ILO EVALUATION

o **Evaluation Title:** Mid-term Evaluation of the "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey" Project Phase II

o **ILO TC/SYMBOL**: TUR/18/03/SWE

o **Type of Evaluation**: Independent Mid-term Evaluation

o **Country** : Türkiye

o **Date of the evaluation**: 21 June 2022

o **Name of consultant:** Gökçe Baykal

o **ILO Administrative Office**: ILO Office for Türkiye

o **ILO Technical Backstopping Office**: GEDI

o **Other agencies involved in joint evaluation**: N/A

o **Date project ends**: December 2024

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o **Evaluation Manager**: Özge Berber Agtaş

o **Key Words:** gender equality, women's economic empowerment, decent work, rights at work, active labour market policies

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

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Project Title	TUR/18/03/SWE**: "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey" Project Phase II**			
Contracting Organization	International Labour Organization (ILO)			
ILO Responsible Office	ILO Office for Türkiye			
Technical Units	GEDI			
Funding source	Swedish International Development Cooperation Agency (SWEDEN)			
Budget of the Project	3,281,991.83 USD			
Project Location	Türkiye[1]			
Project Duration	72 months, January 2019-December 2024			
Type of Evaluation	Mid-term Evaluation as per the **Terms of Reference (ToR)** given in Annex 1			
Name of the Evaluator	Gökçe Baykal			
Mid-term Evaluation Period	Start date	22/02/2022	End Date	14/06/2022
Online Fieldwork Phase	Start date	21/02/2022	End Date	23/03/2022

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[1] "Turkey rebrands as "Türkiye" changing name at the United Nations". https://edition.cnn.com/2022/06/02/europe/turkey-trkiye-united-nations-scli-intl/index.html, accessed on June 15, 2022.

List of Acronyms

EU	European Union
ILO	International Labour Organization
İŞKUR	Turkish Employment Agency
LAPs	Local Action Plans
MoLSS	Ministry of Labour and Social Security
NAP	National Action Plan
OECD	Organisation for Economic Cooperation and Development
SDGs	Sustainable Development Goals
SIDA/SWEDEN	Swedish International Development Cooperation Agency
ToC	Theory of Change
ToR	Terms of Reference
TURKSTAT	Turkish Statistical Institute

Executive Summary

Project Overview

The 2nd phase of the project on More and Better Jobs for Women: Women's Economic Empowerment through Decent Work in Turkey" has been implemented by the ILO funded through Sweden. The overall objective of the Phase II of the project is to increase the number of women working with decent conditions in Türkiye. More specifically, Phase II aims (i) to support effective implementation and monitoring of National Action Plan (NAP) and Local Action Plans (LAPs) on Women's Employment by İŞKUR, (ii) to support adoption and implementation of measures for decent working conditions for women (special focus given to *gender pay gap*, *gender-based violence at workplace*, *reconciling work-life balance* and *women's leadership*) by Ministry of Labour and Social Security (MoLSS), social partners and by pilot enterprises.

Phase II of the Project includes two interrelated outcomes that contributes to: (Outcome 1), which is *more and better work opportunities for women jobseekers in Turkey*, where all of the interventions implemented together with İŞKUR and (Outcome 2), which is *improving working conditions for women*, where this outcome focuses on building capacity of MoLSS, worker and employer organizations, pilot enterprises on gender equality and decent work conditions for women (focusing on gender pay gap, gender-based violence at workplaces, reconciling work-life balance and women's leadership) as well as on effective communication skills and coalition-building to promote women's opportunities for decent work.

Evaluation Data and Methodology

The evaluation methodology takes into account the evaluation questions stated in the ToR along with the evaluation criteria defined by OECD/DAC, including relevance, coherence, effectiveness, efficiency, sustainability and impact potentials.

This mid-term evaluation is predominantly a qualitative one. However, the qualitative data is coming various sources which allows us for triangulating the findings. This evaluation used three data collection methods, including (i) reviewing key level documentations; (ii) analysing of existing quantitative data; (iii) conducting key informant interviews with stakeholder. Due to the COVID-19 pandemic, the fieldwork for the qualitative data collection was conducted online between March 2022 and April 2022. We conducted 22 KIIs with ILO project staff in Türkiye Office and other key informants in beneficiary organizations including worker's and employer's organizations, private companies, İŞKUR and MoLSS and plus academicians, experts working in the project and finally, donor. The respondents were selected based on the list that was provided by ILO during the inception phase. It might cause a selection bias to use the list provided by ILO, however the list includes all relevant organizations of the project not excluding any of them therefore, there was no to mitigate the selection bias risk. The consultant also respected respondent's right to provide information in confidence and made them aware of the scope and limits of confidentiality. Names and any other sensitive information were anonymized.

Main Findings

The main findings of the final evaluation are clustered under five main themes: (i) Relevance, (ii) Effectiveness, (iii) Efficiency, (iv) Coherence, (v) Gender equality and non-discrimination issues (v) ILS and Social Dialogue aspects and (vi) Sustainability and Impact Potential. The main findings and descriptions of these findings of the report are as follows:

Relevance

The project indicates a high alignment/relevancy with ILO's mandates, policies, strategies, project and budget documents, Results Based Management (RBM). Indeed, in recent years, ILO's main strategic documents, such as Programme and Budget (2020-2021), Programme of Work and Results Framework[2], has been underpinning outcomes, including gender equality and equal opportunities and treatment for all in the world of work, international labour standards, influential and inclusive social dialogue and finally, mainstreaming disability rights in the world of work. By saying this, the project's relevance to promote inclusion of disability is limited. There is a high alignment of the project with Türkiye's main strategic documents underpinning empowerment of women including United Nations Development and Cooperation Strategy (UNDCS) 2016-2020 and UNSDCF 2021-2025, 10th and 11th National Development Plan. Finally, the Project has been contributing particularly to achievement of the Sustainable Development Goal 5 (Gender Equality) and Goal 8 (Decent Work and Economic Growth) as well as Goal 10 (Reduced Inequalities). Women in Türkiye are mainly absent in the data and reporting for SDGs. Conducting research exercised for closing these gender data gaps is essential part of this project therefore, the project is contributing to SDGs directly in that regard.

Both the document review and the interviews conducted with ILO and beneficiary organizations confirmed that the beneficiaries' feedback was considered while designing the second phase of the project. On top of this, capacity and need assessment report was prepared by the external consultant hired by ILO and the feedbacks regarding training modules, and materials provided and were taken into consideration by project staff. It holds true while responding to the arising needs of COVID-19. The beneficiary institutions were consulted while making decision on shifting from face-to-face meetings to digital. The trainings were transferred into the digital platform called "ILO Academy" in a reasonable time with support from ILO ITC unit in Turin. Accordingly, the project has been repurposed to provide a timely and relevant response to constituents' needs and priorities in the Covid-19 context.,.

Finally, the emphasis of the programme on women labour force participation, care policies overlap with the priorities and/or main features of the current context, current themes of this post-COVID-19 era. Therefore, the projects have been keeping its relevancy and still getting attention and interest of various internal and external stakeholders.

Effectiveness

The project was broadly effective in terms of collaborating with the beneficiary institutions and reaching out beneficiaries and transferring trainings from face-to-face meeting to digital platform due to COVID-19 pandemic, organizing meetings and workshops with selected stakeholders, drafting, and presenting research on the relevant themes of the project. On the beneficiary institution side, they were quite satisfied with this collaboration, ILO's flexibility, adaptability while responding to COVID-19,

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[2] ILO Programme and Budget for 2020-2021, see https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_719163.pdf, accessed on August 2021.

changing needs and priorities of each organization, and taking into attention their feedback. Even though the overall satisfaction rate measured after post-training survey shows that the satisfaction is quite high but conducting a follow up survey might be additional and useful to show how the change is sustained among beneficiaries. The effectiveness of the project is analysed, and findings are based on progress reports, log frame and key informant interviews.

On the other hand, there are facilitating factors which contributed to the project' effectiveness. These include, (i) willingness of the stakeholders, their eagerness to take part in interventions especially among private enterprises, (ii) ILO's flexibility, adaptability to the new circumstances particularly COVID-19 and transferring its face to face trainings to digital platform; (iii) ILO's regularly checking stakeholders' changing needs, priorities throughout meetings, workshops and adapt its training programme' platform, content, etc., (iv) ILO's updating its research agenda in order to include the impact of COVID-19 chapters which makes the research so relevant and responsive to the COVID-19 and its impacts on selected issues, (v) designing and implementing the project based on the feedback received from the beneficiary institutions.

Measuring the effectiveness of the project is hard since it is a long-term project and working on the embedded issues relevant to gender in Turkish society is not an easy task and it will take some time to change the old school mentality on gender equality. In the literature, these types of trainings create short time but strong positive impact, but it is always essential to conduct follow ups trainings. Especially in a country like Türkiye, where the socio-political context (such as rising conservatism), economic context (economic decline, rising unemployment), cultural values (patriarchal norms) have created a negative impact on the gains of the project in the long run. These more structural issues also mentioned as main barriers for women to access to labour market in Türkiye. There are also internal factors that might hinder the project achievement, such as short duration of trainings and/or one-shot nature of trainings. The success of the project is also depended on the change it creates in these beneficiaries' mindset about gender equality, gender equal pay, care policies, etc. That is why it is so crucial to target the most needed, most willing staff members who need these exercises the most—might be high level admin staff need them as being decisionmakers. The infamous COVID-19 caused many delays in reaching out the targets in certain amount of time or keeping deadlines to conduct the trainings and complete. However, it has created unintended positive consequences: (i) emergence of ILO Academy-online learning platform- made the implementation of trainings possible during COVID-19, (ii) conducting research is a part of the project and COVID-19 impact has been added to this research which its findings shed a light on pandemic era.

Efficiency

ILO has brought in its extensive capacity and expertise in encouraging the partners working on increasing women' labour force participation with decent employment opportunities, strengthening dialogue between different partners and raising awareness on gender related issues. The technical capacity ILO has brought in with its own team and consultants, including academicians have been efficiently used to produce outputs and results in this project.

Based on key informant interviews and log frame with checking deadlines, number of attendants, we realized that the progress of the project has been slower than usual due to COVID 19 but also due to belated responses coming from İŞKUR side. The current project is set up with a core team in ILO and relevant team members in stakeholder institutions, mainly İŞKUR under Outcome 1. , The negative consequences of COVID-19, structural change taken place in İŞKUR, resulted in the delays in getting

results under Outcome 1. Creating team feeling between ILO and İŞKUR by organizing a retreat, will ensure the efficiency of project management and implementation. Besides Outcome 1 progress, Outcome 2 progressed more efficiently taking into attention willingness of the partners, particularly private companies.

For budget wise, Overall, it is quite complicated and technical project with many partners from public to private sector, various data to handle through the research but ILO has managed so well until this point.

Coherence

A document analysis and evaluation interviews indicated that a significant synergy created between the previous & ongoing ILO's projects and the project being evaluated here. The projects are actively cooperating towards synergies and efficiencies.

The project under evaluation also benefited from ILO's strong expertise on providing decent work opportunities, facilitating the access of women into labour market and its experience of having partnerships and work experience with other stakeholders, local partners, and private companies, and national partners, MoLSS, İŞKUR, has also contributed to the outcome of the project.

Gender equality and non-discrimination issues

Gender mainstreaming has been specifically considered in designing, implementing in all parts of the project, including all interventions designed and implemented. The important point here is to see the whether this mainstreaming gender equality led to a policy change in the long run in the targeted institutions-both public and private. Indeed, it created an awareness, however it still needs more than awareness but more advocacy support serving for this purpose.

International Labour Standards and Social Dialogue aspects

Tripartism and social dialogue are an issue of concern for this project as it is stated several times in the project proposal, project's progress reports and interviews. Tripartite constituents came together in different workshops, or they involved in various activities of the project individually and tripartite consultations were conducted in every step of the project progress. Therefore, the project has been effectively using ILS promotion and social dialogue tools and products. By saying this, using social dialogue tools more often might be a good method to overcome polarization among partners on issues relevant on gender (even the use of word "gender" might cause drifts), since it creates a positive and constructive dialogue platform between those who have different point of views, even contradictory. The project managed in mainstreaming social dialogue in its approach and in some of its activities, especially introducing ILO Participatory Gender Audit methodology.

Sustainability and Impact Potential

While we are able to see significant achievement and positive results in the short term, the longer term sustainability of the project and its impact depends on *four* factors (i) the continuation and scaling up of capacity building trainings for different participants such as municipalities (ii) the enhanced capacity of partnering agencies to increase their ownership of the project outcomes, especially supporting women's access to labour market with decent work opportunities and better work environment (iii) continuing to create partnerships between the private sector, public sector and NGOs, (iv) continuing to conduct policy advocacy addressing the sociocultural and economic barriers that constrain women's labour force participation potential.

Conclusions

1. The project has been significantly in line with Türkiye's national development priorities, ILO's mandates, policies and strategies. In particular, the emphasis of the programme on women labour force participation, care policies overlap with the priorities and/or main features of the current context, current themes of this post-COVID-19 era.

2. The project was effective in reaching out beneficiaries and adapting trainings to meet the new requests of COVID-19 pandemic via transferring trainings from face-to-face meeting to digital. On the beneficiary institution side, they are quite satisfied with this collaboration, ILO's flexibility, adaptability while responding to COVID-19, changing needs and priorities of each organization, and listening to their feedback. The infamous COVID-19 caused delays in its nature but on the positive side, it pushed for emergence of online ILO academy. On top of COVID-19 pandemic caused many delays throughout the implementation of activities with İŞKUR.

3. Encouraging the partners, collaborating with them successfully, strengthening dialogue between different partners and raising awareness on gender related issues has been successfully implemented by ILO due to its extensive capacity and expertise in working on increasing women' labour force participation with decent employment opportunities. To further the success of the implementation, and efficiency of project management and implementation, strengthening the ongoing successful collaboration between ILO and İŞKUR might be needed.

4. Gender mainstreaming has been specifically considered in designing, implementing in all parts of the project, including all interventions designed and implemented. The project has made considerable attempts to mainstream gender.

5. The project has been effectively using ILS promotion and social dialogue tools and products and successfully mainstreaming social dialogue in its approach and in some of its activities, especially introducing ILO Participatory Gender Audit methodology.

   While we are able to see some results even during the implementation stage, the sustainability of the project is depended on the continuation and scaling up of capacity building trainings for different participants such as municipalities, the enhanced capacity of partnering agencies to increase their ownership of the project outcomes, especially supporting women's access to labour market with decent work opportunities and better work environment, continuing to create partnerships between the private sector and public sector and creating partnerships with NGOs, continuing to conduct policy advocacy addressing the sociocultural and economic barriers that constrain women's labour force participation potential will be the main factors among others that determine sustainability of the project.

Recommendations

1- The identification of the target group in **any of the trainings** and any of the relevant capacity building exercise is quite crucial in reaching project's objectives, not in quantitative terms solely but also in qualitative terms. The level of participants' knowledge on key thematic issues in

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each organization might vary so a survey before the training conducted with the beneficiaries in each organization will be useful to understand the needs, whom need these trainings the most, the capacity or knowledge level of participants. Indeed, it was provided successfully and in detail particularly for İŞKUR and the needs were set in private sector according to the experiences from the pilot implementation. Based on the lessons learned at the pilot implementation of the Model, three different training programmes have been developed for different target groups:

a) Gender Equality Training for Enterprise Development Group (The key team for development and implementing Equality Plan)
b) Gender Equality Training of Trainer for the selected staff for ensuring sustainability of gender equality efforts
c) Basic trainings for all staff: I support Equality and Zero Tolerance to Violence

Although a need assessment survey was not conducted at private sector, the current situation analysis of companies in terms of gender equality that includes questions about staff training on gender issues. Additionally, the perception survey about gender equality was conducted to employees and the results have been reflected into the training programmes.

2- However, as it is stated during the interviews, as some departments in private companies have already high capacity on gender relevant issues, however, junior staff members need having more of such exercises, workshops, trainings. In some other companies, the higher level, senior management people need these trainings more since they are the decision makers. Therefore, targeting of the capacity building activities, the content of these activities and the language of these interventions (while not sacrificing the content and significant points) might create more results, more impact on the beneficiary and organization side, if it is planned meticulously and targeted better.

3- Various **advocacy activities** have been carried out with all related departments. Indeed, advocacy is a must to develop and ensure ownership and leadership of relevant partners for the results. Indeed, under current political circumstances both development and ensuring ownership goes hand in hand and this project is quite successful to bring women's employment and related issues into the agenda of decision makers but there is still need to give more importance to create partners' ownership of the project, their eagerness to conduct these activities together with ILO. Without the ownership, active participation and dedication, the advocacy doesn't seem to turn commitments into actions. Besides the willingness, day to day advocacy needs more than commitments but also human and financial resources. The participating organizations, especially social partners, might need coaching sessions, and financial resources to turn the theory into a practice.

4- At this point, it is quite crucial to think and plan on how these institutional capacity building exercises, all the strategies, all these models coming out of intensive research can reach out to women in the field. Indeed, the training in a textile factory targeted working women and it worked out well but beyond having short trainings, a comprehensive and lengthy trainings targeting different women groups, such as having potential to work, working women, etc. ILO should do brainstorming with the relevant partners to plan the next stage of turning this knowledge into a life, practise in the field for a longer and permanent term.

5- Even though ILO doesn't have an objective of **implementing rather working** on policies about care economy, it would be beneficial to implement the model within a selected, pilot

municipality while ILO technically backing up the implementation, therefore it would be a good practice and might encourage other municipalities to implement such a model on early childhood care. Regarding gender pay gap, ILO together with Türkiye's leading sectors could work on models where selected unions take a lead to diminish gender pay gap with a more hands on work model. An immense data was collected on domestic workers. The next step should be working on applied models that will affect workers' lives in a better way. Organizational models on how to bring domestic workers together can be studied, again with technical support of ILO. These models will help sustainability of the achievements of the project while turning the policy documents, road maps, research into feasible applied models.

6- Although several joint work plans are submitted and agreed with İŞKUR during the implementation, an exercise of sharing a well-planned, clean work plan even from scratch including activities, progress, expected outcomes need to be shared and discussed with İŞKUR staff members who are involved in the project could be pursued to sustain the open communication and find out a way out of the bottlenecks.

7- The **stakeholder meetings** are necessary to update each other about the project' progress, conduct brainstorming sessions, initiate partnerships or at least create a network to introduce institutions to each other. However, as some institutions mentioned about the necessity of holding meetings in binary combinations since some institutions might refrain from speaking openly about the issues due to various reasons, such as their political stand, being rival organizations competing each other—particularly labour unions, having different agenda, priorities, etc. Therefore, in addition to tripartite dialogue, it might be better if it was also carried out bilaterally as well.

8- Even though women NGOs have been included in all extended social dialogue practice, such as KEİG, KEDV, CEİD, TKDF to develop policy recommendations, they are not direct partners of the project. Therefore, as. a very significant actor in gender issues **non-governmental organizations** working, advocating for female labour force participation need to be considered as direct partners in some engagement level.

Lessons Learned

Some messages have emerged from the analysis of the document review and key informant interviews and this section provides a discussion on lessons for future implementation of different stages of the project under evaluation for improving project effectiveness, targeting and results:

- **Defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of the project is essential for enhancing the efficiency of the outcomes**: The expectations and responsibilities of each stakeholder in the project needs to be laid out openly in this discussion, in order to make sure the next steps of the program can be implemented with ease and the learnings of this phase of the program can be used constructively in developing the partnership between organizations involved in the project. Beyond the document that elaborating the tasks and responsibilities, elaboration of **risk and mitigation strategies in the program design process will enhance efficiency**. All these components and the practice of innovative methods and tools to inform and involve stakeholders will ensure their commitment and support.

- While choosing the relevant partners for the project, it is important to see the willingness of each partner for smooth implementation of the project's activities. Based on the data collected, the interventions targeting private companies produced fruitful outcomes and the private companies reacted to each intervention promptly and attended the seminars, other activities with excitement. This also increases the ownership of the interventions and outcomes on private companies end and help them to internalize the learnings, which prevent waste of time and money, resources in general.

1.   The Project Background

1.1   The Project Context

1.1.1. Türkiye is an Upper Middle-Income country[3] with high levels of urbanisation. State institutions provide services throughout the country, and basic development indicators continue to improve absolute poverty has been eradicated, Türkiye's human development index score has improved. Türkiye is an OECD member, negotiating its accession to the European Union (EU) as a member state, and is a member of the G-20. Despite this, average living standards are around half the EU average and there are high levels of informal employment – 29.7% overall. [4] There are persistent equity gaps, including socioeconomic, regional and rural-urban disparities in decent work, household income and infrastructure. By saying this, compared to other developing countries and as a recently urbanized country with 75% of the population living in urban areas, Türkiye has a very low female labour participation rate. Based on the ILOSTAT 2020 [5], female labour force participation rate is 30.8%, well below the average of among countries with similar income levels.

1.1.2. While most women remain out of the labour market, many women are in fact working in the informal economy in Türkiye. An important result of informal employment is the lack of social protection which is a core element of decent working conditions. According to TURKSTAT 2020 data, 33.8% of all working women in the country lacked any coverage under any social security scheme in their major employment, while this ratio was 25% for men. It is rightly claimed that informality is primarily a women's employment issue in Türkiye. Therefore, along with the low rates of accessing employment opportunities, considering the informality, quality of job, and working conditions are still issues too.

1.1.3. Another issue around female labour force participation in Türkiye is gender pay gap. According to the joint study by ILO Türkiye Office and TURKSTAT, gender wage gap is 15.6% in Türkiye, where gender wage widens as age increases and educational level decreases. Along with gender pay gap, violence, and sexual harassment in the world of work is a prominent aspect of workers' lives-particularly women workers-around the world and Türkiye is no exception to this. However, in Türkiye, violence and sexual harassment at work usually remains unreported. According to ILO Project Document, some

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[3] As defined by the World Bank. Türkiye currently has a GNI per capita of around $9000.
[4] Turkstat, Household Labour Force Survey (HLFS) 2020. https://data.tuik.gov.tr/Bulten/Index?p=Labour-Force-Statistics-November-2020-37480&dil=2, accessed on 21ˢᵗ of Feb, 2022.
[5] Derived using data from International Labour Organization, ILOSTAT database. https://ilostat.ilo.org/topics/women/accessed on 21st of Feb, 2022.

studies in different sectors in Türkiye show that 11 to 12% of women reported sexual harassment at work.

1.1.4. Considering all the social and economic context, it is important to note the political context as well. The commitment to the issues focusing on gender equality might be affected by a change in the political context in Türkiye. In 2021, Türkiye's Official Gazette announced a presidential decision to withdraw from the Istanbul Convention, the Council of Europe's treaty on preventing violence against women and domestic violence.

1.2   The Project Description and Objectives

1.2.1. The 2nd phase of the project on More and Better Jobs for Women: Women's Economic Empowerment through Decent Work in Turkey" has been implemented by the ILO funded through Sweden. The overall objective of the Phase II of the project is to increase the number of women working with decent conditions in Türkiye. More specifically, Phase II aims (i) to support effective implementation and monitoring of National Action Plan (NAP) and Local Action Plans (LAPs) on Women's Employment by İŞKUR, (ii) to support adoption and implementation of measures for decent working conditions for women (special focus given to *gender pay gap*, *gender-based violence at workplace*, *reconciling work-life balance* and *women's leadership*) by Ministry of Labour and Social Security (MoLSS), social partners and by pilot enterprises.

1.2.2. Phase II of the Project includes two interrelated outcomes that contributes to: (Outcome 1): National Action Plan (NAP) and Local Action Plans (LAP) on Women's Employment effectively implemented and monitored; (Outcome 2) : Measures for decent work conditions of women (special focus given to gender pay gap, gender based violence at work place, reconciling work-life balance and women's leadership) adopted and implemented by the Ministry of Labour and Social Security, the social partners and by pilot enterprises
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1.2.3. The following outputs have been implemented by ILO under Outcome 1, which covers activities[6] on

- increasing technical capacity of both national and provincial teams of İŞKUR on (i) gender sensitive employment services, (ii) advocacy skills, (iii) result based management approach to facilitate women job seekers' access to more and better work opportunities in Türkiye
- supporting the implementation of the NAP and LAPs supported though piloting of gender-responsive Active Labour Market Policies (ALMPs)
- ensuring the results-based monitoring framework in place and operational for the National Action Plan (NAP) and Local Action Plans (LAPs) on Women's Employment through social dialogue practices

1.2.4.   Outcome 2 focuses on building capacity of MoLSS, worker and employer organizations, pilot enterprises on gender equality and decent work conditions for women (focusing on gender pay gap, gender-based violence at workplaces, reconciling work-life balance and women's

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[6] The comprehensive list of activities conducted under the project under mid-term evaluation is attached at the end of the Terms of Reference (ToR) document.

leadership) as well as on effective communication skills and coalition-building to promote women's opportunities for decent work.

2. Evaluation purpose, scope and approach

2.1 Evaluation purpose, intended use and expected users

Evaluation purpose and intended use

2.1.1. As described in the evaluation ToR, this evaluation serves both assessment and organizational learning purposes. We understand the primary rationale to be to analyse outcomes and draw lessons from the experience of the ILO regarding the project, to contribute to further project development and help define what and how the ILO contributed to strengthening the capacity of governments and social partners as well as private sector in promoting gender equality in the world of work.

Expected Users

2.1.2.   The ToR distinguishes different groups of expected users. The first (primary stakeholders) are those involved in implementation of the project – including ILO project staff involved in the implementation of project, donor, and relevant national stakeholders including İŞKUR, MoLSS, and workers' and employers' organizations, private companies, who benefit directly from the contributions of the project, and civil society organizations working on these themes.

The primary stakeholders are identified as follows:

ILO Stakeholders: Management, Project Team Members and Programming Staff at ILO Office. This includes a variety of internal users, including project staff at ILO Office for Türkiye including Senior/Junior staff providing technical and administrative support at ILO Ankara Office.

Sweden: As a donor and partner, – without which a project of this scale and diversity would not be possible – have a direct stake in the evaluation findings, particularly as these related to ILO's performance and accountability.

National Partners: Ministry of Labour and Social Security, and Department of Employment Policies, İŞKUR, and workers' and employers' organizations, including TÜRK-İŞ, HAK-İŞ, DISK, TISK and EVIDSEN and IMECE constitutes the main national partners. TURKSTAT and Union of Municipalities of Türkiye (UMT) are also another national partners of the project. The evaluation will be of particular interest to the line ministries and İŞKUR stated above with which ILO collaborates during the implementation of the project.

Private Companies: There are pilot enterprises from variety of sectors, including Metal, Food, General Services, Office and Commerce, Textile, Domestic Work which have direct stake in the findings and recommendations.

International Partners: EBRD constitutes as an international partner of the project related with early childcare and education issue, which has a direct stake in the findings and recommendations.

2.1.3   *Evaluation scope*

Time period under review: As stipulated in the ToR, the evaluation will cover all activities and components of the project for the period from January 2019 to January 2022 and up to the actual time of the mission.

2.2   Scope, focus and purpose

2.2.1   The terms of reference for the evaluation set the agenda clearly. While stressing the application of key OECD/DAC criteria of relevance, effectiveness, efficiency, coherence, sustainability and impact potential, the ToR expect that the evaluation will:

- Undertake a 'performance review' of the project progress/ achievements against all the OECD/DAC evaluation criteria, including relevance, coherence, effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions over a period the project
- Consider ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labor standards, tripartism, and constituent capacity development, in particular gender dimension, in where gender is the core dimension of the project
- Identify good practices and lessons learned in accordance with the format that is requested by ILO such as identifying and presenting both lessons learned and emerging good practices with a brief summary and with an emphasis on the context, relevant conditions, challenges and successes, causal relationship/factors, targeted beneficiaries, any administrative issue regarding lessons learned and its potential for replication in regard to emerging good practices.

All this with a view to making recommendations that will help inform the designing of the new projects with a focus on intersections between gender, women's labour market integration and decent work.

2.2.2   To make the above task manageable, and following discussion with the ILO, the consultant proposes to adopt the following more focused approach:

(i)   **Focus on all OECD/DAC criteria** –relevance, effectiveness, efficiency, coherence, sustainability and impact potential. With regard to *relevance*, the evaluation considered the fit between ILO's programme framework and those contained in ILO's results framework (including P & B 2018-2019 and 2020-2021) and country strategies and UN Country programme frameworks (UNDAFs/UNSDCFs) and Sustainable Development Goals. Issues relating to appropriateness will be evaluated and noted as well. With regard to *effectiveness*, the actual effectiveness of the ILO's contributions, including result achieved (if there is any of), challenges and enabling factors is analyzed. Timeliness of response will also be considered under the heading of effectiveness. With regard to *efficiency*, the actual efficiency of using resources by ILO to produce outputs is analysed. In addition, the sufficiency of existing management structure and technical capacity will be assessed. With regard to *coherence*, the evaluation considered the fit between ILO's other interventions of at the global level and those contained in this project. With regard to *sustainability*, the focus is on analyzing the possible long-term effects of the project, its contribution to sustainable development goals, with particular reference to SDG 5 (achieve gender equality and empower all women and girls), SDG 8 (promote inclusive and sustainable development, decent work and employment for all) and SDG 10 (reduce inequalities) and ILO's core principles. With regard to *impact*, both the actual impact and potential impact for future is considered. Even though there is

no fundamental change to the evaluation questions stated in the TOR document, the questions with similar focus are treated as one question with sub-questions (See Annex B).

(ii)   Beyond that, the evaluation also focused on the effects of the COVID-19 pandemic on the project, assessing whether and how unexpected factors have affected project implementation, and whether the project has effectively addressed these unexpected factors, including those linked to the Covid-19 pandemic.

Evaluability issues and limitations

Limitation	Description	Mitigating Measures
Limited availability of high-level respondents for interviews	Respondents from the selected stakeholders may not be available for interviews at the time required. This will reduce the amount of data available for analysis and may not provide views of all relevant stakeholders to make informed evaluation judgements.	ILO will provide a list of participants who are likely to be available for this final evaluation. ILO will support in facilitating interaction with them.
COVID-19	This added a layer of complexity and uncertainty which may affect data collection	We will closely monitor the situation and work with ILO to identify solutions where required
Selection bias	The selection of the informants can be guided more from the responsiveness/ collaboration than by representativeness or data saturation.	We will provide with guidelines and criteria for the selection of the key informants and identify any inconsistency in the section.
Primarily depending on qualitative methods	Using mixed methods are ideal while conducting an impact evaluation.	Quantitative surveys are more valuable when there is already collected pre intervention surveys that give us a chance to make a comparison with the post intervention results. However, if there is already collected surveys (as a secondary resources) and if it speaks to our collected qualitative data, then we will utilize them as well.

3. Methodology

3.1   This section presents the overall evaluation methodology, specifying the approach to different components of the evaluation process and data sources to be consulted during the evaluation process. The evaluation methodology considers the requirements of the ToR as well as the evaluation criteria defined by OECD/DAC.

3.2   This is predominantly a qualitative study. Qualitative techniques are valuable because they can generate knowledge by capturing various perspectives and experiences from different people, enlightening how things work and understanding contexts[7]. These data were from multiple sources which will allow for triangulation of findings. Data was collected remotely (mainly through the zoom).

This evaluation used three data collection methods:

- *In-depth desk review of key level documentation*: The primary methods used in the evaluation is *documentary review*, using mainly ILO materials such as progress reports, log frames, project materials, both digital and hardcopy; academic publications and international reports on decent work, gender equality and female labour force participation.

- *Analysis of existing secondary data*: This evaluation is primarily depended on qualitative data, and besides the quantitative "data" in the log frame showing the number of attendants of trainings, survey results on satisfaction rates of beneficiaries. There was no other quantitative data to be found and used for the purpose of this evaluation.

- *Key informant interviews with stakeholders*: A semi-structured interview guide was designed with a limited number of core questions and additional 'prompting questions. Limiting the guide to a small number of well phrased open-ended questions enabled interviewees to have the freedom to direct the interview to topics which are the most pertinent and relevant. The guide was structured such as to address the review questions. The interview guide was tailored to the various interviewees agreed in the sample. We reached out all key informants in the list and conducted key informant interviews with both with ILO project staff and those from internal departments of ILO, partner organization, donor and other international and national organisations.

3.3 We conducted 22 KIIs with ILO and other key informants. The respondents were selected based on the list that was provided by ILO during the inception phase. The breakdown is provided in the Table below (a more detailed list is included as an Annex X).

Proposed sample for higher level stakeholder interviews

Interview respondents Institutions	Details
ILO Türkiye Office	4
İŞKUR	2
MoLSS	1
Staff at Swedish Embassy	1
TURKSTAT	2
EBRD	1
Private Companies	5 (including TYH, Inditex, Olcum Moda, Karsan, Kiraca Holding)

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[7] Patton, (2015)

Workers' Organizations	3 (Turk-Is, Hak-Is, DISK Tekstil)
Employers' Organizations	1 (TISK)
Academicians	2

3.4.

Document review

3.5   Analysis of key documents and the data they contain formed the core part of the evaluation. They are used both as information sources in their own right and as a basis for triangulating information gained through key informant interviews. A reference library of documents has been compiled, see Document List in Annex X.

Key informant interviews

3.6   These were conducted with the key informants within, and outside ILO judged to be best placed to help answer the top-line questions, together with the subsidiary questions set out in the evaluation matrix. The guiding questions provided a framework within which questions can be asked, rather than a questionnaire to be followed for all interviewees. A semi-structured approach was adopted, using selected questions from the list above to elicit broad responses, as well as issue-specific lines of enquiry (see interview protocol & template below).

3.7   A general protocol and guidelines for the conduct of interviews and meetings is located under Annex D and Annex D1.

Triangulation[8]

3.8 This involves using multiple data sources to produce understanding about the topic under discussion. We use this method to corroborate findings and ensure that we obtain a rich, rigorous and comprehensive account against the questions being addressed. We proposed using triangulation as we understand that a single method and source is not adequate to provide a comprehensive picture and therefore using multiple methods and sources helps facilitate deeper understanding. We used methods and sources triangulation which means checking consistency of findings generated across different data collection method and sources.

Data collection: sampling proposal and rationale

3.9   In order to benefit from a wide range of perspectives in gathering qualitative data on ILO's project, the external collaborator consulted a range of informants selected from the primary stakeholder categories outlined in section 4.2 above. The more specific list organisations and government departments that were consulted was contained in the Annex C, based on the list attached to the ToR. As it was stated above, we reached out around 22 key informants and conducted interviews with them.

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8 http://www.qualres.org/HomeTria-3692.html

3.10   Annex C contains the list of informants who were consulted. As far as possible, the consultant has met those in the main stakeholder organisations who have had the most direct dealings with the project.

3.11   In regard to ethical considerations, the consultant ensured that participants were treated as 'autonomous agents' and were given the time and information to decide whether or not they wish to participate, and not pressurized into participating. The participants were selected as per the defined sampling methodology. The consultant also respected respondent's right to provide information in confidence and made them aware of the scope and limits of confidentiality. Names and any other sensitive information were anonymised.

4.   Main Findings

4.1.   Relevance

Finding 1. The project under evaluation is relevant to ILO's Country strategies, its mandates and policies, national priorities as defined in government policy documents, highly aligned with UN Country programme frameworks, UNDCSF and to contextual challenges, in particular needs to increase female labour force participation rates in Türkiye. The programming framework and interventions embed the principle of 'leave no one behind', with strong engagement within the issue of female labour force participation in Türkiye.

To what extent has the project been relevant and is contributing to
- o   ILO's results framework (including P&B), mandates and policies, particularly on gender equality and international labour standards, social dialogue, and inclusion of disability?
- o   ILO's constituent organization's mission, mandate, strategic/organizational plans?
- o   National country strategies and UN Country programme frameworks (UNDAFs/UNSDCFs)?
- o   ILO's the achievement of the Sustainable Development Goals – especially SDG 5, SDG 8 and SDG 10, with particular focus on 5.2, 5.4, 5.5, 8.5, 8.8 and 10.3 in Turkey?

Project's Relevance to ILO's result framework (including P&B), mandates and policies, particularly on gender equality and international labour standards, social dialogue, and inclusion of disability:

Increasing the number of women working under decent conditions in Türkiye, which is the main objective of the project under evaluation here, indicates a high alignment/relevancy with ILO's mandates, policies, strategies, project and budget documents, Results Based Management (RBM) throughout the years. ILO has taken significant and necessary steps and implement variety of relevant projects with or without partners to invest in and more jobs, and decent work for women, implement development strategies, policies and programmes accordingly that generate more and decent work for women, particularly in the informal sector, promote women's leadership in public and corporate economic decision-making and in employer's and worker's organizations and last but not least, promote a culture of equality and shared responsibility between men and women in paid and unpaid

care work.[9] Particularly in recent years, ILO's main strategic documents, such as Programme and Budget (2020-2021), Programme of Work and Results Framework[10], has been underpinning outcomes, including gender equality and equal opportunities and treatment for all in the world of work, international labour standards, influential and inclusive social dialogue and finally, mainstreaming disability rights in the world of work. Since the project is designed way back in 2018, therefore, it has a significant alignment with outcomes of the P&B 2018-2019, particularly the Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects. The emphasis on gender came with the later P&B, particularly P&B 2020-2021. The project primarily fits into the ILO P&B (2020-21) Outcome 4 on Sustainable Enterprises as Generators of Employment and Promoters of Innovation and Decent Work and Outcome 6 on Gender Equality and Equal Opportunities and Treatment for All in the World of Work.

The project's relevance to promote inclusion of disability is limited. Although ILO takes into account people with disabilities in training programmes such as "fair recruitment" in the private enterprises, there are no single document/country examples/ good practices that is talking about the women with disabilities. However, there was a great chance to include women with disabilities in the narrative while working on improving women's place in the world of work. The project rightly claimed that women face structural barriers in engaging in the world of work. For women with disabilities, these gender-based inequalities are compounded by disability-based inequalities. This also include refugee women, minority women, etc.

Project's Relevance to ILO's constituent organization's mission, mandate, strategic/organizational plans:

The ILO promotes social dialogue with its constituents (government, employer, and worker representatives) in formulating, and where appropriate, implementing national policy on social, economic, and many other issues. The project under evaluation is highly relevant and is contributing to ILO's constituent organizations' mission, mandate, and strategic plans. The project was also designed based on ILO's constituents' needs and/or grounded on consultation with them. In addition, the interventions planned and implemented under Phase II are realized with the partners from the government, such as Ministry of Labour and Social Security, İŞKUR, and worker and employer representations such as workers' and employers' organizations and companies in selected sectors, such as automotive, textile.

The concerns of all social partners are taken into attention via organizing meetings during the inception phase and during the implementation phase and the constituent organizations' capacity is built to better respond to the needs of target groups and importantly, to promote formal employment through developing, implementing and monitoring effective policies and programmes.

The key informants from constituent organizations also stated that they were consulted time to time for individual activities, where they forwarded their suggestions, which were taken into consideration. They also appreciated the flexibility of ILO to make adaptations to the training schedule, content, design

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[9] "Decent Work and Women's Economic Empowerment: Good Policy and Practice", UN Women and ILO Policy Brief, which can be accessed via https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/genericdocument/wcms_184878.pdf, accessed on August 2021.

[10] ILO Programme and Budget for 2020-2021, see https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_719163.pdf, accessed on August 2021.

according to the needs of beneficiaries and partners. ILO and constituent organizations also designed the interventions of the project Phase II based on the lessons learned from Phase I of the project.

Project's Relevance to National country strategies and UN Country programme frameworks (UNDAFs/UNSDCFs):

Data collected across primary and secondary sources indicates a high alignment of the project with Türkiye's main strategic documents underpinning empowerment of women. First of all, the objectives of the project align with the United Nations Development and Cooperation Strategy (UNDCS) 2016-2020[11]. Within the individual pillars of the UNDCS, there is consistency between areas targeted by the project and relevant pillar of UNDCS on gender. The UNDCS document has a specific pillar devoted to gender equality and women empowerment. Under Pillar 3, Outcome 3.1 speaks to the objects of this project, where *improved legislation, policies, implementation and accountability mechanisms to enable equal and effective social, economic and political participation of women and girls by 2020.* Since the emphasis of the project is increasing women's labour force participation, in general economic participation of women, therefore, the project supports Türkiye's national development priorities. The objective of the project is also very well aligned with the current UNSDCF (2021-2025), where the second priority area emphasizes equal and decent work opportunities for all, in cooperation with the social partners. Particularly, the Sustainable Development Cooperation Framework's emphasizes on people dimension of development where the objective relevant to women is to ensure them benefit equally from rights, opportunities and facilities without any discrimination through measures on promoting women's participation in economic, social and cultural life and in the decision-making process of the public and private sector. The emphasis on women economic empowerment and discrimination, is very well aligned to the priorities of the project under evaluation. With respect to children, the priority areas include early childhood care perfectly aligns with **the project's emphasis on** early childhood care.

At the level of national priorities concerning empowerment of women, the project is closely aligned with and refers to the 10th National Development Plan (2014-2018). In terms of gender equality, the main objectives of the Plan were to empower women in all aspects of social, economic, and cultural life, to improve the status of family and to strengthen social integration. Further involvement of women in decision-making processes, increasing their employment, education and skills level were planned to be ensured during the Plan period. To eliminate discrimination and violence against women, increasing the level of social consciousness with formal and informal education particularly starting from the early childhood was aimed. Directly related to the purposes of the project, the 10th National Development Plan also targeted to increase the female labour force participation rate from 29.5 percent in 2012 to 34.9 percent in 2018. Therefore, 10th National Development Plan which was operating at the time of the design of the project, closely aligned with the project targets. The plan also presented the objectives in the light of four dimensions of development, where one of them was Qualified people, strong society. Under this dimension, the woman is one of the categories together with the family.

There is strong evidence of continued relevance of the project' objectives to the 11th National Development Plan (2019-2023), which is operating at the time of the implementation of the project. Given the fact that Turkey has the lowest female labour force participation rate among OECD countries,

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[11] United Nations Development and Cooperation Strategy Türkiye (2016-2020), 2015, Ankara, Türkiye, http://www.un.org.tr/wp-content/uploads/UNDCS-FInal-_2016_-1.pdf

there are many references in the document on increasing female participation in the workforce. There are many references in overall of the document that is stating the problem of women's low participation of the labour force and the strategies to be taken while attempting to increase the rates. Even though National Plan aligns with the priorities of the project, the elimination of word of "gender" from the programme document is quite problematic. To make the needs meeting the ends, there should be an emphasis on gender equality. However, 11th National Plan eliminated the word of "gender" from the document.

Project's Relevance to ILO's the achievement of the Sustainable Development Goals – especially SDG 5, SDG 8 and SDG 10, with particular focus on 5.2, 5.4, 5.5, 8.5, 8.8 and 10.3 in Turkey:

Since *gender* is a cross cutting issue, "achieving gender equality" and "empowerment of women" is integral to each of 17 Sustainable Development Goals (SDGs) adopted in 2015. The Project has been contributing particularly to achievement of the Sustainable Development Goal 5 (Gender Equality) and Goal 8 (Decent Work and Economic Growth) as well as Goal 10 (Reduced Inequalities). The project has been also directly responding to the main theme of 2030 Agenda for Sustainable Development of "leaving no one behind". The project is also in synergy with the "End to Poverty Initiative" and an essential response to SDG 5 on the achievement of gender equality and the empowerment of all women and girls.

In the framework of promoting decent work for women, this outcome aims to improve working conditions for women, particularly focusing on four key dimensions: gender pay gap, gender-based violence at workplace, reconciling work-life balance and women's leadership which are closely linked with ILO Decent Work Agenda as well as UN SDGs.

However, beyond this project, women in Türkiye are mainly absent in the data and reporting for SDGs. Indeed, as it is indicated in UN Women's website, as of December 2020, only 44.3% of indicators needed to monitor the SDGs, the foundations of SDGs from a gender perspective were available[12]. In addition, many areas – such as gender and poverty, physical and sexual harassment, women's access to assets (including land), and gender and the environment – lack comparable methodologies for regular monitoring. Closing these gender data gaps is essential for achieving gender-related SDG commitments in Turkey and the projects, like this one under evaluation, will make contribution to SDGs as well. At the same time, ILO could play a role of advocacy to support national statistical offices to include women in various and more surveys, create and/or share the indicators helping to monitor the SDGs. On top of aligning project outcomes with SDGs, it is better to allocate some resources on advocacy to close these gender data gaps.

To what extent has the project been repurposed to provide a timely and relevant response to constituents' needs and priorities in the Covid-19 context?

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[12] https://data.unwomen.org/country/turkey

> Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?

Globally, COVID-19 and its economic regression are having a negative effect on gender equality. According to Brooklyn Institute Research Centre's report[13], women's jobs are 1.8 times more vulnerable to this crisis than men's jobs. Women make up 39 percent of global employment but account for 54 percent of overall job losses. One reason for this greater negative effect on women is that the COVID-19 significantly increased the burden of unpaid care, which was disproportionately carried by women. This, among other factors, means that women's employment is dropping faster than average, even accounting for the fact that women and men work in different sectors. Parallel to this, in Türkiye Altan et al. find that pandemic decreased employment and labour force participation of almost all groups. The effect on women was more prominent in comparison with men.[14] The "Rapid Gender Assessment of COVID-19 implications in Turkey" conducted by UN Women[15] has also similar outcomes. All the findings of the report supported the fact that COVID-19 has had more adverse effects on women compared to men in regard to job loss "*The gender difference in job loss is high in overall for women (18.8%) compared to men (14.2%)*", in regard to taking leave off from work "*Since the start of COVID-19, one third of women and one quarter of men took leave from their work (paid, partially paid, or unpaid)*", in regard to change in the work mode, "*More women expressed that they started to work from home compared to men. This can be again related with traditional roles and caregiving responsibilities of women in the household, and it can be related to the horizontal segregation of the labour market*", in regard to care responsibilities "*Both women and men report an increase of their workload in the household, but women express an increase to a larger degree across all categories of domestic work*". Overall, the content of the project has provided timely and relevant response to the constituents' needs and priorities under the COVID-19 context.

The project interventions, particularly capacity building trainings were planned to be conducted face to face. However, due to lockdowns and COVID-19 measures taken by the government, the trainings were transferred into the digital platform called "ILO Academy". It is important to note that the decision on making digital shift was not taken solely by ILO due to COVID-19 regulations but ILO also consulted to beneficiary institutions and this decision was taken together: "*We conducted series of meetings with our partners on whether there was a need for updating the content of the meetings, trainings, workshops and whether we need to make a new need assessment to respond to the arising needs, if any.*"[16] The trainings were not designed to respond to the needs of digital. Therefore, "*it took time to convert them from face to face to online meetings. We need to design and establish learning management system before designing the content of the online trainings. Thanks to ILO ITC Training Center in Turin, they were there when we need them, and we benefited from their experience in digitalization of trainings*".

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[13] July 15, 2020, "COVID-19 and gender equality", https://www.mckinsey.com/featured-insights/future-of-work/covid-19-and-gender-equality-countering-the-regressive-effects

[14] Altan Aldan, Muhammet Enes Çıraklı, Huzeyfe Torun," Covid 19 and the Turkish labor market: Heterogeneous effects across demographic groups", *Central Bank Review*, Volume 21, Issue 4, 2021,pp: 155-163

[15] https://reliefweb.int/sites/reliefweb.int/files/resources/73989_rapidgenderassessmentreportturkey.pdf

[16] KII

What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?
To what extent was the project designed based on ILO constituents' needs at the global and national levels and grounded on consultation with target beneficiaries? ?

Both the document review and the interviews conducted with ILO and beneficiary organizations confirmed that the beneficiaries' feedback was considered while designing the new phase of the project and during the implementation process when they need to make shifts due to the COVID-19 pandemic. In the previous phase of the project, the final beneficiaries were women, and they were given trainings to increase their chance in the labour market. However, the final evaluation of the Phase I of the "More and Better Jobs for Women" project found out that despite women' eager in being in paid employment, a persistent set of socio-economic barriers keep them out of the workforce include but not limited to gender discrimination, violence against women in the workplace, work-life balance and gender pay gap. The final evaluation outcomes pointed out the fact that without challenging and/or emphasizing these difficulties mentioned, it is not possible overall, to increase female labour force participation. Then, ILO Project team decided that "*We realized that on the one hand, we need to emphasize these difficulties and on the other hand, we will still increase women's access to more and better jobs*."

The final evaluation of Phase I of the project also feed in while structuring the monitoring framework for National Action Plan (NAP) since the evaluation report stated that there was no indicator, no baseline to follow up the process and the progress of NAP. Therefore, in the 2nd phase of the project, this was taken into consideration while appreciating the existence of policy document with ILO and İŞKUR efforts in the first Phase, this feedback was considered while designing the next phase of the project: "*As ILO, we really appreciate the İŞKUR's efforts on that end. However, without a result-based monitoring (RBM) framework, we cannot be able to track the progress. Therefore, it is the key document and priority for us. İŞKUR made a strong commitment on that end and with a strong RBM, then the National Action Plan has found a chance to find a place in the mainstream policy documents*."

Other constituents, such as labour unions, employer organizations were also consulted during the design and implementation phase of the project. Interviews with both ILO and organizations stated above confirmed that the project's activities were structured, designed according to the beneficiary institutions' priorities and needs. ILO did study on a need matrix and designed the 2nd phase of the project based on feedback coming from final evaluation of Phase I and needs and priorities stated by beneficiary institutions.

Besides, as it is stated in the 2nd Progress Report, capacity and need assessment report was prepared by the external consultant hired by ILO and the feedbacks regarding training modules, and materials provided and were taken into consideration by project staff. The feedback mechanism also includes a tool of in-person visits to pilot companies. The external consultants also paid visits to see the implementation of the model and ILO project staff also attended these visits to observe the implementation of the model to revise and improve the model if there is any need arising. In addition to the beneficiary feedback, feedbacks are coming from outcome of the evaluation report of 1st Phase of the project and from in person visits. Visits were conducted as a mix of tools where a feedback mechanism relies on, there is no official feedback mechanism designed and set for the purposes of the project.

> Are the activities and outputs of the project consistent with their overall objectives of the project?
>
> Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?

ILO implemented the project under evaluation here to improve working conditions for women in selected sectors through establishing wider partnerships with key partners, to increase the number of women working under decent conditions in Türkiye through effective implementation and monitoring of National Action Plan (NAP) and Local Action Plans (LAPs) on Women's Employment and to support adoption and implementation of measures for decent working conditions for women (special focus given to *gender pay gap*, *gender-based violence at workplace*, *reconciling work-life balance* and *women's leadership*) by Turkish Employment Agency (İŞKUR), Ministry of Labour and Social Security (MoLSS), social partners and by pilot enterprises. Therefore, Phase II of the Project includes two interrelated outcomes that contributes to: (Outcome 1), which is *more and better work opportunities for women jobseekers in Turkey*; (Outcome 2), which is *improving working conditions for women*. To achieve the planned outcomes, there were series of activities planned and implemented listed below:

The following outputs have been implemented by ILO under Outcome 1, which covers activities[17] on

- increasing technical capacity of both national and provincial teams of İŞKUR on (i) gender sensitive employment services, (ii) advocacy skills, (iii) result based management approach to facilitate women job seekers' access to more and better work opportunities in Türkiye
- supporting the implementation of the NAP and LAPs supported though piloting of gender-responsive Active Labour Market Policies (ALMPs)
- ensuring the results-based monitoring framework in place and operational for the National Action Plan (NAP) and Local Action Plans (LAPs) on Women's Employment through social dialogue practices

The following outputs have been implemented by ILO under Outcome 2, which covers activities on

- strengthening technical capacity of the Ministry of Labour and Social Security on gender sensitive employment policies and coalition-building to promote improving decent work conditions for women
- enhancing capacity and mechanisms of worker and employer organizations for gender equality
- Improving working conditions of women in model enterprises
- Promoting knowledge and experience exchange among the main stakeholders in the world of work to develop appropriate interventions for improving decent working conditions of women in the pilot provinces

The activities were designed to increase the number of women working with decent conditions in Türkiye and improve working conditions of women already employed and the activities designed and implemented served for this purpose in an indirect way. Contrary to the Phase I of the project, this time

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[17] The comprehensive list of activities conducted under the project under mid-term evaluation is attached at the end of the Terms of Reference (ToR) document.

the main beneficiaries of the project are institutions rather than women. Therefore, majority of activities focused on capacity building such as expanding their technical knowledge, exchanging relevant experiences between partners, and supporting implementation and monitoring of National Action Plans. However, achieving the overall goal of increasing number of women in labour force via raising awareness and building capacity of institutions in that regard might need sustainable, consistent, long-term efforts. Even though the overall goal is talking about the numbers, the actual goal is to create a mentality shift, raise awareness on gender related issues which need long term interventions. The success is also depended on political context, eagerness of the institutions to initiate and be the part of this change, economic situation considering post COVID-19 economic crisis, the situation of the job market, social norms, etc. Overall, the project objectives and expected results were defined in a specific way and clearly express what kind of changes the project intended to bring about in. However, since the main development objective is demanding and overarching and there are social and economic barriers to realize the outcome, a clear theory of change explaining the logic and underlying risks, risk mitigation strategies, how to overcome these risks stated in the log frame document to make the change happen as an outcome of these interventions should be defined better.

Another point important to mention is even though the activities were supporting objectives and realistic to achieve planned outcome of increasing capabilities of the partner institutions, at least raising awareness on the issues relevant to gender, there are way too many numbers of activities, which demand human resources, such as hiring external consultants, ILO project staff members, and partner organizations. And coordinating between these external actors demand time from ILO project staff members. There are activities on conducting research, need assessment plus publishing and disseminating afterword, activities on organizing trainings, workshops, adjusting course content to the changing needs, holding regular meetings with all partners, organizing conferences, monitoring, providing coaching, carrying out visibility activities, etc. All are serving to same general purpose of this project under evaluation; however, it has been taking too much time and effort to conduct them—all activities demanding different focus including but not limited to designing, drafting, scheduling, organizing, coordinating, etc.

By saying this, on the other hand, flexible approach in activities, such as changing the platform of the activities from face to face to digital-according to the needs of the COVID-19 times was timely and efficiently conducted. Overall, with few exceptions, the intervention logic was coherent and successfully contributed to the outcome at this point. However, since the outcome is too ambitious to achieve in a short term, the activities contributed to achieve the output in the longer term.

4.2   Effectiveness

Finding 2.   ILO's contribution to policy development through partnership under Outcome 1 has enhanced and strengthened technical capacity of its partner on gender sensitive employment services and result based management approach. However, it is important to note that the implementation of the activities has been progressing steadily but slowly than expected.

Finding 3. ILO has been quite successful to reach out the most relevant partners and contributed to the stakeholders' technical capacity on gender sensitive employment policies, gender equality, and improved working condition of women. However, it is important to note that the project is engaged into the embedded issues, such as gender in Turkish society, which will take some effort and time to

change the overall mentality on gender equality. Therefore, it is essential to conduct follow up trainings, making these training a part of the institutions' capacity development programmes.

How is the progress in the project objectives so far achieved? What are the results noted? Have there been any obstacles, barriers? What are the results noted, particularly in terms of notable successes or innovations?

Outcome 1: National Action Plan (NAP) and Local Action Plans (LAP) on Women's Employment effectively implemented and monitored

The National Action Plan (NAP) on Women's Employment (2016-2018) was developed in the 1st Phase of the project. Following its inception, as the key informant stated *"İŞKUR indicated its strong ownership of the NAP by establishing "Gender Equality Monitoring and Evaluation Commission" and assigning of gender focal points at 81 provinces."* On top İŞKUR's willingness, İŞKUR is a very relevant actor for playing a role as a facilitator in women' access to labour force in Türkiye. The 2nd Phase of the Project aims to further these progresses and ensure effective implementation and monitoring of NAP and LAPs on Women's Employment through three outputs listed below:

Output 1.1: Technical capacity of İŞKUR increased on a) gender sensitive employment services, b) advocacy skills; c) result based management approach
Output 1.2: The result-based monitoring framework in place and operational for the NAP and LAPs on Women's Employment through social dialogue practices
Output 1.3: The implementation of the NAP and LAPs supported though piloting of gender sensitive ALMPs

All the outputs and activities under these outputs were designed by collaboration between İŞKUR and ILO where İŞKUR stated that this collaboration increased their ownership of the project. Both sides stated that they designed the new phase of the project based on lessons learnt of the 1st Phase. To ensure the smooth and prompt implementation of the activities, *the Cooperation Protocol* was signed between ILO and İŞKUR to define each partners' responsibilities and duties. Even though the *Cooperation Protocol* was planned to create additional value, promptness to the implementation of the project, it didn't reach its aim. Indeed, the Protocol has signalled a dedicated engagement from İŞKUR side, however, the dedication in the protocol is not seen in the field. The delays were challenging for results achievement, and this might be due to various reasons including but not limited to: (i) the internal structural change taken place in İŞKUR which caused departmental changes (ii) the need for getting an approval from higher level in regard to content of the trainings but not least (iii) infamous COVID-19. Many of the activities are still on hold, no "SMART" indicators and targets has adapted to the upgraded NAP and LAPs on Women's Employment, which is crucial for healthy monitoring and also makes it hard to measure the effectiveness of this specific outcome per se.

Besides all the challenges that caused delays, two workshops already conducted with national technical team and İŞKUR's Provincial Directorates in Ankara. Another big event is organised in Bursa as a kick-

off meeting right before the pandemic. The Istanbul meeting was organised to take place in March 2020, however due to COVID 19, it was cancelled. The involvement of the İŞKUR Provincial Directorates to the need assessment process was also a great addition to the project. This might have contributed to the internalization of the project by İŞKUR staff members. A detailed survey conducted, and a very detailed report was prepared representing the needs of Provincial Directorates. Gender focal points at the pilot provinces was established to ensure the smooth management of the project from the İŞKUR side. Another pilot province, Ordu was added into the project with a demand coming from them. This is a gain from ILO side, where women are mainly working in agriculture as unpaid family workers in Ordu, which carries a potential that might add an important experience to project implementation. Understandably, there was no COVID component of the project when it was first designed but İŞKUR appreciated the flexibility of ILO to adjust the content and the focus of the project on women employment and COVID-19, where İŞKUR's needs overlap with this prioritization.

As stated above, even though İŞKUR has been conducting several projects with international stakeholders with much higher budgets involved, they stated that the visibility of the project under evaluation is much higher compared to others: "*Project visibility is a critical factor for project success and not gaining enough attention is one of many reasons that might fail the project. However, with the little amount of budget, the awareness we have been raising on female labour force participation is far greater than the others. The visibility side of the project is very well promoted.*" Another success of the component is NAP is represented as the best practice in national and international reports.

Outcome 2: Measures for decent work conditions of women (special focus given to gender pay gap, gender-based violence at workplace, reconciling work-life balance and women's leadership) adopted and implemented by the Ministry of Labour and Social Security, the social partners and by pilot enterprises

This outcome aims to improve working conditions for women, particularly focusing on four key issues: gender pay gap, gender-based violence at workplace, reconciling work-life balance and women's leadership. As a public institution, Department of Employment Polices under Ministry of Labour and Social Security (MoLSS), and worker and employer's organizations and private model enterprises are included as key partners to realize this outcome of the project. The selection of partners is very well suited to achieve the goal under Outcome 2. All these stakeholders stated above are the ones which are responsible and can work together to improve the working conditions of women and help to provide decent work conditions for women in Türkiye. Besides being relevant partners, the most relevant departments were selected to implement the outputs under Outcome 2. For example, MoLSS' Department of Employment Policies is a department of producing policies particularly targeting vulnerable groups who have a difficulty to access the labour force and who have trouble, experience challenges to stay in labour force. Therefore, a careful and well targeted selection of partners is shown itself in the success of the achieving the objectives of the outcomes. This outcome is expected to be achieved through 4 outputs listed below:

Output 2.1: Strengthened technical capacity of the Ministry of Labour and Social Security on gender sensitive employment policies and coalition-building to promote improving decent work conditions for women

Output 2.2: Enhanced capacity and mechanisms of worker and employer organizations for gender equality

Output 2.3: Improved working conditions of women in model enterprises

Output 2.4: Knowledge and experience exchange promoted among the main stakeholders in the world of work to develop appropriate interventions for improving decent working conditions of women in the pilot provinces

Output 2.1: Strengthened technical capacity of the Ministry of Labour and Social Security on gender sensitive employment policies and coalition-building to promote improving decent work conditions for women

Compared to Outcome 1, the stakeholders being more responsive and prompter to take actions. Due to their responsiveness, the pace of the progress is much faster, and the more fruitful results were produced under this outcome. Even though COVID-19 had negative impact on implementation of activities, and it took some time to adjust the activities to the digital platform, majority of the activities, except dissemination ones, have been completed. The feedback mechanism is used efficiently and the capacity and need assessments studies were initiated with the involvement of 16 trade unions, 3 employer organizations and 3 worker confederations and government institution (Department of Employment at MoLSS). ILO Participatory Gender Audit (PGA) methodology has been used to make the capacity and need assessment as well as identify the entry points for each institution. The main success and innovative part of this outcome is that ILO PGA is the first time implemented in the tripartite structure in the world with participation of the workers and employers' organisations and the public institutions.

Another good practice under this Outcome is the impact of experience and technical knowledge gained through working together with ILO, the Department of Employment has succeeded in securing another grant with higher budget from European Union. Since both institutions have been together for a very long time, the Department used this experience to develop a proposal taking its strength from their collaboration with ILO, the standard agreements of ILO, "*they produce new things with the capacity they have strengthened through ILO interventions*". However, this doesn't mean that the Department of Employment Policies didn't have any capacity before this project. Based on collected data and review of literature, the staff members at public institutions have gained expertise through their own academic education and through working together with various international agencies. For example, the Department of Employment Policies have already collaborated with ILO on various subject matters before, particularly on child labour. However, they haven't worked together on female labour force participation before. Their capacity and experience turned out to be an advantage for both institutions. One of the key informed summarized this collaboration and contribution given from their experience and perspective: "*There was no collaborative work with ILO around the gender issues before. When we, as a department, saw the opportunity and the draft of the project proposal, as a coordinator institution in the public side, we reviewed the draft and transferred our needs, particularly our capacity building needs. We were thinking about "How can we improve the policy making side of the department?" "How can we mainstream gender equality in all areas with children and youth with disabilities?", "How can we use our language?", the project with ILO came just in time when we need the intervention on to mainstream gender equality in our department' language, reports, collaborations, projects and it turned out to be a very good quality report, roadmap to show our progress on how we have been doing and*

what we need to do more."[18] Therefore, the intervention targeting MoLSS was designed according to the needs of the department and it turned out to be a productive collaboration. Compared to working with another public institution under Outcome 1, the activities conducted with Department of Employment Policies implemented more smoothly. This might be due to the smaller size of the department, including 25 staff members and focusing on the issues overlapping with ILO's priorities, internalizing of the gender equality issue regarding employment policies, etc. This smooth collaboration might flourish new and more comprehensive works that can be conducted together with ILO in the future, this is stated by both sides. Both sides are eager to create good practice model, nationwide exemplary models with larger projects—both budget and content wise. Since the department is responsible of determining the strategies on this end but doesn't have a role of implementing them, the next stage could be designed as implementing these strategies with various stakeholders, where can be piloted with selected women groups to see the outcome in the field.

Output 2.2: Enhanced capacity and mechanisms of worker and employer organizations for gender equality

Under this output, 23 worker and employer organizations in the selected sectors, including women populated sectors such as textile, food, general services , and men populated sectors such as metal were conducting analysis with the ILO Participatory Gender Audit and gender issues to enhance their technical capacity on gender mainstreaming into their policies and support their stand-alone mechanisms (women's committees/office/branch/working groups) for gender mainstreaming in their organizations, policies and programmes. Based on the evaluator's observation during the interviews, some of the organizations have very strict, conservative rhetoric while talking about the issue around gender and/or they are less willing to talk about these issues either. As one key informant mentioned that the political context that defines women as "mothers", highlight women' roles only in families, has also contributed to this attitude and statements. During the interviews, some of the organizations avoided using the term "gender", instead they used "women and men equality".

During the audit, the issues that emerged as priorities were "care policies", "patriarchal relations" and "gender pay gap", "discrimination". It was much or less the common issues that come up in each worker and employer organizations. Even though some of the organizations, gender bureau became inactive during the years but ILO's project under evaluation created a triggering effect and in some, these gender bureaus became very active and in some, where the gender bureau was lacking, they established women committees as well. Following the workshop on PGA, Trade Union in Steel, Iron, Metal and Auto Industry (HAKİŞ/ÖZÇELİK-İŞ) established its women committee and the Cooperative and Bureau Workers Union of Türkiye (TÜRKİŞ/KOOP-İŞ) has also established women committee of its own. However, there is still a question mark over how much and how long these committees become active and survive. In most of the interviews, the key informants from various organizations mentioned women members cannot be involved in a lot of processes due to structural and deep-rooted social inequality phenomenon such as working life and family life. "*They feel obliged to dedicate their time outside work to their families. On top of a work life and family life, unfortunately it is not easy for them to participate such works of unions in this sense.*" By saying this, they also believed the triggering effects of gender themed project, trainings on creating a mind shift, so they stated that these projects should continue steadily. It is true however we are not able to measure the impact it created on the beneficiary

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[18] KII

side since the evaluation collected data from senior, management & administrative staff from all partnering organizations but not the beneficiaries itself.

The good practice where ILO contributed is to assign a gender focal point in each organization, therefore, it also made a positive contribution and triggered a mind shift, transformation on its own. Beyond ILO's contribution, EU and other international organizations has contributed to this transformation as well. As one of the key informants mentioned "*with these types of international projects, where we created a triggering effect, we realized that women's movements and worker's movements have come closer and aligned their priorities*."

Another success of this component that is shared by key informants working in relevant worker and employer organizations is ILO's being a third eye, providing its insights as an "outsider" for the organizations' ongoing studies, research, policies on gender issue. Beyond this, some of the organizations under this output benefited from ILO documents while working on their own policy document: "*We signed a policy document on preventing violence at the workplace and we got the draft document from ILO. Then, we revised a little bit, then disseminated this document to our members who show an interest to adopt that policy in their workplace*."

To make these trainings sustainable and consistent is another point mentioned by the key informants. Providing trainers' training might be one of an option to keep theses trainings' agenda updated and ILO's technical support might keep the agenda, content of these meetings updated and relevant. It is also an investment on human capital of staff members of unions.

Output 2.3: Improved working conditions of women in model enterprises

This output, which aims to contribute adoption and implementation of measures for decent work conditions of women through implementing gender mainstreaming practice at enterprise level and development of good practices at work place, came out to be the most successful intervention among others based on several reasons including (i) willingness of the enterprises in participating into the interventions (ii) designing and drafting the intervention including all activities based on lessons learned gained from MIG SCORE program and also company visits feed in the design of new project (iii) ILO's project team meticulous plan before implementing the practice (iv) along with the second point, revising already successful "Supply Chain Gender Equality Model" that was developed for medium and small-sized enterprises by ILO and making it available to be implemented at big enterprises as "ILO Model for Gender Equality in Enterprises", (v) selecting relevant pilot sectors for this intervention, (vi) implementing the digital trainings widely responding high demand from private sector and developing hybrid trainings –mixing face to face and digital and delivering them to 1.200 employees in three factories.

Based on interviews and data collected from documents, the willingness of the enterprises to take a role as a beneficiary company in this project made the outcome successful. Indeed, this output is a good and successful example of ILO's social dialogue with private enterprises. ILO's relations with private sector over social dialogue aspect, such as its relations with KIRACA Holding, made this intervention available since it was KIRACA Holding that requested to work together with ILO on issues around gender equality. Responding to this demand and mutual areas of concern, ILO and KIRACA Holding decided to implement the Model at KARSAN, which is one of the companies of KIRACA Holding. As per the protocol signed among the ILO, KIRACA Holding and KARSAN, after the closure of the Model implementation at KARSAN, KARSAN will lead the process of extensification of the Model in other

companies of KIRACA Holding, where the Holding will enable the necessary environment for knowledge and experience transfer.

The design of this output was based on experiences gained during delivering gender equality trainings at companies at the first phase of the project and lessons learned gained from MIGSCORE Programme , the observations gained from regular visits to companies while having on site observations. Each visit contributed to the design of the new intervention such as selection criteria of pilot sectors, the necessity of completing MIGSCORE programme to be selected for this new project, determining barriers while implementing the MIGSCORE and working on risk mitigation strategies. Workshops were organized to give the companies and the experts that worked in the pilot phase the floor to share their experiences, discuss about the revision of the Model for better implementation, the effective exit strategy to find out how the model could be more sustainable without funding, technical support from ILO and the transfer of responsibility to monitor, further and disseminate the good practices among other companies under the brands/holding

Another lesson learned feed into the design and implementation of this output is how securing a guarantee and getting the consent from Board of Trustees to implement the activities smoothly with the main target population in companies, mainly blue-collar workers. As one of the key informants mentioned the necessity of this approval for master of workers: "*The production can't stop during the day, there are orders, there are deadlines to catch so high-level admin people should be part of this. They should say yes, otherwise foreman never stop the production for other workers attending trainings on gender equality*." It is a plus for ILO to be aware of operational difficulties and overcome with this difficulty strategically.

Two good practices or unintended consequences of this output is KARSAN's development and adoption of two company policy documents for improving gender equality at workplace, including "KARSAN Gender Equality Policy" and "KARSAN Zero Tolerance to Violence Policy", which the later one is the first company document which is totally in line with ILO's Convention No: 190 on violence and harassment at workplace (C190). Beyond these achievements, KARSAN appointed first female production manager for the first time in its history. Drafting and accepting these policy documents as company policy documents, appointing women in high level positions, collaborating with Ministry of National Education to open a laboratory in vocational high-school and recruit intern girls to work in an innovative project in Karsan Holding are gains, reflections of project under evaluation's effective and successful performance of creating a mind shift, a change in perception.

As it is more of a technical project, the evaluation also didn't find a chance to learn from experiences of beneficiary of these trainings. For example, KARSAN selected the Equality Committee at KARSAN, the communication department employees/managers of KIRACA Holding and KARSAN and the representatives of the communication company that KARSAN works with as beneficiaries and they took the training about raising the awareness of the related experts on gendered discourse and change the language they use in internal and external communication. Beyond the surveys showing their satisfaction level, it would have been ideal to hold FGDs with selected beneficiaries and having more feedback about the content of the trainings, about the consultants' experience and relevancy, attitude while they were giving a training on such a sensitive topic. Besides, in addition to pre and post surveys it is ideal to measure the impact of these training in the long run via follow up study/survey. However, as a follow up action to the training, all internal and external documents, including the website of KARSAN was revised with a gender sensitive manner. As it was mentioned by a key informant that this

action was successfully completed by responsible employees and reported as a part of the Equality Plan. The key informants from companies also highlighted the importance of planning, strategizing before making the interventions in the companies. It is quite important whether the company is ready for this mind shift, whether they are willing to discuss such issues. As one of the key informants stated "*If the company, its high-level admin staff, and workers didn't have a certain level of awareness of fundamental rights, it would be too early to talk about issues around gender equality. It is important to prepare the background, then make this call, intervention*." On top of all the planning, visits, that ILO strategized and conducted successfully, it is equally important to make a readiness assessment to reach out its objectives at the end.

Output 2.4: Knowledge and experience exchange promoted among the main stakeholders in the world of work to develop appropriate interventions for improving decent working conditions of women in the pilot provinces

Many relevant research studies/advocacy activities were conducted/completed on the priority issues of the project including gender pay gap, gender-based violence at workplace, reconciling work-life balance and except women's leadership for supporting measures for decent work conditions of women. All these studies/research/activities were conducted with the participation of various, relevant actors, such as project established partnership with TUIK for a study over gender pay gap, created a partnership with European Bank for Reconstruction and Development (EBRD) for reconciling work life balance, worked together with unions and other social partners to increase awareness on the issue of gender-based violence at workplace, particularly for ratification of C190. This advocacy work produced fruitful outcome for HAK-IS, therefore HAK-IS adapted ILO C190 Convention to its collective agreements. Visibility and advocacy work, including being active on social media, organizing conferences proved to be successful and created a triggering effect on this end. This also led to establishment of a cooperation with TUIK on gender gap study that is stated above.

Under this output, various organizations found a chance to get into know each other as relevant actors in the field and contributed to the networking. Particularly, the study for analysing updated situation of the childcare services including related national and international legislation and practices was conducted through the cooperation between EBRD and ILO. The stakeholder meeting included related units of the public institutions, civil society organizations including KEIG and KEDV, workers and employers' organizations, international organisations and the academics. Even the project doesn't have a specific activity for establishment of childcare services under this project, , these meetings acted as a platform of documenting childcare service practices and introducing relevant actors to each other: "*It is important to hear the voices of different parties. They are aware of operational, financial, legislative obstacles in the field so this makes the document/report much stronger. Union of Municipalities was not on the list, but we found out that they are so relevant partners in that regard. We attach great importance to the involvement of the parties to this process*". Indeed, after acknowledging the willingness of Union of Municipalities, Memorandum of Understanding (MoU) signed between ILO, EBRD and Union of Municipalities, and this research activity led an emergence of a partnership on care policies. The importance of this document is to represent a mind shift of acknowledging the change of players in care policies. In other words, the provision of nursery by employers for their employees is the first and foremost model when discussing the care policies. However, this research and models proposed transferred the discussions into another platform via engagement of different stakeholders. Instead of emphasizing one actor focused models, it showed the feasibility of engagement of other relevant parties. Even though ILO doesn't have an objective of establishing childcare centers under this

project but rather exploring how different modalities of quality childcare services feasible, as part of social protection systems, which can improve the lives and economic security of women workers in the informal economy, support their transition to the formal economy and promote gender equality at work. Therefore, it would be beneficial to implement the model within a selected, pilot municipality and technically back up the implementation, therefore it would be a good practice and might encourage other municipalities to implement such a model.

The progress of the activities on this output proved to be smooth and prompt due to several reasons, (i) the willingness, interest of the partners and their relevancy for the assignments, (ii) the involvement of academics specialized in the relevant topics, (iii) academic and technical knowledge of ILO project staff members responsible of this outcome, (iv) all activities were designed collaboratively via involvement of partners, (v) the content of activities speaking to the needs of institutions. The main issue of this output is how to realize these academic, technical knowledge into a real implementation on the field. Even though it is not an activity as of today, it is falling short of this accomplishment but on the other hand, it is not stated as one of the priority, activity of this project.

Have there been any unintended results (positive or negative)? Please give particular attention to the impact of COVID-19?

Due to COVID-19, all capacity building trainings that were planned to take place face to face need to shift to digital platform where ILO or any other international and national organizations understandably was not prepared at all. Although the digitalization of trainings took so much effort and time and came unpredictable, ILO Office for Türkiye luckily got support from International Training Center of the ILO (ITC). Transforming trainings' platform into digital provided easier access, increased the number of attendants, and created an important opportunity for sustainability of the trainings. The trainings are now available in ILO Academy and can be adjusted, updated easily with the technical and academic support from ILO and consultants, experts. As the key informant shared that even though the COVID-19 lockdowns and any rules, regulations related with the pandemic is over now, beneficiaries enjoy the quality, content of ILO Academy. Therefore, these trainings and ILO Academy will be available for longer period.

As we mentioned above, due to COVID-19 and lockdowns, the implementation of all interventions ended abruptly, and it was impossible to conduct these trainings face to face but in digital platform. The trust relationship between ILO and beneficiary organizations helped to perform these trainings online: "*If there was no trust-based relationship, would it have been possible to continue these trainings on digital? I don't think so. There is a delicate balance and trust relationship worked for us in digital a lot.*"

Another unintended positive result is, as it was shared by Department of Employment Policies (MoLSS), is securing a project funded by EUD with a much bigger budget: "*Particularly Gender Audit training contributed to our knowledge a lot. We are a small department, and our experts have great deal of knowledge on project proposals, implementation, and academic knowledge relevant to employment policies. However, with PGA process allowed us to review our institutional framework from gender lenses,*

gender equality perspective. Then, we found a chance to use this experience and reflect our learnings to another project focused on women empowerment and gender equality funded by EUD and we succeeded in securing the funds."

Another project intervention that led to positive unintended result is relevant to PGA impact. It created a triggering effect on workers' organization to enhance gender equality by establishing women committees, inserting clauses on gender equality in their collective agreements, organizing workshops, events with a special focus on Violence and Harassment Convention (C190), increasing willingness of ratification of C190, etc.

On the private sector side, the adaptation of "Zero Tolerance to Violence" as a company policy, which is aligned to C190, and adoption of "Gender Equality Policy", KARSAN made an achievement which constitutes an unintended effect of the project. There was no intervention planned as to formulate such a document. However, as the evaluation acknowledged the fact that even though there are piecemeal interventions, including trainings, workshops, documenting policies, research, the majority of the beneficiary organizations have taken one step further. KARSAN has also appointed a female production manager, signed WEPs and became an active member of Bursa Network. KARSAN also signed Global Compact and became a member of Global Compact Türkiye Network. Along with these achievements, KARSAN signed a protocol with the Provincial Directorate of the Ministry of National Education to facilitate a cooperation between private company and school and according to this protocol, The Electric Cars Laboratory is established. They put their equality document into action and their selection criteria was reflecting this—to select equal number of girls and boys to attend the laboratory. In regard to further its commitments in "Gender Equality", KARSAN has been working in close collaboration with İŞKUR for the establishment of childcare facility to provide its employees with better opportunities. They started to submit yearly sustainability reports, in which they also report on their yearly performance on gender equality, including gender pay gap. Last but not least, KARSAN became a member of Women Leaders Platform and actively participates their efforts to support women leaders.

To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project and project targets after the COVID-19 crisis?

The infamous **COVID-19** caused many delays in reaching out the targets in certain amount of time or keeping deadlines to conduct the trainings and complete. Even though the pandemic came unexpectedly, ILO project team took measures to prevent its negative impacts on project implementation and adapted itself to the new circumstances with monitoring the situation carefully, taking actions swiftly, adapting trainings into a virtual setting, holding consultation meetings with their partners, and having their opinions as well. As it is stated above as an innovation and unintended positive contribution of the project is to establish ILO Academy, which is an online learning platform, made the implementation of trainings possible, even though it took much effort and time of ILO project staff. For example, due to COVID 19 and the measures taken, like many other trainings, the delivery of

Zero Tolerance to Violence Trainings, which were originally planned to take place face to face were needed to be digitalized.

Various amount of research has conducted as a part of the project under evaluation and in some, **COVID-19 impact** has been added in the aftermath of outbreak of the pandemic since COVID-19-as we mentioned above-has negative impact on women's labour force participation. This caused a delay in initiating already planned research as well. The research on models of childcare services was already planned to be conducted with EBRD but with the pandemic intervention, all the services related to early childcare and education services were scanned and assessed to find out the COVID-19 impact on care service as well. It holds true for the research on domestic workers. What the COVID-19 added to the research was to examine the impact of changing socioeconomic conditions of domestic workers due to COVID-19.

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

The major factors influencing the achievement and non-achievement of the project's objectives was already discussed under the effectiveness of each output, but this question gives us a chance to summarize all major factors that had an impact on project's progress.

Besides project's objectives and interventions, **the socio-political context, economic context, cultural values** have always an impact on achievements or non-achievements of the objectives. One of the barriers for women to attend labour market is patriarchal norms, particularly among the vulnerable population. Another barrier is economic decline, the Turkish economy experienced an exchange rate crisis in the aftermath of COVID-19 pandemic. Unemployment has been rising. In Türkiye, women's labour force participation has consistently lagged that of men by a factor of at least 2:1 for the past several decades. The pandemic made it even worse: just 29% of women participate in the labour force, compared with 66% of men.[19] On the one hand, they might create challenges or negative impact on project's performance to reach out its objectives. On the other hand, the significant adverse effects of the pandemic impacted women and men in varied ways. Self-isolation, lockdown measures overburden women with the unpaid house and care work as more family members spend time home, where care policies once more gained importance and discussed in different circles. The emphasis of the programme on women labour force participation, care policies overlap with the priorities and/or main features of the current context, current themes of this post-COVID-19 era. Therefore, the projects have been keeping its relevancy and still getting attention and interest of various internal and external stakeholders.

Throughout the project, the selection process of beneficiaries **from participant institution of capacity building trainings were based on need assessments conducted for whom needs this education the most. Particularly it holds true for İŞKUR. Indeed,** the success of the project is also depended on the change it creates in these beneficiaries' mindset about gender equality, gender equal pay, care policies, etc. That is why it is so crucial to target the most needed, most willing staff members who needs these

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[19]   https://www.worldbank.org/en/news/opinion/2022/03/08/no-economy-can-reach-its-full-potential-where-women-do-not-have-equal-opportunities

exercises. In some cases, the high management level might need these trainings to convince themselves first to allow the other staff members to take these trainings. In one of the KIIs from the pilot implementation, one interviewee mentioned "*The chief foreman never allows to stop the production for 2 hours and let the staff attend these trainings since he is responsible to the boss. Therefore, first you need to convince the boss-manager-etc. or provide these trainings to the senior level*". However, in some organizations, it seems like there is a need to make these trainings availability from bottom-up.

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Besides the impact of COVID-19, there were delays throughout the implementation of activities with İŞKUR. To accelerate the process, ILO and İŞKUR signed a cooperation protocol that we have mentioned above. The cooperation protocol, which defines mutual duties and responsibilities to achieve results, as well as the detailed activity plan was signed between ILO and İŞKUR on 17 September 2019. This process of drafting and agreeing on the cooperation protocol took 8 months long. Based on the key informant interviews and data collected through literature review, there has been a progress and both sides are willing to work together in theory. However, in practice, this willingness is not reflected to the field on time.

The willingness of the partners is key to reach out success at the end. The eagerness of the partners was clearly seen in the interventions targeting the private sector. It seemed like the process went much more smoothly, particularly with KARSAN. The list of achievements are long but not limited to: adoption of "KARSAN Gender Equality Policy" and "KARSAN Zero Tolerance to Violence Policy", establishing partnerships with public institutions such as Provincial Directorate of the Ministry of National Education, private sector as well as NGOs such as ACEV to provide their employees with fatherhood trainings, becoming a WEPs signatory, negotiating a protocol with İŞKUR and Bursa Chamber of Commerce and Industry Education Foundation (BUTGEM), etc. As one of key informants mentioned: "*With our collaboration with the private sector, we started the initiation, kick-off then the other side came with*

many different ideas and they don't last like ideas, they put them in practice. We make an investment, but they turn this investment into sustainable outcomes."

How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners? Was a monitoring and evaluation system developed at the outset of the project and updated regularly?

In the inception phase, the monitoring mechanism was set up and in the later stages of the project, monitoring has tracked the progress of execution timely and effectively. The project team closely monitored all activities under its responsibility through its internal monitoring system and adjusted where corrective measures need to be taken due to the outbreak of COVID-19. To secure methodological unity which would help monitoring the whole assessment process, a training on adaptation of the PGA methodology into Türkiye's context and stakeholders' structures was delivered by the ILO ITC PGA master trainer and 12 independent experts/researchers were participated into this training[20].

Another monitoring exercise took place with attendance of the project team and consultants was to discuss the progress achieved so far and challenges observed, weak points regarding to the activity focused on improved working conditions of women in model enterprises. Based on the feedback received by attendants, particularly INDITEX as a company, a *model revision plan* was structured for developing a new strategy and partnerships for the improvement of the model in bigger enterprises[21]. Therefore, the monitoring exercises just didn't work for monitoring purposes solely but also as a feedback mechanism to inform the interventions of the new phase of the project and make sure that ILO would implement them more effectively and efficiently.

After the signing the protocol, the *Project Monitoring Committee* was established with attendance of ILO project staff and İŞKUR provincial staff and headquarters representatives. Another important monitoring mechanism is the Programme Advisory Meetings which holds annual meeting in December to provide advice and technical guidance on the whole project in line with the national and international commitments to women's employment and gender equality. Up to now, two PAC meeting was organized in 2020 and 2021. We can provide its meeting minutes and participant list.

The regular meetings between project stakeholders and internal follow-up meetings within ILO increased the efficiency and served for monitoring purposes to check the quantity and quality of the outputs delivered in the field. Particularly considering the impact of COVID-19, these meetings not only serving for the purpose of monitoring but also keeping the parties updated about the process, holding them as brainstorming sessions to decide how to proceed under the new circumstances, etc.

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[20] ILO Progress Report (1 January 2019-30 June 2019) of "*Phase II of the Project "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey*"- Promoting Decent Work for Women in Turkey", 30 September 2019,
[21] Ibid.

Programme Advisory Meetings, which held its annual meeting in December 2021 was also useful to provide advice and technical guidance on the whole project in line with the national and international commitments to women's employment and gender equality.

Last but not least, the post-training/post-seminar surveys were also useful tools to assess the quality of these trainings and served for monitoring purposes and also served for increasing the quality of the courses, as well. Finally, very detailed, meticulously drafted progress reports assessed the performance of the project, achievements of output under Phase II also served for the monitoring purposes very successfully

Is there any communication strategy available? If yes, how effective was the communication strategy implemented?

As it is stated in the Progress Report and mentioned by a key informant, the first phase of the programme was rather on visibility and communication activities due to its component "*targeting women in the field*". However, the second phase of the programme put more emphasis on advocacy: "*Our communication strategy has been targeting to establish and support institutional advocacy of the institutions we have worked with on female labour force participation, awareness raising on gender equalities to reflect these values to their work policies*"[22]. Even though the advocacy is not stated as an intervention under each output of this project, it is always there as a complementary intervention.

The Communication & Advocacy (C&A) Plan also has been helping ILO to set out a clear plan for public visibility and raising-awareness on programme activities, achievements, and impact - targeting beneficiaries, other stakeholders, and the general public. For each beneficiary institution, they have adjusted the communication and advocacy activities relevant to the needs of that institution by following C&A Plan as their roadmap. In regard to İŞKUR, the communication activities focused more on advocacy works to support İŞKUR's involvement and commitment to achieve project objectives together with ILO. The meetings were held as an advocacy event where all relevant İŞKUR staff both from Ankara Office and pilot provinces attended. Regarding Department of Employment Policies, worker and employer organizations and enterprises, both visibility and advocacy works were carried out to accompany ongoing technical works to ensure their engagement to achieve the project's ultimate goal of ensuring gender equality. These works also included visibility and advocacy efforts for the thematic areas of gender pay gap and gender-based violence at work. Particularly in these two areas,
organization of conferences accompanied by a series of visibility and advocacy works including Infographic, web news, social media shares proved to be successful, which is explained in detail below.

In the global level, the first international treaty on violence and harassment in the world of work came into force on June 25th, 2021 – two years after it was adopted by the ILO's International Labour Conference (ILC). To mark its entering into force, the ILO launched a global campaign to promote its ratification and implementation. In alignment to the global level and relevant to the programme's objectives under the evaluation here, ILO Türkiye has been launching a campaign which aims to explain

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[22] KII with Izgi Gungor

in simple terms what the Convention is, the issues it covers and how it seeks to address violence and harassment in the world of work. Along and before the campaign, ILO has also used social media efficiently to keep C-190 on the agenda, such as organizing conferences in December 2018 and 2019 where international experts along with constituents from Türkiye attended to discuss the Convention. It has an impact on labour organizations, such as KESK, who organized online panels to discuss C-190 and more importantly, HAK-IS adapted C-190 adapted into their collective agreement with a policy document named "Zero Tolerance to Violence" and announced this via meeting in December 2021. Another communication and advocacy activities success via using social media actively both on the ILO and Unions' side, was to take the attention of Journalists Union. … Another consequence of advocacy activities was its triggering effects for establishment of new cooperation with TURKSTAT on gender pay gap.

To strengthen its communication strategy and since the communication and advocacy activities are one of the main intervention areas of the project, ILO has assigned a communication and advocacy expert, permanent project staff member to (i) produce communications and advocacy materials, (ii) implement advocacy studies. The assignment of project staff member on communication has made significant contribution to the visibility, overall effectiveness of the project. Beyond this, ILO has signed a contract with Artists Union (Oyuncular Sendikası) in March 2022 for receiving supports of celebrities for increasing public interest on gender equality in the world of work. As a key informant mentioned "*Working with famous people/celebrities is also encouraged by the ILO Headquarter as a way and communication tool to reach out to broader audience and take attention to the topic. In this scope, a series of short videos were held by celebrities with domestic workers as part of Domestic Workers campaign. Further short videos are also planned for C190 campaign as well*." Even though communication and advocacy activities have been successful to promote project's objectives, disseminate its results, it seems like it created an impact more on beneficiary institutions and other relevant stakeholders, not in public. Therefore, working with famous people has been a quite important step that ILO has taken and would contribute to create further public opinion. Equally it is quite important to continue to reveal and create impact of the project works via a series of communication/visibility activities and tools which speaks to the public, sparks an interest on these topics.

4.3. Efficiency

Finding 4. The progress of the project has been slower than usual due to COVID 19. The negative consequences of COVID-19, structural change taken place in stakeholder organization, resulted in the delays in getting results under Outcome 1. Outcome 2 progressed more efficiently taking into attention willingness of the partners, particularly private companies. The reach out technique that was used during the interventions with private companies worked out efficiently and the targeting of the workshops fit perfect for the purposes of the project.

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, are the existing management structure and technical capacity sufficient and adequate?

As a global challenge, gender inequality has been pervading the world for so long. However, there has been some progress over the last decades such as more girls are going to school, laws are being reformed to advance gender equality, etc. Despite these gains, various challenges remain and one of them is women continue to be underrepresented in labour force participation. The effects of the COVID-19 pandemic have an impact of reversing the limited progress that has been made on gender equality and women empowerment. The COVID-19 outbreak exacerbates existing inequalities for women and girls across every sphere – from social protection to the economy. In alignment with this reality, this project is one of the best practices of showing collaboration between UN agency and several stakeholders, including public and private. ILO has brought in its extensive capacity and expertise in encouraging the partners working on increasing women' labour force participation with decent employment opportunities, strengthening dialogue between different partners and raising awareness on gender related issues. The technical capacity ILO has brought in with its own team and consultants, including academicians have been efficiently used to produce outputs and results in this project. Each consultant's expertise is aligned to the themes of the project perfectly.

Based on key informant interviews and log frame with checking deadlines, number of attendants, we realized that the progress of the project has been progressed slowly due to COVID 19. On the other side, the problems did not remain for so long and with the awareness of all partners and with their concerted efforts, the conditions have been improved with a positive approach represented by all partners. Based on the evidence collected in the field, each agency brought their expertise and showing willingness of working together to overcome such coordination related problems. The problem-solving strategy proposed by ILO was making coordination meetings, drafting a cooperation protocol ensures initial principles, roles, and responsibilities of each organization. However, adapting "house rules" documents in theory and implementing these general house rules in practice ensures (i) effective response mechanism from stakeholders (ii) effective implementation of project activities to be within a harmony.

Last but not least, it is quite worth mentioning that the project under evaluation is quite a technical project and compared to other projects, it is hard to monitor the progress with various partners since the project has been working together with many partners from public to private, integrate 4 dimensions of gender issue, a lot of research exercises conducted with the involvement of different actors and many consultants, many pilot companies and cities involved as well. Overall, it is a complicated project with many partners, various data to handle but have been managed so well until this point.

Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? If not, why? How that could be improved?

Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives? Did the project benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?

The project has experienced difficulty in conducting trainings face to face due to the COVID and it has an impact on reaching their target by the deadline. Beyond the COVID-19 impacts, ILO had experienced difficulty in reaching out the list of participants in each provincial directorate of İŞKUR. There were delays in preparing a list and sharing this list with ILO. Monitoring framework of NAP was successfully developed in four workshops with the participation of all related departments of İŞKUR, however, it is not finalized yet. All interventions, activities were planned together with İŞKUR as stated above and there were some delays along the way, some administrative support from high level inside İŞKUR or ILO might be needed to speed up the process.

ILO ITC offered its support while ILO project team in Türkiye Office attempted to transfer all trainings into a digital platform due to outbreak of COVID-19. As all key informants in ILO Türkiye team appreciated ILO ITC support while transforming the training from face to face into digital. It took so much time and effort, and ILO ITC offered the team a guideline. In short, they were there when they were needed the most. Therefore, technical support from ILO ITC contributed a lot to speed up the digitalization process of the trainings.

ILO is very well known and trustable international organization in the eyes of all partners, stakeholders of this project, therefore, ILO had no difficulty to reach out and recruit beneficiaries for its online training. Under normal circumstances, institutions might want to act cautiously particularly with providing online trainings to their personnel but since there is a trust relationship, their previous experiences working with ILO made these training available. At the same time, ILO has worked with very well-known academicians, consultants who are holding expertise on the subjects that have been working on. These academicians, consultants are also well known to the institutions they have been working with. On the one hand, ILO had no difficulty for finding a technical support from these experts and at the same time, experts were welcomed by participant institutions.

Finally, the project did not benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives. It is funded by SWEDEN only.

4.4   Coherence

Finding 5. There is a significant synergy created between the previous, particularly Phase I of the Project & ongoing ILO's projects and the project being evaluated here on providing decent work opportunities, facilitating the access of women into labour market. ILO's experience of having partnerships and work experience with other stakeholders, local partners, and private companies, and national partners, MoLSS, İŞKUR, has also contributed to the outcome of the project.

4.1. How well do the interventions of the project fit with other interventions of the ILO Office for Türkiye? What synergies have been created?

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

4.3. Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?

4.4. To which extent other activities of the ILO Office for Türkiye support or undermine the project activities, and vice versa?

4.5. How well does the interventions of the project fit with other interventions of the relevant partners?

4.6. To which extent other interventions of the partners (particularly policies) support or undermine the project activities? What has been the added value of the ILO work in terms of comparative advantage?

A document analysis and evaluation interviews indicated that a significant synergy created between ILO's previous & ongoing projects on "Gender Equality", and the project being evaluated here. Beyond projects under ILO's portfolio of "Gender Equality", other projects that are conducted by ILO under "Refugee Response Programme", such as "Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey", "Gaziantep Women-only Center: Providing Livelihood Support", and any project focusing on "Decent Work" have also facilitated synergy and complementarity with the project under evaluation.

The project under evaluation also benefited from ILO's comparative advantage of strong expertise on providing decent work opportunities, facilitating the access of women into labour market and its experience of having partnerships and work experience with long time partners, especially İŞKUR and other national stakeholders including unions, and private sector has also contributed to the outcome of the project.

All the expertise collected under ILO's "Promoting Gender Equality in the World of Work", particularly Phase I of the Project "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey," in 2013-2018, supported the project staff to adopt changes in training programmes' content while targeting different population, institutions under Phase II with different capacity needs, learning from the mistakes while partnering with other stakeholders, benefiting from each other's expertise, sharing their best practices.

On the SWEDEN side, the project also contributes to the achievement of the key priorities set forth in the *Results strategy for Sweden´s reform cooperation with Eastern Europe, the Western Balkans and Turkey 2014-2020* document where SWEDEN aims that initiatives, projects funded should contribute to expediting Turkish membership of the European Union, where Türkiye better fulfils its international and national commitments on human rights, gender equality (including the EU's strategy for equality between women and men) and non-discrimination. This is totally coherent with the objectives of the project under evaluation. Beyond EU membership, they prefer to fund projects in Türkiye that are expected to contribute to results in promoting gender equality. Under the title of "*Focusing on increased respect for human rights and greater opportunities to exercise democratic influence*", SWEDEN strategizes in ensuring "*gender equality issues are given greater political priority and that initiatives strengthen women's and girls' empowerment and opportunities to enjoy their rights. Initiatives should contribute to altering gender- stereotyped attitudes and unequal gender roles.*" The project aligns to the new Strategy practice titled "Strategy for Sweden's reform cooperation with the Western Balkans and Turkey for 2021– 2027", where SWEDEN's priority is determined as contributing to *better prospects for a gender equal society*. In the area of gender equality, SWEDEN would like to see activities that particularly focus on strengthening women's economic empowerment and reducing gender discrimination as well. In that regard, the objectives of the project under evaluation greatly overlaps with the objectives stated in the recent SWEDEN Strategy practice and continues to keep its relevancy.

The interventions of the project under evaluation fit with other interventions of the İŞKUR as well.

ILO Ankara Office in cooperation with the Turkish Employment Agency (İŞKUR) for so long and worked together on Phase I of the "More and Better Jobs for Women Programme" and launched many other projects targeting refugees and their access to decent work labour and pilot projects on active labour market policies for advancing gender equality through decent employment for women in Türkiye on enhancing women employment in Türkiye. On the İŞKUR side, particularly the projects where the main focus is increasing capacity of the İŞKUR for increasing the quality of services relevant to decent work and female labour force participation are quite fit with the activities of project under evaluation. On the other side, the Department of Employment Policies of MoLSS reflected their insights gained through the Participatory Gender Audit process into a newly formulated project called "Promoting Decent Future of Work Approach with a Focus of Gender Equality (FoW)", where the new project activities are complementary with the project under evaluation and have potential to support implementation of one another.

Even though there is a significant alignment and synergy between ILO's projects, particularly Phase I of the very same project, it would have been good to see how entrepreneurship training programmes for Phase I of the Project has reflections on the 2nd Phase of the project interventions. It is planned to support women entrepreneurs, including beneficiaries of the first phase who have already set up start up.

Women who received entrepreneurship training during Phase I has provided training "as role models" to Syrian refugee women and host country women in the context of work on employment of Syrian refugees in another ILO project called "Gaziantep Women-Only Centre: Providing Livelihood Support". Therefore, it would be good to see the same synergy created between Phase I and Phase II of the project such as sharing entrepreneurship experience and knowledge with other women as in the form of "Role Model Seminars" then the project has found a chance to motivate women of Phase II project and contribute to the same outcome of social and economic women empowerment. Indeed, it said in the proposal that "active labour market programmes will be reviewed from gender perspective and taking into account the piloted models on vocational and entrepreneurship training programmes from Phase I of the Project, new models will be developed and piloted", it would be nice to see this contribution.

4.5   Sustainability and Impact Potential

Finding 6. In the private sector side, the companies are very well prepared and very willing to sustain the outcome of the project and proved their willingness to ensure sustainability of gains. On the public institutions side, the capacity building in partner institutions is important for longer-term goals of the program. The digitalization of the training materials through ILO Academy will provide an important opportunity for the sustainability of the trainings.

5.1. Is the to-date achieved progress likely to continue in the similar pace until the end of ongoing project? If no, what actions may be taken for successful accomplishing?

5.2. How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic responses over time?

5.3. To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)?

5.4. To what extent has the project contributed to advance the ILO's core principles (ILS, tripartism and social dialogue, gender equality?

5.5. How the members of the Project Team envisage achievement of solutions for sustainable results?
5.6. What is the level of ownership of the programme by partners and beneficiaries?
5.7. How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?

While we are able to see significant achievement and positive results in the short term, the longer term sustainability of the project and its impact depends on *four* factors (i) the continuation and scaling up of capacity building trainings for different participants such as municipalities (ii) the enhanced capacity of partnering agencies to increase their ownership of the project outcomes, especially supporting women's access to labour market with decent work opportunities and better work environment (iii) continuing to create partnerships between the private sector, public sector and social partners, (iv) continuing to conduct policy advocacy addressing the sociocultural and economic barriers that constrain women's labour force participation potential.

Capacity building in partner institutions is important for longer-term goals of the program. Especially Department of Employment Policies, private companies, unions show eagerness and noted their willingness throughout the KIIs to extend their protocol with ILO to ensure the continuity of these trainings which are speaking to the needs of women, economic empowerment of women. In the İŞKUR's side, the sustainability of the project outcomes is based on İŞKUR's showing its willingness not only in theory but through the implementation of such trainings targeting not only headquarter an in provincial level as well. As one of the key informants stated: "*Capacity development is a process of change to ensure ownership and enable long term sustainability of the results. Therefore, through improving technical capacity of İŞKUR, we are planning to contribute to effective implementation and monitoring of the NAP/LAP. This will be a great earning; therefore, we give extra value to these trainings and İŞKUR's willingness to attend them for the result*". Indeed, İŞKUR indicated its willingness to sustain the outcome of the project by extending of NAP's implementation period and by establishing "Gender Equality Monitoring and Evaluation Commission" and assignment of gender focal points at 81 provinces. However, the implementation of interventions with İŞKUR still needs more action, more promptness from İŞKUR side to make ends means. Indeed, to further sustainability of outcomes within İŞKUR, the trainer trainings were conducted with eligible personnel at İŞKUR, where this can build internal capacity within İŞKUR to continue these training programs and contribute to the scaling up of the number of beneficiaries as personnel and the sustainability of the program. In the medium term, if these trainings are also conducted with selected municipalities as in the pilot phase, this would significantly help sustainability and extend the reach & impact of the program in public level.

In the private sector side, the companies are very well prepared to sustain the outcome of the project and proved their willingness to ensure sustainability of gains by (i) implementing their Enterprise Development Plans with a sustainability strategy , (ii) pursuing the Enterprise Development Teams established during the pilot implementation of ILO Gender Equality Model at the enterprises in order to develop and coordinate steps for gender equality at the workplace, (iii) working on an in-house trainer model which improve sustainability of the model implemented by ILO by creating a trainer pool, drafting materials for the Training of Trainers, etc, (iv) leveraging its branding, communications, advocacy, and social community practices to shift social norms and consumer awareness and attitudes toward women's economic participation.

Regarding financial side, financial sustainability is of high concern for all partners involved and they stated this in the interviews. Financial side of conducting similar type of trainings as a permanent part

of their institution' programme without involvement of any institutions, drafting and updating its content, and adapting this to changing context, priorities is likely to be a burden on the public institutions unless otherwise funded by international donors. Therefore, ILO could use its expertise to secure international funding via transferring their know-how on seeking international funds, proposal writing, formulating outcomes and outputs designing activities, monitoring and evaluation-in later stages.

Regarding project contribution to SDGs, especially considering *Goal 5: Gender Equality* and *Goal 8: Decent Work and Economic Growth* and *Goal 10: Reduced Inequalities of the Sustainable Development Agenda*, particularly the interventions focusing on research made significant contributions. For example, the report written together with an academician and experts from ILO Office of Türkiye and TurkStat calculated the Gender Wage Gap by using new approaches. The new approach to calculation takes due note of international methodological developments, recommendations of the Statistical Office of the European Union (Eurostat), and country practices. The report also includes an indicator calculated for the "Motherhood Wage Gap", an important concept in the literature. Another example can be given from the study on Early Childhood Care and Education Services where the partnership was established with ILO, EBRD, public institutions, worker and employer organizations, and municipalities. The report highlights practices of Organized Industry Zones (OIZs), municipalities and trade unions potentially sustainable and fit for the Turkish context, offers policy recommendations to scale up such practices in Türkiye. Both studies highlighted important data needs while developing new methodology and new innovative models.

Particularly vulnerable women have continued to face more barriers, including legal, practical, cultural when accessing to job market. Lack of enabling factors such as less access to education and finance, policies and regulations which discriminate against women, and overall social norms which limit female participation in the labour force. Based on these reasons, the effectiveness of projects aiming to increase women participation into labour market stays quite limited, therefore strengthening the mainstreaming of gender issues into labour market policies and programmes to ensure that they are adequately involved in policy decisions and to encourage the implementation of gender-sensitive national policies, women's representation in business associations and organizations needs to be strengthened. To address these barriers, ILO and other stakeholders should continue engaging in advocacy and awareness activities throughout Türkiye and enhancing the project's outcome visibility. Both will contribute to the sustainability as well.

As it was mentioned above, the digitalization of the training materials through ILO Academy will provide an important opportunity for the sustainability of the trainings. The trainings will be made available on ILO Academy and is expected to be reached by all related stakeholders for a longer period.

Last but not least, a smooth, meticulously planned exit strategy should be in place before the project is finalized to provide the sustainability.

4.6   Gender equality and non-discrimination issues

Finding 7. Gender mainstreaming has been specifically considered in designing, implementing all parts of the project, including all activities implemented. Activities directly targeting and aiming to increase women's economic empowerment are vital and important part of the overall project. A rights-based approach along with the decent work principles of ILO have been emphasized.

6. 1. Does the project align with ILO's mainstreaming strategy on gender equality?
6.2. To what extent does the project mainstream gender equality in its approach and activities?
6.3. To what extent does the project use gender/women specific tools and products?

The gender lies at the heart of the project under evaluation from beginning to the mid and to the end through its explicit goal of contributing women's labour force participation via following Outcome 1: "More and Better Work Opportunities for Women Job-seekers in Turkey" and Outcome 2: "Improving Working Conditions for Women". Gender mainstreaming has been considered from its design stage onwards to execution stage as the main direct target group is institutions that have been the most relevant institutions which have been conducting various but relevant work around increasing female labour force participation in Türkiye. The design of the project was formulated by taking into considerations the needs of the partner institutions. Based on the findings and recommendations of the capacity assessment study as well as recommendations of the reports of Participatory Gender Audit conducted at the Department of Employment Policies and 23 workers' and employers' organization, a "Matrix of the Modules of the Trainings of More and Better Jobs for Women Programme" was prepared. Therefore, this project made a significant contribution and filling a gap by *locating gender equality in terms of accessing into labour market with decent jobs opportunities* consideration at the heart of the design of the project, where the main targeting group is public institutions and workers 'and employers' organizations exclusively. In addition, the Department of Employment Policies (MoFLSS) adopted the Institutional Gender Mainstreaming Road Map because of Participatory Gender Audit process. Similarly, the Participatory Gender Audit was conducted at the 23 worker and employer organizations and recommendations and draft road maps for gender mainstreaming were formulated. This is the only example in the world where the PGA has been implemented in both public institutions and workers 'and employers' organizations simultaneously.

Regarding implementing gender mainstreaming practice at private companies' level was turned out to be one of most successful intervention among other activities. The model that has been used previously through "ILO Supply Chain Gender Equality Model" at four SMEs in collaboration with ILO SCORE team in Colombia has been revised and developed for medium and small-sized as well as big enterprises by ILO Office for Türkiye as ""ILO Model for Gender Equality in Enterprises". The aim of the model was to initiate deep-seated changes for mainstreaming gender in private sector. These changes include hiring process, salary scales, work climate and work-life balance and it was successfully implemented at both big enterprises as well as companies in Türkiye.

The project was successful up until this point to initiate a kick-off of mainstreaming gender equality in all stakeholders' institutional policies and we will see whether this mainstreaming gender equality led to a policy change in the long run. Indeed, it created an awareness, however it still needs more than awareness but more advocacy support serving for this purpose.

Indeed, earning an income and providing for a family is getting harder for both women and men but this problem is even more acute for women who face gender discrimination, often have fewer job options, and get paid less. Besides, societal expectations regarding gender roles such as they are the one in the family, who has been responsible of childcare, doing household chores, plus gender discrimination coupled with patriarchal norms and cultural limitations which is hindering their participation into active labour market more. On top of these, lack of female leaders, lack of mentors, are among many barriers to women's workplace equality. For these purposes, the project was designed specifically targeting only women indirectly but with an exception of "I Support Equality" training, where stereotypes about being a man are discussed while talking about gender stereotypes.

4.7.   International Labour Standards (ILS) and Social Dialogue aspects

Finding 8. The International Labour Standards (ILS) and Social Dialogue policies of the ILO are strongly embedded in the project design, which has been successfully implemented so far. The project activities and output have been specifically contributing to this end with a particular emphasis on decent work principles of ILO. The project strongly facilitates continued policy dialogue and implementation within its tripartite constituents, including government, employer, and worker representatives.

7.1. How effective was the project in using ILS promotion and social dialogue tools and products? To what extent did the project mainstream social dialogue in its approach and activities?

Tripartism and social dialogue are an issue of concern for this project as it is stated several times in the project proposal, project's progress reports and interviews. Tripartite constituents came together in different workshops, or they involved in various activities of the project individually and tripartite consultations were conducted when drafting the project document accordingly. Indeed, there was a great interest from organizations, including all the constituencies and they showed their willingness to be the part of the project. However, as it is stated in few interviews with the key informants, differing political stand of constituencies created a polarization, considering the rise of conservatism both globally and in Türkiye, and some parties refrained from talking openly in certain issues revolving around gender issues. Gender equality, women's empowerment are the issues that none of the stakeholders or staff member of these organizations that can be against promoting these issues. However, using the word of "gender" might be tricky for some public institutions and certain unions. In that regard, using social dialogue tools more often might be a good method to overcome polarization among partners, since it creates a positive and constructive dialogue platform between those who have different point of views, even contradictory. Advocacy and awareness raising is promoted with different stakeholders, including representatives of the workers and employer's organisations, private sector. However, it seems like it is still needed for certain organizations, particularly targeting specific segment of staff members, in some key informants pointed out high level, senior staff members and in some organizations, the bottom-up approach need to be utilized. In all cases, social dialogue approach needs to be introduced and implemented consistently throughout the project.

Besides, as it was stated by key informant that workplace level social dialogue is also used as an instrument in the Model with Enterprise Development Committees that gather the workers and

employers on an equal basis. One of the pillars of the Model is improving social dialogue at company level, also introducing gender equality as a target to achieve through social dialogue and related ILO was used as a basis to develop the Model. This also directly made a contribution to ILS since the Model takes its roots from the related ILS and aims to actualize the requirements of ILS at company level.

The project managed in mainstreaming social dialogue in its approach and in some of its activities, especially introducing ILO Participatory Gender Audit methodology. ILO introduced PGA to make the capacity and need assessments to identify the entry points for each institution. ILO PGA is the first time implemented in the tripartite structure in the world with participation of the workers and employers' organisations and the public institutions. Another achievement is ÖZİPLİK İŞ developed an initiative and established "Social Dialogue Platform" including representatives from different trade unions and employer organizations as well as public institutions to advocate new ILO Convention on violence and harassment.

5. Conclusions

1. The project has been significantly in line with Türkiye's national development priorities, ILO's mandates, policies and strategies. In particular, the emphasis of the programme on women labour force participation, care policies overlap with the priorities and/or main features of the current context, current themes of this post-COVID-19 era.

2. The project was effective in reaching out beneficiaries and adapting trainings to meet the new requests of COVID-19 pandemic via transferring trainings from face-to-face meeting to digital. On the beneficiary institution side, they are quite satisfied with this collaboration, ILO's flexibility, adaptability while responding to COVID-19, changing needs and priorities of each organization, and listening to their feedback. The infamous COVID-19 caused delays in its nature but on the positive side, it pushed for emergence of online ILO academy. On top of COVID-19 pandemic caused many delays throughout the implementation of activities with İŞKUR.

3. Encouraging the partners, collaborating with them successfully, strengthening dialogue between different partners and raising awareness on gender related issues has been successfully implemented by ILO due to its extensive capacity and expertise in working on increasing women' labour force participation with decent employment opportunities. To further the success of the implementation, and efficiency of project management and implementation, strengthening the collaboration between ILO and İŞKUR might be needed.

4. Gender mainstreaming has been specifically considered in designing, implementing in all parts of the project, including all interventions designed and implemented. The project has made considerable attempts to mainstream gender.

5. The project has been effectively using ILS promotion and social dialogue tools and products and successfully mainstreaming social dialogue in its approach and in some of its activities, especially introducing ILO Participatory Gender Audit methodology.

6. While we are able to see some results even during the implementation stage, the sustainability of the project is depended on the continuation and scaling up of capacity

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building trainings for different participants such as municipalities, the enhanced capacity of partnering agencies to increase their ownership of the project outcomes, especially supporting women's access to labour market with decent work opportunities and better work environment, continuing to create partnerships between the private sector and public sector and creating partnerships with NGOs, continuing to conduct policy advocacy addressing the sociocultural and economic barriers that constrain women's labour force participation potential will be the main factors among others that determine sustainability of the project.

6. Lessons Learned and Emerging Good Practices

Some messages have emerged from the analysis of the document review and key informant interviews and this section provides a discussion on lessons for future implementation of different stages of the project under evaluation for improving project effectiveness, targeting and results:

- **Defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of the project is essential for enhancing the efficiency of the outcomes**: The expectations and responsibilities of each stakeholder in the project needs to be laid out openly in this discussion, in order to make sure the next steps of the program can be implemented with ease and the learnings of this phase of the program can be used constructively in developing the partnership between organizations involved in the project. Beyond the document that elaborating the tasks and responsibilities, elaboration of **risk and mitigation strategies in the program design process will enhance efficiency**. All these components and the practice of innovative methods and tools to inform and involve stakeholders will ensure their commitment and support.

- While choosing the relevant partners for the project, it is important to see **the willingness of each partner for smooth implementation of the project's activities**. Based on the data collected, the interventions targeting private companies produced fruitful outcomes and the private companies reacted to each intervention promptly and attended the seminars, other activities with excitement. This also increases the ownership of the interventions and outcomes on private companies end and help them to internalize the learnings, which prevent waste of time and money, resources in general.

The project is well designed creating success stories with other institutions and also created some firsts such as:

- ILO PGA is the first time implemented in the tripartite structure in the world with participation of the workers and employers' organisations and the public institutions.
- The Department of Employment has succeeded in securing another grant with higher budget from European Union. Since both institutions have been together for a very long time, the Department used this experience to develop a proposal taking its strength from their collaboration with ILO
- The companies, particularly KARSAN's adoption of two company policy documents for improving gender equality at workplace, including "KARSAN Gender Equality Policy" and "KARSAN Zero Tolerance to Violence Policy", which the later one is the first

company document which is totally in line with ILO's Convention No: 190 on violence and harassment at workplace (C190)

- HAK-IS adapted ILO C190 Convention to its collective agreements

Efficient implementation of the project has been ensured through several measures taken by ILO such as:

- The trainings were transferred into the digital platform called "ILO Academy" with a swift reaction to COVID-19 measures
- The decision on making digital shift was not taken solely by ILO but it was also consulted to beneficiary institutions and the decision was taken together
- The selection of partners is very well suited to achieve the goals under the project
- The beneficiaries' feedback was considered in every stage, in every shift that ILO had to make due to COVID-19, not only İŞKUR but also other constituents, such as labour unions, employer organizations consulted during the design and implementation phase of the project
- The need assessments studies were initiated with the involvement of 16 trade unions, 3 employer organizations and 3 worker confederations and government institution (Department of Employment at MoLSS)
- Assignment of a gender focal point in each organization made a positive contribution and triggered a mind shift
- Getting the consent from Board of Trustees to implement the activities smoothly with the main target population in companies, mainly blue-collar workers.

Effectiveness of the project has been ensured through several measures taken by ILO such as:
- All outputs and activities were designed by collaboration between İŞKUR and ILO
- All interventions in the new phase of the project were designed based on lessons learnt of the 1st Phase
- The *Cooperation Protocol* developed specifically for this project and governing the activities contributes the effective project management and define each partners' responsibilities and duties.
- Support and cooperation of the stakeholders and their willingness to work with ILO based on their positive experiences in the past.

7. Recommendations

Criterion	Conclusion	Recommendations	Priority	Timing	To whom?	Resource Implications

Effectiveness	The targeting of any of the trainings, any of the relevant capacity building exercise is quite crucial in reaching project's objectives, not in quantitative terms solely but also in qualitative terms. Indeed, it was provided successfully and in detail particularly for İŞKUR. However, as it is stated during the interviews, as some departments in private companies have already high capacity on gender relevant issues, however, junior staff members need having more of such exercises, workshops, trainings. In some other companies, the higher level, senior management people need these trainings more since they are the decision makers.	1.The level of participants' knowledge on key thematic issues in each organization might vary so a survey before the training conducted with the beneficiaries in each organization will be useful to understand the needs, whom need these trainings the most, the capacity or knowledge level of participants.

2. The careful selection of participants might further impact and effectiveness of trainings. | High | Within the 2nd half of the project | Project Management Team and | SWEDEN

Within the existing budget |
| | The design of the trainings contributes to project effectiveness. Outputs delivered as a result of the capacity building trainings of high quality and satisfying the beneficiary institutions. | 3. Consider reviewing the design, duration and content of the trainings and seminars (given the limitations) along with an assessment of the feedback of the trainers and beneficiaries when necessary. Targeting of the capacity building activities, the content of these activities and the language of these interventions (while not sacrificing the content and significant points) might create more results, more impact on the beneficiary and organization side, if it is planned meticulously and targeted better. | High | Within the second half of the Project | Project Management Team | SWEDEN Within the existing budget |
| Effectiveness | Various advocacy activities have been carried out with all related departments. Indeed, advocacy is a must to develop and ensure ownership and leadership of relevant partners for the results. Indeed, under current political circumstances both development and ensuring ownership goes hand in hand | 4. There is still needed to give more importance to create partners' ownership of the project, their eagerness to conduct these activities together with ILO. Without the ownership, active participation and dedication, the advocacy doesn't seem to turn commitments into actions.
5. Day to day advocacy needs more than commitments but also human and financial resources. The participating | Normal | Within the second half of the Project | Project Management Team | SWEDEN With the existing resources |

	and this project is quite successful to bring women's employment and related issues into the agenda of decision makers	organizations, especially social partners, might need coaching sessions, and financial resources to turn the theory into a practice.				
Effectiveness	The project is successful in conducting and delivering various relevant research studies/advocacy activities on the priority issues of the project including policies on care economy, gender pay gap, gender-based violence at workplace, reconciling work-life balance. Even though they are very fruitful research studies, and even though ILO doesn't have a commitment of implementing these research models under this specific project, the implementing/encouraging its partner to implement these studies' outcomes in pilot projects would increase impact and effectiveness of this outcome.	6. Even though ILO doesn't have an objective of implementing rather working on policies about care economy, it would be beneficial to implement the model within a selected, pilot municipality while ILO technically backing up the implementation, therefore it would be a good practice and might encourage other municipalities to implement such a model on early childhood care. 7. Regarding gender pay gap, ILO together with Turkey's leading sectors could work on models where selected unions take a lead to diminish gender pay gap with a more hands on work model. An immense data was collected on domestic workers. The next step should be working on applied models that will affect workers' lives in a better way. Organizational models on how to bring domestic workers together can be studied, again with technical support of ILO. These models will help sustainability of the achievements of the project while turning the policy documents, road maps, research into feasible applied models.	Normal	Within the second half of the Project	Project Manage ment Team and External stakehol ders and	Other Donors who might show an interest to support that kind of work
	Several joint work plans are submitted and agreed with İŞKUR during the implementation to fasten the pace of the process. This needs to be continued to facilitate the progress of the project activities	8. Consider sharing a well-planned, clean work plan even from scratch including activities, progress, expected outcomes with İŞKUR staff members who are involved in the project within the second half of the project. This could be pursued in order to sustain the open communication and find out a way out of the bottlenecks.	High	Within the second half of the Project	Project Manage ment Team and İŞKUR	SWEDEN With the existing resource s
	The stakeholder meetings are necessary to update each other about the project' progress, conduct	9. Consider holding these meetings in binary combinations since some institutions might refrain from speaking openly about the issues due to various	Normal	For the second half of the project	Project Manage ment Team	SWEDEN With the existing

	brainstorming sessions, initiate partnerships, or at least create a network to introduce institutions to each other and they all worked out very successfully.	reasons, such as their political stand, being rival organizations competing each other—particularly labour unions, having different agenda, priorities, etc. in addition to tripartite dialogue, it might be better if it was also carried out bilaterally as well.				resources
Effectiveness & Impact & Sustainability	The women NGOs have been included in all extended social dialogue practice, such as KEİG, KEDV, CEİD, TKDF to develop policy recommendations, they are not direct partners of the project. In addition, KARSAN signed protocol with Mor Salkım Association for ending violence against women but still NGOs are not targeted either for capacity building like other stakeholders of the project or direct stakeholders	10. Consider working with or including more women NGOs as a direct partner in some engagement level., which are working, advocating for female labour force participation	Normal	Within the second half of the Project and for future projects	Project Management Team	SWEDEN Within the existing budget
Sustainability	While we can see some results even during the implementation stage, the sustainability of the project is depended on the factors mentioned in the recommendation section: .	11. Consider scaling up of capacity building trainings for different participants such as municipalities, NGOs working on female labour force participation, etc. 12. Consider enhancing capacity of partnering agencies to increase their ownership of the project outcomes, especially supporting women's access to labour market with decent work opportunities and better work environment 13. Ensure continuing to create partnerships between the private sector and public sector and creating partnerships with NGOs, 14. Continuing to conduct policy advocacy addressing the sociocultural and economic barriers that constrain women's labour force participation potential		For the second half of the project and for future projects		SWEDEN within the existing budget and other donors for future implementation of other projects
	A strength of the project is that the project activities have	15. Consider updating the need assessment, not a comprehensive one	Normal	For the second		SWEDEN and

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been shaped to deliver robust outputs addressing the needs of the stakeholders, as it is based on a comprehensive need assessment conducted	but an updated version considering their needs might change due to COVID-19, economic decline that the country has been experiencing—since it might have deleterious impact on female labour force participation, to ensure its continuity in being beneficial for stakeholders.		half of the project and for future projects		other donors Within the existing budget
The financial sustainability is likely to be ensured mainly by institutions, which were delivered capacity building trainings and make an investment to train their own trainers	16. Continue and update the trainings under the supervision of ILO but using their own institution trainers to make the capacity building seminars sustainable	Normal	For the second half of the project	Project Management Team and other stakeholders	SWEDEN May require joint fundraising
The institutional sustainability is likely to be ensured mainly by the institutions targeted for capacity building trainings.	17. Consider means for contributing to the sustainability of the capacity already built in these institutions. The enhanced capacity of partnering agencies will increase their ownership of the project outcomes, especially supporting women's access to labour market with decent work opportunities and better work environment.	Normal	For the second half of the project	Project Management Team and other stakeholders	Within the existing budget

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8.   Appendices

ANNEX A. Terms of Reference

TERMS OF REFERENCE

Mid-Term Evaluation of "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey Phase II" Project

PROJECT OVERVIEW	
Project Title	TUR/18/03/SWE: More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey
Contraction Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO Office for Türkiye
Funding source	Sweden
Budget of the Project	SEK 30.000.000 (Swedish Kronor) (3,281,991.83 USD)
Project Location	Türkiye, with project provinces of Ankara, İstanbul, İzmir, Bursa, Konya, and Ordu (January 2019-December 2022)
Type of Evaluation	Mid-Term Independent Evaluation
Expected Starting and End Date of Evaluation	27 December 2021 – 25 March 2021 (Tentative)

I.   INTRODUCTION AND RATIONALE FOR EVALUATION

As per ILO Evaluation Policy, this Project is subject to a mid-term independent evaluation and a final independent evaluation due to the budget size. In that regard, the mid-term evaluation, as projected in the work plan of the project, will be undertaken by an external consultant(s) and/or service providers. The evaluation process will be designed in line with monitoring and evaluation procedures of ILO.

ILO Evaluation Policy adopted by the Governing Body in October 2017, 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. It is planned that a mid-term independent evaluation will be carried out under the overall supervision of the Evaluation Manager, the REO/Europe and ILO Evaluation Office.

a. Project description

Achieving the goal of improving women's employment has become a priority in Türkiye which has one of the lowest female labour force participation rates among countries with similar income levels. The gender gap in labour force participation stands at 38.9%, well above the world average of 26.5%. While most women remain out of the labour market, many women are in fact working in the informal economy. From ILO perspective, not only accessing employment opportunities but also quality of job and working conditions are very important for its global goal of decent work for all. Considering the high rates of women's employment in the informal sector in Türkiye, one should obviously conclude that women's working conditions are far from being in accord with the four pillars of decent work, namely standards and basic rights at work, social dialogue, social security for all, and productive employment.

Building on the lessons learned in Phase I, ILO developed the 2nd Phase of the project on More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey. The main objective of the Phase II is to monitor the results obtained in Phase I as well as make them sustainable. Phase II also aims to improve working conditions for women in selected sectors through establishing wider partnerships with key partners.

Topics such as gender-based violence at work, gender pay gap, reconciling work-life balance and women's leadership are elaborated with consideration of national and international cases as these topics are important at national and international levels for promoting decent working conditions for women.

Phase II of the Project aims at increasing the number of women working under decent conditions in Türkiye through effective implementation and monitoring of NAP and Local Action Plans (LAPs) on Women's Employment, and adoption and implementation of measures for decent working conditions for women (special focus given to gender pay gap, gender-based violence at workplace, reconciling work-life balance and women's leadership) by İŞKUR, Ministry of Labour and Social Security, social partners and by pilot enterprises. Phase II of the Project has two interrelated outcomes with specific outputs:

☐ Outcome 1: More and Better Work Opportunities for Women Jobseekers in Türkiye

☐ Outcome 2: Improving Working Conditions for Women

The results are achieved through contributions from CSOs, academia, other public and local authorities in addition to the collaboration with direct beneficiaries.

ILO with its unique tripartite structure has the mandate to promote Decent Work for All, including women through international labour standards that put social justice including gender equality at the heart of its work.

The implementation period runs from January 2019 to December 2023, with contributions from Sweden.

The project is managed by the Senior Programme Coordinator together with technical officers and admin/finance team. The project team is based in Ankara providing consistent and timely support and coordination to the project activities. The team is also backstopped by GEDI/HQ.

b. Theory of Change

The theory of change for the project in its broad terms can be summarized as follows:

Goal	Increased number of women working with decent conditions in Türkiye	
Goal TOC Statement	If (1) National Action Plan (NAP) and Local Action Plans (LAP) on Women's Employment are effectively implemented and monitored; and if (2) measures for decent work conditions of women (special focus given to gender pay gap, gender based violence at work place, reconciling work-life balance and women's leadership) are adopted and implemented by the Ministry of Labour and Social Security, the social partners (employer and worker organizations) and by pilot enterprises, then (3) number of women working with decent conditions will increase because (6) women job seekers will access more and better work opportunities in Türkiye; and (7) their working conditions will be improved.	
Outcomes	National Action Plan (NAP) and Local Action Plans (LAP) on Women's Employment effectively implemented and monitored.	Measures for decent work conditions of women (special focus given to gender pay gap, gender-based violence at workplace, reconciling work-life balance and women's leadership) adopted and implemented by the Ministry of Labour and Social Security, the social partners and by pilot enterprises
Outcome TOC Statement	If (1) Technical capacity of İŞKUR as well as "National and Provincial Technical Team" are increased on a) gender sensitive employment services, b)	If (1) the Ministry of Labour and Social Security, worker and employer organizations have improved capacity on gender equality and decent work

	advocacy skills; c) result based management approach; and if (2) the result based monitoring framework is in place and used for the NAP and LAPs on Women's Employment through social dialogue practices; and if (3) model gender sensitive ALMPs are designed and piloted, then (4) women job seekers will access more and better work opportunities in Türkiye since (5) public employment policies and services will transform from gender neutral to gender sensitive manner.	conditions for women (focusing on gender pay gap, gender based violence at work places, reconciling work-life balance and women's leadership) as well as on effective communication skills and coalition-building to promote women's opportunities for decent work; if(2) good practices on workplace solutions are developed at model enterprise for improving working conditions of women, then (3) government, worker and employer organizations will take steps by their own and also develop joint action for improvement of working conditions of women.
Outputs	Technical capacity of İŞKUR increased on a) gender sensitive employment services, b) advocacy skills; c) result based management approach. The result-based monitoring framework in place and operational for the NAP and LAPs on Women's Employment through social dialogue practices. The implementation of the NAP and LAPs supported though piloting of gender sensitive ALMPs.	Strengthened technical capacity of the Ministry of Family, Labour and Social Services on gender sensitive employment policies and coalition-building to promote improving decent work conditions for women. Enhanced capacity and mechanisms of worker and employer organizations for gender equality. Improved working conditions of women in model enterprises. Knowledge and experience exchange promoted among the main stakeholders in the world of work to develop appropriate interventions for improving decent working conditions of women in the pilot provinces.
Key Assumption	There is political will to improve gender equality and decent conditions for women. Political and economic stability is ensured and maintained Trade unions are one of the main actors to determine the working conditions. ALMPs is recognized as an efficient tool for invigorate the economy by private sector. The government and the key social partners actively participate in coalition for improving decent work conditions for women.	

	There is strong demand from enterprise to implement Gender Equality Module at enterprises.
	Adequate data exist.
Risks	Changing priorities of the governments and social partners because of political and economic fluctuation
	Rise in conservative political climate that will push for the "traditional" family values and thus against measures to improve gender equality and women's employment Due to economic crisis, failure or downsizing of enterprises that might cause dismissal of workers, including women workers
	As a response to economic crisis, gender blind austerity policies of the public institutions will be implemented.
	Reduced negotiation power of trade unions.
	Unwillingness of private sector for collaboration with public agencies for ALMP's
	Lack of synergies and alignment between stakeholders
	Lack of willingness of enterprises to implement Gender Equality Module.
	Nonexistence of data for gender analysis.

II.   Purpose, Scope and Clients of the Evaluation

The mid-term evaluation will ensure accountability to beneficiary, donor and key stakeholders, and promote organizational learning within ILO and among key stakeholders. Independent project evaluations assess development cooperation projects and programmes as a means to deliver ILO outcomes to constituents at the programme and budget and Decent Work Country Programme levels. They consider the project's relevance, efficiency, effectiveness, coherence and sustainability of outcomes, and test underlying assumptions about contributions to broader developmental impacts. Project evaluations have the potential to:

- improve project performance and contribute towards organizational learning;
- help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term;
- assess the effectiveness of planning and management for future impacts;
- support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners. The evaluation of the project is

part of the Monitoring and Evaluation Plan of the ILO Regional Office for Europe and Central Asia.

- support conceptualization of the next phases, steps, strategies and approaches. The evaluation results would contribute to further project development and help define what and how the ILO contributed to strengthening the capacity of governments and social partners in promoting gender equality in the world of work.

The evaluation results would contribute for further project development to improve labour market integration of women in Türkiye. It would help to define what and how the ILO Office for Türkiye contributed for better working and living conditions of women, improvement of knowledgebase, employability and raising the awareness of them, public institutions and the general public about the labour market access of the women, their rights and obligations. A particular reference will also be given to the overall impact of COVID-19 on protect activities and mitigation measures taken by the Office as a response.

The **scope** of the evaluation will encompass all activities and components of the project for the period of January 2019 to June 2021 and up to the actual time of the mission.

The evaluation will integrate gender equality, other non-discrimination issues and international labour standards as a crosscutting concern throughout its methodology and deliverables. It will give specific attention to how the project is relevant to the ILO's programme framework, UNSDCF and national development frameworks. As the main objective of the project is to increase women's empowerment in Türkiye, gender equality remains at the heart of the project.

The main clients of the evaluation will be ILO management, Project Team members and programming staff in charge of the elaboration of new initiatives in the area of women's employment in the region, donor and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in the Project cities.

III. Management Arrangements for the Assignment

ILO Project Team who will take part in the mid-term evaluation assignment and their responsibilities in this context are stated below.

- Evaluation Manager of the Mid-term Evaluation: Senior Programme Officer, Ms. Özge Berber Agtaş, will supervise, coordinate and guide the assignment. She will give the final decision and feedbacks to all the outcomes of the assignment.

- <u>Project Coordinator:</u> The Coordinator (Senior Programme Officer), Ms. Ebru Özberk Anlı, will provide strategic advice to the process and will ensure that the planned activities are realized in a timely manner to deliver the expected results.

- <u>Project Staff:</u> They will provide necessary documentation, information and the lists of contacts/stakeholders/constituents/ beneficiaries and provide technical support to the consultant within the scope of the assignment when necessary.

- <u>Finance and Procurement Officer & Finance Assistant:</u> They will make sure if the expenditures are realized in accordance with the approved budget and in compliance with the ILO's financial rules and regulations. They will provide administrative and financial support which includes but not limited to preparation of financial documents and following up the payments to the consultant.

IV. Criteria and questions

The evaluation will apply the key criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential and apply international approaches for international development assistance established by OECD/DAC Evaluation Quality Standard and in line with the United Nations Evaluation Group (UNEG). In particular,

- The evaluation should address the evaluation criteria related to relevance, coherence, project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in the [4th edition of the ILO Policy Guidelines](#) for results-based evaluation (2020).

- B. The evaluation adheres to confidentiality and other ethical considerations throughout, following the [United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System](#). The evaluation process will observe confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, project staff will not be present during interviews.

- C. 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. It should be noted that gender is the core dimension of the project.

D. The evaluation will also focus on the effects of the COVID-19 pandemic on the project, assessing whether, how and to what extent unexpected factors have affected project implementation and whether the project has effectively addressed these unexpected factors, including those linked to the Covid-19 pandemic.

E. It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator(s) 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.

The suggested evaluation criteria and indicative questions are given below:

Relevance

- Project's fit with the context:

  o To what extent is the project addressing key relevant components of and is contributing to:

    ▪ ILO results framework (including P&B for 2018-19 and 2020-21), the ILO mandate and relevant policies, including gender equality and non-discrimination, international labour standards, social dialogue and disability inclusion?

    ▪ National development strategies and UN Country programme frameworks (UNSDCF)

    ▪ Constituents' organization's mission, mandate, strategic/organizational plans?

    ▪ The achievement of the relevant Sustainable Development Goals – especially SDG 5, SDG 8 and SDG 10, with particular focus on 5.2, 5.4, 5.5, 8.5, 8.8 and 10.3 in piloting countries?

  o To what extent has the project been repurposed to provide a timely and relevant response to constituents' needs and priorities in the Covid-19 context?

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

- What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?

- In accordance with the overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?

- Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?

- 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?

  - To what extent was the project designed based on ILO constituents' needs at the global and national levels and grounded on consultation with target beneficiaries?

  - Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?

Effectiveness

- How is the progress in the project objectives so far achieved? What are the results noted? Have there been any obstacles, barriers? **What are the results noted, particularly in terms of notable successes or innovations?**

- Have there been any unintended results (positive or negative)? Please give particular attention to the impact of COVID-19.

- To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project and project targets after the COVID-19 crisis?

- Has the project fostered ILO constituents' active involvement through social dialogue through this project in articulating a response to the immediate effects of the pandemic?
- How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- Are the activities and outputs of the project consistent with their overall objectives of the project?
- How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners? Was a monitoring and evaluation system developed at the outset of the project and updated regularly?
- Is there any communication strategy available? If yes, 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?
- Given the size of the project, its complexity and challenges, are the existing management structure and technical capacity sufficient and adequate?
- Has the project been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?
- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives? Did the project benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?

Coherence

- How well do the interventions of the project fit with other interventions of the ILO Office for Türkiye? What synergies have been created?
- To which extent other activities of the ILO Office for Türkiye support or undermine the project activities, and vice versa?
- How well does the interventions of the project fit with other interventions of the relevant partners?
- To which extent other interventions of the partners (particularly policies) support or undermine the project activities?
- What has been the added value of the ILO work in terms of comparative advantage?

Sustainability and impact potential

- Is the to-date achieved progress likely to continue in the similar pace until the end of ongoing project? If no, what actions may be taken for successful accomplishing?

- How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic responses over time?

- To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)?

- To what extent has the project contributed to advance the ILO's core principles (ILS, tripartism and social dialogue, gender equality?

- How the members of the Project Team envisage achievement of solutions for sustainable results?

- What is the level of ownership of the programme by partners and beneficiaries?

- How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?

Lessons learned and good practices for future

- What are the to-date lessons learned from the process of the implementation?

- How these lessons should be incorporated or made use of for better implementation of ongoing project and in the formulation of new interventions?

- 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?

- What lessons and good practices from the project are relevant for the COVID-19 response?

Gender equality and non-discrimination issues

- Does the project align with ILO's mainstreaming strategy on gender equality?

- To what extent does the project mainstream gender equality in its approach and activities?

- To what extent does the project use gender/women specific tools and products?

International Labour Standards (ILS) and Social Dialogue aspects

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

- To what extent did the project mainstream social dialogue in its approach and activities?

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 implementation of ongoing project and the design of potential future initiatives.

V.   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 and participate in dissemination processes.

The methodology will include examining the project's **Theory of Change** in the light of logical connect between the levels of results, their alignment with the ILO's strategic objectives. Particular attention will be given to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology for collection of evidence 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 (online)* to collect and analyse primary data; and (3) *a data analysis and reporting phase* to produce the final evaluation report.

The evaluation will be carried out in the middle of a pandemic caused by the COVID-19 virus. The pandemic is likely to have serious implications for data collection for this independent final evaluation. In principle, domestic travel by the evaluator may not be possible due to COVID-19 related travel restrictions. Therefore, alternative methodologies for the data collection will be considered. This could include extensive use of video-conferencing technology, and other forms of online and virtual approaches building on EVAL's guidance notes "COVID-19: Conducting evaluations under challenging conditions" and Implications of COVID-19 on evaluations in the ILO (Practical tips on adapting to the situation). Should country-based field work be necessary, a team of national consultants could make part of the evaluation team.

The evaluation would apply multiple methods. 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, Logical Framework, progress reports, mission reports, news on activities and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications). Secondly, the Evaluator(s) is expected to use **interviews (telephone or computer based due to COVID measures)** as a means to collect relevant data for the evaluation. Individual or group interviews will be conducted with the main clients defined in the TOR.

Evaluator(s) would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project Team in consultation with the Evaluation Manager. Thirdly, the Evaluator may use **online surveys and/or focus group discussions** to collect data for the evaluation from the target groups, if applicable.

Opinions revealed by the 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 nationality, during the collection, presentation and analysis of data. To the extent possible, data should be responsive to and include issues relating to diversity and non-discrimination.

The evaluator will be expected to follow EVAL's Guidance material on appropriate methodologies to measure key cross-cutting issues, namely the ILO EVAL [Guidance Note 3.1 on integrating gender equality and non-discrimination](); and the ILO EVAL [Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects]().

More specifically, in accordance with ILO Guidance note 3.1: "Considering gender in the monitoring and evaluation of projects", the gender dimension should be considered throughout the methodology, deliverables and final report of the evaluation. The evaluator should assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men. Data shall be disaggregated by sex where possible and appropriate during the collection, presentation and analysis of data. To the extent possible, data should be responsive to and include issues relating to diversity and non-discrimination.

All this information should be accurately reflected in the inception report and final evaluation report.

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. The limitations of the chosen evaluation methods should be also clearly stated.

Planning Consultations: The evaluator(s) will have a consultation meeting (via online meeting tools 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: 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-Data Collection Debriefing: Upon completion of the report, the evaluator(s) will provide a debriefing to the ILO/Ankara on the evaluation findings, conclusions and recommendations. Final draft of the report will be shared by the evaluator(s) with the Evaluation Manager who will circulate it to the stakeholders for their comments and inputs and the evaluator(s) will be responsible for considering the feedback provided and reflecting relevant inputs to the final report.

Debriefing/Presentation: Upon completing the report, the evaluator will provide a debriefing to the ILO Team on the evaluation findings, conclusions and recommendations. The final draft of the report will be shared by the evaluator with the Evaluation Manager, who will circulate it to the stakeholders and the project team for their comments and inputs, and the evaluator will be responsible for considering the feedback provided and reflecting relevant inputs to the final report.

VI.   Main Outputs (Deliverables)

Inception Report (to be submitted to the Evaluation Manager within **twelve 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(s) will also share the initial draft inception report with the Project Team

and Evaluation Manager to seek their comments and suggestions. The inception report should be in line with ILO EVAL Office Checklist.

Draft Final Report (initial draft to be submitted to the Evaluation Manager within **15 days** of completion of the data collection)

The evaluation consultant shall submit to the Evaluation Manager the initial draft of the final report. This draft will be app. 30 pages plus executive summary and appendices.

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 should be submitted along with all relevant Annexes as indicated in ILO Guidance Note on the evaluation report (including executive summary, good practices, lessons learned and etc.).

The final report will be disseminated to all key project stakeholders as well as concerned ILO officials.

Debriefing/Presentation of preliminary findings:

The evaluator will take part in a debriefing meeting to present the preliminary findings of the evaluation report.

An evaluation summary using the ILO Summary template.

VII. Suggested Report Format

The final version of the report shall 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. Acronyms
4. Executive Summary
5. Project Background
6. Evaluation Background
7. Evaluation criteria and questions
8. Evaluation Methodology
9. Main Findings
10. Conclusions

11. Lessons learned and Emerging Good Practices

12. Recommendations

13. 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

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 ILO Team into the draft report, the draft report will be shared with the stakeholders to receive their comments.

- After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by the 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 shall be delivered not later than **two weeks** after receiving the comments to the draft report.

VIII. Management Arrangements

The evaluation team will be comprised of an independent consultant(s) working under supervision of the ILO Evaluation Manager. The evaluation will be managed by Özge Berber Agtaş, Senior Programme Officer of the ILO Office for Türkiye under the coordination of Ms Irina Sinelina, ILO Regional Evaluation Officer/EVAL.

IX. Requirements

Qualifications of the Evaluator(s)

- Substantial knowledge of the gender issues in Türkiye

- Familiarity with the issues of women and labour market

- Proven record on experience in evaluation of development interventions

- Knowledge of the ILO's mandate 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 relevant disciplines

- Excellent analytical and report-writing skills

- Qualitative and quantitative research skills

- **Full command of English and Turkish**

- *(Desirable):* Certificate indicating completion of the ILO EVAL's online *Self-induction programme*. The programme takes one hour, and a certificate is provided upon completion of the programme. The programme is available at http://training.itcilo.org/delta/ILO-EVAL/ILO_Self-induction_Module_for_Evaluation_Consultants-Part-I/story_html5.html.

The final selection of the evaluator(s) 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, from RO Europe evaluation focal point (Mr. Daniel Smith) and a final approval by EVAL.

X.   Roles and Responsibilities

The Evaluator(s) is responsible for conducting the evaluation according to the terms of reference (TOR). They will be:

•   Reviewing the ToR and provide input, propose any refinements to assessment questions, as necessary.

•   Reviewing project background materials (e.g., project document, progress reports, log frame, budget, and visibility and promotion 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 data collection mission.

•   Conducting online 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.

•   Preparing final report based on the feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

•   Reviewing the ToR, and circulating it for comments, input

- Submitting the selected candidate's CV to REO, EUROPE Evaluation Focal Point and EVAL 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 Team is responsible for:

- Providing project background materials, including project document, surveys, studies, analytical papers, progress reports, tools, publications produced;

- 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.

XI. Timeframe

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

Tasks	Number of working days
Desk review of project related documents; Online briefing with Evaluation Manager, M&E Officer and Project Manager.	10 days

Prepare inception report including interview questions and questionnaires for project stakeholders	
Conduct interviews, surveys with relevant project staff, stakeholders, and beneficiaries.	15 days
Analysis of data based on desk review, online research, interviews/questionnaires with stakeholders; draft report	10 days
Revise and finalize the report	5 days
Total	**40 days**

XII.   Legal and ethical matters, 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.

The evaluator(s) shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

Payment and Place of Work Details

On completion of the work to the satisfaction of the ILO, the ILO will pay to the External Collaborator as the maximum amount of 4.600 USD on a lump sum basis. The evaluator will be responsible for all administrative costs and any other costs as incurred for activities outlined in this ToR.

Place of work

This is a home-based assignment. However, the External Collaborator is expected to conduct online or phone interviews with identified interviewees (up to 4 days) and briefing meeting (up to 2 days) within the duration of this assignment. No travel is required under this assignment; in case of a need, the ILO Office for Türkiye will evaluate the necessity of the travel and cover travel expenses separately.

Payment will be made in two tranches;

1. **30%** upon the submission of the inception report
2. **70 %** upon the submission of the final report

The contract 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 for Deliverable Submission	Payment upon Approval
1. Submission of the Inception Report	14 days following the signature of the Contract	1150 USD
2. Conducting interviews with relevant project staff, stakeholders and beneficiaries	10 – 30 January 2022	-
3. Submission of the Draft Final Report	20 February 2022	-
4. Submission of the Final Report	20 March 2022	3450 USD

Annex A/I: All relevant ILO evaluation guidelines and standard templates

- Code of conduct form (To be signed by the evaluators)
  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

- Checklist 5 preparing the evaluation report
  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

- 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_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

- Guidance note 4 Integrating gender equality in M&E of projects
  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

- Template for evaluation summary
  http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc

- Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to
  the situation https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---
  eval/documents/publication/wcms_744068.pdf

- Guidance note 4 Integrating gender equality in M&E of projects
  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

- i-eval Connect: Knowledge sharing platform -- Evaluation Office (EVAl)
  https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx

- ILO Library guides on gender https://libguides.ilo.org/gender-equality-en

Objectives and Indicators:

Logical Framework Matrix

Project title: More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey Second Phase				Project duration: 72 months	Total Budget: 3.281.991,83USD
Overall goal/Development Objective: Increased number of women working with decent conditions in Turkey					
COMPONENT I: More and Better Work Opportunities for Women Job Seekers in Turkey					
Direct Beneficiary: İŞKUR General Directorate and Provincial Directorates in the pilot provinces, women job seekers registered to İŞKUR **Ultimate beneficiaries**: Women job seekers					

Project structure	Indicators			Means of verification	Assumptions and Risks
	Indicator	**Baseline**	**Target**		
Project/ Outcome 1 National Action Plan (NAP) and Local Action Plans (LAP) on Women's	OC 1.a. Incorporation of "SMART" targets and indicators into the NAP and LAPs on Women's Employment	OC 1.a No SMART target or indicator in the NAP/LAPs	OC 1. Adoption of the upgraded NAP and LAPs on Women's Employment including "SMART" targets	Regular reports in line with the developed monitoring framework İŞKUR's Annual Activity Reports	*Assumption*: High level engagement of İŞKUR

Employment effectively implemented and monitored.	OC 1.b. Achievement ratio of each target in the NAP and LAPs including strengthened women entrepreneurs OC 1.c Number of İŞKUR's Annual Activity Reports including the result-based monitoring reports of NAP	OC 1.b. N/A OC 1.c. 0	and indicators by Q2 of 2020. OC 1.b. At least 75% achievement of each target in the NAP and LAPs by the end of 2022 OC 1.c At least 2		*Risk*: Political and macro-economic fluctuation
Output 1.1 Technical capacity of İŞKUR increased on a) gender sensitive employment services, b) advocacy skills; c) result based management approach	OP1.1.a Number of staff who completed capacity development activities OP1.1.b. Evaluation of training by participants (Kirkpatrick Level 1 for the staff participating to the trainings on "gender responsive employment services", "advocacy	OP1.1.a. 450 participants trained on gender sensitive public employment services in the 1st phase of the project. OP1.1.b. 75 per cent participants rated the training as excellent or good	OP1.1.a. 1500 staff trained OP1.1.b.75% of participants rate the training as excellent or very good	Training reports Monitoring report	*Assumption*: Continuity of commitment of İŞKUR *Risk*: changing priorities of İŞKUR

skills" "result based management approach" for the first time in the framework of 1st phase of the project) OP1.1.c. Improved knowledge of İŞKUR staff (Kirkpatrick Level 2 for all training participants) OP1.1.d. Level of acquisition and use of relevant knowledge, skills and attitudes among participants (Kirkpatrick Level 3 for the staff who had received training on similar subjects in the framework of 1st phase of the project)	OP1.1.c.N/A OP1.1.d. N/A	OPI 1.1.c. 75% of participants have improved knowledge on gender sensitive employment services, advocacy skills; and result based management approach OP1.1.d. 75% of participants report to have acquired relevant skills and knowledge and to use them in their works.		
Activity 1.1.1	Capacity and need assessment of İŞKUR staff on gender sensitive employment services, advocacy skills and the result-based management (2019)			

Activity 1.1.2	Revising/developing training programmes and training materials based on the findings of the assessment (2019)				
Activity 1.1.3	Delivering of the training programmes to İŞKUR staff (2020-2021)				
Activity 1.1.4.	Monitoring and assessment of results of the capacity development and preparation of recommendations for scaling up of the trainings				
Output 1.2 The result-based monitoring framework in place and operational for the NAP and LAPs on Women's Employment through social dialogue practices	OP1.2a. Existence of result-based monitoring framework for NAP and LAPs on Women's Employment OP1.2b. Existence of Annual Monitoring Reports in line with result-based monitoring framework OP1.2c. Developed draft regulation defining implementation and monitoring mechanism of NAP	OP 1.2.a. No result-based monitoring framework for the NAP or LAP OP 1.2b. One Monitoring Report without result based monitoring framework OP1.2.c. No regulation	OP1.2a. Formulation of the result-based monitoring framework for the NAP and LAPs in place 2019 OP1.2.b. Preparation of annual monitoring reports in line with result-based monitoring framework by the end of 2020, 2021, 2022. OP 1.2.c Draft Regulation in place in 2022	Existence of the result-based monitoring framework for the NAP and LAP Draft regulation	*Assumption*: Continuing interest of stakeholders at national and local level *Risk*: Lack of synergies and alignment between stakeholders

Activity 1.2.1:	Capacity building on result-based monitoring for "National Technical Team" at central level and "Provincial Technical Teams" at the pilot provinces, composed of representatives of the constituent and the key stakeholders (2019),
Activity 1.2.2:	Development of monitoring framework for the NAP and LAP in cooperation with the National/Provincial Technical Teams by receiving contribution of the constituent and the other related stakeholders (2019-2020)
Activity 1.2.3:	Providing coaching and continuous mentoring for preparation of Annual Monitoring Reports and drafting the regulation defining implementation and monitoring mechanism of NAP.
Activity 1.2.4:	Conducting experience sharing workshops on implementation and monitoring of the LAPs (2021 and 2022)
Activity 1.2.5	Organizing an exhibition on best practice of implementation and monitoring of LAP among the pilot provinces of İŞKUR Provincial Directorate (2022)

Output 1.3 The implementation of the NAP and LAPs supported though piloting of gender sensitive ALMPs	OP1.3.a. Availability and quality of the piloted model gender responsive ALMPs	OP1.3.a. 1 (Women Entrepreneurship Supporting Programme piloted in the 1st Phase)	OP1.3.a. Existence of at least 3 piloted model gender sensitive ALMPs by the end of 2022 (50% of indicator) and at least 5 different key stakeholders score piloted models at least as 4 out of 5 points (50% of indicator)	Training report including assessment to capture Kirkpatrick Level 1 and 2 results)	*Assumption*: Willingness of İŞKUR as well as other stakeholders on development of gender sensitive ALMP models
	OP1.3.b. Number of women utilized piloted model ALMPs	OP1.3.b. 400	OP1.3.b. +600	Monitoring report

Assessment report of the pilot implementation of gender responsive ALMPs | *Risk*: Economic crisis resulting in diminished motivation of stakeholders |
	OP1.3.c. Evaluation of beneficiaries of the piloted model ALMPs (Kirkpatrick Level 1)	OP1.3.c. not performed	OP1.3.c.75% of beneficiaries rate the model ALMP as excellent or very good		
	OP1.3.d. Improved knowledge of beneficiaries of the piloted model ALMPs (Kirkpatrick Level 2)	OP1.3.d. Pre-program assessment still being performed	OP1.3.d. 75% of beneficiaries have improved knowledge		
	OP1.3.e. Level of acquisition and use of relevant knowledge,				

skills and attitudes among beneficiaries (Kirkpatrick Level 3)	OP1.3.e. Pre-program assessment still being performed	OP1.3.e. 75% of participants report to have acquired relevant skills and knowledge and to use them in their works		

Activity 1.3.1	Conducting analysis of ALMPs implemented by İŞKUR and their relative success in terms of women's job placement (2019).
Activity 1.3.2	Development and disseminating of the best practises report on gender sensitive ALMPs of which would have been identified as comparatively higher positive impact on women's job placement in the analysis conducted under Activity1.3.1 (2019)
Activity 1.3.3	Based on the findings of analysis and best practice report, design model gender responsive ALMPs
Activity 1.3.4	Piloting model gender responsive ALMPs
Activity 1.3.5	Monitor and assessment of the pilot implementation of gender responsive ALMPs

Activity 1.3.6	Developing Policy & Action Brief on piloted gender responsive ALMPs based on the assessment results (2022)
Activity 1.3.7	Producing communication material for ensuring visibility of success stories of women (2022)

COMPONENT II: Improving Working Conditions of the Women

Direct Beneficiary:
      Ministry of Labour and Social Security (MoLSS)
      Workers' and employers' organizations
      Enterprises in the selected sectors

Ultimate beneficiaries: Women employees

Project structure	Indicators			Means of verification	Assumptions and Risks
	Indicator	**Baseline**	**Target**		
Outcome II Measures for decent work conditions of women (special focus given to gender pay gap, gender based violence at work place, reconciling work-life balance and women's leadership) adopted and implemented by the Ministry of Labour and Social Security, the social	OC2. Number of measures adopted (50% of indicator) and implemented (50% of indicator) 2a.i) by MoFLSS 2a.ii) by employers' and workers organizations 2aiii) by pilot enterprises	a) To be determined based on findings of situation/capacity assessment studies b) To be determined based on findings of situation/capacity assessment studies	OC2.a.i) at least 2 adopted and 1 implemented OC2a.ii) at least 4 adopted and 2 implemented OC2a.iii) at least 6 adopted and 3 implemented	Strategic and policy documents of DGoL, partner worker's and employer's organizations and HR policy documents of partner enterprises	*Assumption*: Relatively stable political situation in the country High level of political commitment of all stakeholders on project objectives *Risk*: Rise in conservative political climate that will push for the "traditional" family values and thus against measures to improve gender equality and women's employment

partners and by pilot enterprises					
Output 2.1. Strengthened technical capacity of the Ministry of Labour and Social Security on gender sensitive employment policies and coalition-building to promote improving decent work conditions for women	OP2.1.a. Number of staff that completed the training programme OP2.1.b. Evaluation of trainings by participants (Kirkpatrick Level 1) OP2.1.c. Improved knowledge of training participants (Kirkpatrick Level 2) OP2.1.d. Existence of Road Map	OP2.1.a. 0 OP2.1.b. N/A OP2.1.c. N/A OP2.1.d. No Road Map	OP2.1.a. 50 staff OP2.1.b.75% of participants rate the training as excellent or very good OP2.1.c. 75% of participants have improved knowledge on gender OP2.1.d. Availability of a Road Map on gender sensitive policy/legal arrangement	Training reports Road Map Monitoring reports	*Assumption*: Continuity of commitment of MoFL&S, DGL, DEP. *Risk*: Changing priorities of MoFL&S, DGL, DEP.
Activity 2.1.1:	Capacity and need assessment of the Ministry of Labour and Social Security on development of gender responsive employment polices (2019)				

Activity 2.1.2:	Developing and delivering of training programmes and materials on gender equality, participatory gender audit and on effective communication skills and coalition-building to promote women's opportunities for decent work for staff of the Ministry (2019-2020)				
Activity 2.1.3:	Conducting a gender analysis of the latest legal/policy arrangements for women's employment such as maternity leave, paternity leave, part-time work, unpaid leave, registered/unregistered employment etc (2020)				
Activity 2.1.4	Publishing and disseminating the report on findings of the gender analysis with the Public Institutions working for women's employment (2021)				
Activity 2.1.5	Providing coaching and continuous mentoring for drawing an Institutional Road Map describing further steps of the Ministry for formulation of measures for decent work conditions of women and cooperation opportunities with social partners (2020)				
Activity 2.1.6	Monitoring and assessment of the capacity development activities and development of recommendations for scaling up (2020-2022)				
Output 2.2 Enhanced capacity and mechanisms of worker and employer organizations for gender equality	OP2.2.a. Number of representatives of worker and employer organizations who completed the ILO's gender equality training OP2.2.b. Evaluation of trainings by	OPI 2.2.a. 0 OPI 2.2.b. 0 (no assessment performed so far)	OP2.2.a. To be determined based on findings of situation/capacity assessment studies (preliminary expectation – 200) OP2.2.b.75% of participants rate the training as	a) Training reports b) Monitoring report c) Training Manual	*Assumption*: Employer and worker organizations' willingness on development of initiatives for gender issues *Risk*: Changing priorities of the organisations because of the political climates

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	participants (Kirkpatrick Level 1) OP2.2.c. Improved knowledge of participants of trainings (Kirkpatrick Level 2) OP2.2.d. Existence of training manual on industrial relations and gender OP2.2.e. Number of developed Organizational Road Map	OP2.2.c. 0 (assessment was not performed so far) OP2.2.d No manual OP2.2.e. 1 (developed by HAKİŞ)	excellent or very good OP1.2.c. 75% of participants have improved knowledge on gender OP2.2.d Training manual will be in place in 2022 OP2.2.e. To be determined based on findings of situation/capacity assessment studies (preliminary expectation-5)	
Activity 2.2.1:	Conducting situation analysis at selected employees' and employers' organizations as well as the ones focusing on the women dominated sectors as home-based working and domestic labour (2019)			
Activity 2.2.2	Developing training programmes and materials on gender equality and international labour standards based on the situation analysis (2019)			

Activity 2.2.3:	Delivery of training programmes on gender equality and international labour standards in the framework of ILO conventions to promote women's opportunities for decent work, including unionisation practises of women (2020)				
Activity 2.2.4:	Interaction activities for the selected employee and employer representatives in the selected enterprises for strengthening social dialogue mechanism to improve decent work conditions and opportunities for women in enterprises (2021-2022)				
Activity 2.2.5:	Supporting establishment and capacity development of women committees/office/branch/working groups at the worker and employer organizations to ensure sustainability of the gender mainstreaming efforts and building collaborative relationship between these committees and other stakeholders for future steps (2021-2022)				
Activity 2.2.6	Providing coaching and continuous mentoring for drawing an Organizational Road Map describing their further steps for empowering of women members and improving gender equality in their organizations. (2020-2021)				
Activity 2.2.7:	International Experience Sharing Conference on Women in Industrial Relations (2022)				
Activity 2.2.8	Monitoring and assessment of results of the capacity development and preparation of recommendations for scaling up of the trainings				
Output 2.3 Improved working conditions of women in model enterprises	OP2.3.a. Number of enterprises that implement ILO's Supply Chain Gender Equality Model OP2.3.b. Evaluation of participants of the	OP2.3.a. 0 OP2.3.b. N/A	OP2.3.a. 10 OP2.3.b.75% of participants rate the training as	a) Training reports b) Monitoring and implementation report c) Compendium on good practices	*Assumption*: Willingness of the enterprises for implementation of the model *Risk*: Lack of willingness of enterprises to implement Gender Equality Module

	trainings (Kirkpatrick Level 1) OP2.3.c. Improved knowledge of participants of trainings (Kirkpatrick Level 2) OP2.3.d. Number and impact of initiatives that were developed at selected enterprises for improvement of gender equality	OP2.3.c. N/A OP2.3.d. To be determined based on findings of report on good practices	excellent or very good OP2.3.c. 75% of participants have improved knowledge on gender OP2.3d. 15 initiatives that are scored with respect to effectiveness as good or very good (4 or 5 out of 5 points scale) by workers and employers at enterprises and external evaluation		
Activity 2.3.1:	Identification of enterprises in the pilot sectors (textile, commerce and office and metal) (2019-2020)				
Activity 2.3.2:	Development of a report on good practices on "Workplace Solutions for Improving Working Conditions and Status of Women"				
Activity 2.3.3:	Conducting ILO's Supply Chain Gender Equality Model in selected enterprises (2019-2021)				

Activity 2.3.4:	Monitoring and assessment of the implementation of the model				
Activity 2.3.5	Preparing and disseminating compendium on good practices on improving gender equality at workplace (2022)				
Output 2.4 Knowledge and experience exchange promoted among the main stakeholders in the world of work to develop appropriate interventions for improving decent working conditions of women in the pilot provinces	OPI 2.4.a Number of gender analysis OPI 2.4.b. Number of representative of key stakeholders who attended to the sectorial meetings OP2.4.c. Number of advocacy initiatives OPI 2.4.d. Assessment of inclusiveness and quality of collaboration in	OP2.4.a. to be determined during the desk review phase of the gender analysis OP2.4.b. 0 OP 2.4.c. 0 (not performed yet) OP 2.4.d. 0 (not performed yet)	OPI 2.4.a At least 7 OPI 2.4.b. At least 350 representatives of key stakeholders OPI 2.4.c. At least 6 advocacy initiatives OP2.4.d. 70 % of key stakeholders scored its inclusiveness and	a) The report on Gender Analysis on working conditions in the selected sectors b) Event reports c) Interviews or surveys over time with representatives of coalition and other related stakeholders d) Assessment report of multi-stakeholder coalitions	*Assumption*: Availability of the qualified expertise in internally and in Türkiye *Risk*: Nonexistence of updated data for the related topics

	multi-stakeholder coalitions		quality as 4 out of 5 points		
Activity 2.4.1:	Conducting gender analysis in the selected sectors with special focus on gender pay gap, gender based violence at workplaces, reconciling work-life balance and women's leadership
Activity 2.4.2:	Conducting 8 times sectorial and/or cross-sectorial social dialogue meetings to disseminate the findings of the gender analysis and to develop appropriate intervention for promotion of women's working condition
Activity 2.4.3:	Supporting the design and implementation of advocacy initiatives (incl. events, campaigns, conferences) of multi-stakeholder coalitions such as CSO's, worker and employer organisations, public authorities.
Activity 2.4.4:	Monitoring and assessment of multi-stakeholder coalitions and preparation of recommendations for replication of good practises
Activity 2.4.5.	Carrying out visibility action of the project, including opening and closing conference and running web page and social media account

ANNEX B. Evaluation Questions

Evaluation Criteria	Evaluation Questions
Relevance	1.1. To what extent has the project been relevant and is contributing to ILO's results framework (including P&B), mandates and policies, particularly on gender equality and international labour standards, social dialogue, and inclusion of disability? 1.2. To what extent has the project been relevant and is contributing to ILO's constituent organization's mission, mandate, strategic/organizational plans?
	1.3. To what extent has the project been relevant and is contributing to national country strategies and UN Country programme frameworks (UNDAFs/UNSDCFs)?
	1.4. To what extent has the project been relevant and is contributing to ILO's the achievement of the Sustainable Development Goals – especially SDG 5, SDG 8 and SDG 10, with particular focus on 5.2, 5.4, 5.5, 8.5, 8.8 and 10.3 in Türkiye?
	1.5. To what extent has the project been repurposed to provide a timely and relevant response to constituents' needs and priorities in the Covid-19 context? 1.6. Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?
	1.7. What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process? 1.8. To what extent was the project designed based on ILO constituents' needs at the global and national levels and grounded on consultation with target beneficiaries?
	1.9. In accordance with the overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?

	1.10. Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs, and activities that aim to promote gender equality?
	1.11. 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? 1.12. Are the activities and outputs of the project consistent with their overall objectives of the project?
Effectiveness	2.1. How is the progress in the project objectives so far achieved? What are the results noted? Have there been any obstacles, barriers? What are the results noted, particularly in terms of notable successes or innovations?
	2.2. Have there been any unintended results (positive or negative)? Please give particular attention to the impact of COVID-19. 2.3. To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project and project targets after the COVID-19 crisis? 2.4. Has the project fostered ILO constituents' active involvement through social dialogue through this project in articulating a response to the immediate effects of the pandemic?
	2.5. How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
	2.6. What are the major factors influencing the achievement or non-achievement of the objectives
	2.7. How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners? Was a monitoring and evaluation system developed at the outset of the project and updated regularly?
	2.8. Is there any communication strategy available? If yes, how effective was the communication strategy implemented?

Efficiency	3.1. How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?
	3.2. Given the size of the project, its complexity and challenges, are the existing management structure and technical capacity sufficient and adequate?
	3.3. Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? If not, why? How that could be improved?
	3.4. Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives? Did the project benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?
Coherence	4.1. How well do the interventions of the project fit with other interventions of the ILO Office for Türkiye? What synergies have been created? 4.2. How well does it complement other ILO projects in the country and/or other donors' activities? 4.3. Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?
	a. To which extent other activities of the ILO Office for Türkiye support or undermine the project activities, and vice versa? b. How well does the interventions of the project fit with other interventions of the relevant partners? c. To which extent other interventions of the partners (particularly policies) support or undermine the project activities? d. What has been the added value of the ILO work in terms of comparative advantage?
Sustainability and impact potential	5.1. Is the to-date achieved progress likely to continue in the similar pace until the end of ongoing project? If no, what actions may be taken for successful accomplishing? 5.2. How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic responses over time?

	5.3. To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)? 5.4. To what extent has the project contributed to advance the ILO's core principles (ILS, tripartism and social dialogue, gender equality? 5.5. How the members of the Project Team envisage achievement of solutions for sustainable results? 5.6. What is the level of ownership of the programme by partners and beneficiaries? 5.7. How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?
Lessons Learned and good practices for future	6.1. What are the to-date lessons learned from the process of the implementation? 6.2. How these lessons should be incorporated or made use of for better implementation of ongoing project and in the formulation of new interventions? 6.3. Are there good practices to be replicated both nationally and globally? 6.4. Is the project successful in terms of advocating and promoting good practices through innovative communication tools? 6.5. What lessons and good practices from the project are relevant for the COVID-19 response?
Gender equality and non-discrimination issues	7.1. Does the project align with ILO's mainstreaming strategy on gender equality? 7.2. To what extent does the project mainstream gender equality in its approach and activities? 7.3. To what extent does the project use gender/women specific tools and products?
International Labour Standards (ILS) and Social Dialogue aspects	8.1. How effective was the project in using ILS promotion and social dialogue tools and products? 8.2. To what extent did the project mainstream social dialogue in its approach and activities?

ANNEX C. List of key informant interviews conducted

Project Stakeholders	Key Informants	Place	Remarks
Project Implementation Institution: ILO	Senior Programme Officer	Remote	21 February 2022 Remote
	Gender and Social Dialogue Officer	Remote	28 February 2022 Remote
	Employment and Entrepreneurship Officer	Remote	24 February 2022 Remote
	Communications and Advocacy Officer	Remote	2 March 2022 Remote
Donor	Sweden	Remote	4 March 2022 Remote
National Stakeholders	İŞKUR	Remote	14 March 2022 Remote
	MoLSS-Department of Employment Policies	Remote	9 March 2022 Remote
	TURKSTAT (GPG Study)		18 March 2022 Remote

Workers' and Employers' Unions	DISK TEKSTIL (DISK as an alternative)		18 March 2022 Remote
	Hak-IS (Öz İplik İş as an alternative)		15 March 2022 Remote
	Turk-Is (TezKoop İş as an alternative)	Remote	11 March 2022 Remote
	Evidsen		26 March 2022-sor

	TISK		11 March 2022 Remote
Private Companies	TYH in textile	Remote	14 March 2022 Remote
	KARSAN in automotive/metal industry	Remote	9 March 2022 Remote
	Inditext in textile		18 March 2022 Remote
	Kiraca Holding	Remote	7 March 2022 Remote
	Olcum Moda	Remote	23 March 2022 Remote
International Stakeholder	EBRD	Remote	14 March 2022
Academicians	Prof.Dr. Saniye Dedeoglu Dr. Ceyhun Güler	Remote	18 March 2022 23 March 2022

Annex C/I. Key Informant Interview Protocol

Box 1 Interview protocol and meeting guidelines

Protocol
- Agree the length of the interview or meeting (typically 45-60 minutes)

- Introduce the consultant, explain the nature and purpose of the evaluation (below), and why we wanted this interview/meeting

- Record the names and positions of those you are interviewing or meeting with

- People should feel free to express their opinions. Stress that the consultant will take notes to help in writing the evaluation report but will not attribute views to individuals or organisations (i.e., contributions are anonymous) unless by prior agreement.

- Set the agenda for the meeting and the issues you would like to cover – see notes below

- Be aware in advance of potential sensitivities by consulting ILO

- Thank people for their time.

Explaining the nature and purpose of the evaluation
We are conducting an independent midterm evaluation of the project "More and Better Jobs **for Women: Women's Empowerment through Decent Work in Turkey Phase II"** Project of ILO's component. We are looking at whether the project is relevant, how ILO has performed (both efficiency and accountability), how effective is the outcome of the project – and most importantly, aiming to identify lessons to help inform the design of the next projects focusing on similar issues.

Setting the agenda and framing questions
Our approach to interviews and meetings is a semi-structured one. However, we have a question list attached below which is speaking to DAC criteria and evaluation matrix– but also allow participants to raise new issues. Do not try to cover too much ground (suggest focusing on 3-4 questions/issues per DAC criteria).
Use open questions. Start with a broad/descriptive question to open the conversation, e.g., 'can you explain to us how you/your organisation are involved in this project' but do not allow the meeting to become simply a descriptive briefing. This is an evaluative process, and we are trying to elicit evaluative judgements that can help ILO think e.g., about alternative approaches that might work better for projects than those currently adopted. These should be backed up with evidence/examples, and we may need to prompt those involved to illustrate their judgements ('can you give me an example of that?').

Annex C/II. Interview Template and KII Questions Guideline with ILO

Interview Template:

Do you agree to participate in this study? Yes/No? (verbal response only requested)
If yes, the Interviewer will continue the interview. If no, the interviewer will thank the interlocutor for time and allow the person to leave.

General Group discussion/interview information		
Key informant name	Position	Institution/organization
Location:		
Category of stakeholders:	□ ILO □ Sweden □ İŞKUR □ MoLSS Department of Employment Policies □ Workers and Employers' Organizations (state the name): □ EBRD □ Other type of institutions/experts/academicians (note):_____	
Date of KII:		
Name of Interviewer:		
Introduction	Please describe your role/engagement with the project (length of time, responsibilities, nature of interactions, etc.).	

1. **Please briefly explain your role and involvement in Project.**
   [Aim: to understand the interviewee's involvement, roles, responsibilities in the Project]
To what extent were you personally part of the following processes:
- project design
- project management (administrative level)

- operational implementation (field level).

2. **Please tell me about the Project and its components (overall objectives or specific objectives that you are responsible of implementing)**
[Aim: to attain a deeper and accurate perspective of the Project and its components]
What was the purpose of the specific project you were part of? What topics were covered? Who were the target groups (beneficiaries)? What purpose did it serve?

Design of the Project

o How / why did you decide to do the project on these topics / with these target groups?
o Were there any other projects you were considering? Why was this project prioritized?
o What would you do differently the next time you design a project like this?
o How was the project designed?
o What are your views on involving beneficiaries in the design phase of projects?
o Were you able to do this for this project? If yes, how / by what mechanisms did you achieve this? To what extent/in what ways did the beneficiaries participate in the design? What were the difficulties encountered and/or factors that facilitated the situation?
o What efforts were made to ensure that the project design considered target groups' perspectives?
o How gender sensitive was the design of the project?

Relevance

o How well is the project relevant to the priorities/evolving priorities in Türkiye?
o How well is the project coherent with other projects implemented by ILO in Türkiye? ILO's country strategies?
o To what extent is the project coherent with SDGs?

Effectiveness

o How successful is the project to reach its goals? Any accomplishments/failures you would like to mention/share?
o Were the targets set in the logical framework achieved?
o Did the project offer an appropriate approach to reinforcing the capacity of state institutions within the respective thematic area?
o What factors promoted or constrained progress towards achieving the outcomes?
o What have been the implications of the COVID-19 pandemic on the nature and degree of achievement of the project?
o What were the facilitating / challenging factors related to the project, your organization?
o If you were to do the project again, what would you do differently? What would you do the same? (Probe: Any lessons learned throughout the implementation)

o   How well is the gender mainstreaming throughout the Project implementation?

Efficiency

o   What measures have been taken to increase efficiency over time? How has the financial efficiency evolved over time?
o   Were appropriate mechanisms established for accountability?
o   Has the project generated timely results through the most efficient use of inputs including financial and human resources and partnerships?
o   How well has the project implementation been managed by the ILO? Were appropriate mechanisms established for accountability?
o   Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? Any lessons learned?

Sustainability and Impact Potential

o   What a difference did the actions bring about for beneficiaries? (positive and negative)?
o   Have local capacities been strengthened?
o   Are there any wider (positive or negative) unintended impacts?
o   Do you think the Project provided long-term results? Please explain (prompt for different activities and stakeholders). AND Are the outcomes of the project sustainable? Applicable to national and other global contexts?
o   In light of our discussion, thinking ahead the next phases, and considering the emphasis of this evaluation in terms of learning, is there anything specific that you would like to add?

Annex C/III. Interview Template and KII Questions Guideline with Project Stakeholders

Interview Template:

Do you agree to participate in this study? Yes/No? (verbal response only requested)
If yes, the Interviewer will continue the interview. If no, the interviewer will thank the interlocutor for time and allow the person to leave.

General Group discussion/interview information		
Key informant name	Position	Institution/organization
Location:		
Category of stakeholders:	□ ILO □ Sweden □ İŞKUR □ MoLSS Department of Employment Policies □ TURKSTAT □ EBRD □ Workers and Employers' Organizations (state the name): □ Other type of institutions/experts/academicians (note):_____	
Date of KII:		
Name of Interviewer:		
Introduction	Please describe your role/engagement with the project (length of time, responsibilities, nature of interactions, etc.).	

1. Please briefly explain your role and involvement in Project.
   a. Please briefly tell me about your current position, your roles and responsibilities.
   b. Please briefly tell me about your organization's/institution's operations and responsibilities as it relates to the project under evaluation

Relevance
   o How well is the project relevant to the priorities/evolving priorities in Türkiye?

- o How well is the project coherent with other projects implemented by XX (such as İŞKUR/MoLSS) in Türkiye?
- o To what extent is the project coherent with national country strategies?

Effectiveness
- o Are the activities implemented under the ILO's project has any impact on capacity of your organization/institution?
- o How effective is the relationship between ILO and your organization in regard to the project implementation?
- o What factors promoted or constrained progress towards achieving the outcomes?
- o What were the facilitating / challenging factors related to local context?

Efficiency
- o What measures have been taken to increase efficiency over time?
- o How well has the project implementation been managed by the ILO?
- o Do you think that your organization has delivered adequate political, technical and administrative support to ILO? Any lessons learned?
- o How well has the project implementation and your relationship to the project been managed by ILO?
- o Any lessons learned so far?

Coordination
- o How effective was the coordination mechanism between ILO and your institution?
- o Are the roles and responsibilities of the stakeholders well defined and clear?

Sustainability and Impact Potential
- o Have local capacities been strengthened?
- o Are there any wider (positive or negative) unintended impacts?
- o Do you think the Project provided long-term results? Please explain. (Prompt for different activities and stakeholders.) AND Are the outcomes of the project sustainable? Applicable to national and other global contexts?
- o In light of our discussion, thinking ahead the next phases, and considering the emphasis of this evaluation in terms of learning, is there anything specific that you would like to add?

ANNEX D. Lessons Learned

ILO Lesson Learned 1	
Evaluation Title: Midterm Evaluation of the Project INT/18/03/SWE: "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey" Project Phase II" Project TC/SYMBOL: **INT/18/03/SWE** **Name of Evaluator:** Gokce Baykal **Date:** December 2024 The following lesson learned has been identified during 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)	Defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of the project is essential for enhancing the efficiency of the outcomes: The expectations and responsibilities of each stakeholder in the project needs to be laid out openly in this discussion, in order to make sure the next steps of the program can be implemented with ease and the learnings of this phase of the program can be used constructively in developing the partnership between organizations involved in the project. Beyond the document that elaborating the tasks and responsibilities, elaboration of risk and mitigation strategies in the program design process will enhance efficiency. All these components and the practice of innovative methods and tools to inform and involve stakeholders will ensure their commitment and support.
Context and any related preconditions	Beyond COVID-19, there were several delays while initiating and implementing activities. Even though all interventions, activities under Outcome 1 were planned together between the partners and there were some delays along the way.
Targeted users / Beneficiaries	Implementing partners of the project, particularly ILO and İŞKUR
Challenges /negative lessons - Causal factors	

	The internal structural change taken place in the partner organization which caused departmental changes inside, the need for getting an approval from higher level in regard to content of the trainings but not least infamous COVID-19 created challenges on the implementation of the project.
Success / Positive Issues - Causal factors	Since there has been a successful collaboration between the partners for some period of time and they have gained quite experience in collaborating, and they have all committed for the achieving the objectives of the project, Therefore, defining roles, responsibilities, expectations of each side in the initial stages of the project will enhance efficiency and their smooth collaboration will make the project meet its ends in time
ILO Administrative Issues (staff, resources, design, implementation)	Specific assistance needs to be given to the stakeholders for developing their institutional capacity such as the project management, designing and implementing each stage together in a more coherent way.

ILO Lesson Learned 2	
Evaluation Title: Midterm Evaluation of the Project INT/18/03/SWE: "More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey" Project Phase II" Project TC/SYMBOL: INT/18/03/SWE Name of Evaluator: Gokce Baykal Date: December 2024 The following lesson learned has been identified during 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)	While choosing the relevant partners for the project, it is important to see the willingness of each partner for smooth implementation of the project's activities.

Context and any related preconditions	Throughout the project, the selection of partners is quite crucial to reach the best results that fulfil the target of the project. The partners' ownership of the interventions and outcomes help them to internalize the learnings, which prevent waste of time and money, resources in general.
Targeted users / Beneficiaries	ILO and external stakeholders
Challenges /negative lessons - Causal factors	There were some delays in the implementation of activities under Outcome 1. This led to a conclusion of whether the partners are equally interested in collaborating on the project. They might have changing priorities based on the changing needs of each organization. In addition to this, COVID-19 brought a global economic crisis, which caused a negative impact on both supply (difficulty in creating new jobs) and demand side (difficulty in accessing into the job market for job seekers) of the labour market. This might lead the partners change their short-term goals.
Success / Positive Issues - Causal factors	Based on the data collected, the interventions targeting private companies produced fruitful outcomes and the private companies reacted to each intervention promptly and attended the seminars, other activities with excitement.
ILO Administrative Issues (staff, resources, design, implementation)	Besides strong institutional and organizational structure of ILO and each stakeholder and also strong commitment and willingness ensures the efficiency and effectiveness of the project results.

ANNEX E. Emerging Good Practices

Good Practices	
	The project is well designed creating success stories with other institutions and also created some firsts such as • ILO PGA is the first time implemented in the tripartite structure in the world with participation of the workers and employers' organisations and the public institutions. • The Department of Employment has succeeded in securing another grant with higher budget from European Union. Since both institutions have been together for a very long time, the Department used this experience to develop a proposal taking its strength from their collaboration with ILO • The companies, particularly KARSAN's adoption of two company policy documents for improving gender equality at workplace, including "KARSAN Gender Equality Policy" and "KARSAN Zero Tolerance to Violence Policy", which the later one is the first company document which is totally in line with ILO's Convention No: 190 on violence and harassment at workplace (C190) • HAK-IS adapted ILO C190 Convention to its collective agreements
	Efficient implementation of the project has been ensured through several measures taken by ILO such as: • The trainings were transferred into the digital platform called "ILO Academy" with a swift reaction to COVID-19 measures • The decision on making digital shift was not taken solely by ILO but it was also consulted to beneficiary institutions and the decision was taken together • The selection of partners is very well suited to achieve the goals under the project

	• The beneficiaries' feedback was considered in every stage, in every shift that ILO had to make due to COVID-19, not only İŞKUR but also other constituents, such as labour unions, employer organizations consulted during the design and implementation phase of the project • The need assessments studies were initiated with the involvement of 16 trade unions, 3 employer organizations and 3 worker confederations and government institution (Department of Employment at MoLSS) • Assignment of a gender focal point in each organization made a positive contribution and triggered a mind shift • Getting the consent from Board of Trustees to implement the activities smoothly with the main target population in companies, mainly blue-collar workers.
	Effectiveness of the project has been ensured through several measures taken by ILO such as: • All outputs and activities were designed by collaboration between İŞKUR and ILO • All interventions in the new phase of the project were designed based on lessons learnt of the 1st Phase • The *Cooperation Protocol* developed specifically for this project and governing the activities contributes the effective project management and define each partners' responsibilities and duties. • Support and cooperation of the stakeholders and their willingness to work with ILO based on their positive experiences in the past

ANNEX F. Document list

ILO:

- Terms of Reference of the Final Evaluation
- ILO Extra-Budgetary Development Cooperation Project Document
- Annual Narrative Progress Reports to Donor, 1 January 2019-30 June 2019
- Annual Narrative Progress Reports to Donor, 1 January 2019-31 December 2019
- Annual Narrative Progress Reports to Donor, 1 January 2020- 31 December 2020
- Annual Narrative and Financial Progress Reports to UN Women, ILO Component, Year 3, January-December 2020.
- Evaluation Summary of Final Evaluation, "*More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey – Final evaluation*"
- Logical Framework Matrix, 13 November 2018
- Logical Framework Matrix, 21 June 2021
- "Measuring the Gender Wage Gap: Turkey Case", ILO & TURKSTAT
- Saniye Dedeoglu, Asli Sahankaya Adar and Yasemin Sirali, "Supporting Women's Employment through Institutional Collaboration on Early Childhood Care and Education", 2021.
- Saniye Dedeoglu "Evden İçeri Bir Dünya: Türkiye'de Evden Çalışanlar", December 2020.
- Ceyhun Guler, "Ev İş iliğinin Türkiye'deki G rünümü: Kapsam, Boyut ve Sorunlari", 2021.
- Participatory Gender Audit Reports
- Nergis Dama, "AİPP İyi uygulama örnekleri" raporu