



International Labour Organization

iTrack Evaluation

# ILO EVALUATION

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- Evaluation Manager: **Özge BERBER AGTAŞ**
- Key Words: **social dialogue, freedom of association, labour rights**

**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**

# International Labour Organization

**“Technical Assistance for Improving Social Dialogue in Working Life Project”**

## Independent Final Evaluation Report

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**Final**

**Donata Maccelli**

**February 2019**

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## **Disclaimer**

The views expressed are those of the evaluator and do not necessarily represent any official view of ILO or the Government of Turkey.

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## List of Abbreviations

CA	Contracting Authority
CAS	Committee on the Application of Standards
CGT	General Confederation of Labour
CFA	Committee on Freedom of Association
CFCU	Central Finance and Contracts Unit
DİSK	Confederation of Progressive Trade Unions of Turkey
DoA	Description of Action
DW	Decent Work
EBRD	European Bank for Reconstruction and Development
EC	European Commission
EU	European Union
EUD	Delegation of European Union to Turkey
ETUC	European Trade Union Confederation
IL	Intervention Logic
IOE	International Organization of Employers
ILO	International Labour Organization
ILS	International Labour Standards
IMEC	Industrialized Market Economy Countries
IT	Information Technology
ITUC	International Trade Union Confederation
KESK	Confederation of Public Employees Trade Unions
LF	Logical Framework Matrix
MEDEF	Mouvement des Entreprises de France
MEMUR-SEN	Confederation of Public Servants Trade Unions
MoI	Ministry of Interior
MoFLSS	Ministry of Family, Labour and Social Services
MoJ	Ministry of Justice
NGO	Non-Governmental Organization
PEVTB	Provincial Employment and Vocational Training Board
PIU	Project Implementation Unit
PMT	Project Management Team
PR	Progress Report
SD	Social Dialogue

SME	Small and Medium Sized Enterprises
SSI	Social Security Institution
TİSK	Turkish Confederation of Employer Associations
TÜRK-İŞ	Confederation of Turkish Trade Unions
TOBB	The Union of Chambers and Commodity Exchanges of Turkey
ToC	Theory of Change
ToRs	Terms of Reference
ToT	Training of Trainers
TR	Turkey
UN	United Nations
UNDCS	United Nations Development and Cooperation Strategy
UNGC	United Nations Global Compact

## Executive Summary

The present document is the final independent evaluation of the project “Technical Assistance for Improving Social Dialogue in Working Life Project”, funded by the EU and implemented by ILO.

The evaluation reviews the entire execution period of the project and is aimed at assessing its performances and providing lessons learnt and recommendations, as a basis of information for possible next actions.

### *Project purpose, logic and structure*

The overall objective, expressed in the project’s Description of the Action (DoA), is *promotion of social dialogue at all levels in Turkey.*

The objective of the action (as expressed in the DoA) is:

*Increasing the capacity of social partners and relevant public institutions and awareness-raising on social dialogue at all levels through a holistic approach.*

The project’s results are:

- 1. Institutional capacity of Ministry of Family, Labour and Social Services (MoLSS), related institutions and social partners has been improved to better engage in social dialogue in working life,*
- 2. Increased awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels,*
- 3. Improved social dialogue mechanisms at all levels.*

### *Present situation of project*

The contractual agreement came into effect in July 2016, following the finalisation of the signatures of all parties. The implementation period started in August 2016.

During the implementation of the project, the Beneficiary and the Project Management Team agreed to request an amendment on the Article-2 of the Special Conditions for a 6-month no-cost extension on the implementation period of the above-mentioned contract without an increase on the amount of original overall budget, which is EUR 2.500.000. Accordingly, the new end date for contract is 31 January 2019.

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

The present evaluation has been conducted from December 2018 to January 2019 by Donata Maccelli, under the supervision of the ILO Turkey Evaluation Manager, Mrs. Özge BERBER AGTAŞ.

The evaluation will serve the following clients’ groups:

- ILO management and staff at the HQ and country office
- Donor (the EU Delegation to Turkey)
- Direct beneficiaries and target groups
- Ultimate beneficiaries, including working men and women, staff of participating agencies and other groups who will benefit from project outcomes and outputs.

### *Methodology of evaluation*

The evaluation was conducted in the following phases: i) an inception and desk-review phase, where



evaluation scope and evaluation questions were defined, and preliminary material was collected and analysed; ii) a field phase, where information and additional material were collected and interviews were held with local stakeholders; iii) a drafting phase, which output is the present draft report; v) a final phase, where comments from all stakeholders will be analysed and incorporated.

The main sources of information for the evaluator have been interviews and literature review.

#### *Literature Review*

The evaluator has analysed UN and ILO programmatic documents; national policies and plans; EU reports on Turkey for the specific sector of labour and employment; project documents for each of the components.

#### *Country visit*

The purpose of the field visits was to validate hypotheses set up in the inception report, verify countries' priorities and experiences and collect additional documentation. The visit took place in Ankara (10<sup>th</sup> to 13<sup>th</sup> December 2018) and Istanbul (14<sup>th</sup> December 2018). Finally, a workshop was organised on 21<sup>st</sup> January 2019 to present the evaluation findings to stakeholders.

#### *Semi-structured interviews*

*At general management level*, interviews have been held with: ILO staff and project team in Ankara; EU Delegation to Turkey; CFCU. *At beneficiary level*, interviews were held with the three beneficiary parties (MoFLSS, Trade Union Organisations, Employers' Organisations).

### **Main findings**

**Relevance and Design.** The relevance of the project to UN and ILO policy framework is high. There is good coordination and logical consequentiality with UNDCS goals and priorities; good complementarity between this project and other ILO initiatives in Turkey. The project has taken into appropriate consideration SDG Goals 8 and 17, and has significantly contributed to the achievement of them. In terms of national policies, the action is well aligned with the priorities indicated in the Ninth Development Plan, while the Tenth Plan is less engaged than the previous one on social dialogue issues. The design of the project partly reflects the problems and issues described in the action document. Result 3 does not fully correspond to the intention of supporting the new law - expressed in the background analysis - and the desired improvement of SD mechanisms in the country is limitedly solved, through the establishment of a grant scheme which however does not seem to impact on nationwide levels. The number of activities is probably excessive, especially for a 2 years' project. This has brought about the need for extending the duration of the action and has burdened not only the project team, but also the beneficiaries. The risk is losing focus and de-strategize the project. More sustainable deliverables might have been included, as for instance a roadmap for SD in Turkey, developed with and agreed upon by all stakeholders. Indicators are mainly activity-based, while the use of outcome and impact indicators might have helped stakeholders to think in terms of results, thus focusing on the real meaning of an action and its contribution to the desired changes, instead of a 'tick-the-box' approach where the focus is on the mere execution of activities.

**Effectiveness.** The majority of project activities have contributed to the attainment of the expected results. In spite of constraints linked to the state of emergency in Turkey – and also because of them – the project has offered a platform for discussion and dialogue in a time where such initiatives might have been difficult. The project has successfully developed awareness, and created interest and consensus, on social dialogue among a large number of stakeholders, due to intense training, conference, workshops and studies. The sectoral approach and the use and maximisation of existing ILO networks with the private sector have strengthened the effectiveness of the action, and have brought about opportunities of dialogue and exchange at both horizontal (tripartite) and internal

(among representatives of the same constituent) level. Actions implemented at sectoral level and grant projects have also contributed to strengthen and boost bipartite dialogue. More attention might have been dedicated to gender equality themes as topics of training and studies. Also, the active involvement and sensitisation of media about social dialogue, workers' rights etc. through ad-hoc training or workshops might have been beneficial to create consensus and understanding among citizens at large.

**Efficiency.** The project was executed in an efficient way, in spite of the numerous activities foreseen in the DoA and of the external constraints, due to general reluctance of many companies to accept social dialogue themes and to the state of emergency in the country. The hard work of the project team and the strong management structure, which included frequent meetings at both operational and directive level, have certainly helped in keeping adequate control over the implementation. From the financial side there have been no major issues and payment have been made in a regular way.

**Sustainability and Impact potential.** In the case of Turkey, the prevalence of a culture of efficiency and the orientation to economic growth, as well as in recent times the emergencies and new priorities linked to the Syrian refugees' crisis, have slowed down the reflection on the need for balanced industrial relations, where each social partner is empowered and enjoys equal rights to represent and defend its stances.

From a project perspective, sustainability is crucial for the success of an action and is a key factor to increase credibility and interest by potential donors. These are the reasons why, now more than ever, any project should include sustainability measures. In this sense, the project perhaps lacks a sustainability vision, implying attention to lasting results, substantial changes in policy directions, further ensuring of funding, embedding of project outputs into management and policy practices of Turkey.

**Gender, non-discrimination and social dialogue issues.** The project design did not adequately address issues of gender equality and non-discrimination. No provisions are contained in the DoA on these specific aspects. As a consequence, project activities do not include gender equality related nor non-discrimination modules in training, nor specific research topic was foreseen. The project team partly addressed these shortcomings by informally encouraging stakeholders to involve women in project activities. Gender issues were also taken into consideration in research activities; the experts were expected to include gender based data, analysis, research questions etc. which were transferred in the reports as well. To some extent, the project failed to fully exploit the existing potential at social partners' level. As an example, many trade unions have women's committees, which might have been involved in the project to carry on the gender equality agenda. No provisions were made on non-discrimination issues in the project document. With regard to ILS and social dialogue, lectures were organised in the majority of training sessions, and relevant ILO documentation was duly translated and distributed. Also, internships at ILO Offices were beneficial to further deepen up knowledge on these issues.

### *Lessons learned*

**Lesson 1:** the project has suffered from shortcomings at design phase. Indicators are activity- and not result-based. Activities are too numerous and this was to a certain extent detrimental to a more strategic focus. Insufficient attention has been paid to sustainability issues, such as production of tangible outputs (as an example, a roadmap to social dialogue) and insertion of training into institutional practices (ToT modules are not sufficient to ensure proper integration of those outputs). There is no exit strategy. Finally, gender equality and non-discrimination aspects were not included in the project design.

**Lesson 2:** the project has produced interesting results at bipartite level, and has demonstrated that mutual understanding, interaction and dialogue among employers and workers/trade unions can be

fruitful for improvement of working conditions and other elements focused on workers’ rights.

**Lesson 3:** the sectoral approach in social dialogue has proven to be potentially highly effective, as it allows for sharing sector concerns and discussing sectoral issues from a perspective of mutual empathy and consideration of problems and challenges of social partners.

**Lesson 4:** the project started two weeks after the beginning of state of emergency. Interestingly, this has been both positive and negative for the project. If the negative side is clear, the positive side is that in such difficult period, project activities were nearly the only opportunity to bring together representatives of the Government, trade unions, employers in a relaxed and productive environment. This has helped confidence building and constructive attitudes.

**Lesson 5:** the project has effectively used existing networks with the private sector and other relevant actors (IndustriALL, Global Compact) and has developed new partnerships. This has proven to be key for the success of the action.

**Main Recommendations**

Recommendations	Priority	Timing	To whom?	Resource Implications <sup>1</sup>
1. Activities should be less numerous.	High	Referred to future actions	ILO, EU, beneficiaries contributing to project design	
2. Improve project design with focus on results, impact and sustainability. Improve indicators, making them objective and SMART. Include result-based and impact indicators in the logframe.	High	Referred to future actions	ILO, EU, beneficiaries contributing to project design	
3. Ensure that project outputs are duly incorporated into working practices of beneficiary organisations. Develop an exit strategy clearly defining roles of beneficiaries in all projects.	High	Referred to future actions	ILO, EU, beneficiaries	
4. Organise training on project design and result-based management	Medium	2019 onwards	ILO, EU	ILO resources
5. Ensure further and continuous support to social partners for an enhanced dialogue, to improve their capacities to carry out effectively the required tasks and the effectiveness of social dialogue.	High	From II quarter 2019	ILO, EU	
6. Knowledge produced under the project – including grant level - should be further disseminated.	Medium	From II quarter 2019	ILO	

<sup>1</sup> No comments if no resources are required

7. Sectoral approaches might be repeated in future actions.	Medium	Referred to future actions	ILO	
8. Involve media in project activities for better effectiveness and impact.	High	Referred to future actions	ILO Turkey	Inclusion of media training in the budget of future actions
9. Make a screening of outputs and identify which ones can be distributed to a wider audience	Medium	II quarter 2019	ILO Turkey, Ministry of Family, Labour and Social Services	
10. Reporting should be detailed in the project design and should enshrine result based management principles.	Medium	Referred to future actions	EU, ILO, CFCU	
11. Proper monitoring should be ensured in projects affected by critical contexts (the state of emergency in this case). In this case, it should be carried out either by EU or ILO	High	Referred to future actions	EU, ILO Turkey	
12. Future grant components might be managed directly by ILO	Medium-high	Referred to future actions	ILO Turkey	Grant management costs might be budgeted under the new action
13. Always include an exit strategy into project documents	High	An exit strategy might be discussed in the forthcoming months as follow-up	EU, ILO	
14. Establish a dedicated Unit on SD at the Ministry of Family, Labour and Social Services	High	By end 2019	Ministry of Family, Labour and Social Services	From State budget
15. Ensure as much as possible that training material, knowledge resources, social media tools and the website are duly embedded in the beneficiary institutions and regularly updated	High	From II quarter 2019	ILO Turkey, beneficiary institutions	

16. Strengthen human resources on Social Dialogue at the Ministry of Family, Labour and Social Services	High	By end 2019	Ministry of Family, Labour and Social Services	From State budget
17. Advocate for the revitalisation of the Economic and Social Council	High	Might start before signature of 11 <sup>th</sup> NDP	ILO, Ministry of Family, Labour and Social Services	
18. Use the potential of change agents to continue carrying on the Social Dialogue agenda	High	From ii quarter 2019	ILO	
19. Ensure that Social Dialogue issues are duly included in all projects	High	Referred to future actions	ILO, EU	

## 1. Background

### 1.1. Context

The project “Technical Assistance for Improving Social Dialogue in Working Life Project” is funded by the EU and implemented by ILO.

The budget allocated to the action is 2,500,000 EUR. The contractual agreement came into effect in July 2016, following the finalisation of the signatures of all parties. The implementation period started in August 2016.

During the implementation of the project, the Beneficiary and the Project Management Team agreed to request an amendment on the Article-2 of the Special Conditions for a 6-month no-cost extension on the implementation period of the contract. Accordingly, the new end date for contract is 31 January 2019.

#### 1.1.1. Project objectives

The overall objective, expressed in the project’s Description of the Action (DoA), is *promotion of social dialogue at all levels in Turkey.*

The objective of the action (as expressed in the DoA) is

*Increasing the capacity of social partners and relevant public institutions and awareness-raising on social dialogue at all levels through a holistic approach.*

The project’s results are:

1. *Institutional capacity of MoLSS, related institutions and social partners has been improved to better engage in social dialogue in working life,*
2. *Increased awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels,*
3. *Improved social dialogue mechanisms at all levels*

#### 1.1.2. Project beneficiaries

The **indirect or ultimate beneficiaries** are: general public; workers; employers; staff of public agencies indicated below.

The **direct recipients** of the project are: Trade unions and confederations of workers, employers and civil servants, unionised and non-unionised employees and employers, educational institutions, teacher, academicians and students, staff of the relevant Ministries (Ministry of Labour and Social Security-MoLSS, Turkish Employment Agency-ISKUR, Social Security Institution-SSI), Ministry of Interior, Ministry of Justice, local administrations, provincial Employment and Vocational Training Boards (PEVTBs), enterprises.

#### 1.1.3. Project Structure

<b>Overall objective:</b> Promotion of social dialogue at all levels in Turkey.
<b>Specific Objective:</b> Increasing the capacity of social partners and relevant public institutions and awareness-raising on social dialogue at all levels through a holistic approach.

Results	Activities
<p><b>I. Institutional capacity of MoLSS, related institutions and social partners has been improved to better engage in social dialogue in working life</b></p>	<p>1.1. Conducting trainings on national and international labour standards and practices as well as social dialogue mechanisms</p> <p>Activity 1.1.1: Training on international labour standards in the framework of ILO conventions and EU standards targeting public institutions (approximately 100 participants from MoLSS, 100 from MoIA, 100 from MoJ).</p> <p>Activity 1.1.2: Training on international labour standards in the framework of ILO conventions and EU standards targeting social partners (approximately 250 participants).</p> <p>Activity 1.1.3: Trainings on the best practices about Tripartite/Bipartite Social Dialogue mechanisms, work councils, worker representations targeting especially the staff of MoLSS and social partners.</p> <p>Activity 1.1.4: Organising trainings for the members of 10 selected Provincial Employment and Vocational Boards about social dialogue.</p> <p>Activity 1.1.5: Training of trainers (ToT) targeting vocational trainers and job consultants of ISKUR, staff of MoLSS and local administrations about social dialogue and relevant legislation.</p> <p>Activity 1.1.6: Organizing two workshops with the representatives of MoLSS, MoIA, MoJ and social partners to discuss the issues relevant to implementation of the trade union and labour legislation.</p> <p>1.2. Conducting studies and researches, establishing working groups on freedom of association, right to collective bargaining and worker representation on the basis of ILO Conventions &amp; EU acquis.</p> <p>Activity 1.2.1. Organizing at least 5 workshops with the participation of larger enterprises together with smaller enterprises targeting transfer of knowledge of bipartite social dialogue mechanisms on branch of activity level.</p> <p>Activity 1.2.2. Organizing at least 5 workshops among 20 branches of activities as defined in Law No. 6356 on Trade Unions and Collective Bargaining on bipartite social dialogue mechanism</p> <p>Activity 1.2.3: Studying best practices for involving hard-to organize groups such as unregistered and subcontracted workers and workers based on flexible employment etc. into social dialogue mechanisms .</p> <p>Activity 1.2.4: Organizing a workshop to study and prepare a report on the effects of private employment agencies and subcontracted/temporary employment on unionization and trade union rights.</p> <p>Activity 1.2.5: Conducting a study and disseminating the results on contribution of social dialogue to economic development and growth.</p> <p>Activity 1.2.6: Conducting a field research including survey on perception of the society about trade unions, employers' organizations and social dialogue and formulating the results in order to identify and share recommendations to improve community perception towards trade unions and employers' organizations.</p> <p>Activity 1.2.7: Conducting a study on economic and social councils and other tripartite social dialogue mechanisms; work councils and worker representatives in the EU member states and formulation and dissemination of recommendations.</p> <p>Activity 1.2.8: Conducting a study and preparing report on the decisions of ILO Committee of Experts and Application Committee on Conventions 87 &amp; 98 &amp; 144 .</p> <p>Activity 1.2.9: Conducting a study on practices of extension of labour agreements in the EU member states and formulating recommendations and disseminating the results .</p> <p>Activity 1.2.10: Conducting situation analysis, conducting gap analysis and drafting action plan and road map in order to better compliance with ILO and EU standards related to social dialogue, freedom of association, right to collective labour agreement.</p> <p>1.3. Organizing study visits and internships in order to identify best practices.</p>

	<p>Activity 1.3.1: Organising study visits to get detailed information about social dialogue mechanisms as best practices in the EU member states targeting staff of the MoLSS, Confederations of Trade Unions and Employers' Organizations.</p> <p>Activity 1.3.2 : Organizing internships for 10 people at institutions relevant to social dialogue (such as ITUC, Dublin Foundation, ILO, ETUC, BUSINESSEUROPE and EU Economic and Social Committee etc.) targeting staff of MoLSS and Trade Unions (5 Internships x 2 Staff).</p> <p>1.4. Improvement of IT services of MoLSS regarding social dialogue.</p> <p>Activity 1.4.1: Analysing the needs and doing necessary adjustments and improvements in the competency and authorisation system for collective bargaining.</p> <p>Activity 1.4.2: Identifying social dialogue indicators according to international practices; gathering relevant data and publishing on the web site.</p> <p>Activity 1.4.3: Improving the existing system/database of the MoLSS for collecting data on anti-union discrimination (in both private and public sectors) and to provide information on complaints and statistics as to outcomes, remedies and sanctions .</p>
<p><b>II. Awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels has been improved</b></p>	<p>2.1. Organizing conferences on the main themes of freedom of association, (collective bargaining and social dialogue at all levels.</p> <p>Activity 2.1.1: Organizing awareness-raising activities in 5 selected branches of activity, which were among those as defined in Law no 6356 entitled Trade Unions and Collective Bargaining Agreements</p> <p>Activity 2. 1.2: Organizing an international conference on the hard-to organize groups such as unregistered and subcontracted workers and workers based on flexible employment etc. who have difficulties on accessing social dialogue mechanism and on workers who lost their jobs because of employers' negative attitudes towards unionization.</p> <p>Activity 2.1.3: Organizing an international conference at an early stage of the project on the impact of the global economic, financial and jobs crisis on social dialogue institutions and actors.</p> <p>2.2. Producing printed and digital media tools in order to raise awareness.</p> <p>Activity 2.2.1: Organizing a short film competition about trade union rights with awards.</p> <p>Activity 2.2.2: Production and publication of a minimum of two public TV spots in national and local media.</p> <p>Activity 2.2.3: Establishing social media instruments at government. employee and employers level.</p> <p>Activity 2.2.4: Production of printed materials. electronic content and promotional materials</p> <p>Activity 2.2.5: Translation into Turkish of social dialogue related materials produced by ILO such as the Guide on Dispute Resolution and the Guide on National Tripartite Social Dialogue.</p> <p>2.3. Organisation of awareness-raising activities for educational institutions on trade union rights.</p> <p>2.4. Building awareness on the concept and the mechanism of social dialogue at the workplace/enterprise level.</p> <p>Activity 2.4. 1: Organizing a competition, targeting the best enterprises in terms of social dialogue mechanisms.</p> <p>Activity 2.4.2: Creating a certification mechanism on decent work which shall promote enterprises with effective social dialogue mechanisms.</p> <p>Activity 2.4.3: Awareness raising activities targeting SMEs.</p> <p>Activity 2.4.4: Project Final Conference.</p>
<p><b>III. Social dialogue mechanisms at all levels have been improved.</b></p>	<p>3.1: Providing assistance to the Beneficiary on grant management and monitoring.</p> <p>Activity 3.1.1: Assist in organizing half day grant information days (2 half-day each).</p> <p>Activity 3.1.2: Providing assistance to the MoLSS in collecting and translating to English the</p>



	<p>questions in the info-days.</p> <p>Activity 3.1.3: Organizing two 2-day long grant contract management trainings (one of them will be organized following the signature of grant contracts, the other will be organized about the preparation of the Final Reports in grant contracts)</p> <p>Activity 3.1.4: Assisting Beneficiary on grant monitoring, reporting and management. Also, assisting in the revision and adaptation of the Grant Implementation Manual and Procurement Manual, which were previously developed by the CFCU, to the purposes of the Grant Scheme and checking visibility materials according to the EU visibility manual.</p> <p>Activity 3.1.5: Visiting all grant beneficiaries (3 visits to each grant contract and on-the-spot checks if deemed necessary) together with the Beneficiary and assisting in monitoring of the project implementation on site.</p> <p>Activity 3.2 Improving the functioning of existing tripartite social dialogue mechanisms</p> <p>Activity 3.2.1: Conducting a mapping study on the functioning of existing tripartite social dialogue mechanisms in Turkey.</p> <p>Activity 3.2.2: Organizing a workshop to disseminate and discuss the results of the study made under 3.2.1; and formulate recommendations for improvement.</p>
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## 2. Evaluation Background

### 2.1. Evaluation purpose, clients

This final evaluation was planned in the project document, which states:

*An independent evaluation under the supervision of the ILO Evaluation Unit (EVAL) to monitor the progress, results and outcomes of the project will take place within the last quarter of the project duration.*

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

The **purpose** of this evaluation is – as per ToRs - first of all, to ensure accountability to Beneficiary, donor and key stakeholders and secondly, to promote organizational learning within ILO and among key stakeholders. It will make a comprehensive assessment of the work done under the project as well as give ideas for development of possible development cooperation projects to promote social dialogue and labour standards in the future.

The evaluation will serve the following **clients’ groups**:

- ILO management and staff at the HQ and country office
- Donor (the EU Delegation in Ankara)
- Direct beneficiaries and target groups as detailed above
- Ultimate beneficiaries, including unemployed, underemployed, students, staff of participating agencies and other groups who will benefit from project outcomes and outputs.

### 2.2. Scope of the evaluation

The scope of the evaluation will cover all activities and components of the project during the period 1

August 2016- 14 January 2019. The evaluation will cover the geographical coverage of the project, which is Turkey, including counterparts and beneficiary institutions located in Ankara.

The present evaluation has been conducted from December 2018 to January 2019 by Donata Maccelli, under the supervision of the ILO Ankara Evaluation Manager, Ms. Özge BERBER AGTAŞ.

### 3. Methodology

This exercise was carried out in the following phases:

- A desk and inception phase, where preliminary material was collected and analysed, and where evaluation scope and evaluation questions were defined;
- A field phase, where information and additional material were collected and interviews were held with local stakeholders;
- A drafting phase, whose output is the present draft report;
- A final phase, where comments from all stakeholders will be analysed and incorporated.

#### 3.1. Evaluation Criteria and Questions

This evaluation has been conducted according to the DAC evaluation criteria, namely **Relevance, Effectiveness, Efficiency, Sustainability and Impact potential**. An additional criterion was added regarding the extent to which gender non-discrimination, ILS and social dialogue issues were taken into consideration.

The level of commitment and ownership of stakeholders has been analysed to verify the readiness and the capacity of the environment to accept and make of good use of the project’s outputs and outcomes. A brief analysis of the present institutional and policy context is also included, as an attempt to measure the attitudes of the Government of Turkey (GoT) related to the main topics of the project, i.e. social dialogue *in primis* as well as other issues on international labour standards and decent work.

Impact will be less measurable considering the ‘youth’ of the project; instead, impact potential will be considered.

The evaluation questions used in this report have been elaborated following the above criteria. They have been presented in the Inception report and slightly modified in the drafting phase to better articulate issues found of relevance.

Revised EQs are to be found in the following table. Annex 2 contains EQs complemented with indicators and expected sources of information.

Criteria	Sub-criteria	EQS
<b>Relevance</b>	<b><i>Project’s fit with the context</i></b>	<p>How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?</p> <p>Is there a fit between the project design and the direct beneficiaries’ needs?</p> <p>How well does it complement other ILO projects in the country and/or other donors’ activities?</p> <p>Were the project approach and activities relevant to the needs of the constituents and the stated objectives?</p>

	<p><b><i>Appropriateness of the project design</i></b></p>	<p>Is the design of the project appropriate in relation to the ILO’s strategic and national policy frameworks?</p> <p>Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?</p> <p>Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?</p> <p>Are indicators useful and SMART to measure progress?</p> <p>How has the project related (or not) with the SDG’s, particularly SDG Goal 8?</p>
<p><b><i>Effectiveness</i></b></p>	<p>To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?</p> <p>Have there been any unintended results (positive or negative)?</p> <p>What were the major factors influencing the achievement or non-achievement of the objectives?</p> <p>Have there been any notable successes or innovations?</p> <p>Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&amp;E), including that of implementation partners?</p> <p>How the project outcomes contributed to localisation of SDG 8 in the country?<sup>2</sup></p> <p>Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?</p> <p>How effective was the communication strategy implemented?</p>	
<p><b><i>Efficiency</i></b></p>	<p>How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?</p> <p>Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?</p> <p>How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?<sup>3</sup></p>	
<p><b><i>Sustainability and Impact potential</i></b></p>	<p>Are the results achieved likely to continue after the end of the project?</p>	

<sup>2</sup> Inserted here from the original under relevance.

<sup>3</sup> Taken from the original, under effectiveness

	<p>Are they likely to produce longer term effects?</p> <p>What action might be needed to bolster the longer term effects?</p> <p>How the project envisages achievement of solutions for sustainable results?</p>
<b><i>Lessons learned and good practices for future</i></b>	<p>What are the lessons learned from the implementation?</p> <p>How these lessons should be incorporated or made use of in the formulation and implementation of a new possible project?</p> <p>Are there good practices to be replicated both nationally and globally?</p> <p>Is the project successful in terms of advocating and promoting good practices through innovative communication tools?</p>
<b><i>Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects</i></b>	<p>To what extent did the project mainstream gender in its approach with regards to the promotion of social dialogue?</p> <p>How effective was the project in using ILS promotion and social dialogue tools and products?</p>

### 3.2. Methodological tools

The main sources of information for the evaluator have been interviews, literature review and site visits.

#### *Literature Review*

The evaluator has analysed:

- ILO programmatic documents;
- UN country and programmatic documents;
- project documents (Description of the Action - DoA, technical and financial reports, minutes of meetings, studies, reports etc.);
- country policies and reports, other information on the sector.

A list of documents made available to date is provided in Annex 4.

#### *Country visit*

The purpose of the field visit was to collect additional documentation, verify hypotheses contained in the inception/desk report, obtain information on project achievements, explore stakeholders' commitment and attitudes, as well as verify country' priorities. The country visit was conducted from 10<sup>th</sup> to 14<sup>th</sup> December, in Ankara and Istanbul.

A total of 23 persons was interviewed, of which 11 women and 12 men. The list of interviewees is presented in Annex 7.

#### *Semi-structured interviews*

At ILO Ankara management level, interviews have been held with: the staff of the ILO Office in Ankara and with the project staff; the EU Delegation to Turkey (EUD); the Central Finance and Contract Unit

(CFCU).

*At beneficiaries' level*, interviews were held with: national authorities (the Ministry of Family, Labour and Social Services- MoFLSS, national tripartite constituents, including employers' and workers' organizations.

### **3.3. Limitations of the evaluation**

The main limitation encountered during the exercise was linked to the limited time allocated to the field visit (5 days). This has not permitted to interview and obtain more direct information on the five grant projects funded under the project.

### **3.4. Description of norms, standards**

This evaluation was carried out in adherence with the ILO Evaluation Policy, ILO Policy Guidelines for Results-Based Evaluation; UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and the OECD/DAC Evaluation Criteria.

Gender concerns were addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects".

To the possible extent, data were sex-disaggregated, and different needs of women and men targeted by the project were considered throughout the evaluation process.

Ethical safeguards were maintained during the evaluation process, and women and men will be interviewed in ways that avoided gender biases or reinforcement of gender discrimination and unequal power relations.

### **3.5. Structure of the Report**

This report is structured in accordance with the ILO EVAL guidelines on writing evaluation reports. Chapter 4 contains the main findings. In Section 4.1 we discuss the project's design and its relevance to national priorities and ILO country programmes priorities and strategies. Section 4.2 discusses the project effectiveness, in particular the contribution of the results achieved to achieving the immediate objectives (outcome). Section 4.3 follows with an assessment of the project's efficiency, including the conversion of resources (financial and human) into results. Section 4.4 analyses the project's impact potential (the likelihood of achieving the development objective) and sustainability over time. Section 4.5 is focused on gender equality and non-discrimination aspects, including the extent to which International Labour Standards (ILS) and Social Dialogue issues were incorporated in the action. The final section is a brief reflection on lessons learnt. This is followed by the final chapter of the report, focused on a discussion about main conclusions and recommendations emerging from the project experience.

## 4. Main Findings

### 4.1. Relevance and Design

#### 4.1.1. Relevance to ILO/UN/Turkey strategic goals and priorities

**How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?**

**How has the project related (or not) with the SDG's, particularly SDG Goals 8 and 17?**

**How well does it complement other ILO projects in the country and/or other donors' activities?**

**Were the project approach and activities relevant to the needs of the constituents and the stated objectives?**

**Is there a fit between the project design and the direct beneficiaries' needs?**

#### *Relevance to UNDCS*

The UNDCS 2016-20, in its chapter 3.1 Sustainable, Inclusive Growth and Development – Result 1 – Outcome 1.1, states:

*Labour market policies can play a major role in the achievement of equitable growth, social inclusion, gender equality and the fulfilment of individual potentials and rights. Accordingly, the UN will support the Government in formulating and implementing policies in the areas of reducing unemployment, especially youth unemployment, increasing women's labour force participation, and reducing informal and insecure work. Decent employment for women, people with disabilities and members of disadvantaged groups, and the fight against child labour, are other critical areas which can benefit from such cooperation.*

The project is relevant to this Outcome. It is also relevant to UNDCS Outcome 1.2 : *By 2020, all underserved population groups have more equitable and improved access to integrated, sustainable and gender sensitive quality services (e.g. health, education, decent employment, and social protection systems)*, which refers to the relevant Sustainable Development Goal 3: *Ensure healthy lives and promote well-being for all at all ages*; Goal 4: *Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*; Goal 8: *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*.

There seems to be insufficient focus on Outcome 3.3 - Gender Equality and Women's Empowerment, which states explicitly: *women's labour force participation has been rising but was still only 30.3% in 2014. Women also constituted the majority of unpaid family workers (71.8%) with few top jobs (9.3%). Their participation in economic and social life is circumscribed by traditional gender roles which impose on them the responsibility of household chores and care for children and the elderly, and of keeping the family together.... The UN will support the government in ensuring gender equality in legislative, decision-making and monitoring processes and in promoting women's economic empowerment and contributing to the elimination of structural gender inequalities in economic life.*

#### *Relevance to SDGs*

The related SDGs against which the project's design has been analysed are *Sustainable Development Goal 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*, and *Sustainable Development Goal 17 - Strengthen the means of implementation and revitalize the global partnership for sustainable development*.

SDG 8 has been appropriately addressed. Elements of employment and decent work have been abundantly highlighted during the course of the project implementation, through lectures, modules, conferences and studies. All training sessions included modules about ILO and other international conventions and standards related to labour and decent work.

With regard to SDG 17, the project has actively supported and stimulated partnerships with both the private sector (such as Inditex, H&M and others) and other important actors at global level (IndustriALL, Global Compact Turkey network). This has contributed to bring examples of excellence and advanced practices to the debate on social dialogue.

#### **Relevance to EU country policies**

The EU action fiche of the project states:

*The project will address trade union rights and freedom of association highlighted in the MIPD<sup>4</sup>. The Justice, Home Affairs and Fundamental Rights section of the MIPD for 2011-2013 states that further progress is needed in Turkey on trade union rights (p.15). Under the section on indicators to measure developments towards these objectives the MIPD also refers to the "enjoyment of full trade union rights by workers and public servants".*

#### **Relevance to strategic country development documents**

No mention on the appropriateness of the intervention to national policies is made in the DoA. Yet, Social Dialogue is mentioned in the National Development Plans, as the following examples show.

The project was developed and initiated during the implementation period of the Ninth National Development Plan for 2007-13. The NDP states, in its Paragraph 567: *The existing social dialogue mechanisms in Turkey will be strengthened. The social dialogue culture will be spread from enterprise to country level, and with this aim new mechanisms will be created.*<sup>5</sup> References re also to be found in Chapter 7.3. Strengthening Human Development and Social Solidarity, where it is declared that *improving income distribution, social inclusion and fighting poverty, protecting and strengthening culture, and developing social dialogue* are among priority areas of the sector.

Also, the project supports the aim stated in the Basic Principles part of the Ninth National Development Plan: *Social contribution and ownership are to be ensured by strengthening social dialogue and participation.*

It is worthwhile noting that The Tenth National Development Plan for Turkey 2014-2018 contains lesser references to the instrument of social dialogue, which is mentioned only a couple of times and in a more indirect manner. The first one is in the Chapter 2.1.10. Culture and Arts and states that *in order to increase social integration and solidarity, priority will be given to the policies which strengthen the atmosphere of tolerance, social dialogue and common culture.* The second mention is in Chapter 2.1.11. Employment and Working Life and declares: *In order to increase the labour market effectiveness, progress should be realized in collaboration with social stakeholders in the areas such as flexicurity in the labour market, severance payment, sub-contracting, social dialogue, active and passive labour market programmes.*

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<sup>4</sup> EU-Turkey Multi-annual Indicative Planning Document.

<sup>5</sup> Ninth National Development Plan 2007-13.

### *Relevance to ILO country strategies*

ILO main policy areas tackled in the country are:

**Child labour** - where ILO operates through the International Programme on the Elimination of Child Labour (IPEC) aiming at the progressive elimination of child labour, through strengthening the capacity of countries -including Turkey- to deal with the problem and promoting a worldwide movement to combat child labour.

**Women's employment.** Gender equality is at the heart of ILO's "Decent Work for All Men and Women" agenda. As part of its program of activities, ILO Ankara Office has launched a project to enhance women employment in Turkey.

**Youth employment,** where ILO declaredly can act as a catalyst in mobilizing support and implementing integrated policies and programmes to provide decent and productive work for youth through its expertise, tripartite constituency and global alliance.

**Occupational Safety and Health,** tackled through the project "Improving Occupational Health and Safety in Turkey Through Compliance with International Labour Standards" aimed at facilitating, in tripartite consultation, the national efforts to improve occupational safety and health, in particular in the areas of mining and construction.

On **migration and refugees,** ILO's Syrian response programme is a major intervention area in Turkey, and the project team has established some synergies with other projects on Syrian refugees through, for instance, the extension of events dedicated to university personnel to Syrian students.

**Social dialogue,** which is addressed through this project.

All in all, it is considered that the project is adequately complementary to ILO country strategic priorities.

### *Relevance to beneficiaries' needs and to the constituents*

All interviewees from beneficiary organisations commented that the project has fully responded to their needs and has covered a broad area of topics and issues which previously were not adequately addressed by other interventions. For the majority of interviewees, it was the first time that they were exposed to knowledge about social dialogue mechanisms and practical examples from other countries, where mechanisms for boosting and coordinating social dialogue are operational.

#### **4.1.2. 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)?**

**Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?**

**Are indicators useful and SMART to measure progress?**

The project was reportedly designed in 2013, with large contributions from the Ministry of Labour and Social Services. Social partners interviewed stated that they did not participate in the design of the intervention; ILO Office however confirms that there was a broad consultation process. Most likely the comments of associated institutions are due to staff turnover, as the project was designed several years ago.



### *Appropriateness of design in relation to ILO's national policies*

The activities indicated in the DoA appropriately reflect the priorities enumerated in ILO's country documents. In particular, a large part of training activities refers to laws and conventions internationally applied in ILO projects, such as: Training on international labour standards in the framework of ILO conventions and EU standards; Training on the best practices about Tripartite/Bipartite Social Dialogue mechanisms, work councils, worker representations; workshops among 20 branches of activities as defined in Law No. 6356 on Trade Unions and Collective Bargaining on bipartite social dialogue mechanism (a law which needs to be adequately enacted and implemented, through ILO work on advocacy); preparation of a report on the decisions of ILO Committee of Experts and Application Committee on Conventions 87 & 98 & 144. Also, work on strengthening social dialogue mechanisms is one of ILO priorities in programming actions for a large number of countries. Finally, the training organised for law enforcement agencies on fundamental human rights, with a specific focus on C87 and C98 and right to peaceful action, is to be considered an important contribution to better awareness on workers' rights and about the right of strike and peaceful assembly, enshrined in international conventions of which Turkey is *signataire*.

### *Intervention Logic and Theory of Change*

The issues enumerated in the DoA refer to a long tradition of social dialogue and industrial relations in Turkey, dating back to 50s but not adequately developed and evolved. One of the key problems described is the low unionisation rate of Turkish workers and the consequent need for encouraging enrolment, which in the document is considered a pre-requisite to stimulate social dialogue mechanisms. Other factors hampering social dialogue listed in the DoA are the lack of communication at enterprise levels; the limited scope of action of workplace representation, mainly focused occupational safety and health subjects and not covering other labour topics; the high incidence of informal jobs; and the almost non existing social dialogue mechanisms in SMEs.

From a policy framework perspective, the project was conceived shortly after the approval of the Law No. 6356 on Trade Unions and Collective Labour Agreements (2012). The Law establishes and regulates the principles and procedures on the establishment, management, operation, audit, activities and organization of workers' and employers' trade unions and confederations; on the conclusion of collective labour agreements in order for workers and employers to mutually determine their economic, social and working conditions; on the settlement of disputes through peaceful means and on strikes and lock-outs.

One of the objectives of the project was seemingly to contribute to the expansion of the discourse on social dialogue, through a multiplicity of perspectives.

The first level aims at creating knowledge on SD among the tripartite constituents (the Government, employers and workers) through training, conferences, study tours and the production of relevant research (*Result 1 - Institutional capacity of MoLSS, related institutions and social partners has been improved to better engage in social dialogue in working life*).

Secondly, the intervention focuses on raising public awareness on social dialogue, to create a conducive environment for a broader consensus on SD themes and mechanisms (*Result 2 - Awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels has been improved*).

The third level is slightly less logical. In theory and according to the DoA, one of the intention of the project seems to have been a support to the practical implementation of the new law (which should have been complemented by adequate legislative arrangements to be fully compliant with EU

requirements)<sup>6</sup>. In practice, this declared objective has not been properly translated into an adequate result area. Result 3 - *Social dialogue mechanisms at all levels have been improved* – is in reality focused on the launch and management of a grant scheme. As we will see in the next section, this component has produced interesting results, but these are limited to the areas of implementation and dissemination of outputs is limited, thus limiting their contribution to the operationalisation of a countrywide social dialogue.

### **Project structure**

With regard to the overall design, apart from the above remark it is adequate and coherent, and links between objectives, results and activities are formulated in a logical sequence.

It has been commented that the project presents a too large number of activities. These are actually numerous, especially under Result 1. This has undoubtedly burdened the project team. Comments from some stakeholders<sup>7</sup> confirm this observation. Less activities with more strategic focus might have been more beneficial, and might have achieved more tangible outcomes.

A relevant observation was made for example by one of the trade unions interviewed, which highlighted the somehow vagueness of the project design and the lack of strategic outputs. One of those might have been the insertion, among deliverables, of a road map for social dialogue in Turkey, including: a baseline analysis of existing policies and legislation; a review of existing mechanisms; a description of next steps necessary to operationalise the SD in the country.

An observation on the project structure comes from CFCU, which commented that – differently than in other EU projects – the grant component is part of the contract and is not contractually separated, as the EU PRAG rules recommend. This has reportedly created some issues related to financial control, as these arrangements represent for the CFCU a deviation from their usual procedural processes.

### **Indicators**

While the indicator at Specific Objective level seems adequate although not time relevant, indicators at result level appear weak and not designed according to SMART principles<sup>8</sup>. Moreover, they are mainly activity based and not outcome based. Outcome indicators, evidencing expected results or changes, are necessary to set up the whole action, give guidance and keep the project on the right track, i.e. in the direction of the expected objectives. The risk of using activity based indicator is excessive focus on the mere execution of those activities, without a deeper reflection on the real meaning of what is being done and why.

### **4.1.3. Conclusions**

The relevance of the project to UN and ILO policy framework is high. There is good coordination and logical consequentiality with UNDCS goals and priorities; good complementarity between this project and other ILO initiatives in Turkey. The project has taken into appropriate consideration SDG Goals 8 and 17, and has significantly contributed to the achievement of them.

In terms of national policies, the action is well aligned with the priorities indicated in the Ninth

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<sup>6</sup> See DoA, page 2.

<sup>7</sup> Essentially the MoFLSS., while no specific comments on this aspect have been made by the other stakeholders.

<sup>8</sup> Specific – target a specific area for improvement; Measurable – quantify or at least suggest an indicator of progress; Assignable – specify who will do it; Realistic –that can realistically be achieved, given available resources; Time-related – by when the result can be achieved.

Development Plan, while the Tenth Plan is less engaged than the previous one on social dialogue issues.

The design of the project partly reflects the problems and issues described in the action document. Result 3 does not fully correspond to the intention of supporting the new law - expressed in the background analysis - and the desired improvement of SD mechanisms in the country is limitedly solved, through the establishment of a grant scheme which however does not seem to impact on nationwide levels.

The number of activities is probably excessive, especially for a 2 years' project. This has brought about the need for extending the duration of the action and has burdened not only the project team, but also the beneficiaries. The risk is losing focus and de-strategize the project.

More sustainable deliverables might have been included, as for instance a roadmap for SD in Turkey, conceived in cooperation and agreed upon by all stakeholders. This would have greatly helped the discourse on social dialogue and would have strategized the whole project work.

Indicators are mainly activity-based, while the use of outcome and impact indicators might have helped stakeholders to think in terms of results, thus focusing on the real meaning of an action and its contribution to the desired changes; the risk of having activity-based indicators is a 'tick-the-box' approach, where the focus is on the mere execution of activities (this fortunately did not happen, thanks to the hard work of the project team).

The *improvement of project design* is a crucial factor for advancing quality, efficiency and effectiveness of aid interventions, issues to which ILO pays increasing attention. This was shown for example in the 2014-15 P&B.<sup>9</sup> It is therefore recommended that a proper PCM approach be used in order to allow for improved clarity and logical sequencing of objectives, results, activities and for the introduction of well-designed indicators. It would be also advisable to intensify short courses on result-based project design and management, to be provided to ministries and state authorities.

Also, it would be advisable to narrow down the themes dealt with in the project, thus deepening the intervention and increasing impact potential.

## 4.2. Effectiveness

**To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?**

**Have there been any unintended results (positive or negative)?**

**What were the major factors influencing the achievement or non-achievement of the objectives?**

**Have there been any notable successes or innovations?**

**Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning,**

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<sup>9</sup> *To those who have drawn attention to the need for more robust indicators to measure the real quality and the real impact of ILO activities, I would simply recall that this is far from being a new matter but rather one of ongoing work, an integral part of our efforts to strengthen results-based management (P&B 2014-15, p. xiii). The evaluator believes that this sentence refers to all levels of programming and planning, including design of projects.*

implementation, M&E), including that of implementation partners?

How the project outcomes contributed to localisation of SDG 8 and 17 in the country?

How effective was the communication strategy implemented?

Is the project successful in terms of advocating and promoting good practices through innovative communication tools?

#### 4.2.1. Achievement of results<sup>10</sup>

All foreseen activities have been carried out and completed. A brief summary of main achievements is provided in Annex 9.

##### *Result 1. Institutional capacity of MoLSS, related institutions and social partners has been improved to better engage in social dialogue in working life*

As said above, this is the area which saw the largest number of activities.

#### **Block 1 - Training**

*Trainings on International Labour Standards and EU Acquis on Social Dialogue, targeting social partners and staff of MoLSS.* The aim of the trainings was to increase the knowledge and awareness of social partners as well as the staff of MoLSS. Besides MoLSS and its affiliated institutions, the Ministry of EU Affairs (MoEU) also participated. 14 training sessions were organised from March to May 2017, with a total participation of 255 persons; 5 sessions from October to November 2017, for a total of 228 participants. The training was exhaustive and covered the main significant topics on social dialogue themes<sup>11</sup>. Reportedly, participants preferred listening rather than asking questions; this is due to the relative lack of knowledge about the above issues, and witnesses the importance of such seminars in the country. An important point is that it was the first time that training was provided to a mixed group of participants, coming from different social partners with different stances: they had the opportunity to meet each other and exchange views and opinions among themselves. As we will see in the next sections, this is one of the main positive outcomes of the project. The report also notes that the most participatory side was the trade union representatives, asking more questions and pointing out views. Apart from being equipped with information on SD, trainees had the chance of seeing the importance/effect of a healthy SD in their bipartite and tripartite relations.

Under this activity, training was also provided to the Ministry of Interior for staff of Turkish National Police and its affiliated units in 25 different categories. This training is to be considered of paramount importance, as staff (both from the managerial side and for policemen working at the front side with demonstrators, strikers etc.) was trained on international human rights standards, C87 (Freedom of Association and the Right to Collective Bargaining) and C98 (Right to Organise and Collective Bargaining), negotiation skills, communication, persuasion, conciliation.

Surveys were regularly carried out among participants of the various training sessions. They reveal a high degree of satisfaction, as shown in the following tables (taken from one of the post-training assessment surveys)<sup>12</sup>:

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<sup>10</sup> Only significant outputs and those with good information made available to the evaluator are commented.

<sup>11</sup> For topics covered, see ILS Training Evaluation Report (documentation)

<sup>12</sup> Other surveys show similar results.

**Was the content and the scope of the training fit the purposes of the training and adequate?**

	5	4	3	2	1	Total n. of respondents
Evaluation of the participants (*)	99	80	17	1	0	197
(%)	50.3	40.6	8.6	0.5	0.0	100

**Were the training materials adequate?**

	5	4	3	2	1	Total n. of respondents
Evaluation of the participants (*)	108	71	14	3	0	196
(%)	55.1	36.2	7.1	1.5	0.0	100

**Did the training contribute to your vocational development?**

	5	4	3	2	1	Total n. of respondents
Evaluation of the participants (*)	102	80	10	2	0	194
(%)	52.6	41.2	5.2	1.0	0.0	100

**Did the training gained you new knowledge and skills that you can use at your institution?**

	5	4	3	2	1	Total n. of respondents
Evaluation of the participants (*)	79	97	16	1	1	194
(%)	40.7	50.0	8.2	0.5	0.5	100

**Did the training increased your interest and motivation towards the issues covered?**

	5	4	3	2	1	Total n. of respondents
Evaluation of the participants (*)	102	76	13	0	1	191
(%)	53.4	39.8	6.8	0.0	0.0	100

Judging from comments of participants, the interest has been high; many of them expressed the wish

to see the training turn into a permanent programme; there was interest for a comparison between Turkish and EU labour legislation. An interesting observation comes from one of the teachers, who noted that participants from trade union and employers' organizations were more experienced and had their own perspectives towards trade union rights and collective bargaining, while public employees' unions and representatives of the ministries were less knowledgeable and committed. This information might help in better focusing and tailoring future training activities.

It is interesting to note that the climate of openness and discussion created at the training session was able to stimulate a frank reflection on social dialogue themes. For instance, in many occasions representatives of labour confederations openly recognised their responsibilities in the weakness of the social dialogue system in Turkey: *Fragmentation on the labour side exacerbates the inter-union rivalries, especially in acquiring collective bargaining rights. Strategic cooperation is precluded among labour confederations. This deters them from speaking with one unified voice. They see a rigid stance to be a sign of strength, considering any compromising attitude as 'surrendering to the employer/government', therefore feeding on tension politics. They criticize everything, both the status quo and the new initiatives, with no alternatives to offer*<sup>13</sup>.

Finally, a noteworthy remark – expressed by both trainers in the post-training reports and by some of the trade unions representatives interviewed - regards the preferable audience for training. It was recommended to focus on outreach to decision making levels, who need to be more aware of the meaning of social dialogue and its implications, and be encouraged to replace rigid approaches to negotiations with more flexible attitudes, allowing for realistic arrangements and compromises outside 'ideological' positions<sup>14</sup>.

Training on Dissemination of Social Dialogue Concept at Provincial Employment and Vocational Training Boards. The aim was to disseminate the concept of social dialogue among the members of Provincial Employment and Vocational Training Boards (PEVBs) The PEVBs are one of the four main bodies of ISKUR (Turkish Public Employment Services) and are an important governance structure for decentralization of employment policy. PEVBs are in charge of deciding on the employment and vocational policy at provincial level, taking into consideration of the needs and realities of the province that they are acting on. They are also the social dialogue mechanisms at provincial level, as they are comprised of government, employer and worker representatives as well as other related participants. The negotiations that take place at their meetings, the decisions and the actions they take go through social dialogue. To this end, the Project put an emphasis on developing the existing dialogue among the participants of the Boards and provided them with a tailor made training to increase their capacity on social dialogue related issues<sup>15</sup>. This activity was developed *ex novo*, as it was mainly focused on communication and conflict management on industrial relations and social policy. The number of provinces was increased from the original 10 to 19 to meet the high demand and increase the effectiveness of the training.

The training was organised in 2 sessions in March 2019, for a total of 364 participants of which 12.2% women. The large majority of attendants came from state institutions. Training was rated from excellent to good (scores 5 and 4) by the highest majority.

Again, it was the first time that the members of PEVTBs from different provinces were gathered

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<sup>13</sup> Evaluation Report on Trainings on International Labour Standards and EU Acquis on Social Dialogue targeting social partners and staff of MoLSS (Activity 1.1.1.1).

<sup>14</sup> While this observation mainly relates to trade unions, it should be extended to the other tripartite constituents.

<sup>15</sup> Evaluation report, 2017.

together. This was highly appreciated and members of PEVTBs demanded more occasions to meet, develop networks and learn from each other.

## **Block 2 –Workshops and Research**

Social Dialogue at the Workplace Knowledge Sharing Workshop. The aim of the workshop was to provide the companies with an opportunity to share experiences they face in the process of building and enhancing social dialogue at the workplace level. Main topics addressed were: features of the globalization of economy, and the means to protect and develop social rights; The historical development of “social clauses” within trade agreements, with examples of the WTO, ILO and EU, with focus on basic rights of workers (freedom of association and collective bargaining, non-discrimination, prohibition of forced labour and minimum age for workers); codes of conduct applied by multinational companies and contributions made by the OECD (OECD Guidelines for Multinational Enterprises, with main features concerning working relations), the United Nations Global Compact and its implications, and the ILO Tripartite Declaration of Principles Concerning Multinational Enterprises and Social Policy; legal provisions in Turkish Labour Law on workers representation at the workplace concerning trade union representatives, work health and safety representatives, work health and safety boards and paid annual leave boards. Finally, examples of good practices of social dialogue in action were presented by IndustriALL, Inditex and H&M, which are engaged in ensuring social dialogue and implement social standards within the chain of suppliers.

The workshop produced interesting outcomes, such as the acknowledgement that current arrangements on workers’ representation in the Turkish legislation are not sufficient to ensure a satisfactory social dialogue at enterprises, as recommended in EU and ILO Declarations and decisions. Other relevant themes were discussed, such as the freedom of association of workers, the necessary presence of unions at the enterprise, and the importance of collective negotiation by trade unions.

Similar workshops were organised for the cement and for the banking and finance sectors. Interesting outcomes are to be found; for instance, at the workshop for the cement sector a discussion arose on the existence of provisions in the Turkish legislation (in particular Labour Law No. 4857) that can actually be regarded as elements of social dialogue, especially at bilateral or workplace/enterprise level: for example the employer’s obligation to inform on the establishment, arrangement, and termination of employment relationship; the employer’s obligation to inform on termination of employment contract; the employer’s obligation to inform and consult on mass lay-offs, and the employer’s obligation to inform and consult on occupational health and safety. If properly implemented, such provisions would already constitute a step in the direction of social dialogue.

Besides sectoral workshops, some important studies were produced under this result. 1.2.3 – *Organising and representing hard-to-organize workers: Implications for Turkey*, developed by an ILO staff and by a University professor from Barcelona University, offers useful information on this significant topic. 1.2.4 is a study on the contribution of social dialogue to economic development and growth, and is to be considered an evolution of the traditional trade-off between growth and workers’ rights. 1.2.7 is a study on tripartite and bipartite SD mechanisms in EU countries, and contains recommendations to improve institutional capacity of the MoFLSS, related institutions and social partners. Finally, Activity 1.2.8 (Conducting a study and preparing report on the decisions of ILO Committee of Experts and Application Committee on Conventions 87, 98 & 144) was finalised; the report was completed, printed and distributed in the final conference.

Interviews held with the project team and stakeholders seem to confirm that the output of activity 1.2.6 - *Field research on the perceptions of society on trade unions, employers' organizations and social dialogue in Turkey* – is perhaps one of the most valuable contributions of the project, as it offers a sound analysis of the reasons behind the low unionisation rate in the country (and it is hoped that trade unions will make good use of it). The methodology for conducting the survey was designed in a

participatory way, and special attention was put on the formulation of multiple choice questions<sup>16</sup>.

### **Block 3 – Study tours and internships**

This activity was carried out in France, Ireland and Portugal and saw the participation of staff from the MoLSS, employers' and workers' organisations. All countries have strong traditions of social dialogue and sound mechanisms which allow for proper operationalisation of SD. From reports and interviews held with participants, it appears that these visits were highly appreciated and beneficial as they permitted to experience and see tangible good practices of social dialogue. As one of the participants wrote in its assessment, *Thanks to this study visit, I learned more about the trade union organization and collective relations of France. I was also able to observe three social and bilateral social dialogue structures, such as the Economic, Social and Environmental Council. I met the representatives I did not know before in terms of the social partners.*<sup>17</sup> Many participants asked to develop further relationships with visited institutions, such as Eurofound in Ireland. What seems to have impressed participants is the level of institutional prestige and credibility that Economic and Social Councils enjoy in the three countries compared to Turkey; and the acceptance and acknowledgment enjoyed by SD in other countries.

With regard to internships, these were organised at the ILO Geneva Headquarters International Standards and Social Dialogue Unit. From reports and interviews, it appears that the internship program attended at the ILO Headquarters were highly appreciated, and helped understanding the functioning of ILO and its relationships with other institutions and countries, as well as the importance of social dialogue in industrial relations. Interns had the opportunity to be present in the committees in which the EU and EPSU were involved, to observe the preparation stages and decision-making processes, to make a contribution to these processes and to learn the concept of social dialogue.

### **Block 4 – IT services**

Under this activity internal meetings were organised with the various departments of the Ministry to see the need in terms of IT. In these meetings, it was decided to conduct a needs analysis (see 1.4.1. and 1.4.3). These issues and findings were also discussed in the workshops. Under 1.4.2, ILO HQ supported the Ankara Office in the preparation of a paper including recommendations. Regarding the database, preliminary work was completed on the identification of a suitable system and on social dialogue indicators in Turkey. The above outputs are to be considered key for sustainability of project and future potential innovation. However, the MoFLSS decided to reject IT support. This is a pity, as such system might effectively contribute to having a clearer picture of the current situation in the country and might have been helpful for devising appropriate policies.

***Result 2. Awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels has been improved***

### **Block 1. Conferences**

The first activity of this block was a *Conference on Social Dialogue, Sustainable Development and the Future of Work*, held in May 2017 in Ankara. 211 participants attended to the conference. 72 participants were women, while 139 participants were men. The participants included representatives of public agencies, workers' and employers' organizations, academic institutions, NGOs and other

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<sup>16</sup> One of the interviewees however expressed perplexity about the appropriateness of answers to the question 'Why are you not a member of a TU?' The answer 'I am not unionised because I am afraid of consequences', was criticised as it can contribute to create further mistrust and fear.

<sup>17</sup> Report after Study Visit to France.



international organizations. The main news agency in Turkey, AA has covered the event and a number of press corps have been present mainly at the opening of the conference. Press mainly wrote on the issue based on the AA report.

Sectoral Workshops on addressing workers-employers' relationships through Social Dialogue. The purpose of the workshops was to discuss issues related to worker-employer relationships and to develop solution proposals. The first workshop was organised in December 2017 for the visual art sector; other workshops were organised for the tourism and construction sectors. Topics discussed regarded legal status of the employees, differences between legislation and implementation, unemployment and job security, right to social security, right to association and collective bargaining, occupational safety and health, salaries, challenges in carrying out social dialogue, and other sector-specific themes. The sectoral approach proved to be a winning choice, as the parties were given the opportunity to discuss specific sector issues, and the level of dialogue was consequently broader and deeper than in a more general framework. For example, general consensus was reached on a series of issues in the workshop for the tourism sector, and important remarks and considerations were made on topics such as need for expanding international tourism on non-coastal areas, ways to address seasonality, instability of tourism-related jobs, etc. In the workshop for the construction sector, there is evidence from reports and interviews that the discussion was very open, and many themes were debated, including examples of good practices in the country (INTES for instance is fruitfully cooperating with its sectoral TU Yol-İş on better understanding of social dialogue). It is hoped that at least some of the considerations and ideas emerged in the sectoral workshops will further be taken into considerations by decision makers.

## **Block 2. Digital and media tools**

*Activity 2.2.1: Organizing a short film competition about trade union rights with awards, and Activity 2.2.2: Production and publication of a minimum of two public TV spots in national and local media* were executed on time. There is some information from ILO side, although not many interviewees have seen the short film, and even less has had access to the TV spots. The competition took place regularly, through an evaluation committee; the awarded team took part at the International Film Festival in Leeuwarden in the Netherlands, the European Cultural Capital for 2018.

With regard to low audience of the spots, it is not clear whether there was a communication issue, or whether the TV spots were broadcast on channels with not too broad audience. One interviewee commented that the spot is rather vague and superficial, being limited to a somehow tranquillising and sugary message about social dialogue; and - on the other side – it does not provide any practical explanation on the meaning of SD, thus hindering its effectiveness.

*Activity 2.2.3: Establishing social media instruments at government, employee and employers level.* A Facebook profile was opened, but it was closed by Facebook in 2017 for unclear reasons; it was then re-opened and counts now more than 750 followers. On Twitter, data report more than 1000 followers, with some 'multiplying effect'. Some tweets were viewed more than 2500 times each by different individuals, reaching to around 12.000-18.000 total individual account views per month. Also, a YouTube account with relevant videos (public spot, international conference etc.) is running.

A dedicated website was established ([www.sosyaldiyalog.org](http://www.sosyaldiyalog.org)). It was regularly updated with relevant news, press releases and files/documents. For the moment the site is a collection of project documentation and a list of project related events. The website – differently from what was declared by MoFLSS in the evaluation workshop – will be closed in February 2019; this is unfortunate, as it might have been further expanded to incorporate more relevant information about SD in EU and other countries, best practices and examples, and a forum.

## **Block 3. Awareness-raising activities for educational institutions on trade union rights.**

Under this block, a series of events was organized at economic and law faculties of Universities of Antalya, Edirne, Ankara, Izmir and other cities about Social Dialogue, bipartite and tripartite mechanisms, ILO, roles of different social partners etc. Importantly, an awareness raising activity targeting Syrian high school students from different schools was organised in January 2017 in Istanbul Aydin University, taking advantage from another ILO project. Other joint activities for high school students were also planned with the cooperation of the Ministry of Education (MoE). At least 50 visits to educational institution were conducted; more than expected. From reports, it appears that participants followed the events with active participation and interest. This block of activity is to be considered of particular importance for its impact potential.

#### **Block 4. Building awareness on the concept and the mechanism of social dialogue at the workplace/enterprise level.**

This block comprised the launch of a competition for best practices in enterprises in terms of well-functioning social dialogue mechanisms, held in spring-summer 2018. Participating enterprises were requested to provide information and documentation on: Exchange of information, consultation, joint decision-making, collective bargaining, good practices beyond the national legislation. 21 applications were received.

*Activity 2.4.2: Creating a certification mechanism on decent work which shall promote enterprises with effective social dialogue mechanisms* was completed, with a detailed report which was submitted to the Ministry, but no relevant outcomes are to be recorded.<sup>18</sup>

For *Activity 2.4.3: Awareness raising activities targeting SMEs*, a workshop was organised in cooperation with INDUSTRIALL, INDITEX and H&M, with the attendance of 90 company representatives and 58 companies. Also, a larger event was organised in cooperation with TÜRKONFED and PERYÖN, where 382 company representatives and 240 companies participated. Other related activities were discussed but it is not clear whether tangible results were achieved. As an example, A.2.4.2 (Creation of certification mechanism on decent work) was discussed with the MoLSS representatives.

#### ***Result 3. Social dialogue mechanisms at all levels have been improved.***

This result was essentially focused on the launch and implementation of a Call for Proposals, aimed at enhancing social dialogue at branch and company levels and improving social dialogue mechanisms. The purpose was to create a platform where employers' organizations and representatives come together with trade unions and workers' representatives in order to establish and operationalise social dialogue mechanisms.

Under this result, ILO Office delivered 2 trainings and provided continuous support for the successful implementation of related activities.

Grant Information Days were organised by ILO, CFCU and MoLSS in order to inform potential applicants in Ankara, İstanbul and Bursa on the objectives and eligibility criteria of the programme, as well as application process and procedures.

Grants were awarded to the following projects:

1. TR2013 / 0119.03.01-02 / 03 Improving Social Dialogue
2. TR2013 / 0119.03.01-02 / 10 Improving Social Dialogue: Peace and Sustainable Production

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<sup>18</sup> 8<sup>th</sup> Bi-monthly project coordination meeting.

3. TR2013 / 0119.03.01-02 / 22 WEB (Social Worker and Employers Bipartite Commission) for Social Dialogue

4. TR2013 / 0119.03.01-02 / 25 Intellectual Effort for Building Social Dialogue

5. TR2013 / 0119.03.01-02 / 32 Forwarding Skills and Tools for Successful Dialogue in Turkey.

The projects have produced in most cases remarkable results. For example, in project 3 a lot of work was conducted on labour councils, and a new council was established in a private enterprise; project 4 developed a map of mobbing in Turkey; under project 5 a joint commission of employers and workers was set up to improve social dialogue.

The evaluator had the opportunity to interview one of the awarded organisations, KOOP-IS, which has conducted a remarkable work with labour councils under the project 'Improving Social Dialogue: Code for Labour Peace and Sustainable Production'. The project set up a Pilot Workplace Work Council in Sakarya for information and consultation procedures on labour related issues. This activity produced very satisfactory results. The council has proven to be a highly effective tool for discussing and solving current issues. It has also produced rich documentation and booklets which seem very practical and might be distributed to users outside the project.

As noted in the above section on relevance, the only shortcoming of projects under the grant scheme is that results and outputs are limited to local and bipartite level and do not affect the national dimension of social dialogue.

Apart from this limitation, the projects funded under the grant scheme have produced interesting results, and proposed many original solutions for the discourse on social dialogue at bipartite and local level. It is suggested that at least some of the outputs be disseminated to a broader audience, as topics and approaches may result of interest to stakeholders outside the project's operational context, and may effectively contribute to carry on the social dialogue agenda in the country. In this sense, it would be suggested that the coordination of grant components – if present in ILO future interventions – be directly assigned to ILO, so as to increase full integration and alignment with the other project components, and to improve dissemination and knowledge sharing of best practices, outputs, outcomes.

#### 4.2.2. Factors affecting achievement

1. One of the major factors which has affected the project since its very start was the entry into force of the state of emergency in Turkey. This happened just two weeks after the kick off of the initiative, and has brought about a number of difficulties. These have mainly been linked to organisational and logistical aspects (for example in organising events, appointments; or restrictions to visits and meetings), but it is clear that a climate of increased alert and security does not *per se* favour a relaxed dialogue on themes of labour and rights<sup>19</sup>.

Yet, on the other side, the same factor indirectly contributed to adding value to the project. Because of the delicate and sensitive situation in the country, the project was at that time the only opportunity for social partners to meet up and discuss on labour, rights, challenges and perspectives.

2. Some methodological aspects applied in training sessions and workshops were an interesting and innovative feature of the project:
  - a. It has been commented by most interviewees that those events gathered together for

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<sup>19</sup> Several trade union leaders were arrested and imprisoned in that period.

the first time representatives of the three social partners, which had the chance to meet up, discuss, confront positions and ideas. Also, at vertical level, members of different trade unions who did never meet could for the first time meet and develop networks. These exchanges have been extremely fruitful, and sometimes participants were offered the possibility to rapidly solve some internal issues, thus proving that social dialogue in action is feasible, useful and practical. The fact itself that participants were in mixed groups helped to reinforce the concept of social dialogue: *the "We Are Together" slogan was noted as the most memorable feature in the evaluation of trainings*<sup>20</sup>.

- b. It has been evidenced that one of the most enjoyed methods applied in the training session implied group work and role changes in the discussion of case studies. Participants were divided into three groups randomly. Each group (workers, employers and government) prepared their presentation about the case study and at the end of the training as a last activity they made their presentation and argued about the specific case in the light of ILO Conventions. Role-changing was highly appreciated and contributed to create a better comprehension about duties and constraints of the other categories: "When a trade union representative acted as an employer in the case study or vice versa, it was a real experience of empathy"<sup>21</sup>.
3. The use of sectoral approaches in workshops and various events has proven to be highly effective - as commented above – for its capacity to stimulate informed discussions on specific sectoral issues, where all the parties have competences and knowledge. Sharing and debating common challenges significantly helped to develop empathy and mutual understanding, and to jointly elaborate solutions and ideas.
4. The involvement of media in the project might perhaps have been more effective. As an example, specific awareness sessions on collective bargaining, right to strike and other provisions contained in international conventions and Turkish legislation might have been beneficial to sensitise journalists and media and might have been contributed to create a context of better understanding of workers' rights, which in turn might increase awareness of the public at large.
5. Difficulties were encountered with private companies, due to prejudices about social dialogue. This issue has been highlighted by ILO project staff, and has been confirmed by trade unions and employers themselves. However, the partnership approach helped in partially solving these issues, through partnering companies' existing networks.
6. A remarkable feature of this project is the use and maximisation of partnerships. ILO has a long tradition of working with trade unions, but in this case existing networks with employers' organisations have also been established or revitalised. As an example, the already existing cooperation with Inditex and H&M have been further strengthened in the project. Also, negotiations were held with other companies and entities who play active roles in carrying on the social dialogue agenda, as for instance Global Compact Turkey Network and UNILEVER. Global Compact was notably key in the access to the banking sector, and it helped bringing social

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<sup>20</sup> Minutes of the 2<sup>nd</sup> Steering Committee.

<sup>21</sup> ILS Training Evaluation Report.

responsibility issues to the debate within project activities.

7. The management of the grant scheme was not under ILO; this might have affected the degree of control of the project office on outputs and outcomes. In future, grant schemes might be directly managed by ILO.
8. Finally, one of the interviewees commented that the project was almost entirely executed by experts, and little impact was produced in social partners<sup>22</sup>. It is not easy to verify this statement, however.

#### 4.2.3. Unintended results

One of the significant results of the project is the positive impact on ILO existing networks. As mentioned in the paragraph above, the ILO Office developed new, or strengthened existing contacts with the private sector. As a consequence of the project, especially at sectoral level, ILO Turkey has developed a sound knowledge of labour-related challenges and developments in at least 16 sectors in the country. This will undoubtedly contribute to increase the Office's competences and its capacities to propose innovative interventions to development partners.

Many have been the novelties in this project for ILO; one has certainly been the collaboration with the ministries of Justice and Interiors, which are not traditional partners of the organisation.

#### 4.2.4. Localisation of SDGs 8 and 17

*Sustainable Development Goal 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.* As mentioned in the relevance section, the project is centred on these objectives through the focus on social dialogue as one of the essential features for the development of an inclusive and sustainable economy.

With regard to *Sustainable Development Goal 17 - Strengthen the means of implementation and revitalize the global partnership for sustainable development*, the project has maximised the use of partnerships: see for instance the collaboration with actors operating on international markets such as Inditex and H&M, and with IndustriALL which represents one of the most important global actors in carrying on the agenda on workers' rights.

#### 4.2.5. Gender considerations

There are no specific provisions in the DoA to ensure that gender equality principles are duly enshrined in the project. Although the design of this intervention dates back to 2012-13, this represent a significant shortcoming for two reasons: 1. Gender issues are a crosscutting issues in all development actions since decades, 2. Gender equality and equity are still an issue in the country especially with regard to labour (wage differences, low women presence in highly skilled jobs, low unionisation of women...). In spite of that, the project team has done the possible to encourage women participation in project activities. All post-training and event reports include statistics on female participation, which ranges from 12% to 47% with an average of 30-32%.

It is interesting to note that at the 4<sup>th</sup> Steering Committee meeting a representative of the Ministry of EU underlined that all representatives who went for an internship were male, and demanded sensitivity for gender equality and balance in the selection of future interns.

One of the explanations of this shortcoming is most likely that the project was designed some years

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<sup>22</sup> Interview with DISK, 11<sup>th</sup> December 2018.

ago, when gender considerations were not a stringent need in project designing as they are currently. In future actions, it would be advisable to include training modules specifically on gender-at-work issues: unionisation, wages discrimination, facilities for working women with children, and so on. ILO should have such modules in its rich training library. Potential perplexities from the beneficiary side might be neutralised by simply inserting those modules as indivisible part of the training package.

#### 4.2.6. Communication strategy

The development of a communication strategy was not foreseen in the DoA. However, the project team has worked on this aspect; a document on communication and visibility strategy and plan was elaborated in February 2017, detailing the following objectives:

- *To promote the project's activities, to disseminate the results and outcomes with stakeholders at national level;*
- *To improve stakeholders' understanding of the issues surrounding social dialogue in working life in Turkey and to raise awareness of actions carried out.*
- *To promote sustainability through greater participation by and understanding of stakeholders.*
- *To promote social dialogue and its importance in the eyes of the general public.*

The plan is well detailed and defines specific objectives for each target group. A communication officer was hired in the project team.

From evidence it appears that the project followed the communication and visibility plan, as well as the EU guidelines. Media were regularly informed about project activities and events, and most workshops and conferences received appropriate media coverage.

#### 4.2.7. Conclusions

The majority of project activities have contributed to the attainment of the expected results. In spite of constraints linked to the state of emergency in Turkey – and also because of them – the project has offered a platform for discussion and dialogue in a time where such initiatives might have been difficult.

The project has successfully developed awareness, and created interest and consensus, on social dialogue among a large number of stakeholders, due to intense training, conference, workshops and studies.

The sectoral approach and the use and maximisation of existing ILO networks with the private sector have strengthened the effectiveness of the action, and have brought about opportunities of dialogue and exchange at both horizontal (tripartite) and internal (among representatives of the same constituent) level.

Actions implemented at sectoral level and grant projects have also contributed to strengthen and boost bipartite dialogue.

More attention might have been dedicated to gender equality themes as topics of training and studies. Also, the active involvement and sensitisation of media about social dialogue, workers' rights etc. through ad-hoc training or workshops might have been beneficial to create consensus and understanding among citizens at large.

### 4.3. Efficiency

**How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?**

**Given the size of the project, its complexity and challenges, were the existing management structure and**

**technical capacity sufficient and adequate?**

**How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?**

### 4.3.1. Use of resources

#### *Implementation of activities*

From a general point of view, the expected outputs have been appropriately delivered, following in almost all cases the sequencing provided in the project logframe, in spite of the large number of activities foreseen in the project. This is due to the high commitment and good work of the project management team. Activity A.1.2.3. (Study on hard-to organize groups) was delayed *due to the exceptional situation of experts*.<sup>23</sup> Some other delays were due to the complex and multidimensional nature of the project, and to some challenges in ensuring the collaboration of the numerous actors involved in the project implementation. Reports and interviews confirm for instance that there have been difficulties in convincing companies to collaborate in the project. Last but not least, Turkey's situation has added constraints and challenges. This has brought about postponement of certain activities, such as workshops with the companies, internship activities, implementation workshops. All modifications were duly subject to request and approval from CFCU and EUD.

In April 2018, only 52% of the activities were completed. At the beginning of 2018, in view of these issues and of the intense project agenda, it was proposed to ask a no-cost extension to achieve the project results in a more effective way. This was approved, and a six-month extension was agreed by EUD and CFCU.

#### *Grant scheme*

The scheme was well and efficiently managed, thanks to the highly skilled external experts hired by the project. Work included two Grant Management training sessions, with the participation of CFCU, MoFLSS and ILO, representatives of grant projects and trade unions; the preparation of a Grant Implementation Manual and Procurement Manual; a monitoring plan to awarded projects.

#### *Budget*

Human resources costs amount to about 47% of the entire budget, although some additional costs might be reserved under headings regarding seminars, workshops and other events. This percentage is rather high, but actual figures significantly differ from the original projections; in addition, high fluctuation in exchange rates created unexpected repercussions on at expenditure level. One of the consequences was that there are unspent funds which has been impossible to re-allocate, given the imminent closure date of the action.

No major problems on disbursements have been evidenced to date and payments have been effected timely. Funds received from EU in July 2016 amounted at EUR 1,293,987.07; the second tranche – disbursed in February 2018 – amounted at EUR 738,109.38.

The remaining balance at the date of 31/01/2019, was EUR 296,406, with a delivery rate of 71%.

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<sup>23</sup> Minutes of the 3<sup>rd</sup> Bi-monthly Project Coordination Meeting.

### **4.3.2. Management Arrangements**

Management provisions are clearly specified in the DoA. The project is coordinated by a Project Management Team (PMT), supported by Technical Specialists in the Social Dialogue and Tripartism Department and the International Labour Standards Department of the ILO.

Result 3 was managed at the MoLSS by two grant experts, of which at least one came from CFCU and is highly skilled and competent. The execution of the grant scheme has been smooth and no major problems are to be found. The MoLSS has not taken any active role in the management of the call – apart from the selection of projects, which was done through an evaluation committee composed of staff from the different stakeholders - and is not interested in strengthening staff capacity to manage grants.

On the EU side, the project was managed by staff at the EU Delegation (EUD) - whose role was however rather marginal – and by the Central Finance and Contract Unit (CFCU) which was responsible for approving financial reports and was in charge of disbursements. No major issues were found on this side, and payments have been regular.

None of the interviewed stakeholders has expressed less than positive remarks about the project team, who has been considered extremely helpful, supportive and efficient in quickly responding to daily management issues and to any other questions arising from implementation (need for materials, ILO conventions etc.).

It can be said that the foreseen arrangements have more than sufficiently covered the organisational needs of the project, despite the workload and the constraints due to the particular situation in the country.

#### ***Project coordination***

Coordination was provided through bimonthly project coordination meetings and bi-monthly briefing notes, e-mail, correspondences, etc. It took place essentially through regular and intense meetings: biweekly meetings at operational level, bimonthly meetings with participation of CFCU, EUD and Ministry at both operational and strategic level, and Steering Committee meetings.

Main issues discussed were for instance operational arrangements, such as modifications to the workplan; re-organisation and prioritization of activities; translation and printing of training and other knowledge material; issues affecting the implementation of the project.

From available minutes and interviews held with stakeholders, it appears that discussions took place and decisions were made in a spirit of openness and collaboration.

#### ***Project Steering Committee meetings***

Meetings were organised regularly. From the minutes and from interviews with members of the SC, there is evidence that the meetings have represented an effective tool for communication and exchange of views. This regarded especially modifications of activities, changes in the project timeline etc. To much lesser extent, the SC meetings were an opportunity to discuss more strategic issues regarding social dialogue and industrial relations (results, outcomes, tangible outputs). This is very frequent in all projects, where operational matters tend to prevail on issues of content. Again, the formulation of result- based indicators in the project design would have helped maintaining focus at objectives' level.

#### ***Communication and Reporting***

Reporting arrangements are in line with reporting requirements detailed in the EU General Conditions. However, these are not clearly specified, as the EU contractual arrangements with international



organisations does not provide specific templates. This constitutes a limitation for the quality of progress reports, which are rather general and provide limited and very succinct information on, for instance, implementation statistics, actual vs. expected implementation timeline and achievements, detailed challenges encountered and so on. This has sometimes created some confusion in the CFCU, which is used to strict reporting mechanisms.

A suggestion for the EU would be to better structure reporting arrangements, extending usual provisions to contracts with international organisations, in order to achieve more transparency and clarity on the project implementation process.

On the other side, almost all minutes of the biweekly and bimonthly meetings have been regularly compiled, and have been made available to the consultant. The same can be said for the minutes of the Steering Committee meetings.

As a conclusion, reporting has been correctly carried out, although improvements can be made to the structure of progress reports.

#### 4.3.1. Monitoring mechanisms

The DoA states that *the project will be monitored in line with the ILO's procedures and principles governing the monitoring and evaluation of the Technical Cooperation projects*. In reality there have not been any concrete monitoring plans (and no ROM was conducted from the EU side). Operational monitoring was essentially conducted through the robust management structure of the project (bi-weekly and bi-monthly meetings) and through regular and intense dialogue of the project team with stakeholders.

Finally, monitoring was conducted for the five grant projects.

#### 4.3.2. Conclusions

The project was executed in an efficient way, in spite of the numerous activities foreseen in the DoA and of the external constraints, due to general reluctance of many companies to accept social dialogue themes and to the state of emergency in the country. The hard work of the project team and the strong management structure, which included frequent meetings at both operational and directive level, have certainly helped in keeping adequate control over the implementation.

From the financial side there have been no major issues and payment have been made in a regular way.

### 4.4. Sustainability and impact potential

**Are the results achieved likely to continue after the end of the project?**

**Are they likely to produce longer term effects?**

**What action might be needed to bolster the longer term effects?**

**How the project envisages achievement of solutions for sustainable results?**

**Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?**

The project overall objective as stated in the project document is *promotion of social dialogue at all levels in Turkey*. This objective has been achieved.

In general terms, although many activities implemented under the project have contributed to improvements in the relationship and communication between relevant stakeholders, much has still

to be done to enhance institutional and human resources. Work done needs to be further consolidated, and good practices need to be disseminated across the country, to favour emulation and encourage commitment.

#### 4.4.1. Achievement of Objectives

With regard to the overall objective, the project considerably supported the establishment of better dialogue among relevant stakeholders; in many cases, it made it possible to put together relevant actors which previously had never cooperated.

At grant level, the participation of local actors was very satisfactory and their inputs have been valuable for boosting country-level reflections. Some of the achievements of grants should be shared in order to favour dissemination of good practices and of some of the materials produced, which might be of interest at national level.

Durable results depend upon a series of factors, which will be briefly analysed in the paragraphs below.

#### 4.4.2. Policy Sustainability

Improvements in bilateral and trilateral social dialogue mechanisms were achieved in the period of implementation of the Ninth Development Plan, when the law on the establishment of the Economic and Social Council (ESC) was enacted (2001). The ESC would be in theory an important element of trilateral social dialogue, but after an initial period when it was convened several times it ceased to be operational and is inactive since 2009.

It has been commented that real social dialogue implies peer relationships among social partners, which is not yet the case in Turkey. There is insufficient involvement of social partners in the discussion about key issues, which should be dealt with in working groups. As an example, one of the current issues on the Government agenda is the minimum wage, which should be normally part of the social dialogue process. However, little is being done to engage trade unions and employers in the debate, and it is likely that a decision will be taken unilaterally, without active involvement of all parties. Another recent example is the Decree n.5 of 15 July 2018, which gives additional powers to Turkey's State Supervisory Council. Based on the decree, DDK will determine the investigations, enquiries, rules, methods and standards and will have power to penetrate into organizational structures of almost every ministry, institution and foundation, including trade unions. It will be allowed to dismiss officials of all organisations without judicial verdict. The implications on trade unions are rather clear.

Moreover - as already stated under Section on relevance – while the Ninth Development Plan seems somehow oriented on strengthening elements of social dialogue in the country, the Tenth Plan appears more focused on efficiency of the labour market: *Main objective is to form a labour market in which decent job opportunities are provided to all segments of the society, skills of the labour force are upgraded and utilized effectively, gender equality and occupational health and safety conditions are ameliorated and flexicurity is embraced.... In order to increase the labour market effectiveness, progress should be realized in collaboration with social stakeholders in the areas such as flexicurity in the labour market, severance payment, sub-contracting, social dialogue, active and passive labour market programs.* Work on the 11<sup>th</sup> Plan is currently being carried out and there are uncertainties about the extent to which SD issues will be included.

Finally, the Syrian refugees' crisis has brought about a series of new priorities, affecting the labour sector and demanding for resources and efforts.

The 2016 EU Progress Report on Turkey states: *Social dialogue, both tripartite and bipartite, remains limited...The percentage of unionised workers in the private sector, while having marginally increased to 11.5 % in 2016, is still very low. In 2015 collective agreements cover only 7.5 % of private sector employees, well below Member States' figures. Legislative shortcomings such as double thresholds for*

*collective bargaining and the lack of a right to strike for public servants are contrary to European standards and ILO conventions. The Report recommends to remove obstacles limiting the full enjoyment of trade union rights and the functioning of the bilateral and tripartite social dialogue; oversee and monitor implementation of the labour law.*

The 2018 Report is even more critical:

*There has been backsliding in this area owing to a strong deterioration of labour rights under the state of emergency, with mass dismissals and suspensions. Some implementing measures in relation to social inclusion and employment policy were taken. Double thresholds for collective bargaining at workplace and sector levels and the lack of a right to strike for public servants continue to be major obstacles to Turkey meeting this chapter's main opening benchmark: compliance with European standards and ILO conventions on trade union rights.*

*Social dialogue has backslid during the last year. The right of the Council of Ministers to de facto ban ongoing strikes has been expanded to include grounds of economic stability and continuation of service.... The number of private sector employees covered by collective agreements remains very low. Trade union density among private sector employees has slightly increased, to 12 % in 2017. Informal employees remain excluded from the right to join trade unions. In light of the very high level of informal employment in Turkey, actual union density is therefore lower. Trade union density among public servants is high at 69 %, despite a 2.5 % decrease in 2017, but the trade unions that have been more critical of government policies have suffered a loss of affiliation. A wide range of public servants are not allowed to belong to unions.*

It still seems that the potential positive effects of social dialogue in economic life are not yet fully understood, and that the debate – at policy level – is still bound by traditional stereotypes showing trade-off between economic growth and rights. In this sense, there is further need for advocacy at policy makers level.

#### **4.4.3. Institutional Sustainability**

##### ***Involvement of social partners***

The project has done much to ensure and institutionalise social dialogue and involvement of constituents, and has highly favoured discussion, networking and dialogue among social partners on one side, and internally (at single social partner level) on the other side.

A wide range of concepts and values has been transmitted to participating stakeholders. Concepts such as trade union plurality as a right of workers, the importance of unionisation, the important function of unions and collective bargaining in protecting workers' rights have been assimilated.

At ministerial level, the project activities are surely contributed to strengthen knowledge of the staff of the relevant department (General Directorate of Labour). Interviews confirm that the staff has highly benefited from materials, training and documentation produced, and is now able to deal with social dialogue related issues and is aware of international conventions, standards and best practices. At trade unions' and employers' level, there is now a number of persons who are knowledgeable about social dialogue tools and practices

An issue is to which extent this knowledge will be translated into operational practices. This will depend upon different factors, which include the current socio-economic context of the country and the willingness of the Government to carry on the agenda of social dialogue. At project level, it is worthwhile noting that activities mostly addressed middle management levels, while it would have been preferable to have on board top management, in order to bring the discourse to higher level and

contribute to increase consensus on social dialogue<sup>24</sup>.

Another issue at institutions' level is the relative low number of personnel dealing with SD related issues. In the MoFLSS the number of staff which has been affected by the project in the is not high (5-6 persons), with the risk that this topic will continue remaining a marginal issue in the Ministry and in the country's social and labour agenda.

### ***Institutional Developments***

On the trade unions side, there seems to be some progress which deserves some attention for potential future interventions. It was for instance signalled that work is being carried out on the establishment of a research Institute, which should be named *Trade Unions 4+ Research Institute*<sup>25</sup> and would be focused on themes emerging on the global scene, such as Industry 4.0, which in the next future will significantly impact on labour relations, social contexts and working life. Such perspectives should be carefully analysed to devise further actions.

### ***Training and Capacity Building***

Training material has been made available to all stakeholders, but it is not clear whether this will be embedded into training practices (answers to tis questions were rather vague). The MoFLSS has a training centre and has declared its intention to insert the training modules in its programmes, but this is not verifiable now. Some interviewees from trade unions commented that the discourse on social dialogue is currently difficult to be carried out, due to the political contexts and the constraints to which workers and trade unions representatives are exposed.

An institutionalised "planned" continuous learning process/mechanism is not actually in place as such. Yet, all stakeholders expressed the need for continuous training and further support, with specific reference to those who did not benefit at all from training. There is much left to be done to consolidate and complement the basic knowledge received through project activities.

### ***Knowledge sharing***

This is surely an element strongly contributing to further continuation of project outcomes, after the completion of activities. Some elements of KS are present in the project: all events, conference, working groups have surely contributed to mutually reinforcing information.

With regard to studies conducted under the project, they would deserve to be carefully analysed, but again this is not clear from interviews held with stakeholders. As an example, the study on trade unions perceptions would be highly beneficial for trade unions to understand reasons of low unionisation and devise appropriate strategies; however, the competition among trade unions themselves and perhaps a certain apathy might hamper maximisation of usefulness of this study.

Similarly, there is no assurance that the website and the social media tools developed under the project will be maintained and regularly updated and kept 'alive'. ILO is committed to keep information on the project on their website, but the MoFLSS will reportedly close their dedicated page in February 2019. Yet, the social media and the website might be a very efficient means for disseminating knowledge and keeping the debate on social dialogue, as well as for gradually increasing awareness of the public.

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<sup>24</sup> This does not entirely depend upon the organisation of events; it is very frequent that top management, although invited, prefers to send subordinates, thus decreasing effectiveness and impact.

<sup>25</sup> Interview at Kamur-sen, 12<sup>th</sup> December 2018.

As a conclusion, it is difficult at this stage to predict which outputs and outcomes will be embedded. Yet, in terms of sustainability this is a very important point; all projects and programmes – in the evaluator’s opinion – should contain provisions aimed at ensuring that tools, materials and knowledge elaborated during projects are not dispersed. This element is becoming of increasing interest for the international donor community, which must hold accountable towards their constituencies and show that taxpayers’ money is not lost.

More effort should be done to: carefully discuss outputs with stakeholders in the design phase; try to include strategic outputs; obtain from beneficiaries at least some guarantee that those outputs be transferred into institutional practices.

#### **4.4.4. Financial sustainability**

The project design does not envisage any phase-out strategy. In substance, much will be left to the initiative of the social partners. Also, there are no specific provisions in the state budget for social dialogue related initiatives; nor there seems to be the intention to revive the Economic and Social Council. Yet, the need for a revitalisation of the Economic and Social Council has been recently reaffirmed by all project stakeholders.<sup>26</sup> In this framework, it is difficult to assess whether results will be financially and economically sustainable after the completion of the intervention. A positive signal was made at the evaluation workshop by the EU representative, who mentioned about the potential usage of new EU funds on this area. In view of this, it would be advisable to re-start a discussion with the EU on this issue.

#### **4.4.5. Impact on the discourse around social dialogue**

The project has certainly contributed to the spreading out of better knowledge about the meaning and positive implications of social dialogue, at least among the three main stakeholders. A positive impact seems also to be the increased dialogue between actors who were not used to exchange views and interact before the project. For example, it has been commented that the private sector is now more capacitated – and has the adequate networks – to directly contact the MoFLSS to discuss themes about industrial relations or social dialogue issues<sup>27</sup>. In this sense, relations among social partners have been strengthened. Real impact will depend upon their common willingness. Some activities (TV spots and the movie) might also have produced some impact, but this is difficult to measure; the majority of interviewees had not seen them. Events implemented in the framework of the project have received media coverage; again, its real impact on the citizens cannot be measured. Some interviewees have noted that more persons now are aware of social dialogue and at least this expression is more used than before the project. One of the remarkable outcomes of the project is that it could identify persons who – from the Government side - are committed in social dialogue issues, showed high interest in the project and can be considered a potential change agents for future ILO activities in this sphere.

#### **4.4.6. Impact at social and economic level**

There are neither mechanisms nor indicators for measuring the contribution of the project’s activities to the social development of the country. Some indicators of social development could have been considered in the project design, such as decrease of labour related disputes. It is worth noting that the size of the project is not relevant; the question is its structure and capacity to produce a real impact.

In some cases, locally funded initiatives such as the grant projects are contributing although gradually

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<sup>26</sup> Final Project Conference, 17<sup>th</sup> January 2019.

<sup>27</sup> Interview with the MoFLSS.

to the development of social dialogue in the country.

#### 4.4.7. Conclusions

A more open and inclusive approach is needed to stimulate social dialogue, common reflection and mutual exchange. This is of course a lengthy process and requests time and the gradual introduction of innovative visions, which go far beyond the project duration and intentions.

From a project perspective, in times of spending reviews, uncertain financial and economic environment and reduced funding opportunities, sustainability is crucial for the success of an action and is a key factor to increase credibility and interest by potential donors. These are the reasons why, now more than ever, any project should include sustainability measures.

In this sense, the project perhaps lacks a sustainability vision, implying attention to lasting results, substantial changes in policy directions, further ensuring of funding, embedding of project outputs into management and policy practices of Turkey.

#### 4.5. Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects

**To what extent did the project mainstream gender in its approach with regards to the promotion of social dialogue?**

**How effective was the project in using ILS promotion and social dialogue tools and products?**

##### *Gender equality and non-discrimination*

The project design did not adequately address issues of gender equality and non-discrimination. No provisions are contained in the DoA on these specific aspects. Considering the attention paid by ILO on those issues, this is probably due to the fact that there was no supervision of ILO Offices on the project document before submission to EU for funding. As a consequence, project activities do not include gender equality related nor non-discrimination modules in training, nor specific research topic was foreseen. The project team partly addressed these shortcomings by informally encouraging stakeholders to involve women in project activities; also, gender issues were also actively taken into consideration in research activities; the experts were expected to include gender based data, analysis, research questions etc. which were transferred in the reports as well

Yet, many are the issues related to women participation and equality in Turkey: lower employment rate (in 2016, the overall employment rate was 54.3 %, and 33.2 % for women); lower unionization rate; scarce presence of women at higher hierarchies of social partners.

In this sense – although efforts were made to include women equality issues in research - the project failed to act and to exploit the existing potential at social partners' level. As an example, many trade unions have women's committees, which might have been involved in the project to carry on the gender equality agenda.

No provisions were made on non-discrimination issues in the project document, but it is interesting to observe that at a training session, although measures were taken, further demands were received from disabled participants to increase their comfort during the event. These demands were noted and

reportedly considered further in upcoming events.<sup>28</sup>

### *ILS and Social Dialogue*

Sessions on ILS and social dialogue were organised in the majority of training sessions, and relevant ILO documentation was duly translated and distributed. Also, internships at ILO Offices were beneficial to further deepen up knowledge on these issues. Information received has been positively assessed by participants, who found ILO material extremely clear and useful.

## 4.6. Lessons learned and good practices for future

<p><b>What are the lessons learned from the implementation?</b></p> <p><b>How these lessons should be incorporated or made use of in the formulation and implementation of a new possible project?</b></p> <p><b>Are there good practices to be replicated both nationally and globally?</b></p>
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### *Lessons learned*

Lessons learned	Translatability into new actions	Nationally/globally replicable
<p><b>Lesson 1:</b> the project has suffered from shortcomings at design phase. Indicators are activity- and not result-based. Activities are too numerous and this was to a certain extent detrimental to a more strategic focus. Insufficient attention has been paid to sustainability issues, such as production of tangible outputs (as an example, a roadmap to social dialogue) and insertion of training into institutional practices. There is no exit strategy. Finally, gender equality and non-discrimination aspects were not included in the project.</p>	<p>All these observations are useful to improve the design of new actions</p>	<p>Nationally and globally</p>
<p><b>Lesson 2:</b> the project has produced interesting results at bipartite level, and has demonstrated that mutual understanding, interaction and dialogue among employers and workers/trade unions can be fruitful for improvement of working conditions and other elements focused on workers' rights.</p>	<p>It is to be investigated whether – in cases where state policies are not conducive to specific topics – projects might address bipartite rather than tripartite level.</p>	<p>Nationally and globally</p>
<p><b>Lesson 3:</b> the sectoral approach in social dialogue has proven to be potentially highly effective, as it allows for sharing sector concerns and discussing sectoral issues from a perspective of mutual empathy and consideration of problems and challenges of social partners.</p>	<p>Sectoral approach should be used in other projects.</p>	<p>Nationally and globally</p>
<p><b>Lesson 4:</b> the project started two weeks after the beginning</p>	<p>This lesson can</p>	<p>Nationally and</p>






<sup>28</sup> Report on PRVB Training.

<p>of state of emergency. Interestingly, this has been both positive and negative for the project. If the negative side is clear, the positive side is that in such difficult period, project activities were nearly the only opportunity to bring together representatives of the Government, Trade Unions, employers in a relaxed and productive environment. This has helped confidence building and constructive attitudes.</p>	<p>stimulate a reflection on future choices in projects implemented in conflict-affected areas.</p>	<p>globally</p>
<p><b>Lesson 5:</b> the project has effectively used existing networks with the private sector and other relevant actors (IndustriALL, Global Compact) and has developed new partnerships. This has proven to be key for the success of the action.</p>	<p>The use of partnerships is not only relevant to SDG 17, but is highly beneficial for creating a conducive environment in the discourse around social dialogue.</p>	<p>Nationally and globally</p>

## 5. Conclusions and recommendations

### 5.1. Main Findings

The table below provides a concise recapitulation of the answers to evaluation questions.

	Low <span style="float: right;">High</span>
<b>Relevance</b>	
<b>Effectiveness</b>	
<b>Efficiency</b>	
<b>Sustainability and Impact Potential</b>	
<b>Gender, ILS, SD</b>	

#### *Relevance*

The project is highly relevant to ILO policies and priorities, and is aligned with the overall strategies indicated in the ILO Strategic Framework and in the Programme and Budget document. The initiative is also relevant to the UNDCS goals and priorities. The project has taken into appropriate consideration SDG Goals 8 and 17, and has significantly contributed to the achievement of them. In terms of national policies, the action is well aligned with the priorities indicated in the Ninth Development Plan, while the Tenth Plan is less engaged than the previous one on social dialogue issues. The design of the project partly reflects the problems and issues described in the action document. Result 3 does not fully correspond to the intention of supporting the new law - expressed in the background analysis - and the desired improvement of SD mechanisms in the country is limitedly solved, through the establishment of a grant scheme which however does not seem to impact on nationwide levels. The number of activities is probably excessive, especially for a 2 years' project. More sustainable deliverables might have been included, as for instance a roadmap for SD in Turkey. Indicators are



mainly activity-based, while the use of outcome and impact indicators might have helped stakeholders to think in terms of results, thus focusing on the real meaning of an action and its contribution to the desired changes.

### ***Effectiveness***

The project foresees three immediate objectives (results). Good management at local level, continuous dialogue with partners and quality of expertise were undoubtedly appreciated by beneficiaries. The expected objectives were partially achieved; some initial steps have been made to enhance institutional capacities in all target countries through events, conferences, networking. However, the scattered character of those activities has hindered the achievement of more durable and tangible results. Also, the diversity of target countries in terms of culture, approaches and stage of development has contributed to different achievements. In general, there is still a strong need to further improve national capacities to deliver quality training and to focus on the objective of matching skills with labour demand; this will require continuous efforts from the ILO, and target countries’ strong commitment. This said, the project has to date enhanced cooperation among relevant stakeholders and has introduced new tools which – when properly adapted and divulged - might be of help.

### ***Efficiency***

The project was executed in an efficient way, in spite of the numerous activities foreseen in the DoA and of the external constraints, due to general reluctance of many companies to accept social dialogue themes and to the state of emergency in the country. The hard work of the project team and the strong management structure, which included frequent meetings at both operational and directive level, have certainly helped in keeping adequate control over the implementation. From the financial side there have been no major issues and payment have been made in a regular way. Reporting should be more detailed, and structured around result-based principles.

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

This issue has not sufficiently been considered in the project design phase. The project did not include an exit strategy, which would be recommended, among others, to test Government’s willingness to further sustain and fund the most relevant project outcomes. It is difficult to measure financial and policy sustainability, due to the fact that social dialogue does not seem to be a priority in the Government agenda. However, there are signs of some progress, at least among trade unions, which are reportedly developing a research centre focused on Industry 4.0; it might be worthwhile investigating on this issue to ascertain its potential for support. Ownership was relatively good, thanks to the continuous dialogue of the ILO project team with constituents.

### ***Gender, ILS, Social Dialogue***

There is little attention to gender and non-discrimination issues in the DoA. These shortcomings were partly solved through the work of the project team, who has been responsive in encouraging female participation in project activities. It is recommended in future project to take into consideration the formal inclusion of these important cross-cutting themes in project documents.

## **5.2. Conclusions and recommendations**

Conclusions and recommendations are provided for each of the evaluation criteria utilised in this exercise.

<b>Criterion</b>	<b>Conclusion</b>	<b>Recommendations</b>	<b>Priority</b>	<b>Timing</b>	<b>To whom?</b>	<b>Resource</b>
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						Implications <sup>29</sup>
<b>Relevance</b>	The DoA foresees too many activities for a 2-year duration.	1. Activities should be less numerous.	High	Referred to future actions	ILO, EU, beneficiaries contributing to project design	
	Specific tangible outcomes are missing, i.e. the development of an agreed upon roadmap for social dialogue.	2. Develop specific tangible outcomes for projects to achieve immediate and long-term objectives.	High	Referred to future actions	ILO, EU, beneficiaries contributing to project design	
	The output-based project design resulted in limitations in the projects interventions, which were mainly focused on output delivery. Indicators are activity- and not result-based.	3. Improve project design with focus on results, impact and sustainability. Improve indicators, making them objective and SMART. Include result-based and impact indicators in the logframe.	High	Referred to future actions	ILO, EU, beneficiaries contributing to project design	
	Insufficient attention is paid to sustainability issues, such as inclusion of training into institutional practices, and development of an exit strategy	4. Ensure that project outputs are duly incorporated into working practices of beneficiary organisations. Develop an exit strategy clearly defining roles of beneficiaries.	High	Referred to future actions	ILO, EU, beneficiaries	
	Gender equality and non-discrimination aspects were not included in the project	5. Ensure that gender equality and non-discrimination are duly included in all projects	Medium-high	Referred to future actions	ILO, EU, beneficiaries contributing to project design	
	Streamline project design	6. Organise training on project design and result-based	Medium	2019 onwards	ILO, EU	ILO resources

<sup>29</sup> No comments if no resources are required

		management				
<b>Effectiveness</b>	The project could stimulate and improve the discourse on social dialogue in the country. On the other side, continuity is required in order to take advantage of results and outputs developed under the project.	7. Ensure further and continuous support to social partners for an enhanced dialogue, to improve their capacities to carry out effectively the required tasks and the effectiveness of social dialogue.	High	From II quarter 2019	ILO, EU	
	The project has produced a considerable amount of knowledge material – also at grant level – which is highly valuable.	8. Knowledge produced under the project – including grant level - should be further disseminated.	Medium	From II quarter 2019	ILO	
	The sectoral approach has been very successful.	9. Sectoral approaches might be repeated in future actions.	Medium	Referred to future actions	ILO	
	Media were not included in project activities as audience. Their involvement might have strengthened awareness and attention on social dialogue issues, with consequent impact in the public at large.	10. Involve media in project activities for better effectiveness and impact.	High	Referred to future actions	ILO TR	Inclusion of media training in the budget of future actions
	Grant projects have produced a large set of documentation which is not adequately disseminated.	11. Make a screening of outputs and identify which ones can be distributed to a wider audience	Medium	II quarter 2019	ILO TR, MoFLSS	

<b>Efficiency</b>	Reporting arrangements for Progress Reports should be better structured and should provide for result-based principles.	12. Reporting should be detailed in the project design and should enshrine result based management principles.	Medium	Referred to future actions	EU, ILO, CFCU	
	The project has not been ROM monitored, nor has had a monitoring scheme apart from regular meetings.	13. Proper monitoring should be ensured in projects affected by critical contexts (the state of emergency in this case). In this case, it should be carried out either by EU or ILO	High	Referred to future actions	EU, ILO TR	
	The grant scheme was managed directly by the MoFLSS with some support of ILO	14. Future grant components might be managed directly by ILO	Medium-high	Referred to future actions	ILO TR	Grant management costs might be budgeted
<b>Sustainability and impact potential</b>	The project did not foresee an exit strategy	15. Always include an exit strategy into project documents	High	An exit strategy might be discussed in the forthcoming months as follow-up	EU, ILO	
	Institutional sustainability should be strengthened	16. Establish a dedicated Unit on SD at the Ministry of Family, Labour and Social Services (MoFLSS)	High	By end 2019	MoFLSS	From State budget
	The use of knowledge resources developed within the project is not obvious	17. Ensure as much as possible that training material, knowledge resources, social media tools and the website are duly embedded in the beneficiary institutions and	High	From II quarter 2019	ILO TR, beneficiary institutions	

		regularly updated				
	From the Government side, a very limited number of staff deals with social dialogue themes at the MoFLSS	18. Strengthen human resources on Social Dialogue at the Ministry of Family, Labour and Social Services (MoFLSS)	High	By end 2019	MOFLSS	From State budget
	Policy sustainability should be strengthened	19. Advocate for the revitalisation of the Economic and Social Council	High	Might start before signature of 11 <sup>th</sup> NDP	ILO, MoFLSS	
	There are change agents at beneficiary institutions	20. Use the potential of change agents to continue carrying on the Social Dialogue agenda	High	From ii quarter 2019	ILO	
<b>Gender equality and non-discrimination issues, ILS and Social Dialogue aspects</b>	Little attention has been paid on those issues in the project formulation. The DoA does not incorporate these elements. The project team has helped in encouraging female participation in the project's events. ILS and SD aspects were correctly addressed in most of the activities (training, studies, workshops etc.)	21. Ensure that Gender equality and non-discrimination issues, ILS and Social Dialogue issues are duly included in all projects	High	Referred to future actions	ILO, EU	

## **6. Annexes**

Annex 1. Terms of Reference

Annex 2. Evaluation Questions

Annex 3. Evaluation Timeline

Annex 4. List of documents made available to date

Annex 5. Tentative questions for interviews

Annex 6. Tentative Survey for Stakeholders

Annex 7. Lessons learned

Annex 8. List of persons or organizations interviewed

## Annex 1. Terms of Reference

### TERMS OF REFERENCE

#### Independent Final Evaluation of “Technical Assistance for Improving Social Dialogue in Working Life Project”

Overview	
Project Title	TR2013/0119.03.01-01/001: Technical Assistance for Improving Social Dialogue in Working Life  TUR17/50/EUR
Contracting Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO ANKARA
Technical Units	NORMES and DIALOGUE
Funding source	European Union
Budget of the Project	2.500,000 EUR (USD 2,840,000)
Project Location	Turkey
Duration	30 months, <b>01 August 2016 - 31 January 2019</b>
Outcomes	TUR 127, Outcome 2
Type of Evaluation	Independent Final Evaluation
Expected Starting and End Date of Evaluation	10 November 2018- 14 January 2019

#### I. INTRODUCTION AND RATIONALE FOR EVALUATION

The independent final evaluation is undertaken in accordance with the project work plan and in line with the ILO Evaluation Policy adopted by the Governing Body in October 2017, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO’s work,

strengthen the decision-making process and support constituents in forwarding decent work and social justice.

In the Description of Action (DoA) of project, it is planned that an independent final evaluation will be carried out under the supervision of the ILO Evaluation Unit.

#### **a. Project description**

Within theory of change perspective, the **problem statement** identified for this project is limited functioning social dialogue at different levels in Turkey.

Turkey has a long tradition of social dialogue and trade unions have been playing an important role in industrial relations. Despite the existence of social dialogue mechanisms, they do not function efficiently. The main reasons stem from certain legal issues, lack of culture of cooperation among social partners, and limitations in their capacity.

In order to contribute to a better functioning social dialogue, Law No. 6356 on Trade Unions and Collective Labour Agreements was adopted in 2012. While legal arrangements have to be further improved to be fully compliant with European Union (EU) and ILO standards, public awareness needs also to be raised in terms of social dialogue. Cooperation tradition can be further improved through the effective utilization of the existing mechanisms.

The current union density rate is 12.76% and there are 1,714,397 union members according to the latest official statistics published in January 2018 by the Ministry of Family, Labour and Social Services. However, social dialogue mechanisms do not function effectively. Raising membership levels in trade unions is critical in order to stimulate social dialogue. Along with the poor representation rates of trade unions, collective agreements fail to cover a satisfactory percentage of employees and workplaces (the reported coverage rate was 5.9% in 2016 (ILO STAT)). Both of these facts indicate that social dialogue mechanisms need to be improved in order to achieve desired goals in Turkey.

In this framework and based on its expertise in the area, the ILO Office for Turkey developed a project entitled **“Technical Assistance for Improving Social Dialogue in Working Life”** with funding from the European Union. The Ministry of Family, Labour and Social Services (MoFLSS) is the prime beneficiary of the project.

In the theory of change in this field, the **intervention logic** of this project, which is based on improving the different forms of bipartite and tripartite social dialogue at all levels through a holistic approach, has guided the project activities. The overall objective is to promote social dialogue at all levels in Turkey. The main **outcome** of this project is increasing the capacity of social partners and relevant public institutions as well as raising awareness on social dialogue at all levels through a holistic approach.

It is expected that through a wide range of activities such as the trainings, study visits and internships the project will increase institutional and staff capacity of the Ministry of Family, Labour and Social Services (MoFLSS), and that other relevant public agencies and the social partners will help sustain the achievements and good practices adopted within the scope of the project. Furthermore, analytical studies addressing different aspects of social dialogue will lead to development of evidence-based sustainable policies with social partners and other relevant



institutions to improve social dialogue in Turkey. Pilot interventions at enterprise level and in selected sectors and among workers and employers are expected to enable the adoption of good practices to improve social dialogue at enterprise level. The project also includes some activities for the “hard-to-organize” groups, such as unregistered and subcontracted workers and workers in flexible employment, through studying best practices and organizing a conference. Effective outreach and awareness raising activities targeting educational institutions, SMEs and public in general are expected to promote social dialogue culture among wider group of citizens. The project is also expected to create synergies with the ILO’s and Beneficiary’s projects in field of social policy and industrial relations on many aspects.

Within this framework, the main **outputs** as followed:

- i. Institutional capacity of MoFLSS, related institutions and social partners has been improved to better engage in social dialogue;
- ii. Awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue has been improved; and
- iii. Social dialogue mechanisms at all levels have been improved.

This project is related with the **SDG Goal 8** which aims at promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all since social dialogue is a core component of decent work agenda. Since there are many activities related with increasing capacity of different actors in industrial relations particularly on international labour standards on freedom of association and collective bargaining, this project will contribute to improvement of social dialogue, decent work, and implementation of the 2030 Agenda.

#### **b. Present status of the project**

The Agreement for the implementation of “Technical Assistance for Improving Social Dialogue in Working Life Project” came into effect as of 12 July 2016 following the completion of the signatures of all parties and the implementation period has started as of **01 August 2016** which is the first day of the following month.

During the implementation of the project, the Beneficiary and the Project Management Team agreed to request an amendment on the Article-2 of the Special Conditions for a 6 month no-cost extension on the implementation period of the above mentioned contract without an increase on the amount of original overall budget, which is EUR 2.500.000. Accordingly, the new end date for contract is **31 January 2019**. Some additional activities, namely, additional ILS trainings, an additional workshop for the field research on perception of social dialogue and trade unionism, were also introduced with the endorsed DoA.

Most of the project’s planned activities, such as, trainings, grant component activities, workshops, researches and communication activities under 3 results, which were mentioned above, have been completed at the time of preparation of these ToR. However, certain communication, research and workshop activities are ongoing and they are due to be completed by 31 January, 2019.

## II. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The evaluation of the project is part of the Monitoring and Evaluation Plan 2018 of the ILO Regional Office for Europe and Central Asia.

The **purpose** of this final evaluation is, first of all, to ensure accountability to Beneficiary, donor and key stakeholders and secondly, to promote organizational learning within ILO and among key stakeholders. It will make a comprehensive assessment of the work done under the project as well as give ideas for development of possible development cooperation projects to promote social dialogue and labour standards in the future.

The **scope** of the evaluation will encompass all activities and components of the project during the the period from 1 August 2016- 14 January 2019. The evaluation will cover main geographical coverage of the project, which is Turkey, including counterparts and beneficiary institutions located in Ankara.

The following groups are the main clients of the evaluation:

- Target groups of the project:
  - Trade unions and confederations of workers, employers and civil servants
  - Unionized employees and employers
  - Employees and employers who are not unionized
  - Educational institutions, teacher, academicians and students
  - Staff of the relevant Ministries:
    - Ministry of Family, Labour and Social Security-MoFLSS –The Beneficiary
    - Ministry of Interior Affairs (MoI)
    - Ministry of Justice (MoJ)
  - Local administrations
  - Provincial Employment and Vocational Training Boards (PEVTBs)
  - Small and large enterprises
    - ILO management and staff at the HQ and country office
    - Donor (the EU Delegation in Ankara)

## III. Criteria and questions

The evaluation will apply the key OECD/DAC criteria of relevance, effectiveness, efficiency, sustainability and impact potential. In particular,

- A. The evaluation should address the evaluation criteria related to: project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in the ILO Policy Guidelines for results-based evaluation, 2017  
[http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_168289.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_168289.pdf)

- B. The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development should be considered in this evaluation. In particular, gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation..
- C. It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluators may adapt the suggested evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO evaluation manager and the evaluator. The evaluation instrument (as part of inception report) to be prepared by the evaluators will indicate and/or modify (in consultation with the evaluation manager), upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.
- D. The suggested evaluation criteria and questions are given below:

### **Relevance**

- Project's fit with the context:
  - How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?
  - Is there a fit between the project design and the direct beneficiaries' needs?
  - How well does it complement other ILO projects in the country and/or other donors' activities?
  - Were the project approach and activities relevant to the needs of the constituents and the stated objectives? Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?
- Appropriateness of the project design:
  - Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?
  - Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
- Are indicators useful and SMART to measure progress?
- How has the project related (or not) with the SDG's, particularly SDG Goal 8? How the project outcomes contributed to localisation of SDG 8 in the country?

### **Effectiveness**

- To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?
- Have there been any unintended results (positive or negative)?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?

- Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?
- Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?
- How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- How effective was the communication strategy implemented?

#### ***Efficiency***

- How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?

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

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

#### ***Lessons learned and good practices for future***

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

#### ***Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects***

- To what extent did the project mainstream gender in its approach with regards to the promotion of social dialogue?
- How effective was the project in using ILS promotion and social dialogue tools and products?

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

#### **IV. Methodology**

The evaluation will comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified

in the ILO's evaluation guidelines and procedures. The evaluation will be conducted in a participatory manner by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can share their views and contribute to the evaluation.

The methodology for collection of evidences should be implemented in three phases (1) an inception phase based on a review of existing documents to produce inception report; (2) a fieldwork phase to collect and analyze primary data; and (3) a data analysis and reporting phase to produce the final evaluation report.

Both qualitative and quantitative evaluation approaches should be considered for this evaluation.

First of all, the evaluator will make **desk review** of appropriate materials, including the project document (DoA), Logical Framework, progress reports, mission reports, activity reports, surveys, studies and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications).

Secondly, the Evaluator is also expected to use **interviews (face to face, telephone or computer based)** as a means to collect relevant data for the evaluation. 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:
  - Project Steering Committees members
  - Staff of the Beneficiary (MoFLSS) who have worked with the project
  - Project's target group (e.g. the social partners, companies including SMEs, public institutions, academicians, others) in Ankara and İstanbul.

Evaluator would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project in consultation with the evaluation manager.

Thirdly, the Evaluator may use **surveys** to collect data for the evaluation from the target groups, if applicable.

Opinions coming from stakeholders will improve and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Progress Reports.

Sound and appropriate data analysis methods should be developed for each evaluation question. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by sex where possible and appropriate.

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, surveys.

**Planning Consultations:** The evaluator will have a consultation meeting (via skype or telephone) with the Evaluation Manager 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.

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

**Stakeholder Workshop:** With the participation of stakeholders of the project, a stakeholder workshop (half day) will be conducted at ILO premises to share the provisional findings, results and recommendations and to gather final feedbacks from the people who have been consulted. This workshop will be moderated by the external collaborator. It is planned to have this workshop in the second week of January.

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

A. Inception report in English including an outline of report (in electronic format);

- B. Draft Final Report in English (electronically) that should include:
  - ✓ Executive Summary with key findings, conclusions and recommendations<sup>30</sup>
  - ✓ project background<sup>31</sup>
  - ✓ evaluation methodology
  - ✓ findings
  - ✓ conclusions and recommendations (identifying which stakeholders are responsible)
  - ✓ lessons learnt & good practices
  - ✓ annexes including the TORs, inception report, a list of those consulted
- C. Final Report in English (electronically) incorporating feedback from stakeholders on the draft

D. Translation of the Final Report into Turkish (to be provided by the project).

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

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The Evaluator will also share the initial draft inception report with the Evaluation Manager to seek their comments and

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<sup>30</sup> The executive summary should address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, recommendations, important lessons learned, and good practices.

<sup>31</sup> The project background should address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

suggestions. The inception report should be in line with ILO EVAL Office Checklist that can be found below link.

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165972.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf)

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

The evaluation consultant will submit to the evaluation manager the initial draft of the final report. This draft will be app.30 pages plus executive summary and annexes. It will also contain an executive summary of max.5 pages, the body of the draft will include a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

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

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

#### **SUGGESTED REPORT FORMAT**

The final version of the report will follow the below format in accordance with the ILO Evaluation Office guidelines (see Checklist 6 on Rating the quality of evaluation reports and be no more than 30 pages in length, excluding the executive summary and annexes:

1. Title page
2. Table of Contents
3. Executive Summary
4. Project Background
5. Evaluation Background
6. Evaluation Methodology
7. Main Findings
5. Conclusions
6. Lessons learned and Emerging Good Practices
7. Recommendations
8. Appendices
9. Annexes (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

For detailed information, please follow this page:

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

The process of the finalization of the Evaluation reports:

- The evaluation manager will provide inputs/comments to the draft final report,
- After reflection of the inputs/comments of the evaluation manager into the draft report, the draft report will be shared with the stakeholders to receive their comments/validation
- After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by ILO Evaluation Focal Points both at the DWT-CO Moscow and at the RO/Europe, for consequent submission to the ILO Evaluation Office for final clearance

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

## **VI. MANAGEMENT ARRANGEMENTS**

### **EVALUATION TEAM**

The evaluation team will be comprised of one international consultant and an interpreter (if necessary) working under supervision of the ILO Evaluation Manager. The evaluation will be managed by Özge Berber-Agtaş, Programme and Admin Officer of the ILO Office for Turkey.

Interpretation during field research will be provided by interpreter.

## **VII. REQUIREMENTS**

Qualifications of the Evaluator

- Substantial knowledge of the field social dialogue and/or industrial relations
- Experience in evaluation of development interventions
- Knowledge of the ILO's mandate, social dialogue and Decent Work agenda
- Knowledge of the country context
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals associations
- Advanced degree in administrative , economics and social sciences
- Excellent analytical and report-writing skills
- Qualitative and quantitative research skills
- Full command of English
- Knowledge of Turkish language would be an advantage

## **SELECTION**

The final selection of the evaluator will be done by the ILO selection panel based on a short list of candidates with an approval from the Evaluation Focal Point for EUROPE, Ms Irina Sinelina Regional Evaluation Officer based in DWT/CO Moscow and a final approval by EVAL.



## **ROLES AND RESPONSIBILITIES**

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

- Reviewing the TOR and provide input, propose any refinements to assessment questions, as necessary.
- Reviewing project background materials (e.g., project document, progress reports, visibility and promo materials).
- Developing and implementing the assessment methodology (i.e., prepare the inception report, conduct interviews, review documents) to answer the assessment questions.
- Conducting preparatory consultations with the ILO prior to the field mission.
- Conducting field research, interviews and surveys, as appropriate.
- Preparing an initial draft report with an input from the ILO specialists.
- Conducting briefing on findings, conclusion, and recommendation of the assessment.
- Moderating the stakeholder workshop
- Preparing final report based on the feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Preparing the TOR, Preparing a short list of candidates for submission to the selection panel and ILO/Ankara Director for selection;
- Submitting the selected candidate's CV to EUROPE Evaluation Focal Point for final approval;
- Facilitating communication with regards to the preparatory meeting prior to the field research and the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate;
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluator;
- Reviewing the final draft of the report and submitting it to the Regional Evaluation Officer (Ms Irina Sinelina) and RO/EUROPE evaluation focal point (Mr Daniel Smith) and EVAL Desk Officer for Europe for final approval;
- Disseminating the final report to all the stakeholders; upon EVAL's approval submitting the final report to PARDEV;
- Coordinating follow-up as necessary.

The Project Coordinator and Team is responsible for:

- Providing project background materials, including project document, surveys, studies, analytical

papers, progress reports, tools, publications produced;

- Participating in preparatory consultation and meetings;
- Scheduling all meetings and preparing a detailed program of the mission;
- Organizing the logistical support throughout the duration of evaluation;
- Reviewing and providing comments on the evaluation report;
- Participating in debriefing and workshop on findings, conclusions, and recommendations.

Providing the translation of the evaluation report or main parts of it into Turkish language.

#### TIMEFRAME

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

<b>Tasks</b>	<b>Number of working days</b>
Desk review of project related documents; Skype briefing with evaluation manager, project manager, donor, ILO HQ, if necessary; Prepare inception report including interview questions and questionnaires for project stakeholders	10 days
Conduct interviews, surveys with relevant project staff, stakeholders, and beneficiaries;	13 days
Analysis of data based on desk review, field visit, interviews/questionnaires with stakeholders; draft report	8 days
Present the preliminary results in a national stakeholder workshop	1 day
Revise and Finalize the report	3 days
<b>Total</b>	<b>35 days</b>

#### Norms and standards

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

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

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

**Payment Details**

On completion of the work to the satisfaction of the ILO, the ILO will pay to the External Collaborator the amount of 20.000 USD on a lump sum basis. This amount will cover travel costs and DSA costs of the external collaborator.

**Travel Details**

**Regarding travel tickets** for field research, the external collaborator is responsible for arrangement and purchase of flight tickets to Ankara (flight-bus –train-ferry tickets)

**The DSA amount** was calculated according to the ILO’s DSA Calculation for the field research in Ankara. Accordingly, an approximate daily DSA amount has been calculated as 171 USD per cities.

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

It is estimated that the evaluator will spend 4 days in Ankara and 1 day in İstanbul in November, for interviews –if necessary, and 2 days in Ankara in January for stakeholder workshop.

Payment will be made as one tranche;

1. **USD** - upon the submission of the final report.

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

**Deliverables:**

All deliverables and outputs will be in English.

Deliverable	Deadline	Payment upon Approval

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<sup>32</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

1. Submission of Inception Report	20 November 2018	-
2. Conducting Evaluation (Interviews, surveys etc.)  1 visit (4-days) are envisaged in Ankara and 1 day in İstanbul in November.	30 November 2018	-
3. Submission of Draft Final Report	21 December 2018	-
4. Stakeholder workshop in Ankara (2 days)	7 January 2019	
5. Submission of Final Report	14 January 2019	20.000 USD

The external collaborator will be solely responsible for all communication, administrative costs and any other costs as incurred for the activities outlined in this TOR.

**Annex-I:**

**All relevant ILO evaluation guidelines and standard templates**

- ILO Policy Guidelines for results-based evaluation, 2017  
[https://www.ilo.org/eval/Evaluationpolicy/WCMS\\_571339/lang--en/index.htm](https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm)
- Code of conduct form (To be signed by the evaluators)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)
- Checklist No. 3 Writing the inception report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
- Checklist 5 preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
- Checklist 6 rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
- Template for lessons learnt and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
- Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

- Guidance note 4 Integrating gender equality in M&E of projects  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
- Template for evaluation title page  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)
- Template for evaluation summary  
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

## Annex 2. Evaluation Questions

DAC Criteria	Sub-criteria	Evaluation Questions	Indicators	Source of data	Method of data collection
<b>Relevance</b>	<b>Project's fit with the context</b>	<p>How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?</p> <p>Is there a fit between the project design and the direct beneficiaries' needs?</p> <p>How well does it complement other ILO projects in the country and/or other donors' activities?</p> <p>Were the project approach and activities relevant to the needs of the constituents and the stated objectives?</p>	<p>Degree of compliance of the project with UNDCS strategic country documents</p> <p>Degree of compliance of the project to national priorities</p>	<p>Baseline studies and needs assessment</p> <p>National strategies on labour market and social dialogue</p>	<p>Desk review</p> <p>Interviews with local stakeholders</p>
	<b>Appropriateness of the project design</b>	<p>Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?</p> <p>Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?</p> <p>Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?</p> <p>Are indicators useful and SMART to measure progress?</p>	<p>Alignment of the project with ILO reference documents</p> <p>Adherence to ILO principles</p> <p>Analysis of intervention logic and ToC</p> <p>Coherence of the project design across different levels (from objectives to activities)</p> <p>Analysis of indicators</p> <p>Existence of donor coordination mechanisms at country level on</p>	<p>ILO country programme</p> <p>ILO programming documents</p> <p>SDGs, in particularly Goal 8</p> <p>Project description and reconstructed logframe</p>	<p>Desk review</p> <p>Interviews with ILO staff and key stakeholders</p>

		How has the project related (or not) with the SDG's, particularly SDG Goal 8?	labour issues, social dialogue		
<b>Effectiveness</b>		<p>To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?</p> <p>Have there been any unintended results (positive or negative)?</p> <p>What were the major factors influencing the achievement or non-achievement of the objectives?</p> <p>Have there been any notable successes or innovations?</p> <p>Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&amp;E), including that of implementation partners?</p> <p>How the project outcomes contributed to localisation of SDG 8 in the country?<sup>33</sup></p> <p>Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?</p> <p>How effective was the communication strategy implemented?</p>	<p>Project status with regard to the achievement of immediate objectives (results)</p> <p>Level of achievements (at implementation and results levels) compared to plans</p> <p>To what extent project objectives/outcomes are realistic</p> <p>To what extent risks and assumptions in the project document are true</p> <p>To what extent project objectives/outcomes have been modified over time</p>	<p>ILO and stakeholders' comments</p> <p>Project documents and reports</p> <p>Monitoring reports (if any)</p> <p>Strategic and operational changes undertaken and documented</p> <p>Procedures for changes agreement put in place</p> <p>Review of tools developed in the project</p>	<p>Analysis of project document</p> <p>Interviews with stakeholders</p>
<b>Efficiency</b>		<p>How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?</p> <p>Given the size of the project, its complexity and</p>	<p>Foreseen expenditures compared to real expenditures to date</p> <p>Structure of expenditures vis-à-</p>	<p>DoA arrangements</p> <p>Budget</p>	<p>Documents review</p> <p>Interviews with stakeholders</p>

<sup>33</sup> Inserted here from the original under relevance.

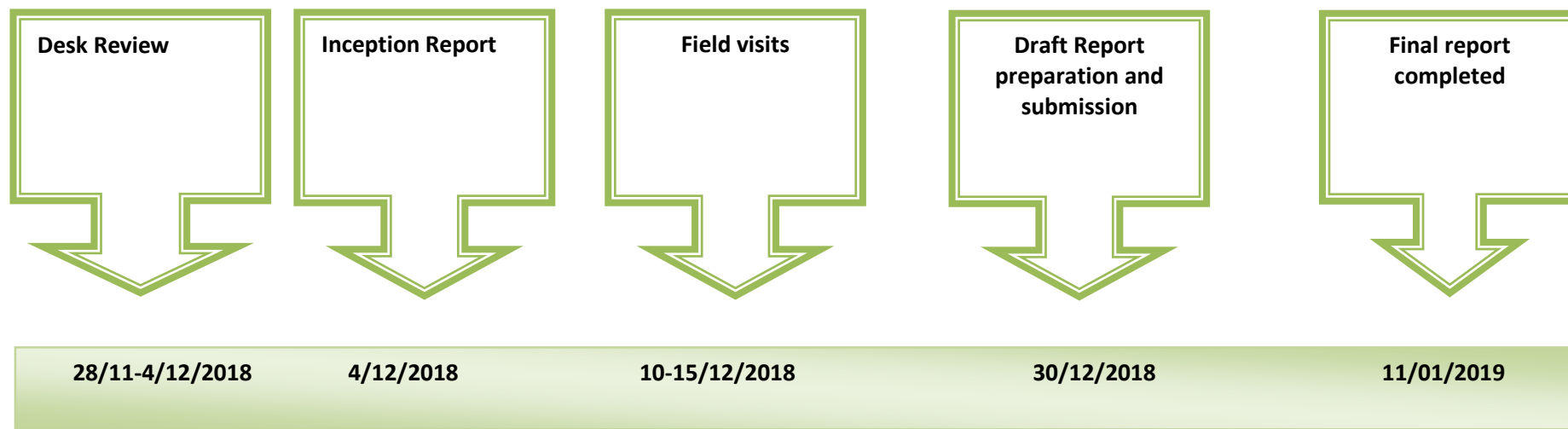
	<p>challenges, were the existing management structure and technical capacity sufficient and adequate?</p> <p>How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?<sup>34</sup></p>	<p>vis different components</p> <p>Efficiency of the management arrangements</p> <p>Degree of interaction and coordination among stakeholders</p> <p>Ratio input / output</p>	<p>Minutes of management meetings</p> <p>Progress reports and monitoring reports (if any)</p>	
<b>Sustainability and Impact potential</b>	<p>Are the results achieved likely to continue after the end of the project?</p> <p>Are they likely to produce longer term effects?</p> <p>What action might be needed to bolster the longer term effects?</p> <p>How the project envisages achievement of solutions for sustainable results?</p>	<p>Degree of participation of stakeholders in decision making processes</p> <p>Pro-activeness of stakeholders in contributing to project outputs</p> <p>Policy support at country level</p> <p>Commitment of stakeholders to ensuring that project outcomes are further developed and embedded</p> <p>Absorption capacity</p> <p>Funding possibilities by new donors</p> <p>Preliminary analysis of foreseen impact against baselines</p>	<p>National policies and plans</p> <p>Minutes of meetings</p> <p>Media reviews, reports</p> <p>Other donors' reports</p> <p>Analysis of the project document and logframe</p> <p>Analysis of outputs</p>	<p>Desk review</p> <p>Interviews</p>
<b>Lessons learned and good practices for future</b>	<p>What are the lessons learned from the implementation?</p> <p>How these lessons should be incorporated or made use of in the formulation and implementation of a</p>	<p>Analysis of project outcomes</p> <p>Stakeholders' comments</p>	<p>Summarized after answers to the DAC criteria</p> <p>Stakeholders' comments</p>	<p>Synthesis of the answers to the EQs to the questions related to the DAC criteria</p>

<sup>34</sup> Taken from the original, under effectiveness



	<p>new possible project?</p> <p>Are there good practices to be replicated both nationally and globally?</p> <p>Is the project successful in terms of advocating and promoting good practices through innovative communication tools?</p>			Interviews
<p><b>Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects</b></p>	<p>To what extent did the project mainstream gender in its approach with regards to the promotion of social dialogue?</p> <p>How effective was the project in using ILS promotion and social dialogue tools and products?</p>	<p>% of women participation in project activities</p> <p>Degree of involvement of women representatives in the project design</p> <p>% of activities carried out on specific ILS promotion and social dialogue themes</p>	<p>Project reports</p> <p>Minutes of meetings</p> <p>Sector reports on specific themes such as GEWE, ILS and social dialogue (media reports if needed)</p> <p>Comments from CS stakeholders</p>	<p>Desk reviews</p> <p>Interviews</p>

### Annex 3. Evaluation Timeline



## Annex 4. List of documents

Documents	Status
<b>UN Strategies and Plans</b>	
United Nations Development Cooperation Strategy Turkey 2011-2015	Downloaded from Internet
United Nations Development Cooperation Strategy Turkey 2016-2020	Downloaded from Internet
<b>ILO Strategies and Guidelines</b>	
Decent Work Country Report – Turkey, 2008	Downloaded from Internet
ILO Guidelines	
ILO Evaluation Policies, 2017	received
ILO Policy Guidelines for results-based evaluations	Downloaded from Internet
Preparing the Evaluation Report, 2014	Downloaded from Internet
INTEGRATING GENDER EQUALITY IN MONITORING AND EVALUATION OF PROJECTS, 2014	received
EVALUATION LESSONS LEARNED AND EMERGING GOOD PRACTICES, 2014	Downloaded from Internet
<b>EU documents</b>	
Project Fiche – IPA National programmes - Improving Social Dialogue in Working Life	Downloaded from Internet
EU Progress Report Turkey 2016	Downloaded from Internet
EU Report Turkey 2018	Downloaded from Internet
<b>National Strategies</b>	
Ninth National Development Plan for 2007-13	Downloaded from Internet
Tenth National Development Plan for 2014-2010	Downloaded from Internet
<b>Project Documents</b>	
DoA	received
Budget and subsequent modifications	received
Requests for addendum and related correspondence	received
Addenda: ILO Cover letter and Addendum, 2018	received
Bi-monthly meetings minutes	received
Bi-weekly meetings minutes	received
Minutes of the Steering Committee meetings	received
Progress Reports 1 and 2	received
Training material	received
Studies and research	received
Other documentation related to the three results	received
The Contribution of Social Dialogue to Economic Development and Growth (publication), year?	Downloaded from Internet

## Annex 5. Tentative questions for interviews

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
RELEVANCE	How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?	Check with ILO and UN staff					
	Is there a fit between the project design and the direct beneficiaries' needs?	Design process	Design process (have you been consulted?) Do you feel that your needs were adequately reflected?	How was the DoA elaborated?		Design process (have you been consulted?) Do you feel that your needs were adequately reflected?	Were activities relevant and adapted to your needs?
	How well does it complement other ILO projects in the country and/or other donors' activities?	Check with ILO staff	Do you have other projects with ILO?			Do you have other projects with ILO?	
	Were the project approach and activities relevant to the needs of the	Comments	How do you assess the project in relation to your needs?			How do you assess the project in relation to your needs?	

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	constituents and the stated objectives?						
	Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?	Comments from management					
	Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?	Comments from staff		Comments from staff			
	Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?	General comments	How do you assess the project structure? Have there been any gaps? Quality of outputs?	General comments		How do you assess the project structure? Have there been any gaps? Quality of outputs?	
	Are indicators useful and SMART to measure progress?	General comments		General comments			
	How has the project related (or not) with	Did the project design phase					

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	the SDG's, particularly SDG Goal 8?	analyse related SDGs to harmonise the project with them?					
EFFECTIVENESS	To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?	Analysis of outputs by result	To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?			To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?	How the project has affected your work after completion of activity?  How did study tours changed your daily work?
	Have there been any unintended results (positive or negative)?	Comments	Did the project produce unexpected effects?	Comments		Did the project produce unexpected effects?	Did you change your attitude towards the themes dealt with, after the activity?
	What were the major factors influencing the achievement or non-achievement of the objectives?	What were the major factors influencing the achievement or non-achievement of the objectives?	What were the major factors influencing the achievement or non-achievement of the objectives?	What were the major factors influencing the achievement or non-achievement of the objectives?		What were the major factors influencing the achievement or non-achievement of the objectives?	What might have worked better?
	Have there been any notable successes or innovations?	Have there been any notable successes or innovations?	Have there been any notable successes or innovations?	Have there been any notable successes or innovations?		Have there been any notable successes or innovations?	Did you find that the project was innovative?

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?	Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?	Did the project pay adequate attention to gender themes in its formulation and implementation? How?	Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?		Did the project pay adequate attention to gender themes in its formulation and implementation? How?	Were there many women participants, according to your perceptions?
	How the project outcomes contributed to localisation of SDG 8 in the country?	Comments					
	Did the project use any ILS promotion tools and products and how effective were those tools?						

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?	Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?	To be elaborated after answers from ILO	Did the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not, why? How that could be improved?		To be elaborated after answers from ILO	
	How effective was the communication strategy implemented?	Drafting of communication strategy Major issues noted	To be elaborated after answers from ILO				
EFFICIENCY	How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?			General comments			



Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?		How do you assess the project management? Was communication clear and regular? Any major issues?	Did you experience any issues in managing this contract?	Any issues on project management, delivery of outputs, budget?	How do you assess the project management? Was communication clear and regular? Any major issues?	
	How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?	Ask about the existence of monitoring mechanisms  Comments about monitoring and reporting	Are you satisfied with reporting and role of the SC? Did you participate regularly? Have you been able to discuss and solve issues related to the project?	Was EU ROM monitoring conducted?  How regular was communication and reporting?	Any reporting issues?	Are you satisfied with reporting and role of the SC? Did you participate regularly? Have you been able to discuss and solve issues related to the project?	

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
SUSTAINABILITY AND IMPACT POTENTIAL	Are the results achieved likely to continue after the end of the project?	General comments	<p>Did the project respond to demand based on national strategies and policies?</p> <p>Are there national programme, legislation, international conventions, budgetary policy in place?</p> <p>Is there any support from the private sector?</p>	General comments		<p>Did the project respond to demand based on national strategies and policies?</p> <p>Are there national programme, legislation, international conventions, budgetary policy in place?</p> <p>Is there any support from the private sector?</p>	

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	Are they likely to produce longer term effects?	<p>Has new legislation been adopted and implemented, which supports the sustainability of the project results/benefits?</p> <p>Have recent policy changes supported or jeopardised the sustainability of the project initiated results/benefits – if so, which ones?</p>		<p>Has new legislation been adopted and implemented, which supports the sustainability of the project results/benefits?</p> <p>Have recent policy changes supported or jeopardised the sustainability of the project initiated results/benefits – if so, which ones?</p>		How the current legislative framework is able to support project’s results?	
	What action might be needed to bolster the longer term effects?	Is advocacy on social dialogue carried out? How is the general attitude towards SD and DW?				How is the general attitude in the country towards SD and DW?	

Criterion	EQs	Qs to ILO	Qs to Government Institutions	Qs to EUD	Qs to CFCU	Qs to Trade Unions	Qs to participants
	<p>How the project envisages achievement of solutions for sustainable results?</p>	<p>Do the beneficiary institutions have adequate absorption capacity and commitment to make full use of the capacity building?</p> <p>How well have beneficiaries been prepared (i.e. internships) for taking on board the results of the project?</p>	<p>Did the training provided match the actual needs?</p> <p>Is training provided embedded in your institution?</p> <p>What is the actual level of capacity of your institution to continue and expand the flow of project initiated results/benefits?</p> <p>What is the actual level of human resources available to continue/expand project initiated results/benefits?</p> <p>What is the capacity to retain trained staff? Is there a problem of high staff turnover and if so, why?</p>	<p>What is the actual level of capacity of institutions at different levels to continue and expand the flow of project initiated results/benefits?</p> <p>What is the actual level of human resources available to continue/expand project initiated results/benefits?</p> <p>What is the capacity to retain trained staff? Is there a problem of high staff turnover and if so, why?</p>		<p>Did the training provided match the actual needs?</p> <p>Is training provided embedded in your institution?</p> <p>What is the actual level of capacity of your institution to continue and expand the flow of project initiated results/benefits?</p> <p>What is the actual level of human resources available to continue/expand project initiated results/benefits?</p> <p>What is the capacity to retain trained staff? Is there a problem of high staff turnover and if so, why?</p>	

## Annex 6. Tentative Survey for Stakeholders

<b>Government Beneficiaries</b>	<b>Trade Unions</b>	<b>Participants</b>	<b>Other end users</b>
Please name the activity/ies you participated in the context of the project	Please name the activity/ies you participated in the context of the project	Please name the activity/ies you participated in the context of the project	Please name the activity/ies you participated in the context of the project
Did the project structure and activities correspond to your needs? a. Yes, fully b. Something is missing c. Not satisfactory	Did the project structure and activities correspond to your needs? a. Yes, fully b. Something is missing c. Not satisfactory	Did the project structure and activities correspond to your needs? a. Yes, fully b. Something is missing c. Not satisfactory	Did activities correspond to your needs? a. Yes, fully b. Something is missing c. Not satisfactory
Did you participate in the project design? a. Yes b. No	Did you participate in the project design? a. Yes b. No		
How was the general performance of the project? a. Excellent b. Good c. Medium d. Might be better	How was the general performance of the project? a. Excellent b. Good c. Medium d. Might be better		

<p>How do you assess the content and methodology of the training sessions, held within the project framework?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the content and methodology of the training sessions, held within the project framework?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the quality of the training (material, teachers, methodologies)?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the quality of the training (material, teachers, methodologies)?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>
<p>How do you assess the content and methodology of the workshops conducted on trade union and labour legislation, social dialogue?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the content and methodology of the workshops conducted on trade union and labour legislation, social dialogue?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the quality of workshops (if participant)?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the quality of workshops (if participant)?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>
<p>How do you assess the content and methodology of the studies produced under the projects?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>How do you assess the content and methodology of the studies produced under the projects?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>(if applicable) Do you have access to studies produced under the project?</p> <p>a. Yes b. No</p> <p>If so, how do you assess their usefulness and clarity?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>	<p>(if applicable) Do you have access to studies produced under the project?</p> <p>a. Yes b. No</p> <p>If so, how do you assess their usefulness and clarity?</p> <p>a. Excellent b. Good c. Medium d. Might be better</p>
<p>How do you assess the real usefulness of study tours?</p> <p>a. Excellent</p>	<p>How do you assess the real usefulness of study tours?</p> <p>a. Excellent</p>	<p>(if applicable) do you still make use of knowledge learned during the study tour?</p> <p>a. Yes</p>	<p>(if applicable) do you still make use of knowledge learned during the study tour?</p> <p>a. Yes</p>

<p>b. Good</p> <p>c. Medium</p> <p>d. Might be better</p>	<p>b. Good</p> <p>b. Medium</p> <p>c. Might be better</p>	<p>b. No</p>	<p>b. No</p>
<p>What were the main positive aspects of the project?</p> <p>a. Increase of knowledge</p> <p>b. Impact on legislation and/or policies</p> <p>c. Quality of material</p>	<p>What were the main positive aspects of the project?</p> <p>a. Increase of knowledge</p> <p>b. Impact on legislation and/or policies</p> <p>c. Quality of material</p>	<p>What were the main positive aspects of the project?</p> <p>a. Increase of knowledge</p> <p>b. Impact on legislation and/or policies</p> <p>c. Quality of material</p>	<p>What were the main positive aspects of the project?</p> <p>a. Increase of knowledge</p> <p>b. Impact on legislation and/or policies</p> <p>c. Quality of material</p>
<p>What were the main shortcomings of the project?</p> <p>a. Lack of dialogue among stakeholders</p> <p>b. Insufficient quality of outputs</p> <p>c. Insufficient state commitment to the themes dealt with in the project</p> <p>d. Other (please specify)</p>	<p>What were the main shortcomings of the project?</p> <p>a. Lack of dialogue among stakeholders</p> <p>b. Insufficient quality of outputs</p> <p>c. Insufficient state commitment to the themes dealt with in the project</p> <p>d. Other (please specify)</p>	<p>Are there issues you would have liked to be covered more adequately in the training and other activities?</p> <p>a. Yes</p> <p>b. No</p>	<p>Are there issues you would have liked to be covered more adequately in the training and other activities?</p> <p>c. Yes</p> <p>d. No</p>
<p>How do you assess the increase of your knowledge and skills, and the changes in attitudes and working practices after the project?</p> <p>a. Excellent</p> <p>b. Good</p> <p>c. Medium</p> <p>d. Might be better</p>	<p>How do you assess the increase of your knowledge and skills, and the changes in attitudes and working practices after the project?</p> <p>a. Excellent</p> <p>b. Good</p> <p>b. Medium</p> <p>c. Might be better</p>	<p>How do you assess the increase of your knowledge and skills, and the changes in attitudes and working practices after the project?</p> <p>a. Excellent</p> <p>b. Good</p> <p>b. Medium</p> <p>c. Might be better</p>	<p>How do you assess the increase of your knowledge and skills, and the changes in attitudes and working practices after the project?</p> <p>a. Excellent</p> <p>b. Good</p> <p>b. Medium</p> <p>c. Might be better</p>

<p>Is your institution tangibly benefitting from the knowledge / methodology / tools developed under the project?</p> <p>a. Yes, a lot b. Moderately c. Not sufficiently</p>	<p>Is your institution tangibly benefitting from the knowledge / methodology / tools developed under the project?</p> <p>a. Yes, a lot b. Moderately c. Not sufficiently</p>	<p>Are you still using the training material or other information provided by the project?</p>	<p>Are you still using the training material or other information provided by the project?</p>
<p>Are outputs of the project (training material, study) embedded in your institution? Are they used?</p> <p>a. Fully embedded b. Something is used c. Not much</p>	<p>Are outputs of the project (training material, study) embedded in your institution? Are they used?</p> <p>a. Fully embedded b. Something is used c. Not much</p>		



## Annex 7. Lessons learned

### ILO Lesson Learned No1: Improvement of project design to streamline quality and durability of outcomes and outputs

Project Title: Independent Final Evaluation of “Technical Assistance for Improving Social Dialogue in Working Life” Project

TC/SYMBOL: TUR17/50/EUR

Name of Evaluator: Donata Maccelli

Date: February 2019

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The project has suffered from shortcomings at design phase. Indicators are activity- and not result-based. Activities are too numerous and this was to a certain extent detrimental to a more strategic focus. Insufficient attention has been paid to sustainability issues, such as production of tangible outputs (as an example, a roadmap to social dialogue) and insertion of training into institutional practices. There is no exit strategy. Finally, gender equality and non-discrimination aspects were not included in the project. All this posed some limitations to the ultimate success of the initiative.
Context and any related preconditions	The design of the project was mainly left to the initiative of the beneficiary institution, which did not necessary possess the experience and skills to do high quality work. Besides that, there is evidence that sustainability issues and result-oriented approaches are not yet fully embedded in working practices of international organisations. Improvement of project and programme design is of paramount importance for the success of any action.
Targeted users / Beneficiaries	<ul style="list-style-type: none"> <li>▪ ILO, donors, beneficiaries contributing to the design of the intervention</li> </ul>
Challenges /negative lessons - Causal factors	<ul style="list-style-type: none"> <li>▪ In this project, shortcomings in design have put organisational burdens to the project team and have hindered the sustainability of outcomes</li> <li>▪ Need to conduct training sessions for beneficiary institutions. ILO should identify sources of funding (own and cost-sharing)</li> </ul>
Success / Positive Issues - Causal factors	<ul style="list-style-type: none"> <li>▪ The excessive number of activities has put high workload on the project team and main beneficiary. The risk of losing control over the implementation of activities has been minimised by a high quality team.</li> </ul>
ILO Administrative Issues (staff, resources, design, implementation)	A set of key skills of the project staff is necessary to apply and support this approach.

### ILO Lesson Learned No2: Focus on bipartite level in challenging contexts

Project Title: Independent Final Evaluation of “Technical Assistance for Improving Social

Dialogue in Working Life” Project TC/SYMBOL: TUR17/50/EUR Name of Evaluator: Donata Maccelli Date: February 2019 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	The project has produced interesting results at bipartite level, and has demonstrated that mutual understanding, interaction and dialogue among employers and workers/trade unions can be fruitful for improvement of working conditions and other elements focused on workers’ rights.
Context and any related preconditions	It is to be investigated whether – in cases where state policies are not conducive to specific topics – projects might address bipartite rather than tripartite level.
Targeted users / Beneficiaries	ILO , donors
Challenges /negative lessons - Causal factors	Although good commitment was showed from the main beneficiary side, state policies in the period of implementation of the action were not always conducive to expanding and deepening the discourse on social dialogue
Success / Positive Issues - Causal factors	Bipartite level has proven to be successful in this project. On numerous occasions (training, workshops) and in some of the grant projects, workers and employers could reach a very good level of understanding and problem solving.
ILO Administrative Issues (staff, resources, design, implementation)	No special resources needed apart from attention to the design of the action

ILO Lesson Learned No3: Sectoral approach can be highly effective to enhance dialogue and cooperation among social partners Project Title: Independent Final Evaluation of “Technical Assistance for Improving Social Dialogue in Working Life” Project TC/SYMBOL: TUR17/50/EUR Name of Evaluator: Donata Maccelli Date: February 2019 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	The sectoral approach in social dialogue has proven to be potentially highly effective in this project, as it allows for sharing sector concerns and discussing sectoral issues from a perspective of mutual empathy and consideration of problems and challenges of social partners.

Context and any related preconditions	The analysis of the outcomes of activities where sectoral approaches were used (training, workshops etc.) shows that the quality of dialogue and of the cooperation between workers and employers has been higher than in activities where this approach was not used.
Targeted users / Beneficiaries	ILO, donors, beneficiaries
Challenges /negative lessons - Causal factors	There are no negative aspects in this approach.
Success / Positive Issues - Causal factors	Being part of the same sector helped identifying common grounds in terms of similar challenges and opportunities, and helped finding common and agreed upon solutions.
ILO Administrative Issues (staff, resources, design, implementation)	No special resources needed apart from attention to the design of the action

### ILO Lesson Learned No 4: How external constraints can be transformed into opportunities

Project Title: Independent Final Evaluation of “Technical Assistance for Improving Social Dialogue in Working Life” Project

TC/SYMBOL: TUR17/50/EUR

Name of Evaluator: Donata Maccelli

Date: February 2019

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The heavy external constraints due to the political situation of the country at the time of project implementation has interestingly produced both positive and negative effects. If the negative side is clear, the positive side is that.
Context and any related preconditions	The project started two weeks after the beginning of state of emergency in Turkey and was implemented under this condition for almost the entire duration.
Targeted users / Beneficiaries	ILO, donors; beneficiaries
Challenges /negative lessons - Causal factors	The state of emergency heavily impacted on the organisational and logistical aspects of the project (restrictions in meetings, duty travels of involved beneficiaries and experts, etc.)
Success / Positive Issues - Causal factors	in such difficult period, project activities were nearly the only opportunity to bring together representatives of the Government, Trade Unions, employers in a relaxed and productive environment. This has helped confidence building and constructive attitudes.
ILO Administrative Issues (staff, resources, design, implementation)	No special resources needed, apart from attention to the design of the action. In general, situations such as a state of emergency are only considered in their negative aspects. The example of this project shows that a constraint can become an opportunity to carry on dialogue and keep the discourse alive.

## ILO Lesson Learned No 5: Networking is highly beneficial for outreach and effectiveness purposes

Project Title: Independent Final Evaluation of “Technical Assistance for Improving Social Dialogue in Working Life” Project

TC/SYMBOL: TUR17/50/EUR

Name of Evaluator: Donata Maccelli

Date: February 2019

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The project has effectively used existing networks with the private sector and other relevant actors (IndustriALL, Global Compact) and has developed new partnerships. This has proven to be key for the success of the action.
Context and any related preconditions	ILO has a long and celebrated tradition of collaboration with trade unions, to lesser extent with the private sector. This project shows ILO’s high potential to successfully strengthen cooperation and dialogue with the employer’s side. It also shows that furthering contacts with organisations such as IndustriALL and Global Compact can produce unexpectedly good results, as it can leverage considerable knowledge resources (good practices, information...)
Targeted users / Beneficiaries	ILO
Challenges /negative lessons - Causal factors	There are no negative aspects
Success / Positive Issues - Causal factors	Sharing knowledge and resources produces a multiplier effect and increases the quality of outcomes
ILO Administrative Issues (staff, resources, design, implementation)	Networking can have some cost and the source of financial resources is to be investigated (sharing, project funding).

## Annex 8. List of persons or organizations interviewed

Date	Hours	Institution	Name-Position	Address
10 December- Monday	09:15- 10:30	ILO	<b>Project Management Team:</b> <ul style="list-style-type: none"> <li>• Melahat Güray</li> <li>• Tuba Burcu Şenel</li> <li>• Nergis Calbay</li> <li>• Ebru Tuncer</li> <li>• Işıl Baltacıoğlu</li> </ul>	ILO Türkiye Ofisi Oran Mahallesi, 4, Ferit Recai Ertuğrul Cd., 06450 Çankaya/Ankara
10 December- Monday	14:00- 15:30	Ministry of Family, Labour and Social Services	<b>Project Coordination Team:</b> <ul style="list-style-type: none"> <li>• Hüseyin Seyrekoğlu</li> <li>• Ceren Seda Erdem</li> <li>• Keriman Bayraktar</li> <li>• There will be also a staff of Ministry who participated to internship</li> </ul>	Aile, ÇALIŞMA ve Sosyal Hizmetler Bakanlığı Emek Mahallesi 17. Cadde No:13 Çankaya  Floor: 9
10 December- Monday	16:00- 17:00	CFCU-Central Finance and Contracting Unit	<b>Ezgi Topçu-</b> Contract Manager	MERKEZİ İHALE VE FİNANS BİRİMİ Emek Mahallesi, T.C. Başbakanlık Hazine Müsteşarlığı Kampüsü E blok İnönü Bulvarı No:36, 06510 Çankaya
11 December- Tuesday	10:00- 11:30	DİSK (Workers's confederation)	<b>Mine Dilan Kıran</b> Member of Steering committee on behalf of DİSK (She also participated to workshops and trainings)	DİSK Çankırı cad. Atrek İşhanı No:28 Altındağ Floor: 4
11 December- Tuesday	1:30 2-30  2:30-	ILO	<b>Melahat Güray</b> Project Coordinator   <b>Numan Özcan-</b>	ILO Türkiye Ofisi Oran Mahallesi, 4, Ferit Recai Ertuğrul Cd., 06450 Çankaya/Ankara

	3:30		Director	
11 December- Tuesday	4:00- 5:00	ILO	<b>Özge Berber Ağaş</b> EVAL Officer	ILO Türkiye Ofisi Oran Mahallesi, 4, Ferit Recai Ertuğrul Cd., 06450 Çankaya/Ankara
12 December- Wednesday	09:30- 10:30	TÜRK-İŞ (Workers's confederation)	<b>Enis Bağdadioğlu</b> Steering committee member on behalf of TÜRK-İŞ (He also participated to workshops, trainings, study visits, conferences)	TÜRK-İŞ Bayındır sok. No:10, Yenışehir 06410
12 December- Wednesday	11:30- 12:30	KAMU-SEN (Civil Servants' confederation)	<b>Ercan Han</b> Steering committee member on behalf of KAMU-SEN (He also participated to workshops, trainings, study visits, conferences)	TÜRKİYE KAMU- SEN Erzurum Mah., Talatpaşa Bulv. No:160, 06420 Cebeci-Çankaya Floor: 7
12 December- Wednesday	14:00 – 15:00	MEMUR-SEN	<b>Ali Said Bedük</b> Steering committee member on behalf of MEMUR-SEN (He interned in ILO, Geneva. He also participated to workshops, trainings, conferences)	MEMUR-SEN Oğuzlar Mh.1371 Sk. No:1 Balgat, Çankaya/ANKARA
12 December- Wednesday	17:00- 18:00	HAK-İŞ(Workers's confederation)	<b>Erdoğan Serdengeçti</b> Steering committee member on behalf of HAK-İŞ (He also participated to workshops, trainings, conferences)	HAK-İŞ Tunus cad. No:37
13 December- Thursday	10:00- 11:00	EUD	<b>Mehmet Caner Demir</b> Sector Manager	AVRUPA BİRLİĞİ DELEGASYONU (MNG Binası) Uğur Mumcu Cd. No:88, 06700 Çankaya
13 December - Thursday	14:00- 15:00	KOOP-İŞ (Trade union-Grant Beneficiary)	<b>Grant Project Management Team:</b>	KOOP-İŞ Özveren Caddesi

			Murat Gerçek	No:6, 06570, Maltepe
14 December Friday	11:00-12:00	TİSK (Employers' organisation) (via Skype)	<b>Özgecan Zengin</b> (Participated to workshops, events, conferences etc.)  Nurdan Tokaylı Participated internship and meetings.)	TİSK Ayrancı Mahallesi, Reşat Nuri Cd No:108
14 December Friday	14:00-15:00	INDITEX	<b>Begüm Tüte Selvi</b> (Participated to events for Companies)	Nispetiye Mah., Aytar Cad., Başlık Sok. No:3, 34340 Beşiktaş/İstanbul

## Annex 9. Summary of main achievements

Results	Main activities	Planned activities	State of the art
<b>Result 1. Institutional capacity of MoLSS, related institutions and social partners has been improved to better engage in social dialogue in working life</b>	<b>1.1. Conducting trainings on national and international labour standards and practices as well as social dialogue mechanisms</b>	Activity 1.1.1: Training on international labour standards in the framework of ILO conventions and EU standards targeting public institutions (approximately 100 participants from MoLSS, 100 from MoIA, 100 from MoJ).	The first package of training program and content was prepared and implemented for social partners and MoFLSS.  255 people (178 out of 255 are staff of social partners) trained and certified on ILS.
		Activity 1.1.2: Training on international labour standards in the framework of ILO conventions and EU standards targeting social partners (approximately 250 participants).	The second package of training targeting the staff of Ministry of Justice is finalized between September and October 2017. 105 people (97 out of 105 are staff of Ministry of Justice) trained and certified.  In total, 18 sessions out of 22 sessions are completed.  In total, 360 staff of social partners and Ministries trained and certified on ILS.  The third package of training targeting MoIA was finalized in October, 2018. 110 staff of social partners and Ministries trained and certified on International Human Rights and Labour Standards.  Additional ILS Trainings was finalized in November 2018. 78 staff of social partners and Ministries trained and certified on ILS
		Activity 1.1.3: Trainings on the best practices about Tripartite/Bipartite Social Dialogue mechanisms, work councils, worker representations targeting especially the staff of MoLSS and social partners.	Training program and content was prepared and implemented for social partners and MoFLSS between October and November 2017.  228 people (161 out of 228 are staff of social partners) trained and certified on social dialogue.
		Activity 1.1.4: Organising trainings for the members of 10 selected Provincial Employment and Vocational Boards about	A combined training organized for the members of 19 selected Provincial Employment and Vocational Boards about social dialogue.

		social dialogue.	Approximately 191 people trained from Ministries, PEVEBs, workers representatives, employee representatives, confederations, NGOs and universities.
		Activity 1.1.5: Training of trainers (ToT) targeting vocational trainers and job consultants of ISKUR, staff of MoLSS and local administrations about social dialogue and relevant legislation.	SD Capacity Building at Provincial Level ToT was finalized in September 2018 with 104 participants.
		Activity 1.1.6: Organizing two workshops with the representatives of MoLSS, MoIA, MoJ and social partners to discuss the issues relevant to implementation of the trade union and labour legislation.	SD Capacity Building at Provincial Level ToT was finalized in September 2018 with 104 participants.
	<p><b>1.2. Conducting studies and researches, establishing working groups on freedom of association, right to collective bargaining and worker representation on the basis of ILO Conventions &amp; EU acquis.</b></p>	<p>Activity 1.2.1. Organizing at least 5 workshops with the participation of larger enterprises together with smaller enterprises targeting transfer of knowledge of bipartite social dialogue mechanisms on branch of activity level.</p> <p>Activity 1.2.2. Organizing at least 5 workshops among 20 branches of activities as defined in Law No. 6356 on Trade Unions and Collective Bargaining on bipartite social dialogue mechanism</p>	<p>Strategic partnerships were established with EBRD, INDITEX, H&amp;M, Unilever, UN Global Compact and different employers' organizations: 10 workshops have been conducted:</p> <ol style="list-style-type: none"> <li>1. "Social Dialogue at the Workplace Knowledge Sharing Workshop" is organised with GFA, INDUSTRIALL, INDITEX and H&amp;M: 41 companies and 44 company representatives out of 51 attended to the workshop.</li> <li>2. Social Dialogue at the Workplace Knowledge Sharing Workshop held (Occupational Safety and Health Practices): 8 companies and 15 company representatives out of 26 attended to the event.</li> <li>3. "Social Dialogue at the Workplace Knowledge Sharing Workshop in Cement Sector" is organised in June 2018 with ÇEİS, OYAK, Batı Anadolu and Sabancı: 15 companies and 23 company representatives out of 38 attended to the event.</li> <li>4. "Social Dialogue at the Workplace Knowledge Sharing Workshop in Finance and Banking Sector" was organised in July, 2018 with UN Global Compact: 4 companies and 21 representatives attended to the event.</li> <li>5. "Social Dialogue at the Workplace Knowledge Sharing Workshop" was organised in August, 2018 with UN Global Compact: 8 companies and 11 company representatives out of 28 attended to the workshop.</li> <li>6. "Social Dialogue at the Workplace Knowledge Sharing Workshop" in Pharmaceutical Industry was organised in September, 2018: 13 companies and 21 company representatives out of 32 attended to the workshop.</li> <li>7-8. (combined) "Social Dialogue at the Workplace Knowledge Sharing Workshop" was organised in November, 2018: 19 companies and 33 company representatives out of 39 attended to the workshop.</li> <li>9. "Social Dialogue at the Workplace Knowledge Sharing Workshop" in Food Sector was organised in November, 2018 with UN Global Compact: 7 companies and 9 company representatives out of 20 attended to the workshop.</li> <li>10. Social Dialogue at the Workplace Knowledge</li> </ol>



			Sharing Workshop (Intersectoral): 5 companies and 20 participants attended to workshop.
		Activity 1.2.3: Studying best practices for involving hard-to organize groups such as unregistered and subcontracted workers and workers based on flexible employment etc. into social dialogue mechanisms .	The report was finalized, translated, printed (800 copies) and distributed at the international conference on the hard-to-organize groups in May 2018.
		Activity 1.2.4: Organizing a workshop to study and prepare a report on the effects of private employment agencies and subcontracted/temporary employment on unionization and trade union rights.	The effects of Temporary Employment Through PEAs on Labour Market & Social Dialogue Workshop finalized in September 2018 with 58 participants from Ministry, PEAs, social partners and ILO. The report was prepared and shared with the Ministry and participants to workshop.
		Activity 1.2.5: Conducting a study and disseminating the results on contribution of social dialogue to economic development and growth.	The report was launched in the first international conference. The report was finalized, translated, printed (800 copies) and distributed at the international conference on the hard-to organize groups in June 2018.
		Activity 1.2.6: Conducting a field research including survey on perception of the society about trade unions, employers' organizations and social dialogue and formulating the results in order to identify and share recommendations to improve community perception towards trade unions and employers' organizations.	Implementation agreement signed with SPF Research Centre, Boğaziçi University. Draft survey prepared. First Meeting - Stakeholder Advisory Committee for Field Research on Perceptions of Society on SD & its Institutions was held in 09.01.2018. The literature review, qualitative and quantitative parts of the research is completed in June 2018. The second workshop to disseminate the findings of the research was conducted on 18.07.2018. The report was completed and printed.  The report was distributed in the final conference.
		Activity 1.2.7: Conducting a study on economic and social councils and other tripartite social dialogue mechanisms; work councils and worker representatives in the EU member states and formulation and dissemination of recommendations.	The report was completed and printed.  The report was distributed in the final conference.
		Activity 1.2.8: Conducting a study and preparing report on the decisions of ILO Committee of Experts and Application Committee on Conventions 87 & 98 & 144 .	The report was completed and printed. The report was distributed in the final conference.
		Activity 1.2.9: Conducting a study on practices of extension of labour agreements in the EU member states and formulating recommendations and disseminating the results .	The report was completed and printed.
		Activity 1.2.10: Conducting situation analysis, conducting gap analysis and drafting action	The report was completed and is about to be printed

		plan and road map in order to better compliance with ILO and EU standards related to social dialogue, freedom of association, right to collective labour agreement.	
<b>1.3. Organizing study visits and internships in order to identify best practices.</b>	Activity 1.3.1: Organising study visits to get detailed information about social dialogue mechanisms as best practices in the EU member states targeting staff of the MoLSS, Confederations of Trade Unions and Employers' Organizations.	The first study visit to Paris is completed in a successful way. 10 participants from social partners and MoLLS participated to the visit at the beginning of July 2017. Study visit report was prepared and shared with the Beneficiary. Second study visit to Dublin is completed in a successful way in February 2018. 8 participants from social partners and MoLLS participated to the visit. Study visit report was prepared and shared with the Beneficiary. Third study visit to Lisbon is completed in a successful way in November 2018. 10 participants from social partners and MoLFSS participated to the visit.	
	Activity 1.3.2 : Organizing internships for 10 people at institutions relevant to social dialogue (such as ITUC, Dublin Foundation, ILO, ETUC, BUSINESSEUROPE and EU Economic and Social Committee etc.) targeting staff of MoLSS and Trade Unions (5 Internships x 2 Staff).	1 internship for the staff MEMUR-SEN at ILO-HQ is completed. 1 internship for the staff HAK-İŞ in EPSU is completed. 2 staff of MoFLSS completed internship t ILO-HQ. 1 internship for the staff of DİSK in EPSU is completed. 2 internship for the staff of MoFLSS in EUROFOUND, 1 internship for the staff of TÜRK-İŞ and 1 internship for the staff of TİSK is completed at ILO-HQ completed. Due to unforeseen health problems of KAMU-SEN's staff, they could not complete internship.  The internship reports were shared with the Beneficiary. The interns made presentations in the Steering Committee Meetings.	
<b>1.4. Improvement of IT services of MoLSS regarding social dialogue.</b>	Activity 1.4.1: Analysing the needs and doing necessary adjustments and improvements in the competency and authorisation system for collective bargaining.	A preliminary consensus is made with the Beneficiary. An expert started to work on this activity. The inception report has been approved.	
	Activity 1.4.2: Identifying social dialogue indicators according to international practices; gathering relevant data and publishing on the web site.	The field work started. The ToRs for other activities were prepared. The field work for anti-union discrimination is completed.	
	Activity 1.4.3: Improving the existing system/database of the MoLSS for collecting data on anti-union discrimination (in both private and public sectors) and to provide information on complaints and statistics as to outcomes, remedies and sanctions .	The field work for authorization system is completed. The reports on anti-union discrimination and authorization were shared with the Ministry. The report on SD indicators was prepared and shared with the Ministry.  The Ministry did not request any IT support due to the fact that they decided that their IT needs requires higher amount of budget and scope which goes beyond to this project.	

<p><b>Result 2. Awareness of the institutions and the general public on freedom of association, collective bargaining and social dialogue at all levels has been improved</b></p>	<p><b>2.1. Organizing conferences on the main themes of freedom of association, (collective bargaining and social dialogue at all levels.</b></p>	<p>Activity 2.1.1: Organizing awareness-raising activities in 5 selected branches of activity, which were among those as defined in Law no 6356 entitled Trade Unions and Collective Bargaining Agreements</p>	<p>The First workshop is completed: ‘Employer and Worker Relations in Visual Arts’ Workshop was held in November 2017 with the participation of 60 participants. The second workshop in tourism sector is completed in February 2018 with approximately 68 participants. The third workshop in construction sector is completed in April 2018 with approximately 46 participants. The fourth workshop in general works sector is completed in October 2018 with approximately 55 participants. The fifth workshop in petroleum, chemistry, rubber, pharmaceutical industries is completed in November 2018 with approximately 49 participants.</p>
		<p>Activity 2. 1.2: Organizing an international conference on the hard-to organize groups such as unregistered and subcontracted workers and workers based on flexible employment etc. who have difficulties on accessing social dialogue mechanism and on workers who lost their jobs because of employers' negative attitudes towards unionization.</p>	<p>The conference organized in May 2018. Approximately 249 representatives from the social partners participated to the conference. There were 9 international participants in the conference. The report on hard-to-organize groups launched, printed and distributed during the conference.</p>
		<p>Activity 2.1.3: Organizing an international conference at an early stage of the project on the impact of the global economic, financial and jobs crisis on social dialogue institutions and actors.</p>	<p>An international conference is completed with the participation of 211 participants with a comprehensive context and wide range of participants. In total, there were 14 international participants (8 of them are from abroad) in the conference.</p>
	<p><b>2.2. Producing printed and digital media tools in order to raise awareness.</b></p>	<p>Activity 2.2.1: Organizing a short film competition about trade union rights with awards.</p>	<p>The preparation is completed. The competition process is completed. 1 meeting with the MoFLSS team and the consultant has been held. Selection has been completed. The award process was completed and winners participated to a movie seminar in Netherlands.</p>
		<p>Activity 2.2.2: Production and publication of a minimum of two public TV spots in national and local media.</p>	<p>1 public TV spot was prepared and finalized. The public spot has been broadcast on national TV channels as ‘compulsory broadcast’ thus being broadcast on primetime on national channels up to 90 times each Preparation has started for the Second Public TV Spot Bids were gathered and evaluated with a committee of MoFLSS and SDP (ILO) reps. The evaluation process is completed. The winning company has been designated and the contract has been signed. The Second Public TV spot was prepared and shared with the Ministry. The Ministry approved the second Public Spot.</p>

		<p>Activity 2.2.3: Establishing social media instruments at government. employee and employers level.</p>	<p>The social media accounts are being updated.                  +750 followers on Facebook (group re-opened after being closed by Facebook in 2017)                  +1000 critical followers many with huge ‘multiplying effect’ on Twitter. Some tweets viewed more than 2500 times each by different individuals, reaching to around 12.000-18.000 total individual account views per month                  YouTube account with relevant videos (public spot, international conference etc.) is up and running.                  Website has been regularly updated, Inc. relevant news items, press releases and files/documents</p>
		<p>Activity 2.2.4: Production of printed materials. electronic content and promotional materials</p>	<p>These items were designed and printed:                  Main visual theme of the project                  Block Notes(200+1100): 1300                  VIP Block Notes:700                  Pencils:200                  Pens:1800 (of which 700 are VIP)                  Files:2000                  Roll Ups: (2+3) 5                  Bags: 600+400                  USBs:1000                  Swallowtails/Flags:33 (TR,EU,ILO,MoFLSS,Project)                  Table Flags: 14 (3 + 9) sets with 3 T (TR, EU, MoFLSS, ILO)                  Poster-1-: 100                  Poster 2 and 3-(short film and company competitions 50                  (Rest of posters decided to be cancelled by MoFLSS)                  Certificates: 600 + 150                  Brochure: 1 type 300 (second brochure cancelled by MoFLSS)                  Additional Block notes was printed: 1200                  Additional Pen was made: 1000                  Additional files will be made: 400                  The first newsletter was prepared, printed and distributed: 800                  The second newsletter was prepared, printed and distributed: 800                  The third newsletter was prepared and printed: 800                  The fourth newsletter was prepared and printed: 300                  The fifth newsletter was prepared and printed: 300                  Bags for the final conference: 340</p>
		<p>Activity 2.2.5: Translation into Turkish of social dialogue related materials produced by ILO such as the Guide on Dispute Resolution and the Guide on National Tripartite Social Dialogue</p>	<p>The translation and design of the “Guide on National Tripartite Social Dialogue” is completed, approved, the book is printed and partly distributed. (500 copies)                  The translation process of second book on “Compilation of Decisions of Committee on Freedom of Association” printed (500 copies) and distributed in the final conference.</p>
	<p><b>2.3. Organisation of awareness-raising activities for educational institutions on trade union rights.</b></p>	<p>n.a.</p>	<p>50 educational institutions were visited.                  Approximately 2250 students participated to awareness raising events.</p>

	<p><b>2.4. Building awareness on the concept and the mechanism of social dialogue at the workplace/enterprise level.</b></p>	<p>Activity 2.4. 1: Organizing a competition, targeting the best enterprises in terms of social dialogue mechanisms.</p>	<p>A road-map is prepared. The competition process is completed. 1 meeting with the MoFLSS team and the consultant has been held. First round of selection has been completed. Preparations for the award training was completed in cooperation with ITC-ILO. The evaluation and selection is completed. The winners participated to training in ITC-ILO.</p>
		<p>Activity 2.4.2: Creating a certification mechanism on decent work which shall promote enterprises with effective social dialogue mechanisms.</p>	<p>Prof.Dr.Deniz Kağncioğlu started to work on the mechanism. The certification mechanism is prepared and shared with the Ministry.</p>
		<p>Activity 2.4.3: Awareness raising activities targeting SMEs.</p>	<p>1 workshop is completed in cooperation with INDUSTRIALL, INDITEX and H&amp;M: 90 company representatives and 58 companies participated to the workshop. 1 big event (combination of 4 events with approval of CFCU), which equals to 4 workshops, is completed in cooperation with TÜRKONFED and PERYÖN: 382 company representatives and 240 companies participated to the workshop.</p>
		<p>Activity 2.4.4: Project Final Conference.</p>	<p>The conference was made on 17 January, 2019. Approximately 350 persons participated.</p>
<p><b>Result 3. Social dialogue mechanisms at all levels have been improved</b></p>	<p><b>3.1: Providing assistance to the Beneficiary on grant management and monitoring.</b></p>	<p>Activity 3.1.1: Assist in organizing half day grant information days (2 half-day each).</p>	<p>3 info days completed. 150 people participated to these grant info days</p>
		<p>Activity 3.1.2: Providing assistance to the MoLSS in collecting and translating to English the questions in the info-days.</p>	<p>The questions-answers published.</p>
		<p>Activity 3.1.3: Organizing two 2-day long grant contract management trainings (one of them will be organized following the signature of grant contracts, the other will be organized about the preparation of the Final Reports in grant contracts)</p>	<p>2 Grant Management training organized. Representatives of all grant projects (14 people) participated to the training and certified. Final Report Preparation Training for Grant Beneficiaries organized in February 2018. Representatives of grant projects, trade unions, CFCU, MoFLSS and ILO (28 people in total) participated to the training.</p>
		<p>Activity 3.1.4: Assisting Beneficiary on grant monitoring, reporting and management. Also, assisting in the revision and adaptation of the Grant Implementation Manual and Procurement Manual, which were previously developed by the CFCU, to the purposes of the Grant Scheme and checking visibility materials according to the EU visibility manual.</p>	<p>The Grant Implementation Manual and Procurement Manual revised and submitted to grant beneficiaries. Risk assessment forms are finalized and shared with the Beneficiary.</p>
		<p>Activity 3.1.5: Visiting all grant beneficiaries (3 visits to each grant contract and on-the-spot checks if deemed necessary) together with the Beneficiary and assisting in monitoring of the project implementation on site.</p>	<p>The monitoring plan was submitted to the Beneficiary and CFCU. The monitoring reports were submitted to the Beneficiary. Monitoring visits to each grant project are completed. The support for preparation of final report of projects was completed.</p>

	<b>Activity 3.2 Improving the functioning of existing tripartite social dialogue mechanisms</b>	Activity 3.2.1: Conducting a mapping study on the functioning of existing tripartite social dialogue mechanisms in Turkey.	The report was finalized, printed and distributed in the final conference.
		Activity 3.2.2: Organizing a workshop to disseminate and discuss the results of the study made under 3.2.1; and formulate recommendations for improvement.	Evaluation of Existing Bipartite and Tripartite Social Dialogue Mechanisms in Turkey Workshop' was finalized in October 2018 with 48 participants from Ministries, social partners and ILO. The outputs of the workshop were included in the report (A.3.2.1.)