



# Evaluation Summary



International  
Labour  
Office

Evaluation  
Office

## *More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey – Final evaluation*

**Maximum four pages**

### Quick Facts

**Countries:** Turkey

**Final Evaluation:** May 2018

**Evaluation Mode:** Independent

**Administrative Office:** CO-Ankara

**Technical Office:** GED

**Evaluation Manager:** Özge Berber-Agtas

**Evaluation Consultant:** Blanka Bellak

**Project Code:** TUR/13/02/SID

**Donor(s) & Budget:** SIDA (US\$ 3,446,825)

**Keywords:** employment of women,  
gender equality, rights at work, women's  
empowerment, active labor market policies

<http://www.ilo.org/thesaurus/>

### Background & Context

#### Summary of the project purpose, logic and structure

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

June 2017. A second extension of the project until 30 June 2018 was granted on 16 May 2017 and finally the project has been further extended till 31 December 2018.

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

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

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

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

The project was managed by a lean project team that was initially divided between Ankara and Istanbul and later concentrated in Ankara.

#### Present Situation of the Project

An extension of the project until 31 December 2018 was granted by the Donor on 12 June 2018.

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

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

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

### **Methodology of evaluation**

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

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

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

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

one method of data collection to elaborate on information generated through another.

Stakeholder participation was fostered through individual and small group interviews. To analyze data, the consultants employed quantitative and qualitative (descriptive, content, comparative) and techniques, as well as elements of contribution analysis.

## **Main Findings & Conclusions**

### *Relevance and Design*

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

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

### *Effectiveness*

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

### *Efficiency (including project management)*

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

#### *Sustainability*

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

#### *Road to Impact*

Overall evaluation rating for this criterion: no data available

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

#### *Lessons learned*

ILO was able to open/ keep open a space for the exchange of views between state and non-state actors. This had required intensive consultations and a plenty of diplomatic skills. Given the current trend to centralization of decision-making in the country, it is particularly relevant to establish and maintain channels and formats of communication between various actors such as state and non-state stakeholders. This takes time and effort that need to be accordingly factored into the design of future interventions.

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

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

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

### **Recommendations**

#### **Main recommendations and follow-up**

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

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

are uniquely well positioned to champion the work on gender equality in the world of work in Turkey.

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

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

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

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

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

**Recommendation 4:** Reflecting lessons learned from this project (in particular the delays in implementation due to a breaking down partnership between the main stakeholders of the project), ILO should deliberately create a portfolio

of several interventions (i.e. smaller projects) with various stakeholders and formats that are united by the overarching goal – gender equality. This will also support the necessary flexibility in view of the political developments.

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

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