

**INSTRUMENT FOR PRE-ACCESSION ASSISTANCE  
HUMAN RESOURCES DEVELOPMENT COMPONENT**

**OPERATION IDENTIFICATION SHEET (Draft)**

**1. Title of the Operation:**

PROMOTING Women's EMPLOYMENT

**2. Operating Structure:**

Ministry of Labour and Social Security (MoLSS) through its EU Coordination and IPA Management Department of MoLSS

**3. Organisation Responsible for the Implementation of the Operation:**

*The Beneficiary will be The Turkish employment Agency (İŞKUR)*

General Directorate of Turkish Employment Agency  
Kazım YIGIT as: Senior Representative of the Operation Beneficiary  
Address: Atatürk Boulevard No: 133  
Tel: 00 90 312 425 31 35  
Fax: 00 90 312 4258451

**4. Compatibility and coherence with the Operational Programme:**

**4 a Common Code for Identification (CCI) N° of Operational Programme:**

CCI No. 2007TR05IPO001

**4. b Commission decision (n° and date) and the date of signing of the financing agreement for this OP:**

The decision Nr: 6030, which was adopted by European Commission in 7<sup>th</sup> December 2007 (the signing date will be added in the later stages).

**4.c Title of the priority axis:**

To attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people (Priority Axis 1- Employment).

**4. d Title of the measure:**

To promote women's participation into the labour market, and increase female employment, including those formerly employed in agriculture (Measure 1.1).



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## **5. Description of the Operation**

### ***5. a Contribution to the Achievement of the Operational Programme***

This operation will contribute to the achievement of the priority axes set out jointly in the Strategic Coherence Framework (SCF) and in the HRD Operational Programme. The operation will particularly focus one of the four priority axes whose objective is described as follow:

*“Attract and retain more people in employment, particularly by increasing labour force participation of women and decrease unemployment rate especially for young people”*

More specifically, the operation will fully contribute to the implementation of the measure 1.1 of the HRD Operational Programme which intends *“to promote women’s participation into the labour market and increase female employment including those formerly employed in agriculture”*. In this respect, the present Operation will aimed to tackle the different cultural and practical obstacles hindering women’s participation in the labour force and to improve their employability by all relevant means including training, retraining, adult education, community services (such as child and elderly care) and active labour market programme. It will also promote *“women entrepreneurship”* in providing women entrepreneurs with counselling and ad-hoc training. Regarding this later issue, the Operation is linked with the Priority 2 of Regional Competitiveness Operational Programme which intends *“to strengthen enterprise capacity and foster entrepreneurship”*.

The concrete contribution of this Operation to the achievement of the HRD OP is defined by the following measurable objectives. At least:

- 2600 women will participate in entrepreneurship courses for women
- 780 women will participate in child and elderly care training
- 7800 women will participate in employment guaranteed courses for women
- 11700 women will benefit from guidance and counselling services

### ***5. b Overall objective***

Improve the existing capacity to design, develop and implement policies to attract and retain more people in employment particularly by increasing labour participation of women.

### ***5. c Operation purpose***

To assist İŞKUR to deliver more effective public employment services in particular at local level, and with a view to increasing women’s employability, facilitate their access to more and better jobs and diminish obstacles hindering female participation in the labour force.



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#### **5. d Location(s)**

Activities for improving institutional capacity will be implemented in both ISKUR General Directorate Ankara and 12 eligible NUTS II regions (15 growth center and hinterlands). Activities aimed at implementation of grant scheme will be implemented in 12 eligible NUTS II regions (15 growth center and hinterlands).

#### **5. e Duration:**

21 months

#### **5. f Target group (s):**

- Long term unemployed women due to care responsibilities
- Women out of labour force living in urban areas including those formerly employed in agriculture
- Staff of relevant institutions
- Social partners, Regional/Local authorities, NGO's

#### **5. g Description of the Operation Background**

The extremely low level of women's employment rate explains much of the difference between Turkish and the E.U. According to 2007 HLFS While the employment rate, was 73.9 % for men, it is only 26.1% for women. The men's rate is very nearly to be same as the E.U 25 average (72,5%) but the women's rate is dramatically lower (E.U 25 women's employment rate being 58,3%) and is in fact diminishing. This rate is particularly low for women living in urban areas (16, 9%) while being significantly higher (31, 4%) for women in rural areas. While women had a clear productive role in the traditional small family farm, they seem much less able to integrate into the urban workforce., these women subjected to limited employment and having no qualifications needed by labour market, become discouraged to work and therefore "choose" to quit searching jobs, whereas younger and better educated women joined the labour force.

Since migration from rural regions to urban areas is due to continue in the coming years, the participation rate for women is likely to fall even lower unless "*drastic actions are taken to increase their participation*".

As stated in the Human Resources Development Operational Programme (HRD OP), the main obstacles to be tackled for increasing the women's employment rate are the followings:

- Low level of general education particularly among women working in (or coming from) the agricultural sector in which 28,5% of women are still illiterate against 8% among men;
- Lack of vocational skills reflecting a lower enrolment of women in vocational training (initial and continuing);
- Traditional gender roles that put on women the responsibility of child and elderly care and other time-consuming unpaid domestic tasks;



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- Patriarchal family structure and existing discrimination against women, especially in the poorer part of the society, which constitute strong cultural obstacles for women to participate in social and economic life;
- A high level of undeclared employment which affects disproportionately women and youngsters (even children);
- Lower access to social services including adult training and to formal employment opportunities for women living in rural or semi rural areas as well as in poor urban areas with needs (gecekondu).

Tackling these obstacles hindering women's participation in the labour force is regarded as a key challenge both for ensuring a better life for a large part of the Turkish population as well as for supporting Turkey's economic development.

With a view to ensuring concentration and eliminating regional disparities, the operation will be implemented in the 12 NUTS II regions of Turkey whose GDP per capita is below 75% of the national average. Moreover, the activities will be implemented and funds will be allocated in priority in the 15 cities identified in the Strategic Coherence Framework (SCF) as "growth centres". These cities are: Kars, Van, Batman, Erzurum, Diyarbakir, Şanlıurfa, Gaziantep, Kayseri, Sivas, Trabzon, Elazığ, Malatya, Kastamonu, Samsun and Kahramanmaraş. All other areas outside the growth centres within the 12 NUTS II regions are referred to as "hinterlands".

#### ***5. h Results with Measurable Indicators***

##### ***Component 1: Capacity building of İŞKUR provincial branches and relevant local stakeholders to develop efficient services for the promotion of women's employment.***

- Capacity to design local strategies for the promotion of women's employment is increased and a "model" was developed
- Labour market analyses are produced and employment opportunities accessible to women target groups identified.
- Career information, vocational guidance and counselling services adapted to the different women's target groups are enhanced.
- Promoting networking between granted projects and participating women of the targets groups.

##### ***Component 2: Grant innovative actions for the promotion of women's employment***

A Grant Scheme for innovative actions to promote women's employment will be launched. The duration of the Grant Scheme will be 12 month. It is expected that around 70 grants of min. Euro 50.000 and max. Euro 400.000 will be awarded. The grant projects will be implemented in the 12 NUTS II regions with the 15 growth centre.

Eligible for grants will be

Non profit making organizations having a legal entity as stated below:

- Regional and Local Authorities,



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- Municipalities,
- Local and regional public organisations,
- Social partners
- Chambers of Commerce,
- Professional Organisations,
- Universities
- Trade unions and employer organizations
- Cooperatives
- Associations of towns & cities,
- Non Government Organisations, especially Women's NGO's.,
- Local administrations, Municipalities and Special Provincial Administrations
- Local Development Organisations.

### **Creation of local partnerships to promote Women's employment is a must.**

The expected main results are:

- Number of women participated in entrepreneurship courses
- Number of women participated in child/elderly care training
- Number of women participated in employment guaranteed courses for women
- Number of women benefited from guidance and counselling service
- An analysis of the grant scheme results is elaborated including the main lessons learned
- A compendium of successful granted projects and results is published

## **5. i Activities**

### **1. CAPACITY BUILDING (Technical assistance)**

Activity 1: Capacity to design local strategies for the promotion of women's employment is increased and a "model" is developed.

- Organizing a kick-off meeting in order to introduce the operation with the relevant stake holders.
- Reviewing the active employment measures already proposed or planned by İŞKUR and its partners to facilitate women's access to the Labour Market (including pilot projects and good practices) and to be able to develop strategies for promoting women's employment
- Developing a "model" for assisting provincial İŞKUR managers and partners to design and implement a local ALMP strategy to promote women's employment reducing the obstacles against women's participation in the labour market and promoting child care and elderly care services. This model will propose a methodology aiming to establish a shared diagnostic on local women's employment issues and on the existing employment services delivered, select new development



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priorities and establish an action plan. The model will be tested in four pilot regions or Growth Centre.

- Organizing seminars for İŞKUR staff and for relevant partner institution representatives (namely with representatives of provincial Employment and Vocational Training Boards) in order to present, improve, develop and disseminate this model.
- Training a group of staff as trainers/advisers for ensuring the dissemination of the model in the concerned provincial İŞKUR directorates and assist the pilot provincial directorates to implement the first step of their action plan
- Organizing information meetings and elaborate brochures, flyers and handouts for social partners and employers in order to raise their interest/involvement in women's employment issues and local partnerships for addressing this issue.
- Organizing seminars for İŞKUR staff and relevant stakeholders in order to present/comment the findings and collect first participant ideas for better adjusting employment services with the target groups needs and suggestions (app 150 participants)

Activity 2: Labour market analyses are produced and employment opportunities accessible to women target groups are identified.

- Labour market surveys, main forecasted employment opportunities, main occupations currently targeted by women, new job opportunities in traditional and “non-traditional” occupations for female workers/employees etc. The survey methodology will be based on quantitative data as well as on qualitative approaches results (employer's interviews). (Demand side)
- Labour Market Analysis (one in each pilot province) targeted to better identify the different women groups in terms of education, skills, profiles and to better assess their needs, constraints and expectations with regards their participation in the labour force, including an overview of the local provision of employment services and vocational training for adults existing and planned with information on the main providers and on their female users (Supply side)

Activity 3: Career information, vocational guidance and counselling services adapted to the different women's target groups are enhanced.

- Designing a pilot awareness-raising campaign targeting women of the target groups including actions such as: meetings at district level, discussions with community leaders, thematic meetings and publicity. This pilot campaign will be developed and conducted in a minimum of four Growth Centres.
- Assisting İŞKUR in order to disseminate this awareness-raising campaign in the other Growth Centres



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- Training İŞKUR staff on the new methodologies and tools
- Organizing study visits to E.U member state(s). The study visits proposal has to clearly demonstrate that this activity will provide useful comparisons and relevant examples in the relevant fields.

Activity 4: Networking between granted projects and participating women of the target groups is promoted.

- Proposing a sample of women subgroups sharing some common characteristics such as: age, level of education, previous possible working experience, family workload, religious and cultural backgrounds, geographical areas
- Up-dating and improving the information, guidance and counselling services, delivered by İŞKUR to users with a same profile that one of the women target groups and implement with pilot women user groups
- Up-dating existing vocational information, guidance and counselling service tools, tests assessment and job search tools and methods and develop new ones if necessary (for example audio-visuals training/counselling materials) and implement with pilot women user groups
- Organizing meetings and contact events between granted promoters, İŞKUR staff and/or women beneficiaries registered with İŞKUR, in order to foster complementary provision of services
- Elaborating a compendium of successful granted activities with a special focus on examples of implemented complementary services to women (e.g. child care, vocational training, entrepreneurship etc) or on activities paving the way for further useful cooperation between İŞKUR and other public or private service providers
- Organizing a Final Conference for Grant Scheme to disseminate the grant results.

## 2. GRANT SCHEME

### ***Component 2: Grant innovative actions for the promotion of women's employment***

The granted projects will be developed through a partnership approach in the 12 NUTS II regions with a priority given to projects developed in the 15 growth centres. The grants will be of a minimum of 50.000€ and of a maximum of 400.000€

Actions which may be funded are:

Enhancing women's employability



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- Development and delivery of career guidance, advisory services including job clubs,
- Training and retraining in professions/skills that local labour market needs
- On-the-job training within employers, short term placements within companies i.e. internship programmes
- Development and upgrade of technical skills to improve efficiency
- Activities promoting women to start their own business and including establishing network
- Determining external finance opportunities for establishing business and supporting applications to be made to these sources
- Matching services gathering participants and employers
- Promoting self-employment and entrepreneurship (consultancy, career guidance)
- Field studies including beneficiaries assessment needs and skills forecasting
- Trainings for motivation and reinforcement for supporting women to access labour market

Developing practical services facilitating access to labour market and/or to employment services

- Developing flexible forms of work and approaches ensuring reconciliation of family and working life
- Actions enabling beneficiaries to better access the labour market and/or the employment services through provision of child and elderly care services and/or other facilities
- Development of community based child/elderly care services (including training, assessment needs, model developments)
- Other pilot services such as community services, customised transport facilities or other initiatives facilitating access to employment services or to the labour market
- Field studies related with the above issues including new ways and mechanisms for services financing

Awareness raising for tackling obstacles hindering women's participation in the labour force





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- Awareness and sensitivity raising, information and publicity on tackling cultural obstacles hindering women's participation in the labour force
- Pilot awareness actions at neighbour level (to women, their partners, opinion leaders, employers etc.)
- Local partnership approaches including local social dialogue, capacity building for community development. Effective dialogue between community leaders, employers and those providing services to women job-seekers
- Field studies, training tools and methodology developments related with the above issues

## **6. Implementation Arrangements**

### ***6. a Institutional Framework:***

İŞKUR will establish an Operation Coordination Unit (OCU), which will be adequately staffed and will provide the use of all necessary premises and logistical support (office space, furniture, access to telephone, fax etc.) This unit will be composed of a Central Operation Coordinator (COC) and seven member from the İŞKUR Department of Employment.

The Operation will be implemented under the supervision of an İŞKUR Deputy General Director, acting as Senior Representative of Operation Beneficiary (SROB), assisted by two Deputy Senior Officers selected among the Heads of the relevant İŞKUR Departments. In fulfilling its tasks, the OCU will be supported by international and local consultants and will benefit from several training sessions delivered within the programme. Existence of a professional and stable structure for OCU staff is a crucial factor for the timely and proper implementation of the Operation.

In addition, in each İŞKUR provincial office where component of institutional building will be implemented, one staff will be appointed as the Local Operation Coordinator (LOP) and will responsible to both İŞKUR Provincial Director and to OCU's Head.

İŞKUR will make necessary arrangements and preparations for providing office environment and supplies (office, furniture, telephone, access to internet etc) in General Directorate and provinces where the Project will be implemented.

The Operating Structure (OS) entrusted to the MoLSS's EU Coordination Department will ensure the mediation between the Beneficiary (İŞKUR) and the contacting authority (the CFCU)

### **Steering Committee:**

Within the context of this organization, a Steering Committee will be established to guide İŞKUR in problems revealing during the project implementation phase, to control operation, to advise on implementation strategy, to accelerate cooperation between



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ISKUR and policy makers, to ensure consistency between activities and objectives and to strengthen links between project components. The senior representatives of Ministry of Labour and Social Security (ÇSGB), Ministry of National Education (MEB), Secretariat General for E.U Affairs (ABGS), State Planning Organisation (DPT), Undersecretariat of Treasury, Turkish Statistical Institute (TÜİK), Directorate General on the Status of Women (KSGM), Board of Higher Education (YÖK), Small and Medium Sized Business Development Organization (KOSGEB), Turkish Trade Unions Confederation (TÜRK-İŞ), Hak-İş Trade Unions Confederation (HAK-İŞ), Confederation of Progressive Trade Unions of Turkey (DİSK), Turkish Confederation of Employers' Association (TİSK), The Union of Chambers and Commodity Exchanges of Turkey (TOBB), The Confederation of Turkish Artisans and Craftsman (TESK), Organization for Social Services and Child Protection (SHÇEK), General Directorate of Social Assistance and Solidarity (SYDGM) and Delegation of the European Commission to Turkey will be took part in the Steering Committee. Representatives of other relevant institutions, local authorities, experts, and NGOs may be invited to meetings of the Committee when needed. It will meet twice a year. Organization of the meeting will be conducted by TAT in coordination with İŞKUR.

#### ***6. b Proposed monitoring structure and methodology:***

Monitoring teams will be established in central and local level in order to monitor the Operation. At least 10 experts will be assigned (especially staff participated in monitoring teams of projects executed before by İŞKUR). Within the context of grant scheme, in order to ensure monitoring projects more effectively in selected provinces, it is planned that at least 2 staff will undertake monitoring issues. Monitoring will be executed under the authority and coordination of İSKUR provincial manager. Also, all activities related with monitoring the projects will be done in contact and coordination with PCU.

Moreover, Technical Assistance Team (TAT) and OCU of İSKUR will meet at least once a week to discuss issues related with project implementation. OCU will organize a monthly meeting including IPA Management Department (OS), Delegation of the European Commission to Turkey, TAT and senior representatives of İSKUR. OCU ensures execution of the Operation in coordination with all related stakeholders.

OCU will work closely with the Technical Assistance Team and both will meet weekly for the proper implementation of this operation.

80% of the total budget of this Operation will be allocated to the Grant Scheme for being spent in the 12 NUT II regions targeted by the HRD OP. On the basis of the experience acquired in a recent Grand Scheme developed by İŞKUR within the ALMPP project, the grants awarded under this Operation will fall between a minimum amount of 50.000€ and a maximum amount of 400.000€ (amounts subject to be revised in the final version of the Call for Proposal).

All the responsibility in terms of Operation including the Grant Scheme belongs to the Operating Structure. Accordingly, the OS cooperates with the beneficiary in monitoring the implementation of the contract, ensures that the beneficiary/grants beneficiaries



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submit, to the OS and to the CFCU simultaneously, the progress reports on the implementation of projects. These reports will be written in accordance with the form forwarded by the CFCU, as well as monthly, quarterly and final reports, when applicable for grant beneficiaries, and any other information about the implementation of projects under the Operational Programmes.

***6. c Required procedures and contracts for the implementation of the operation and their sequencing:***

Service Contract for Technical Assistance

October 2008 : Call for service tenders  
March 2009 : Signing Technical Assistance Contract  
December 2010 : End of Technical Assistance Contract

Grant Contract

October 2008 : Call for Project Proposals  
May 2009 : Contracting with granted project promoters.  
May 2010 : End of all projects.

**7. Risks and assumptions:**

Risks are as follows:

- Unwillingness of the target groups against the objectives of the operation,
- Opposition of opinion leaders reluctant to women's activities outside family structure,
- Possibility of overlapping activities with other projects and institutions sharing partially the same target groups and objectives.

Assumptions are as follows:

- Functioning coordination and cooperation among all parties is provided
- Awareness as regards to promote women's employment and to tackle prejudices on labour market is at a desired level.
- The self-confidence of the target groups is at a desired level.

**8. Expected impact of the operation on the target group and multiplier/spill over effects:**

Multiplier/spill over effects is:



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- Increased ownership of the policies and ALMP programmes for women at the local level.
- Positive and sustainable effects for tackling prejudices against women's employment at the local level
- Improved and confidence-based relationship between public institutions and civil society for promoting women's access to the labour market.
- Better and more efficient public service provision to women in training, pre-training, job and entrepreneurship guidance as well as in social services (child/elderly care, etc), due to a better knowledge of their needs, constraints and expectations

### **9. Sustainability:**

The group of experts established at the central level of İŞKUR for the promotion of women's employment will continue after the completion of the operation.

Training sessions to İŞKUR Staff on women's employment issues and on related services implemented during the operation will be maintained and extended

ALMP approaches, training materials, vocational and skills appraisal tools developed and tested during the operation will continue to be used and maintained

Partnerships developed within the Grant Scheme at the local level for the promotion of women's employment will increase a culture of sustainable cooperation between İŞKUR, other public services (education, local authorities) and other institutions.

### **10. Horizontal Issues:**

Due to its key objectives, the operation will clearly address the gender issues and particularly, the prejudices and discrimination women suffer when accessing the Labour Market.

The Grant Scheme will also consider as an asset, in the projects selection process, the concern for the sustainable development and the protection of the environment, for example: in the content of training programmes or in the choice of businesses areas or alternative occupations for women.

The civil society (social partner, NGO's) will also be largely involved in the operation: at the central level, in the steering committee, and at the local level, in partnerships or as grant beneficiaries.

### **11. Links with other IPA Component Measures:**

This operation is linked with IPA component III on "Regional Development" and particularly with the measure M.2.1 of the RC OP which aims at improving the entrepreneurial skills. The women who will benefit from entrepreneurial training



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delivered in the Operation will also be supported by the RC OP to start-up their business and to establish their business plans.

Another linkage with IPA component III will also be established in the regions where the RC OP will improve the tourism sector under the measure 1.4. In these regions, the Operation will pay a particular attention that women from the target groups will participate to vocational training in the tourism sector.

And at a more general level, the Operation will follow the sectoral analysis and priorities of the Regional Competitiveness Operation Programme in order to ensure that training developed will be consistent with the local/regional economic development strategy.

**Total Budget of the Operation: 17.000.000 €**