made in the formal Agreements, which were approved by ILO Procurement office. It's now of vital importance to lend all support to the WWHR team, including identifying new public VET platform in the project provinces, keep up its motivation and monitor its work and progress in this large and important endeavour. This was thoroughly discussed with the project staff and also mentioned to the ILO Director.

### **Conclusion - Training programme**

The MTE has assessed that addressing the training program implementation and solving the differences cropping up that were confirmed in June and even before, has taken too long a time, and has affected the project's momentum in reaching the outcomes in an efficient way. It is imperative that all efforts are made to ensure that there are no administrative obstacles (regarding the Agreements) and *assist and monitor* WWHR to find new VET platforms on which to build the training on human rights and gender equality.

## **4.5 Information sharing between national and provincial levels**

The Project involved provincial directors of İSKUR in NTT training that took place in Abant (November 2014) to contribute to the NAP drafting process. However in the discussions with stakeholders it was found that there seems to be weak linkages between the Project activities at national level and the provincial level, and in some cases lack of communication e.g. between NTT members and stakeholders in the pilot provinces. It was also noted that none of the key stakeholders had received the actual Project Document – although they had been informed about the Project at a workshop at the end of the inception phase<sup>38</sup>.

*One example* is the lack of sharing information about the NAP with the stakeholders at province level, even to İŞKUR staff. When asked about their knowledge of NAP and its content, interviewees usually referred to the fact that there existed a national writing team in Ankara – and stated that they, in the province, had not been requested to make inputs - although they claimed to know the real situation better. One stakeholder in one of the pilot provinces expressed in an interview: “*It would be beneficial if we could contribute to national policy but these are walls we cannot go through.*”

<sup>36</sup> Source: ILO Director, Ankara office

<sup>37</sup> *Büyükşehir Belediyeleri* in Turkish.

<sup>38</sup> Source: Project staff.

Another example is the lack of information sharing to the provincial level on the work to integrating gender-responsive elements in the labour market analysis, as well as some of the studies initiated through the Project.

The Project has stated that it regularly informs the NTT members about the Project's progress during their meetings. In this context, it is also understood that there is no structural relationship or direct link between NAP and provincial level activities in the project design. It is also appreciated that the NTT members are responsible for the information sharing and consultations with their local branches/unit, and in seeking inputs while drafting the NAP.

The evaluation has nevertheless concluded that the Project management has an important role to play in influencing the way information is shared between different levels and between different organisations - and in particular as it is operating in a pilot project environment and as such trying out new ways may be more important than following protocol.

### **Conclusion - Information sharing between national and provincial levels**

The Project has confirmed that the NTT members are regularly informed about the project progress and are provided with updates. It is also understood that there is no structural relationship or direct link between NAP and provincial level activities in the project design and that the NTT members are responsible for the information sharing and consultations with their local branches/unit, and in seeking inputs while drafting the NAP. However, linkages between national and provincial levels regarding the project activities seemed a bit weak and gave the impression of the implementation of two different projects with little connection in between the project "pillars", or components.

## **4.6 Studies, research and study tours**

### **4.6.1 Studies and research**

Several studies have been undertaken with the purpose of offering a substantive evidence base for policies to increase women's employment in Turkey:

- Four *Labour market analyses* (quantitative) - were carried out by the Project, aiming at acquiring information from employers in Ankara, Konya, Istanbul<sup>39</sup> and Bursa respectively. The intentions were that the results would be the basis for what occupations the project should focus on (rephrase) in the Training Programme. These were finalised as 17 December 2015.

The evaluation found that already in 2014, İŞKUR had *used the questionnaires that, with the Project's contribution, incorporated gender specific issues/questions*.

- Other *Labour market analysis (qualitative)* aiming at acquiring information from unemployed women particularly, were carried out by the Project in Konya and Bursa provinces.
- The *Review of public employment services* is a study is still is not finalised and needs editing. The Project plans to produce a policy brief (by consultant) and hold an internal workshop. The MTE brought up the issue of whether alternative approaches to this study had been discussed/considered e.g. Participatory Gender Audit (PGA). It was found that the ILO (EMPLOI/CEPOL) had suggested to the Project Coordinator that this could be an alternative to a PES review but this tool/method idea was considered not appropriate, or the best available method considering the position and circumstances with İŞKUR and it is doubtful that İŞKUR would have agreed to participate in a PGA exercise<sup>40</sup>. İŞKUR's written comments on the review had been received and apparently it found the draft report not to be constructive enough; the recommendations should be "more clear"<sup>41</sup> and the Project staff share this opinion and ILO's comments were in line with İŞKUR's.
- The *Mapping study on childcare services* was carried out in in four project pilot cities in cooperation with Women's Labour and Employment Initiative (KEIG), an NGO. As of 17 December 2015, professional editing of the report has been completed. The audience for this report is PEVTB<sup>42</sup>, as well as NTT and other relevant organizations (e.g. Ministry of Labour and Social Security, Ministry of Family and Social Policies, İŞKUR).
- A macroeconomic study on the *Impact of investments in childcare/care services on poverty reduction and economic growth*<sup>43</sup> was printed already at the time of the evaluation. It is a result of collaboration with other UN agencies (including UNWOMEN and UNDP). The Project intended to write a policy brief. The research

<sup>39</sup> The İŞKUR's office in Istanbul carries out a high number of face-to-face interviews with companies every six months to know their preferences in employing new staff. In 2015 it covered 11,500 companies as part of its (quantitative) labour market surveys while in the whole country the figure is 365,000 companies for that year.

<sup>40</sup> This was also confirmed in the discussion with Ms. Naoko Otake, at ILO HQs, Geneva, on 7<sup>th</sup> December 2015.

<sup>41</sup> Source: Project staff.

<sup>42</sup> Source: KEIG representative in an interview in Istanbul.

<sup>43</sup> *The Impact of Public Investment in Social Care Services on Employment, Gender Equality, and Poverty: The Turkish Case*, August 2015.



is using an economic simulation model looking into various scenarios, and concluding that investments in early childhood care and preschool education would generate 719,000 new jobs in the country (at the time of the MTE visit, one payment remained to be paid to the consultants).

- An *Entrepreneurship study* was also carried out, which needs slight editing and publishing. The report holds good standard /quality and requires slight editing before being published.

#### 4.6.2 Study tours

The Project Document indicated that three study visits would be done and at the time of the MTE field visit, two had been undertaken. Twenty-five persons from NTT (including some of the Project staff who accompanied NTT) went to Sweden and visited relevant authorities in Stockholm. The visit was very much appreciated by the participants and several of the NTT and ILO participants stated that the information and discussions that took place in Sweden, and in connection with this visit, *directly contributed to the development of the NAP*.

Some participants informed the MTE that it was found that the Swedish model and reality regarding gender empowerment however, is very far from the reality in Turkey. The subsequent study visit was organised to South Korea, which was perceived to be more similar to the situation in Turkey, as regards how the country has addressed challenges of women employment. The following was a comment made to the MTE regarding the Korea visit (by a key male participant in one of the pilot provinces):

*“Women’s contribution to the economy is much higher in Korea than in Turkey. Policy-makers need to work on this, as employers in Turkey prefer men instead of women. It will take us many years and political will is really necessary. It’s about opportunities, and how women can contribute to the economy”.*

#### **Conclusion - Studies, research and study tours**

Much effort has been made to produce the above-mentioned studies. Efforts should now also be made to ensure that the reports are distributed and discussed in various fora. The report on *Review of public employment services* is obviously important to improve and finalise.

### 4.7 Work planning, monitoring, evaluation and progress reporting

#### 4.7.1 Work plans

The Project’s Work Plans are internal documents and are revised on a needs basis e.g. in connection with the drafting of the TCPRs which are submitted annually to Partnerships and Field Support Department (PARDEV), ILO Headquarters and to the donor agency.

#### 4.7.2 Monitoring and Evaluation

The project management has informed that regarding monitoring, the Project has separate monitoring tools (e.g. media monitoring tool to monitor impact of activities/outreach). However, there is no consolidated monitoring format/system to facilitate monitoring of all activities at national and provincial level and it appeared that the staff members have not felt the need for this, to date. A monitoring system would need to gather information and data relevant to its performance/achievement indicators, and be disaggregated by sex.

Regarding evaluation, it is suggested that the Project considers a self-evaluation as an exercise that could engage the stakeholders (NTT included) more, and bring some sense of ownership to the partners, involving both national and provincial constituents/partners<sup>44</sup>. This could be a means to raise interest and appreciation of provincial realities among national actors, in particular.

#### 4.7.3 Reporting on progress, achievements and challenges

The Project is required to produce only one TCPR per annum to ILO HQs and the donor and at the time of the evaluation only two TCPRs have been submitted, covering progress in 2013 and 2014. Many other ILO technical cooperation projects report more frequently, some six-monthly and some even quarterly. This matter was discussed with the Embassy of Sweden/Sida representative who stated that annual reporting was adequate.

#### **Conclusion - Work planning, monitoring, evaluation and progress reporting**

a) It will be important to monitor and follow-up project activities more closely for the remainder of the Project duration, including the progress on training related activities, when these take off, for the unemployed women. The

<sup>44</sup> See ILO’s definition: “Self-evaluation is conducted and managed by project management, with little or no budget being required. The self-evaluation should include assessments of relevance, effectiveness, efficiency, impact and sustainability. Sometimes considered a part of regular project reporting, a self-evaluation should address issues of project accountability to the extent possible, as well as offer insights into how future projects might benefit from knowledge gained through the self-evaluation”. (Source: ILO Guidance note No. 9 Internal Evaluations for Projects).

Project should ensure that a simple format for monitoring is used for all key project activities. Although WWHR will report to the Project per se, Project staff members need to monitor WWHR's activities when work starts in the Municipalities, and ensure that gender disaggregated data and information (among other) is forwarded to ILO.

**b)** Even if the donor does not require more frequent reporting, *it would be beneficial for the ILO* to access 6-monthly reports from the Project – and even for the Project staff it would be good to have this exercise to record events, progress and challenges. More frequent reporting will be crucial as the Project prepares to consolidate and document all its accomplishments and lessons, and prepare an exit strategy - as well facilitating for the Final Evaluation in its information gathering process and to draw sound conclusions and recommendations.

## 5 Conclusions, Lessons Learned and Recommendations

This chapter lists the conclusions, lessons and recommendation of the MTE.

### 5.1 Conclusions

**These are the key conclusions drawn from the findings of the Mid-Term Evaluation:**

Validity of project design: The results framework of the Project is basically sound with only a few inconsistencies found. The Project Document lacked a one-page LFA matrix which, if such had been included it could have visualised the results chain not only for the evaluator but for the project staff and key stakeholders

National Action Plan Women's Employment and Gender Equality (output 1.1): The work on the draft NAP has been relevant and effective and is the result of significant involvement by members of the NTT, supported by ILO and Project support. Once the final NAP has been approved, it will be funded through İŞKUR's own funds, thus there is no need for endorsement by other than İŞKUR Director General. Monitoring of how the plan is implemented and what resources in fact are used for the NAP purpose will be crucial.

Improving the work and functioning of İŞKUR offices (output 1.2): The work related to İŞKUR and improving the work and functioning of İŞKUR offices and local authorities (Output 1.2) is relevant and credit is given to the Project for its efforts. Several components have not been effective and have met with obstacles and delays. Delays in start-up of the training programme, particularly, has seriously affected the Project and almost exclusively caused by factors outside of the control of the ILO Project and point to the need for a no-cost extension beyond June 2016 - as there not only needs to be sufficient time for the training as such but for follow up and monitoring on how learning of participants is impacting on their work.

Gender responsive active labour market policies (output 2.1): The work intended to contribute to output 2.1, namely gender responsive active labour market policies has been relevant, and effective - and is important as it attempts to improve the instruments used to gather information through integration of gender oriented elements. The qualitative labour market study, which should point to new ways for İŞKUR to gather gender-oriented information and provide better support to unemployed women, was undertaken in two out of the four pilot provinces.

Unemployed women remaining in the labour market (output 2.2): This output has not yet materialised and is dependent on other outputs.

Technical capacity of national and local experts on gender equality (output 3.1): The Project manager has recently informed the MTE that in the third quarter of 2015, and after the MTE field visit, highly productive meetings were held with municipalities in four provinces - a very good achievement. It was confirmed that training activities (including training of beneficiaries) certainly would commence early in 2016.

Regarding the WWHR training component, the work contributing to the third outcome is seriously delayed, namely the training and capacity building programme for the ultimate beneficiaries, which is a concern of the MTE. The Project manager has recently informed that in the third quarter of 2015, and after the MTE field visit, highly productive meetings were held with municipalities in four provinces – which is a very good achievement. It was confirmed that the training activities (which includes training for beneficiaries) certainly would commence early in 2016. Nevertheless, the work contributing to the third outcome is seriously delayed, i.e. the training and capacity building programme for the ultimate beneficiaries. It seemed there is little chance that this it can be completed and followed-up before the end of the Project in June 2016 (see a further separate discussion on this in section 4.4.1 Training Programme).

Communication and promotional activities (output 3.2): This output is well under way as regards the promotional activities.

WWHR as service provider in municipalities in the four provinces: The MTE has assessed that addressing the training program implementation and solving the differences cropping up that were confirmed in June and even before, has taken too long a time, and has affected the project's momentum in reaching the outcomes in an efficient way. It is imperative that all efforts are made to ensure that there are no administrative obstacles (regarding the Agreements) and assist and monitor to find new VET platforms on which to build the training on human rights and gender equality.

Information sharing between national and provincial levels: The Project has confirmed that the NTT members are regularly informed about the project progress and are provided with updates. It is also understood that there is no structural relationship or direct link between NAP and provincial level activities in the project design and that the NTT members are responsible for the information sharing and consultations with their local branches/unit, and in seeking inputs while drafting the NAP. However, linkages between national and provincial levels regarding the

project activities seemed a bit weak and gave the impression of the implementation of two different projects with little connection in between the project “pillars”, or components.

### Project relevance

Relevance is here understood as relating to the extent to which the Project’s activities and objectives are in line with the priorities and policies of the country/stakeholders and (direct, indirect, ultimate) beneficiaries, as well as the ILO itself and the development partner. It was found that the Project and all of its planned/intended outcomes are highly relevant.

### Project effectiveness

Effectiveness is understood as relating to the extent to which activity/strategies reach or contribute to meeting the stated objectives. *It was found that the activities under Outcome 1 (NAP) have been quite effective in terms of developing the actual NAP, which came about through good cooperation between members of the NTT. At the time of the evaluation mission, İŞKUR had not yet given the Project its comments on the plan. Once implementation of the plan is set in motion, effectiveness should once again be assessed – perhaps at the time of the Project’s final evaluation.*

In view of the delays that were apparent in the area of *capacity development and training (Job Counsellors and beneficiaries, Outcome 2)* this evaluation criteria can obviously not be applied yet. Regarding Outcome 3, activities and strategies were found to have reached a good level of effectiveness, and the project has for instance established important communication channels and spread the Project’s messages to the public in diverse ways.

### Efficiency

Efficiency is here understood as a measurement of the outputs (qualitative and quantitative) in relation to the inputs. It is applied to assess/determine whether the least costly resources possible were used to reach the intended results. The level of efficiency is not easy to determine at this stage. The budget delivery of the project was only about 29% - due to delays of e.g. the training programme but this is expected to increase once it takes off.

### Sustainability

Sustainability is here understood as the benefits of the activities, or benefits that are likely to continue after donor funding has been withdrawn. At Mid Term it was obviously too early to detect any sustainability since the Project had not yet moved into a number of key activity areas at the time of the evaluation. However, it is one of the most important aspects.

If the NAP for Women Employment actually is implemented in a serious way as intended, with resources allocated for the tasks – there is likelihood of sustainability in the sense that İŞKUR may institutionalise initiatives that are gender-responsive, enabling/allowing more unemployed women to find jobs through for instance the application of modified survey instruments now including gender responsive questionnaires. Regarding to trainees in the upcoming project-initiated training program (beneficiaries), it is expected that training will not just be one-time events and the Project/stakeholders will follow up and monitor their post-training status and their job situation, and perhaps their knowledge/attitudes in some way.

A joint evaluation exercise may be beneficial to increased ownership and change of attitudes which in turn may have effects on sustainable systems and establishing procedures and services e.g. the new ways to undertake labour market studies, or improved systems of job counselling that in turn may have an effect on empowering women job seekers.

### Impact potential

Potential impact is here understood as the potential positive and negative changes that may result from the Project’s interventions, directly or indirectly, intended or unintended. It is not likely that one single activity area in isolation will lead to any impact once the Project has been fully implemented. However, combined they may generate positive changes that, for instance, enable and/or empower more women to claim their rights in accessing decent work, as well as affordable and quality day care centres for their children, or better care for the elderly – the latter which are typical areas belonging to women’s traditional reproductive roles and responsibilities, which often pose as hindrances for women to seek and access employment.

## **5.2 Lesson learnt**

The cooperation with WWHR, for the purpose of training on the integration of human rights and gender equality in vocational training for the beneficiaries, is mentioned in the Project Document. The donor agency and İŞKUR endorsed this steering document and the Project’s intentions were known and agreed upon by the parties. However, for some reason the cooperation and role of WWHR was not mentioned in the Protocol signed by ILO and İŞKUR, which it probably should have been although it may not have played any role.



Neither the ILO, nor the donor agency, anticipated any risk with the arrangement and ILO office in Turkey has good experience from a Project that had a similar arrangement with WWHR working with İŞKUR, but at a much smaller scale, in the implementation of a short technical cooperation project that ended in 2010<sup>45</sup>. Thus it was unexpected that İŞKUR decided to not be involved with WWHR.

The Embassy of Sweden/Sida provides funds to WWHR, and has expressed that it would rather see that the Project works with WWHR than other organisations but has not posed any condition or made any objection should ILO choose another partner for these activities.

As situations like the one that arose can be a real killer factor in a project's strive to achieve its goals and targets in a relatively short time span - the lesson here is that ILO should be even more mindful when out-sourcing large programme and budget components to one single implementing organisation.

### 5.3 Recommendations

The following 12 recommendations are based on the conclusions of the MTE (it should be noted that not all conclusions have warranted a specific recommendation).

- 1. Recommendation:** The Project management and its tripartite constituents should ensure that a final National Action Plan on Women Employment plan is produced and submitted to İŞKUR by the first quarter of 2016 followed by training and monitoring to ensure at least the start-up of its actual implementation and that allocation of human and financial resources for specified tasks are made.
- 2. Recommendation:** Because of the delays of certain key activities the ILO Country Office should in good time before the end of the first quarter in 2016 officially request Sida/Embassy of Sweden to approve a no-cost extension of the Project beyond June 2016.
- 3. Recommendation:** The Project management should engage itself even more with completing a quality *Review of Public Employment Services* that meets the requirements of both ILO and İSKUR, preferably together with the consultant who produced it, and if needed, with more technical support from EMPLOI/CEPOL department, ILO HQs. Discussions should be held with ILO colleagues in Ankara and at EMPLOI/CEPOL, ILO HQs to reach a decision on how to deal with this review to meet the quality standards of both ILO and İŞKUR. Because of the importance of the research subject and in view of the Project's aim to contribute to an improved functioning of İŞKUR's services. This discussion should also consider options to outsource a revision of parts of the study – even if this requires that fresh data be collected. *(It should be noted that at the time of finalising this report, discussions have already been held<sup>46</sup>).*
- 4. Recommendation:** Shortly after the evaluator's visit in Turkey, municipalities' TVET courses were identified (replacing İŞKUR) to serve as new platforms for the Project's training and capacity building programme on human rights and gender equality. A) The Project management and Country Office should make all efforts to ensure that there are no administrative obstacles (regarding the Agreements) for the training to take off. B) They should also closely monitor the implementation, and ensure that a realistic plan is in place to follow-up training to determine any impact (this could be used as a self-evaluation to be done jointly with NTT). If the Project cannot move on this by the first quarter of 2016, ILO should cancel the Agreement and a call for fresh bids should be made.
- 5. Recommendation:** Regarding its work on media, communication, knowledge products and promotional activities - the Project management and its key partners, the ILO, the donor agency should be mindful that the Project is able to express its messages freely to the public and that political interests do not impact on the activities that have been agreed upon.
- 6. Recommendation:** The Project management should make more efforts to increase ownership of the Project among its stakeholders, through the NTT and the provincial project stakeholders. The various "pillars" at national and provincial levels needs to be more connected, e.g. through more sharing of documents and better communication; more joint field trips to implementation areas, more efforts to engage the stakeholders in the whole project and e.g. joint internal evaluations.
- 7. Recommendation:** The Country Office should be mindful about the suitability of the officials participating in study visits to other countries. If undertaken in a Project environment, these comparatively costly activities should not just be seen as learning exercises, but should clearly aim at producing results in terms of

<sup>45</sup> The project which ended in 2010, was *Pilot Project on Active Labour Market Policies for Advancing Gender Equality through Decent Employment for Women in Turkey*, implemented in Ankara, Gaziantep and Konya. The current *More and Better Jobs for Women* project builds from earlier work experiences with İŞKUR and WWHR (Source: Evaluation report of this project).

<sup>46</sup> Source: Project staff.

improvements and changes in institutions in home countries. Thus, it is sound practice that the organisation that invites government officials to such visits asks them to document what follow-up actions they will carry out in their organisations upon their return.

8. **Recommendation:** The Project management should develop (or use existing ILO formats) monitoring tools/formats and some system to keep track of the project related activities in Ankara, Konya, Istanbul and Bursa – this is important in particular once the training programmes gets under way and to be able to present sufficient and reliable gender disaggregated data and information for the use of indicators of performance/achievement. This will be beneficial when consolidating its achievements at the end of the Project as well as to be accountable and facilitate the work of the Final Evaluation.
9. **Recommendation:** The ILO Technical Unit/Country Office should request the Project to report more frequently than once a year.
10. **Recommendation:** The Technical Unit/Country Office and ILO Headquarters (Procurement unit) should in the future ensure that large capacity development components of a Project are not commissioned to only one implementation partner, in particular not when the cost constitutes a large part of the Project's total budget.
11. **Recommendation:** Even if the Project is extended in time beyond June 2016, the Project management, with its partners/stakeholder, should keep the subject of sustainability in focus in its discussions with the stakeholders, which involves not only İŞKUR but also the other actors/organisations that took part in developing the NAP. The Project should initiate the planning for a Closing Conference early in 2016, which key results and challenges are brought to the relevant audience/public for discussions. The event that will also be the platform to present the exit strategy that elaborates the sustainability of the impact of the project activities. The results of all capacity developing activities including monitoring of its impact on systems and procedures, as well as changing attitudes within institutions should be documented and shared.

## Annex I: Terms of Reference

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

Project Code: TUR/13/02/SID

Region: Europe and Central Asia

Lead Office: ILO Ankara Office in Turkey

Duration: May 2013 – June 2016

Donor agency: The Swedish International Development Cooperation Agency (SIDA)

Budget: 3,446.824 USD

External implementing partners: İŞKUR (Turkish Employment Agency) of the Ministry of Labour and Social Security

### I. Introduction and Rationale for Evaluation

The independent mid-term evaluation is undertaken in accordance with the project workplan and in line with the ILO Evaluation Policy adopted by the Governing Body in November 2005, 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.

### II. Brief Background on Project and Context

#### *Background Information*

Turkey is one of the countries where the phenomenon of "growth without employment" is observed. As underlined in the reports on the state of women's employment in Turkey prepared for ILO Office for Turkey by Gülay Toksöz (2007 and 2009), economic growth has not led to substantial increase in employment. Although the rate of women's labour force participation has slightly increased in the last years, women's employment remains very low comparing to EU and OECD countries and this tendency bears the risk of turning into a chronic feature. Turkey faces a large gender gap in labour force participation. Women are being pushed further away from the labour market as a result of gender-based division of labour and gender roles shaped upon this division. Turkey's poor performance in women's employment is also clearly reflected in various international gender inequality indexes. According to the Global Gender Gap Report of World Economic Forum, Turkey is 132<sup>nd</sup> out of 135 countries in terms of economic participation and opportunity whereas it ranks 77<sup>th</sup> out of 187 countries -- far behind EU countries -- according to the Gender Inequality Index of UNDP's Global Human Development Report 2011.

While recognizing that economic growth in itself may not produce more jobs, especially for women - as shown by Turkey case -, the government can take measures to increase the employment intensity of growth and ensure that women in particular are able to take advantage of new income and job opportunities through employment generation policies, enhancing access to public services, strengthening skills development and encouraging entrepreneurship development. Therefore, the ability of governments to develop evidence-driven, responsive and inclusive policies is a fundamental requirement to achieve gender equality in the labour market. Official responsibility of governments to address the issues of gender inequality and gender mainstreaming in their policies and programs was embedded in ILO Conventions, 1995 Beijing Platform for Action, Millennium Development Goals (MDGs) and other UN Conventions.

#### **Scope of the Project**

The overall objective of the project is to contribute to women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour market policies (ALMP) interventions and enhancing awareness on gender equality, women's human rights and rights at work.

Studies show that there is a strong mismatch between the labour demand of the employers and the qualifications of the unemployed. In addition, employment by itself is not sufficient to reduce poverty and vulnerabilities particularly of women. It is decent, formal and paid employment that empowers people. Therefore, the project aims to make a change in the employability of women through improved capacity and outreach of Turkish Employment Agency (İŞKUR) and Provincial Employment and Vocational Training Boards (PEVTBs) as well as through preparation of a National Action Plan on Women's Employment and Gender Equality. İŞKUR will then utilize its capacity to tailor their services to the emerging needs of the labour market for women.

The project will also help in integrating gender sensitive approaches into active labour market policies and in identifying those occupations where there are more decent employment opportunities for women to be employed in the project provinces. The project is expected to serve as a model for other provinces in advancing gender equality in employment and providing decent employment opportunities for women.

The project will be implemented in four project provinces of Ankara, Bursa, İstanbul and Konya. These provinces were selected among the provinces where women's labour participation rates are lower than the national average according to the latest TURKSTAT statistics and rate of job placement of women by İŞKUR is lower than the national average. Regional and sectoral dynamics which have potential to provide more and better jobs to women is also a criterion.

The project has expected results at national policy and at local levels in the project provinces. At the national policy level, the project will result in a National Action Plan on Women's Employment and Gender Equality which includes concrete targets and actions to promote women's participation in the labour force. At the local level the project will ensure the effective delivery of active labour market policies from which unemployed women in the project provinces will benefit.

The intended beneficiaries of the project are twofold: At the policy level, the primary beneficiaries are the policy makers and planners responsible for delivery of employment services to women. These include İŞKUR, the Ministry of Labour and Social Security, the Ministry of Family and Social Policies, PEVTBs and Organized Industrial Zones. At implementation level, the main beneficiaries of the project are the unemployed women registered to İŞKUR, those who cannot access or benefit from placement services and do not have the employability skills to join the formal labour market. Unemployed men registered to İŞKUR, working men and women and İŞKUR staff is also other beneficiaries of the project who will benefit from the project activities.

In line with the project document, an independent mid-term evaluation of project implementation will be undertaken for this work the ILO requires the services of a contractor who will conduct the evaluation.

### **III. Purpose, scope and clients of the evaluation**

The purpose of the evaluation is to:

- a) Determine if the project has made progress towards its stated objectives and outcomes and explain why/why not;
- b) Provide recommendations on programme improvement and further action;
- c) Where necessary, identify the possible need to refine strategy.

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
- ILO tripartite constituents and national project partners
- ILO management and staff at the HQ and country office
- Project staff
- Donor

## **II. Evaluation Criteria and Questions**

***The project will be evaluated in accordance with the OECD/DAC evaluation criteria of relevance, efficiency, effectiveness, sustainability and impact potential. The evaluation will address the following aspects of the project:***

### **1. Relevance and strategic fit**

- a) Project's fit with the context: How the project supports UN Country Programmes, 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?
- b) 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?

### **2. Effectiveness**

- a) Extent of progress to date: What progress has the project made towards achieving its immediate objectives as per the relevant outcome indicators?
- b) How have stakeholders been involved in the implementation? Are constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities to create an enabling policy environment for women employment?
- c) How many women benefitted from the project, e.g., have been trained, employed, improved skills, etc.?
- d) What was innovative in the project implementation and/or in the services provided?
- e) Has there been any additional demand for women employment services created by the project? If so, would it be feasible to meet such demand within the time frame of the project? How would that influence/strengthen the outcomes?
- f) To what extent is the project contributing to:
  1. implementation of the Decent Work Country Priorities;
  2. partnerships and interagency cooperation with the UN family.
  3. Efficiency
    - a) Have the resources (knowledge, expertise, networks, time, staff and funds) been used in an efficient manner?
    - b) Has the project been implemented as planned? If not, why?
  4. Sustainability and impact potential
    - a) What is the likelihood of sustainability of outcomes? Are the national partners able to continue with the project after its completion (capacity of people and institutions, laws, policies)? What more should be done to improve sustainability?
    - b) Is it likely that the project will have long-term impact?
  5. Lessons learned and recommendations
    - a) Are there any areas where difficulties are being experienced? What are the reasons? Is there any corrective action needed? Are there any alternative strategies which would be more effective?
    - b) What are the main lessons learned, good practices, innovations? To what extent are best practices documented or should be documented better?
    - c) Are there any recommendations for the immediate next steps for the remaining duration of the project?

OECD/DAC Criteria for Evaluating Development Assistance will be used to interpret the answers to the evaluation questions<sup>47</sup>.

## II. METHODOLOGY

The mid-term evaluation will use an international consultant as the Evaluator to conduct the evaluation.

The Evaluator will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR, the availability of resources and the priorities of stakeholders. In all cases, the Evaluator is expected to analyse all relevant information sources, such as annual reports, programme documents, internal review reports, programme files, strategic country development documents, publication and promo materials and any other documents that may provide evidence on which to form opinions. The Evaluator is also expected to use interviews as a means to collect relevant data for the evaluation.

<sup>47</sup> <http://www.oecd.org/development/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

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:
  - National Project Steering Committees members and constituents
  - Government staff who have worked with the project
  - a few representatives of the target group (e.g. women looking for jobs 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 to the constituents and the ILO field staff.

**Post-Trip Debriefing:** The evaluator will provide a debriefing to the ILO/Ankara on the preliminary findings of the evaluation (possibly, by telephone/or on Skype). Conclusions and recommendations will be presented in the draft evaluation report (see below).

## **II. MAIN OUTPUTS (DELIVERABLES)**

- A. Inception report in English (in electronic format);
- B. Draft Final Report in English (electronically);
- D. Final Report in English (electronically);
- E. 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 report with the members of the evaluation panel to seek their comments and suggestions.

- **Draft Final Report** (to be submitted to the evaluation manager within ten days of completion of the field visits)

The evaluation consultant will submit to the evaluation manager the draft final report. The draft final report will contain the same sections as the final report (described in the next paragraph) and will be up to 30 pages in length, excluding the annexes. This report will be circulated to the stakeholders for comments. The comments on the report will be provided to the evaluator within 7 days.

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

The final report will contain an executive summary of no more than 5 pages that includes 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. 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 conformity with the ILO Evaluation Office Guidelines on Preparing Evaluation Reports<sup>48</sup>:

1. Title page
2. Table of Contents
3. Acronyms
4. Executive Summary
5. Background and Project Description
6. Purpose, scope and clients of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Project Status
9. Findings
10. Conclusions, Lessons Learned and Recommendations<sup>49</sup>
11. Annexes (i.e., TOR, list of interviews, meeting notes, relevant country information and documents)

## II. Management Arrangements

### **EVALUATION TEAM**

The evaluation team will be comprised of one evaluator working under the supervision of the ILO Evaluation Manager. Interpretation during field research and interviews will be provided by the project when required throughout the evaluation mission in Turkey (to be discussed with the project manager).

#### 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<sup>50</sup>
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 an 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.

<sup>48</sup> See EVAL Checklists 5 & 6 on preparing evaluation reports for detailed guidance [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165967.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf)

<sup>49</sup> It is advisable to include recommendations on knowledge sharing if appropriate (i.e. documentation of best practices, development of training courses, etc.)

<sup>50</sup> <http://www.eval.org/Publications/GuidingPrinciples.asp>

- 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:

- Reviewing the draft TOR 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);
- Preparing a short list of candidates for submission to the selection panel and ILO/Ankara Director;
- 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;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Team is responsible for:

- Drafting the ToR in collaboration with the ILO Evaluation Manager and specialists;
- Finalizing the TOR with input from colleagues;
- Circulating the TOR for comments to the national stakeholders;
- Providing project background materials, including the Project Document, 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;
- Supporting follow up on evaluation recommendations.

## **TIMEFRAME**

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

Tasks	Work Days
Preparatory Research and inception report	5
Field Research, four provinces	14
Travel days (depending on residence)	
Initial Draft Report	10
Finalization of the report	6
Total:	35 working days

Overall duration: 02 October 2015 – 04 December 2015

Date of completion of work: 04 December 2015

## **II. 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.

To the extent possible data collection and analysis will be disaggregated by gender.



## Annex II. Inception report

This is the text of the inception report of the Mid-Term Evaluation of the ILO Project: *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*, By Lotta Nycander, independent Evaluator. The original formatting has been changed as it now constitutes an annex in the final evaluation report.

## Introduction

This is the Inception Report of an independent Mid-Term Evaluation (MTE) of the ILO Project entitled *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey* (herein referred to as the Project). It precedes the field research visit to Turkey, which is scheduled for 17 – 30 October 2015. Lotta Nycander will carry out the evaluation and Irina Sinelina, ILO Evaluation Officer, Moscow office, will consolidate written comments received on the draft and final reports for the evaluator's consideration.

The **purpose** is to account for the methodology that will be applied in the MTE - including details on methods, data sources, interviews, as well as the work plan, draft mission schedule and draft report format. It describes the evaluation instruments including the key questions, participatory validation workshop and data gathering as well as methods of data analysis and provides a brief list of the documents that I have received from ILO to date to for the documentation review<sup>51</sup>). It adheres to the ILO EVAL Guideline for Inception Reports.

## Background and country context<sup>52</sup>

Turkey is one of the countries where the phenomenon of “growth without employment” is observed. As underlined in the reports on the state of women's employment in Turkey prepared for ILO Office for Turkey by Gülay Toksöz (2007 and 2009), economic growth has not led to substantial increase in employment. Although the rate of women's labour force participation has slightly increased in the last years, women's employment remains very low comparing to EU and OECD countries and this tendency bears the risk of turning into a chronic feature. Turkey faces a large gender gap in labour force participation. Women are being pushed further away from the labour market as a result of gender-based division of labour and gender roles shaped upon this division. Turkey's poor performance in women's employment is also clearly reflected in various international gender inequality indexes. According to the Global Gender Gap Report of World Economic Forum, Turkey is 132nd out of 135 countries in terms of economic participation and opportunity whereas it ranks 77th out of 187 countries -- far behind EU countries -- according to the Gender Inequality Index of UNDP's Global Human Development Report 2011.

While recognizing that economic growth in itself may not produce more jobs, especially for women - as shown by Turkey case -, the government can take measures to increase the employment intensity of growth and ensure that women in particular are able to take advantage of new income and job opportunities through employment generation policies, enhancing access to public services, strengthening skills development and encouraging entrepreneurship development. Therefore, the ability of governments to develop evidence-driven, responsive and inclusive policies is a fundamental requirement to achieve gender equality in the labour market. Official responsibility of governments to address the issues of gender inequality and gender mainstreaming in their policies and programs was embedded in ILO Conventions, 1995 Beijing Platform for Action, Millennium Development Goals (MDGs) and other UN Conventions.

## Structure of this document

This brief report consists of four sections:

- Section 1. Introduction - including background and country context, structure of the report and purpose, rationale and scope of the evaluation;

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<sup>51</sup> This list will be considerably longer as the work proceeds.

<sup>52</sup> The background text is copied from the ToR. In the actual evaluation report, the text will be altered and up-dated.

- Section 2. Project context and Terms of Reference - including a brief about the Project's result framework (purpose, objectives/outcomes, outputs and activities), followed by a response to the Terms of Reference (how the ToR has been understood); and expected users of the evaluation; and
- Section 3. Evaluation instrument and framework – including the evaluation criteria; the questions in relation to each criteria (evaluation instrument); the evaluation framework and methodology; the overall approach; and the steps in the evaluation process - including the stakeholders to be consulted, ethical considerations, quality assurance and limitations to the methodology.

There are five annexes: Annex I. Terms of Reference; Annex II. Initial list of documents used; Annex III. Persons to be consulted; Annex IV. Work schedule of visit to Turkey (October 15<sup>th</sup> – 25<sup>th</sup> 2015); and Annex V. Time line.

### **Purpose, scope and clients of the evaluation**

The **purpose** of the evaluation is to i) Determine if the project has made progress towards its stated objectives and outcomes and explain why/why not; ii) Provide recommendations on programme improvement and further action; and iii) Where necessary, identify the possible need to refine strategy (ToR).

The **scope** is the Project implementation from the start, and all four provinces where the Project is being operated, i.e. Ankara, Bursa, Konya and Istanbul. In terms of stakeholders, the ToR foresees that the ultimate beneficiaries of the project will be involved in the evaluation; as will the ILO management and staff at the Headquarters, and country office in including the project staff and its tripartite constituents and national project partners as well as the Development Partner (Sida, the donor agency). The will also be the **clients** (users) of the evaluation.

### **Project context and Terms of Reference**

#### **The Project to be evaluated**

The Project to be evaluated addresses issues of unemployment of women in the country, which in the Project Document is described as “chronic” and existing despite economic growth in the country. Gender-based segregations in the labour market and the lack of awareness on gender equality and labour standards are related aspects that the Project is addressing.

The **overall objective** is thus to contribute to women's empowerment in Turkey by providing decent work opportunities through capacity development of relevant institutions, active labour market policies (ALMP) interventions and enhancing awareness on gender equality, women's human rights and rights at work.

The **immediate objectives** are support to the development of an inclusive and coherent policy at national level to promote women's employment, creating decent work opportunities for women and raise awareness in the fields of gender equality and labour standards<sup>53</sup>.

ILO is the implementing agency, running operations in four provinces (Ankara, Bursa, Konya and Istanbul). Swedish International Development Cooperation Agency (Sida) is the funding agency and the budget is USD 3,446.824. It was launched in March 2013 and is currently implementing its second phase until it is expected to close in July 2016.

The Project Document<sup>54</sup>, the steering document for the Project, describes the **outputs and activities** in detail. The technical progress reports (TPRs) are expected to account for the actual

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<sup>53</sup> Source: Project Brief

situation. The status of generating outputs and outcomes in particular will be identified during the field mission, mainly, as well as the status/use of indicators and relevance of the assumption and risks.

The **intended beneficiaries** of the project are<sup>55</sup>:

- ii) At the policy level, the primary beneficiaries are the policy makers and planners responsible for delivery of employment services to women. These include İŞKUR, the Ministry of Labour and Social Security, the Ministry of Family and Social Policies, PEVTBs and Organized Industrial Zones.
- iii) At implementation level, the main beneficiaries of the project are the unemployed women registered to İŞKUR, those who cannot access or benefit from placement services and do not have the employability skills to join the formal labour market. Unemployed men registered to İŞKUR, working men and women and İŞKUR staff is also other beneficiaries of the project who will benefit from the project activities.

It's **implementing partner** is the employment agency İŞKUR, under Ministry of Labour and Social Security. The Project Brief has listed many constituents and organisations that are **stakeholders** (see section 3.4.1).

## **Responding to the Terms of Reference**

### **Understanding the ToR**

When reading the ToR it understood that the assignment will revolve around a specific set of key evaluation questions. The questions are found in detail in section 3.3 detailing the evaluation instrument.

### **Evaluation framework, criteria and instruments**

#### **Framework and approach**

The evaluation will attempt to appreciate what the logic was behind the design of the Project, and thus examine the project's project document and initial result framework – and identify any changes made to this framework during the course of the Project, through the study of actual implementation, as well as what has been reported in the regular TPRs.

It is here proposed that the evaluation primarily uses qualitative methods but that both qualitative and quantitative data is gathered. The latter should be drawn from secondary sources e.g. in accessing data as there seems not to be time allocated for the evaluation to undertake its own survey to gather primary quantitative data.

Methodological triangulation will be applied, involving more than one option to gather data, i.e. interviews, observations, brief written questions to selected respondents, and documents. Emphasis on triangulation is not only done to increase the credibility and validity of the results, and cross-check information to minimise any bias – but also to deepen the evaluator's understanding.

Ethical standards in the analysis of gathered data and in the reporting shall be discussed and care will be taken not to let conclusions in evaluation process be influenced by the views or

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<sup>54</sup> The Project had an inception phase of four months with the overall objective to contribute to the planning of the project outputs and activities in a strategic and efficient manner. The expected outcomes were a revised project document and the development of a strategic planning; defined roles of key stakeholders; a technical team set up within ILO and İŞKUR and focal points within local directorates of İŞKUR in each province; and Inception Report and Project Document submitted for Sida approval.

<sup>55</sup> Source: ToR

statements of any party. The evaluation will be undertaken in accordance with ILO's Evaluation Policy Guidelines, UN Evaluation Group (UNEG) Norms and Standards, and OECD/DAC's recommendations in the use of evaluation criteria.

The process will be participatory to enable and encourage all key actors to share their experiences and information, contributing to the evaluation findings.

## Criteria

The evaluation will focus on the areas of project relevance, effectiveness, efficiency, impact potential and sustainability<sup>56</sup> belonging to the most common OECD/DAC evaluation criteria.

## Instrument

The objectives of the evaluation will be translated into relevant and specific evaluation key questions - **the evaluation instrument** - to inform the development of the methodology and to enable the assessment and use of the evaluation criteria, mentioned above. These will be posed to the relevant, selected project constituents/stakeholders such as representatives of the Turkish Government, employers and workers organisations/trade unions and any other relevant key stakeholder, or partner. In relation to these, the main concern will be: "Is the Project doing things in the right way to ensure that immediate objectives/outcomes are met?" and "Are there better ways of achieving results?"

Below are *examples* of questions and will be further detailed and tailor-made to each category of constituent/stakeholder once the field data gathering starts in Turkey:

### Relevance and strategic fit

- How relevant is the Project's vis-à-vis Turkish Government national policies in particular, and vis-à-vis other ILO constituents?
- How does the Project fit in with e.g. UN Country Programmes, UNDCS, strategic country development documents – and how does it complement other ILO and Sida projects in the country?
- What is the relation between the project design/results framework and the needs of the direct beneficiaries – and how relevant is the overall project design in relation to the ILO's strategic and national policy frameworks?
- How do the government-, employers- and trade union organisations view the Project's relevance and strategy, and status of implementation?
- Have the needs of these stakeholders changed since the beginning of the project in ways that affect the relevance of the project?
- On what basis (e.g. in terms of needs assessments, diagnostic study) was the Project designed? Were any such assessments undertaken at the start of the Project?
- To what extent was the project design logical and coherent? Were the targets, objectives/outcomes/outputs and indicators in the Results Framework SMART<sup>57</sup>? Would the design have benefited from a Logical Framework Analysis (LFA) was to be developed according to the steering document (Project Document)?

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<sup>56</sup> Terms of Reference.

<sup>57</sup> Specific, Measureable, Achievable, Realistic and Time bound (SMART).

- How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project's monitoring practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?

### **Effectiveness**

- Is there any progress yet in the Project's aim to contribute/reach any of the three objectives/outcomes and outputs achieved? If the progress is not satisfactory at mid-term – what obstacles were encountered and what needs to be done to improve the progress?
- To what extent has external factors impacted (positively or negatively) on the outputs/outcomes and reaching the Project's immediate objectives?
- To what extent was the process to determine what changes needed to take place to the Project Document during the Inception Phase collaborative and inclusive, in view of stakeholders' participation?
- How effectively has the Project been able to instigate ownership of the objectives and activities within İŞKUR – the main implementing partner organization?
- How effective has the Programme Advisory Committee (PAC) and the National Technical Team (NTT) been as regards the direction of the project and the actual implementation?
- What were the relevance, nature and quality of the Project's training/capacity-building activities, research and studies, and what evidence is there that this component was effectively applied?<sup>58</sup>
- How has gender analysis and gender planning been applied in the project and by İŞKUR?
- What challenges were met the implementation – and how did the Project fair in attempting to overcome such challenges?
- Was the project adequately staffed? What are the key strengths of the technical team responsible for the project's interventions? What are the areas for improvement?
- To what extent did management capacities and arrangements support the achievement of results? To what extent did the project governance and management facilitate good results and efficient implementation?
- How have stakeholders been involved in the implementation? Are constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities to create an enabling policy environment for women employment?
- How many targeted women (indirect beneficiaries) benefitted from the project, e.g., have been trained, employed, improved skills etc.?
- Where there any innovative aspects/innovations in the project implementation and/or in the services provided?
- Has there been any additional demand for women employment services created by the project? If so, would it be feasible to meet such demand within the time frame of the project? How would that influence/strengthen the outcomes?

- To what extent is the project contributing to:
  1. implementation of the Decent Work Country Priorities;
  2. partnerships and interagency cooperation with the UN family.

#### Efficiency

- Have the allocated resources (funds, expertise) been appropriate (adequate) to date?
- What is the level/percentage of “budget delivery” to date?
- Could alternative approaches have been applied to better achieve the results?

#### Sustainability and potential impact

- What is the *likelihood* that the strategies and activities of Project (different levels) will lead to result that will be sustainable after the end of the Project (post 2016)?
- What are the factors/circumstances that would contribute to durable changes and results?
- Has the Project already started thinking of/planning for an exit strategy?

#### Gender concerns

- How has the Project been able to contribute to any mainstreaming/integration of gender responsive changes and other gender concerns in the discourse/dialogue with its implementing partner? What needs to be done during the remaining period of the Project?
- Did the Project design include any gender analysis – and/or has the Project developed any such analysis related to its work?

The Below figure gives examples of the sources and methods that will be applied to gather information in relation to each evaluation criteria:

Figure 2. Sources & methods for data collection to apply the key evaluation criteria

Key evaluation criteria	Documents/sources of information & data	Method to be used
Relevance & strategic fit	National policy documents, UN, EU and Sida policy documents, Action plans & strategic documents of the implementing partner organisation, the Project Document & TPRs.	Doc. review, scoping, in-depth interviews with all stakeholder categories, FGDs with project stakeholders, e.g. trainees & direct and indirect beneficiaries.
Effectiveness	Project document, annual reports/TPRs, reports from training (incl. participant evaluations of trainings), M&E reports on project capacity building activities.	Doc. review, in-depth interviews with ILO staff, ISKUR, Government agencies, social partners, NGOs, DPs & other stakeholders; Collection of (mainly) qualitative information/data.
Efficiency	Progress reports, donor reports, financial reports/documents	Doc. review, scrutiny of relevant documents, discussions with ILO (incl. mngt & admin/finance staff), interviews with the DP and beneficiaries

Key evaluation criteria	Documents/sources of information & data	Method to be used
Impact potential & sustainability	Progress reports, project documents, technical reports	Review, discussions & meetings, in-depth interviews, FGDs, e-mail correspondence.

## Methodology and steps in the evaluation process

It should be adequate to undertake the following steps/methods in gathering information for the findings and conclusions:

### Comprehensive documentation review

The evaluator will study the overall context in which the Project is operating in Turkey, the ILO and partners, the Project (the study of documents is likely to continue throughout the evaluation process as more relevant documents may be gathered during the course of the work);

### Consultation with the ILO representatives and project team in Ankara prior to the field visits

The meetings will aim at briefing the evaluator on the project and the context, and 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.*

### Field visits with data gathering and observations in the four provinces and key stakeholders to be contacted (*selection criteria to be determined*)

The evaluator will visit Ankara including other project pilot provinces (Bursa, İstanbul and Konya). A selection of project sites/stakeholder organisations to be visited will be made by the evaluator in discussion with the Evaluation Manager and the project staff. Efforts should be made to include some sites where the project experienced successes and others where challenges and difficulties have affected the outcomes. During the visits, the evaluator will also observe activities and identify any outputs developed by the project.

### Meetings and key informant interviews

Meetings will be scheduled in advance of the field visits by the ILO project manager/staff, in accordance with the evaluator's requests and consistent with the ToR. A mix of in-depth informant interviews and consultations of approximately one hour and group discussions/meetings will be carried out with constituents/stakeholders and development partner representatives including beneficiaries – whatever will be most feasible. Some in-depth interviews/consultations will be carried out via Skype (including with ILO officials in Moscow and possibly Geneva).

### E-mail correspondence and (possibly) a brief set of written questions

E-mail exchanges are also likely to be used to gather more information and to add to the triangulation and validation process. The feasibility of using a short list of questions (4-6 key



only) will be discussed within ILO and if appropriate/feasible this will be used mainly for relevant ILO staff to supplement the other methods<sup>59</sup>.

### Validation meeting

At the end of the data collection phase in Turkey, the evaluator will present the preliminary findings to the Implementing Partner, the Project staff and ILO officials. If required by ILO, the audience can be larger and include key stakeholders and partners. This is a valuable opportunity through which the stakeholder participants can express and share their views on the progress and provide feedback - for consideration in the report.

### Reporting

This inception report is submitted on 12<sup>th</sup> October, followed by a draft report, and final report. The latter will be a full report with findings, conclusions, recommendations, lessons learned and all annexes, and include an Executive Summary. This final report will address/incorporate written comments from ILO and constituents which need to be consolidated by the evaluation manager before receipt. It is imperative that these written comments are sent to the evaluator in time to produce the final report.

At the time of writing this report, preparations to receive the evaluator, including making a mission programme, were not ready, although the contract had been signed on 5th October. Moreover, neither the Programme Manager (nor the programme manager-in-charge in his absence) will be present in Turkey. It was therefore jointly agreed that the evaluator would postpone the start-up of the fieldwork to 16<sup>th</sup> October (travel on 15<sup>th</sup>). This delay is likely to result in delay in the submission of the draft report as it builds on the findings of the field mission and may not correspond to the dates in the contract.

### Stakeholders

The evaluator will interact with and consult with relevant ILO officials and ILO project staff. The most relevant stakeholders to the Project will also be contacted in the course of data and information gathering. It is suggested that a selection of the most relevant stakeholders for the MTE will be made in consultation with the project manager and staff, as well as evaluation manager. The following list was received<sup>60</sup>:

- ☐ Ministry for the Family and Social Policies;
- ☐ Municipalities;
- ☐ Ministry of Science, Industry and Technology;
- ☒ Directorate of Labour and Employment Agency;
- ☒ Ministry of Health (as the implementing partner)
- ☐ DİSK (Confederation of Revolutionary Workers' Union)
- ☐ Ministry of Economy;
- ☒ TİSK (Confederation of Turkish Real Trade Unions);
- ☐ PEVTBs (Provincial Employment and Voc

<sup>59</sup> Focus-Group Discussions (FGD) was first mentioned as one method to be used, however the ILO advised against it as it was not mentioned in the ToR, and because this tool is believed to be appropriate mainly for discussions with ultimate beneficiaries. *If appropriate*, it may still be used in the MTE.

<sup>60</sup> This list was received by the Project as part of a Project Brief. The evaluator has asked to get a full, detailed list.

- ☐ Women's NGOs;
- ☐ Development Agencies;
- ☐ Ministry of Development;
- ☐ KOSGEB (Small and Medium Enterprises Development Organization);
- ☐ Professional organizations and related civil society organizations;
- ☐ Vocational Qualifications Authority;
- ☐ Ministry of National Education;
- ☐ Ministry of Food, Agriculture and Livestock;
- ☐ Directorates of Organized Industrial Zones (OIZ);
- ☐ Social Security Agency (SGK);
- ☐ Ministry of Family Affairs and Social Services;
- ☐ Turkish Confederation of Employer Associations (TİSİG);
- ☐ The Union of Chambers and Commodity Exchanges of Turkey (TCCAG);
- ☐ Confederation of Turkish Trade Unions (Türk-İŞ);
- ☐ Turkish Statistics Institut
- ☐ Universities; and
- ☐ Governorates.

The project will give priority to unemployed women and the major target group of the project consists of unemployed women registered with İŞKUR that is the major beneficiary institution of the Project, providing employment services. This institution falls under the Ministry of Labour and Social Security.

### **Ethical considerations and quality assurance**

The evaluator will be mindful of ethical standards in the analysis of gathered data and in the reporting. Care will be taken not to let conclusions in evaluation process be influenced by the views or statements of any party. Observations, triangulation/cross-checking of information will be applied as much as possible to increase the credibility and validity of the results and, to the extent possible, minimise any bias.

The evaluation will comply with ILO and UN *norms and standards*, and the evaluator will duly consider ethical standards and code of conduct as spelled out in UNEG's ethical Guidelines for UN evaluations. Adherence will be made to the standards for instance in the gathering of information in order to protect those involved in the evaluation process. Thus, confidentiality, dignity, and rights of the beneficiaries will be respected and in the circumstances surrounding field visits at work places (e.g. in interviews, FGDs).

The evaluator will be responsible for ensuring that *quality control* is exercised throughout the evaluation process and that all work products and deliverables meet the highest professional standards – adhering to the ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2013) and ILO Guidance Note No.4: Integrating Gender Equality in Monitoring and Evaluation of Projects (March 2014).

## **Limitations of the methodology**

Most of the quantitative data will be secondary data obtained from ILO, and the tripartite partner organisations (government, employers, workers) – and possibly from other international agencies if relevant. Several of the evaluation methods to be used in the evaluation are based on the “assumption” that the required data is made available to the evaluator. This will be further discussed and explored during the field mission to Turkey.

**Annex I.** *This annex was removed from the inception report as it is part of the annexes of the final evaluation report.*

## **Annex II. Documents consulted during inception phase**

- A 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 (İŞKUR). (The Project Document)
- Project Brief
- Project website
- Initial Budget
- Updated Project Budget linked to Outputs
- Updated Project Work Plan
- 1st Technical Progress Report
- 2nd Technical Progress Report
- NATIONAL ACTION PLAN GENDER EQUALITY 2008–2013, 2008 Ankara
- Ninth Development Plan 2007-2013 (10<sup>th</sup> plan is under preparation)
- Draft outcome document of the United Nations summit for the adoption of the post-2015 development agenda

### Annex III. Persons to be consulted<sup>61</sup>

#### ILO and the Development Partner (Sida)

	Name	Designation/ Organization	Address	Contact telepho ne/mobi le	Email

#### ILO Constituents and Social Partners:

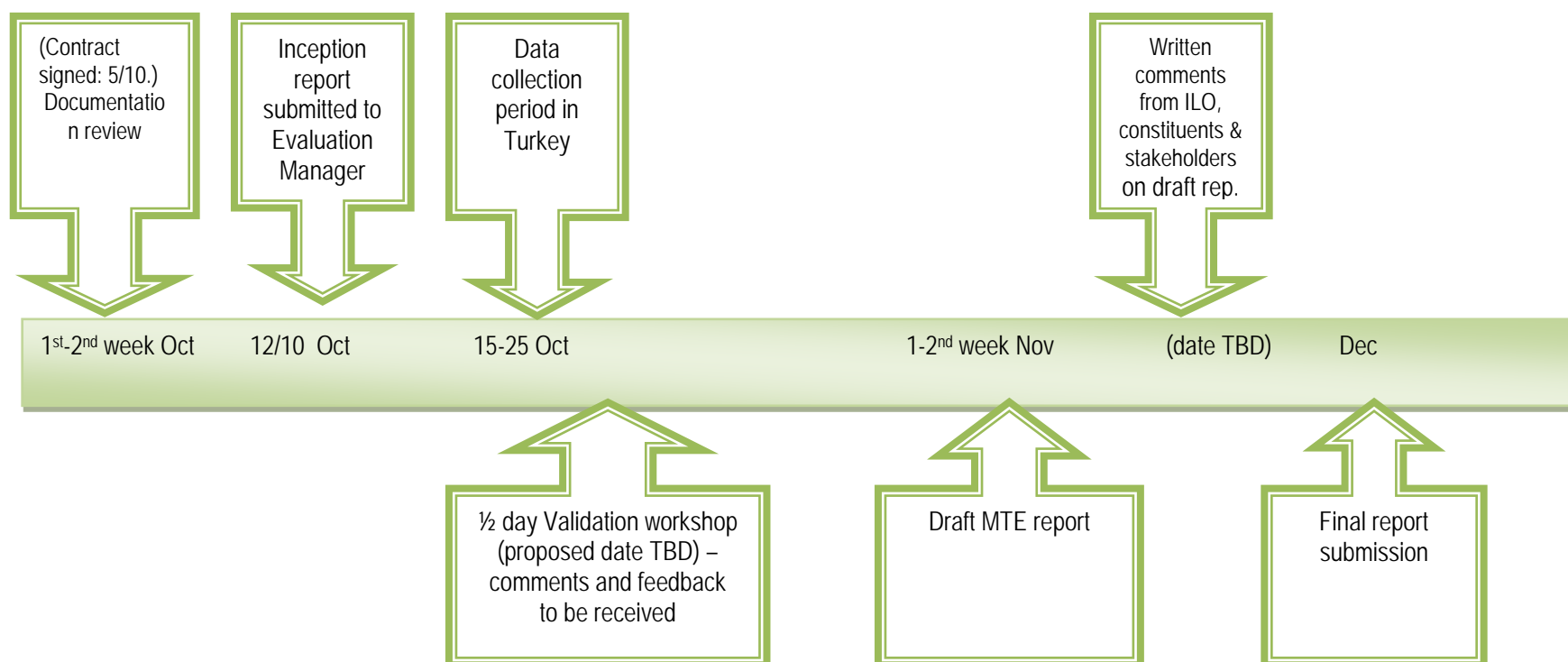
	Name	Designation/ Organization	Address	Contact telepho ne/mobi le	E-mail

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<sup>61</sup> This was finalised during the field mission in Turkey with the help of the Project.

**Annex IV. Work schedule - visit to Turkey (15<sup>th</sup> October – 25<sup>th</sup> October 2015)**

## Annex V. Time line of the Mid-Term Evaluation



## Annex III. Bibliography

- A 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 (İŞKUR). (The Project Document)
- Project's Work Plan, updated Sept 2015
- Project's initial budget and updated Project Budget linked to Outputs
- Project's Technical Progress Reports 2013 and Technical Progress Reports 2014
- More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey, Report from the Inception Phase (Inception Report) 31 May 2013
- Ninth Development Plan 2007-2013 (10<sup>th</sup> plan is under preparation)
- Results strategy for Sweden's reform cooperation with Eastern Europe, the Western Balkans and Turkey, 2014 – 2020
- Employment Plan for Turkey, G20
- Skills Vision 2020, Turkey. Working Document November 2014 (A European Union Project).
- UNEG Code of Conduct for Evaluation in the UN System, UNEG, March 2008
- United Nations Evaluation Group, Ethical Guidelines for Evaluation, Draft April 5, 2007
- Standards for Evaluation in the UN System April 2005, UNEG
- The DAC Guidelines Strategies for Sustainable Development: Guidance for Development Co-operation
- The Impact of Public Investment in Social Care Services on Employment, Gender Equality, and Poverty - The Turkish Case, August 2015, İstanbul Technical University, Women's Studies Center in Science, Engineering and Technology (ITU WSC-SET) and The Levy Economics Institute, by IPEK Ilkcaracan, Kijong Kim and Tolga Kaya, August 2015
- Public Employment Services, A Review from a Gender Perspective, ILO (draft)
- The National Action Plan Gender Equality 2008-2013, the Republic of Turkey, Prime Ministry, General Directorate on the Status of Women, Ankara, UNDP
- The (draft) National Action Plan on Women Employment (ILO and the Government of Turkey) 2015
- Report on Delivery of Training on Work and Family for the Members of the National Technical Team during the Employment Policy and Gender Equality Training Seminar II, 19.11.2014, Silke Steinhilber
- Report on Mission to Turkey, 11- 14 November 2014, Naoko Otobe, ILO, EMP/CEPOL
- Mission Report to Ankara and Bursa, Turkey on 29 and 30 January 2015, Zulum Avila (CEPOL), ILO
- Meeting Notes, Working Visit to Stockholm by National Technical Team, 1-6 December 2014, Project notes (Project study visit)
- South Korea Working Visit Report, 31 March - 3 April 2015. Seoul, South Korea (Project study visit)
- A Better Practice for Promoting Entrepreneurship through New Entrepreneur Trainings, ILO Project

- ILO project on “The Pilot Project on Active Labour Market Policies for Advancing Gender Equality through Decent Employment for Women”, 2009-2010.
- Draft outcome document of the United Nations summit for the adoption of the post-2015 development agenda
- Impact assessment report, WWHR, ILO 2012
- Labour Market Analysis (Bursa Province, Project output 2014)
- İŞKUR’s Survey Instruments (questionnaires to encompass gender issues, Project output, 2014)
- Human Development Report 2014, Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience, UNDP
- Impact Assessment of the Human Rights Education Program for Women (HREP) 2005-2011, Prepared for Women for Women’s Human Rights (WWHR) – New Ways, By Felisa Tibbitts, D.Phil. with the assistance of Ebru Batik
- ILO Guiding documents: Checklists for preparing Evaluation Reports and Inception Report.
- Pilot Project on Active Labour Market Policies for Advancing Gender Equality through Decent Employment for Women in Turkey, Final Report, Özge Berber Ağtas, Programme Expert, ILO Ankara Office, March 2010.
- Final Evaluation Report, ILO Pilot Project on Active Labour Market Policies for Advancing Gender Equality through Decent Employment for Women in Turkey, Ankara, Gaziantep, Konya – Turkey, by Ayse Sule Çağlar, March 2010

Website: <http://esitizberaberiz.org/> (Turkish), <http://esitizberaberiz.org/home/> (English)

Facebook: <https://www.facebook.com/esitizberaberiz>

Twitter: <https://twitter.com/esitizberaberiz>

Youtube: [https://www.youtube.com/watch?v=QtH86\\_2OzPQ](https://www.youtube.com/watch?v=QtH86_2OzPQ) (Short video on workshop in Abant in 2014 November for NTT members)

Youtube: <https://www.youtube.com/watch?v=NN09k4EFL8s> (Short animated infographic video on YouTube -- it is posted on our website also)



## Annex IV. Persons interviewed and consulted

### ILO, Development Partner (Sida), other international organizations

Name	Designation & Organisation	Contact
Numan Özcan	Director, ILO Office for Turkey, Ankara	
Özge Berber Ağtas	Programme and Administrative Officer, ILO Ankara	
Ozan Cakmak	National Project Coordinator, ILO, Ankara	cakmak@ilo.org
Kadir Uysal	Project Field Focal Point, ILO, Istanbul	uysal@ilo.org
Melis Keskin	Project Assistant, ILO, Ankara	keskin@ilo.org
İzgi Güngör	Communication Assistant, ILO	gungor@ilo.org
Naoko Otohe	Employment Policy Department (EMP/CEPOL), ILO Geneva	otohe@ilo.org
Tomas Bergenholtz	Counsellor, Embassy of Sweden, Ankara	Tomas.bergenholtz@gov.se
Selin Yasamis	National Programme Officer, Embassy of Sweden, Ankara	Selin.yasamis@gov.se

### ILO Constituents and partner organizations

Name	Designation & organisation	Contact
Asım Göker Keskin	Deputy Director General, İŞKUR	
Çağatay Gökyay	Employment Specialist, İŞKUR	
Şemsettin Demirtağ	Assistant Employment Specialist, İŞKUR	
Uğur Tunç	Deputy Unit Head of External Relations and Projects	
Dr. Gülay Toksöz	Professor, University of Ankara (NTT Member)	
Dr. Emel Memiş	Asst. Professor, University of Ankara (NTT Member)	
Ceylan Çifçi	Ministry of Labour and Social Security (NTT Member)	
Handan Köse	The Union of Chambers and Commodity Exchanges of Turkey (NTT Member)	
Esra Belen	Turkish Confederation of Employer Associations (TISK) (NTT Member)	
Sedat Taşkazan	Representative of Konya Chamber of Industry, PEVTB member, Konya	
Emrah Keleş	İŞKUR Provincial Director, Konya	
Dilek Kılıç	İŞKUR Project Focal Point, Konya	
Günay Bölükoğlu	Deputy Provincial Director, İŞKUR İstanbul	
Vahap Fırat	Project Focal Point, İŞKUR İstanbul	
Zelal Ayman	Coordinator, WWHR, Istanbul	zelal.ayman@wwhr.org
Yeşim Erkan	Project Manager, WWHR, Istanbul,	yesim.erkan@wwhr.org

Name	Designation & organisation	Contact
Gülşah Seral	Tranier and member of Advisory Board, WWHR, Istanbul	<a href="mailto:gseral@gmail.com">gseral@gmail.com</a>
Duygu Şahin	Project Assistant for ILO Project, WWHR, Istanbul	<a href="mailto:duygu.sahin@wwhr.org">duygu.sahin@wwhr.org</a>
Serap Güre Şenalp	Women's Labour and Initiative Platform (KEİG)	
Şengül Bizim	Project Focal Point, İŞKUR, Bursa	
Fahrettin Bilgit	Union of Chambers of Merchants and Craftsmen, PEVTB member, Bursa	
Hicran Atanır	Social Security Institution (SGK), NTT member, Ankara	
Erkut Ertürk	Communication Advisor (consultant)	
Zeliha Unaldi	UN Gender Specialist	

## Annex V. Work schedule in Turkey (17<sup>th</sup> October – 29 October 2015)

### **17 October, Saturday - Arrived in ANKARA**

**18 October – Sunday** – Worked on documentation review

### **19 October 2015, Monday, ANKARA**

**10:45** Technical Advisory Team members, Prof Dr. Gülay Toksöz & Yrd. Doç. Dr. Emel Memiş,

**15:00** Embassy of Sweden, Mr. Tomas Bergenholtz & Ms. Selin Yaşamış

### **20 October 2015, Tuesday, ANKARA**

**10:00** Meeting with project staff

- Ms. Melis Kılavuz, Project Assistant
- Ms. İzgi Güngör, Communication Assistant
- Mr. Kadir Uysal, Project Field Focal Point

**15:00** Women for Women's Human Rights – New Ways Association (WWHR)

**18.00** ILO Programme and Admin Officer, Ms. Özge Berber Agtaş

### **21 October 2015, Wednesday, ANKARA**

**10:30** Meeting with some of the National Technical Team members

- Ms. Ceylan Çifçi, Ministry of Labour and Social Security
- Ms. Handan Köse, The Union of Chambers and Commodity Exchanges of Turkey (TOBB)
- Ms. Esra Belen, Turkish Confederation of Employer Associations (TISK)
- Ms. Aslı Çoban, KEİG
- Ms. Ekin Sarı Akalın, Confederation of Progressive Trade Unions of Turkey (DİSK)

**12:30 – 13:30** Lunch with the National Technical Team Members

### **22 October 2015, Thursday, ANKARA-KONYA**

**09:00** Meeting with ILO Ankara Director, Mr. Numan Özcan

Travel from Ankara to Konya

**16:00** Konya PEVTB member, Representative of the Konya Chamber of Industry, Mr. Sedat Taşkazan.

**17.00** Konya İŞKUR Provincial Director Mr. Emrah Keleş, Konya İŞKUR Project Focal Point Ms. Dilek Kılıç

Travel from Konya to Istanbul

### **23 October 2015, Friday, ISTANBUL**

**14:00** İŞKUR İstanbul Deputy Provincial Director, Ms. Günay Bölükoğlu and İŞKUR İstanbul Project Focal Point, Mr. Vahap Fırat

**16:00** Communication Advisor, Mr. Erkut Ertürk

### **26 October 2015, Monday, BURSA**

**09:00** Women's Labour and Initiative Platform (KEİG), Ms. Serap Güre Şenalp

Travel from Istanbul to Bursa.

**14:00** İŞKUR Bursa Provincial Director, Mr. Kasım Tilki

**16:00** Bursa PEVTB member, Union of Chambers of Merchants and Craftsmen, Mr. Fahrettin Bilgit  
Travel from Bursa to Ankara

**27 October 2015, Tuesday, ANKARA**

**10.30** Meeting with Ms. Hicran Atanır, NTT member, Social Security Institution (SGK)

**16.00** Ms. Handan Köse, NTT member, Union of Chambers and Commodity Exchanges of Turkey (TOBB)

**28 October 2015, Wednesday, ANKARA**

**09.00** Meeting with ILO Turkey Programme and Admin Officer, Ms. Özge Berber Ağaş

**10.30** Meeting with İŞKUR Deputy Director General, Mr. Asım Göker Keskin

**12.00** Meeting with ILO project staff and ILO Turkey Director. Presented preliminary findings

**29 October 2015** – Worked on finalising preliminary findings, & submitted to ILO.

**30 October 2015** – Departed for Sweden

## Annex VI. Evaluation instrument and sources of data/information

Below are *examples* of questions posed:

### Relevance and strategic fit

- How relevant is the Project's vis-à-vis Turkish Government national policies in particular, and vis-à-vis other ILO constituents?
- How does the Project fit in with e.g. UN Country Programmes, UNDCS, strategic country development documents – and how does it complement other ILO and Sida projects in the country?
- What is the relation between the project design/results framework and the needs of the direct beneficiaries – and how relevant is the overall project design in relation to the ILO's strategic and national policy frameworks?
- How do the government-, employers- and trade union organisations view the Project's relevance and strategy, and status of implementation?
- Have the needs of these stakeholders changed since the beginning of the project in ways that affect the relevance of the project?
- On what basis (e.g. in terms of needs assessments, diagnostic study) was the Project designed? Were any such assessments undertaken at the start of the Project?
- To what extent was the project design logical and coherent? Were the targets, objectives/outcomes/outputs and indicators in the Results Framework SMART<sup>62</sup>? Would the design have benefited from a Logical Framework Analysis (LFA) was to be developed according to the steering document (Project Document)?
- How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project's monitoring practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?

### Effectiveness

- Is there any progress yet in the Project's aim to contribute/reach any of the three objectives/outcomes and outputs achieved? If the progress is not satisfactory at mid-term – what obstacles were encountered and what needs to be done to improve the progress?
- To what extent has external factors impacted (positively or negatively) on the outputs/outcomes and reaching the Project's immediate objectives?
- To what extent was the process to determine what changes needed to take place to the Project Document during the Inception Phase collaborative and inclusive, in view of stakeholders' participation?
- How effectively has the Project been able to instigate ownership of the objectives and activities within İŞKUR – the main implementing partner organization?
- How effective has the Programme Advisory Committee (PAC) and the National Technical Team (NTT) been as regards the direction of the project and the actual implementation?
- What were the relevance, nature and quality of the Project's training/capacity-building activities, research and studies, and what evidence is there that this component was effectively applied?<sup>63</sup>

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<sup>62</sup> Specific, Measureable, Achievable, Realistic and Time bound (SMART).

- How has gender analysis and gender planning been applied in the project and by İŞKUR?
- What challenges were met the implementation – and how did the Project fair in attempting to overcome such challenges?
- Was the project adequately staffed? What are the key strengths of the technical team responsible for the project's interventions? What are the areas for improvement?
- To what extent did management capacities and arrangements support the achievement of results? To what extent did the project governance and management facilitate good results and efficient implementation?
- How have stakeholders been involved in the implementation? Are constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities to create an enabling policy environment for women employment?
- How many targeted women (indirect beneficiaries) benefitted from the project, e.g., have been trained, employed, improved skills etc.?
- Where there any innovative aspects/innovations in the project implementation and/or in the services provided?
- Has there been any additional demand for women employment services created by the project? If so, would it be feasible to meet such demand within the time frame of the project? How would that influence/strengthen the outcomes?
- To what extent is the project contributing to:
  1. implementation of the Decent Work Country Priorities;
  2. partnerships and interagency cooperation with the UN family.

#### **Efficiency**

- Have the allocated resources (funds, expertise) been appropriate (adequate) to date?
- What is the level/percentage of "budget delivery" to date?
- Could alternative approaches have been applied to better achieve the results?

#### **Sustainability and potential impact**

- What is the *likelihood* that the strategies and activities of Project (different levels) will lead to result that will be sustainable after the end of the Project (post 2016)?
- What are the factors/circumstances that would contribute to durable changes and results?
- Has the Project already started thinking of/planning for an exit strategy?

#### **Gender concerns**

- How has the Project been able to contribute to any mainstreaming/integration of gender responsive changes and other gender concerns in the discourse/dialogue with its implementing partner? What needs to be done during the remaining period of the Project?
- Did the Project design include any gender analysis – and/or has the Project developed any such analysis related to its work?

The Below figure gives examples of the sources and methods that will be applied to gather information in relation to each evaluation criteria:

Figure 3. Sources & methods for data collection to apply the key evaluation criteria

Key evaluation criteria	Documents/sources of information & data	Method to be used
Relevance & strategic fit	National policy documents, UN, EU and Sida policy documents, Action plans & strategic documents of the implementing partner organisation, the Project Document & TPRs.	Doc. review, scoping, in-depth interviews with all stakeholder categories, FGDs with project stakeholders, e.g. trainees & direct and indirect beneficiaries.
Effectiveness	Project document, annual reports/TPRs, reports from training (incl. participant evaluations of trainings), M&E reports on project capacity building activities.	Doc. review, in-depth interviews with ILO staff, ISKUR, Government agencies, social partners, NGOs, DPs & other stakeholders; Collection of (mainly) qualitative information/data.
Efficiency	Progress reports, donor reports, financial reports/documents	Doc. review, scrutiny of relevant documents, discussions with ILO (incl. mngr & admin/finance staff), interviews with the DP and beneficiaries
Impact potential & sustainability	Progress reports, project documents, technical reports	Review, discussions & meetings, in-depth interviews, FGDs, e-mail correspondence.

## Annex VII. Lessons learnt

### ILO Lesson Learned

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

Project TC/SYMBOL: TUR/13/02/SID

Name of Evaluator: Lotta Nycander

Date: 25 January 2016

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
<b>Brief description of lesson/s learned</b>	<p>This lesson relates to the circumstances of the delay of the start-up of the training programme for beneficiaries.</p> <p>The lesson is that <b>ILO should be even more mindful not to commission a single, local organization to implement a large program –particularly when a large portion of the total project budget is to be used.</b> Situations like the one that arose can be a real killer factor in a project's strive to achieve its targets. The targets for this training are 2000 unemployed young women (registered/not registered with İŞKUR), 500 employed men registered/not registered with İŞKUR, and 750 employed women in pilot provinces.</p>
<b>Context and any related preconditions</b>	<p>The cooperation with WWHR, for the purpose of training on the integration of human rights and gender equality in vocational training for the beneficiaries, is mentioned in the Project Document.</p> <p>Neither the ILO, nor the donor agency, anticipated any risk with the arrangement and ILO office in Turkey has good experience from a Project that had a similar arrangement with WWHR working with İŞKUR, but at a much smaller scale, in the implementation of a short technical cooperation project that ended in 2010. Thus it was unexpected that İŞKUR decided to not be involved with WWHR.</p>
<b>Targeted users / Beneficiaries</b>	ILO Project management and staff in charge of project development
<b>Challenges /negative lessons - Causal factors</b>	<p>WWHR had been commissioned to work out a model on human rights and gender equality components to add on to vocational training courses that are adapted to various occupational fields.</p> <p>The start-up of this work was seriously delayed mainly because İŞKUR decided not to cooperate with the WWHR (an NGO) as earlier agreed upon by way of endorsing the Project Document.</p>
<b>Success / Positive Issues - Causal factors</b>	A positive issue is that the Project is doing its best to solve the problem and has (reportedly) already identified Municipalities with VET platforms to link up with for its training on human rights and gender for beneficiaries.



<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	The Protocol for technical cooperation signed by ILO and İŞKUR, did not mention the cooperation with WWHR - which it probably should have.
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## Annex VIII. Summary Project events and participants (2013-2015)

Key events organised by/through the Project	Participants representing which organisation?	No of events	Year	Duration (No of days)	Number of Participants	
					Total	Female
Key meetings/conferences						
Opening conferences in four provinces (Ankara, İstanbul, Bursa and Konya)	All stakeholders and related institutions	4	2014	4 days in total	80-100 for each meeting	Ankara: 109 (39% of the total number of participants)  İstanbul: 52 (69% of the total number of participants)  Konya: 56 (52% of the total number of participants)  Bursa: 80 (80% of the total number of participants)

Key events organised by/through the Project	Participants representing which organisation?	No of events	Year	Duration (No of days)	Number of Participants	
					Total	Female
						Total: 297 female participants in four opening conferences
National Technical Team Meetings	National Technical Team members including İŞKUR project staff	10	2014-2015	10 days in total	20-25 for each meeting	17
Sub-total: Key meetings					600	
Workshops (e.g. awareness-raising for officials)						
Training workshops for PEVBs in three provinces (Bursa, Konya, İstanbul)	Members of PEVBs	3	2014-2015	3 days	Konya: 53 Bursa: 28 İstanbul: 30	Konya: 22 female; (42% female)  Bursa: 15 Female; 13 Male (54% female)  İstanbul: 12 Female; 18 male (40% female)
Sub-total: Workshops					111	

Key events organised by/through the Project	Participants representing which organisation?	No of events	Year	Duration (No of days)	Number of Participants	
					Total	Female
Training (capacity building, skills dev't)						
NTT Turin training on Gender Equality and Employment Policies	NTT Member including İŞKUR personnel+2 ILO Project staff+2 interpreters	1	2014	5 days	25	18
NTT Abant Training for the follow-up of Turin Training	NTT Member including İŞKUR personnel+ 4 İŞKUR Provincial Directorates+ 4 ILO Project staff+ 2 interpreters	1	2014	4 days	40	23
Sub-total: Training					65	
Study tours/study visits (in provinces and other countries – specify)						
NTT Study Tour to Sweden	NTT Member including İŞKUR personnel+ 4 ILO Project Staff + 2 interpreters	1	2014	5 days	26	21
PEVTB Study Tour to Republic of Korea	Members of PEVBTS+4 ILO Project Staff+5 İŞKUR Staff	1	2015	5 days	34	10
Sub-total study tours					60	
	Total 836					

