

Proposal form for RBSA allocations

Pilot project on active labour market policies for advancing gender equality through decent employment for women in Turkey

DWCP outcome to which RBSA is proposed

The RBSA proposal aims to contribute to the achievement of the following CP Outcome through improved gender-sensitive active labour market policies implemented by the Turkish Employment Agency (İŞKUR).

TUR152 - Promote decent employment for women.

Strategy statement on how the RBSA will contribute to the achievement of the outcomes (in developing the strategy statement, please refer to criteria in paragraph 4.1 of the Office Procedure):

This RBSA proposal aims to improve the capacity of the İŞKUR staff and social partners at provincial level and in turn contribute to enhancing women's employment in the project provinces of Ankara, Gaziantep and Konya by increasing women's labour force participation and referring women to active labour market programmes. (See Annex 1 for background and justification.)

The proposal will help in imparting gender sensitive approaches in relation to women's employment and in identifying those occupations where there is more opportunity in project provinces for more women labour force. The project is expected to serve as a model for other provinces in advancing gender equality in employment.

By the end of the project, the following outcomes are envisaged: (See also Annex 2 for outputs and indicative activities)

1. ALMPs specifically for women's employment and labour force entry are designed and implemented by İŞKUR through enhanced technical capacity.
2. At level of local institutions in the pilot provinces, mechanisms for knowledge and rights-based governance of women's employment are designed and supported.
3. Targeted young women enter and remain in the labour market.

The ILO-Ankara Office and its Director will be operationally and technically in charge of the proposed project. Technical assistance will be undertaken with the support of Employment Agency İŞKUR of the Ministry of Labour and Social Security in partnership with the General Directorate on the Status of Women of the Prime Ministry. The General Directorate of Non-Formal Education and Apprenticeship Training of the Ministry of National Education, Turkish Statistical Institute and the Small and Medium Industry Development Organization of the Ministry of Industry and Trade will be other collaborating institutions. Employers' and workers' organizations involvement in the project will be secured particularly through their involvement in Provincial Employment and Vocational Education Boards. Member UN agencies of the UN Gender Thematic Group will give awareness raising support.

The RBSA will contribute to achieve the outcome TUR152 by promoting an integrated approach to gender-sensitive employment policy that is integrated into provincial action on employment.

The implementation strategy will be based on an institutional development and a direct assistance component.

Institutional development. Technical assistance will be provided to enhance the knowledge, technical and partnership skills of the staff of İŞKUR, relevant ministries and social partners for contributing to the promotion of women's employment. Women employment strategies will be mainstreamed into provincial action plans and development programmes. Active Labour Market Policies specifically promoting women's employability and labour market entry will be designed and implemented by İŞKUR with ILO's assistance. The tripartite Provincial Employment and Vocational Education Boards, which include representatives of government, worker and employer confederations and other non-governmental institutions, will gain the capacity to design employment strategies and monitor them, with focus on women's employment.

Direct assistance. Direct support will be provided to women in project provinces to improve their attitudes, knowledge and skills to enable them to enter selected sectors of the labour market. Areas of training will be on:

- Women's human rights
- Basic skills required for employability such as written and oral communication and basic life skills training
- Specific skills and vocational training in the identified areas based on the "Occupational Barometer" developed for the provinces
- Job-seeking skills and smoother school-to-work transition, particularly for high school and university graduates.
- Entrepreneurship skills and self employment training for young female graduates.

Programme and budget immediate or joint immediate outcome to which the DWCP and/or regional or subregional outcome will contribute (brief description on how the RBSA contribution will contribute to the achievement of the targets under the immediate or joint immediate outcome):

The RBSA will contribute to achieve the targets of the following immediate outcome:

210175 – Increase member State capacity to develop policies or programmes focused on youth employment.

Indicator: Number of member States that apply ILO technical assistance, data, training, tools or methodologies to develop policies, national action plans or programmes that promote productive employment, rights at work, and/or adequate social protection for young women and men.

Target: 8 member States across all other regions (outside Africa).

Other units involved (headquarters/field/ITC):

EMP/ELM, EMP/POL, EMP/SKILLS, GENDER (HQ), ILO Office in Turkey and International Training Centre of the ILO.

Common principles of action which will apply in its strategies and means of action to deliver planned outputs:

The action will be based on the following main principles:

- **Promotion of gender sensitive employment policies and programmes:** Advocacy and advisory services in the realm of employment policy will address the concerns relating to gender equality in the world of work.
- **Participation of the social partners in the employment policy-making process:** Provincial employers' and workers' organizations representatives will participate through

Provincial Employment and Vocational Education Boards. This work on gender-sensitive employment policy formulation and implementation will contribute to social dialogue.

Annex 1

Pilot project on active labour market policies for advancing gender equality through decent employment for women in Turkey

1. Background and Justification

1.1. Background

Following the completion of the report on the “Situation of Women’s Employment in Turkey” prepared by Prof. Gülay Toksöz of Ankara University Centre for Research on Gender Issues, in line with the priorities of the ILO-Turkey’s “Decent Work Country Programme”, the findings of the report were made public during a conference held in Ankara in December 2007. The issue was addressed from different angles and based on the discussions and seminar report, the need to launch a project targeting women in the 15-29 age group was identified. The present project document is the outcome of this decision.

Despite the recent high rate of economic growth, Turkey has not achieved the same success in employment creation. The rate of unemployment is still around 10 percent while low labour participation rates, large informal sector, high rate of flexible employment, very high rate of youth unemployment and shortage of qualified human capital all stand as significant problems in the Turkish labour market.

Although women’s labour force participation and rate of employment are all on the rise throughout the world, the rate of women employment in Turkey is extremely low and still falling. As of 2006, the general rate of employment in Turkey remains around 43.2 percent (in comparison to 46.7 percent in 2000 and 43.4 percent in 2005) while it is high at 64 percent in the EU-25. This situation stems from low rate of labour force participation on the part of women, which is 24 percent compared to 56 percent in the EU-25.

1.2. Justification

In Turkey there is a large volume of data and legal framework supporting the importance attached to women’s employment.

According to data provided by OECD’s “Education at a Glance/2007”, Turkey by far distance leads the list among 30 OECD member or candidate countries in terms of the high proportion of young girls who are neither employed nor in educational institutions nor seeking employment.

The rate of unemployment among young women in Turkey is 47.5 percent for the 15-19 age group; 58.3 percent for the 20-24 age group and 65.8 percent in the 25-29 age group.

About 60 percent of women in the age group 15-29 and 66 percent in the 25-29 age group benefit neither from education nor employment. Socio-cultural factors such as a gender-based division of labour and gender roles built upon this division assign childcare and household works almost solely to women and therefore largely prevent them from joining the labour force and seeking jobs. The insufficiency of public childcare facilities and elderly care services further aggravates the problem. Women’s motive to work is also curbed by such factors as limited work available, heavier working conditions and low pay. Furthermore, due to rapid shrinking of rural employment resulting in internal migration to urban areas, there are fewer jobs for unskilled women previously employed in agriculture. Primary and secondary education in Turkey does not equip young women with skills they can benefit from in labour markets.

Targets in the 9th Development Plan of the Turkish State Planning Organization for labour force participation are: 50.7 percent for both men and women in 2013; 72.2 percent for men and 29.6 percent for women in 2013; for the 2007-2013 average, 49.8 percent in total (27.8 percent for women). It is estimated that the average annual increase in employment will be by 2.7 percent with measures adopted during the plan period. Labour force participation rate is expected to increase by 2.1 points as a result of factors and interventions such as rising level of education, enhanced employability through active labour market policies and easier entry into labour market. Women are expected to be the determining factor in this improvement.

Under the plan, equal opportunities will be provided to women, youth, long-term unemployed, persons with disabilities and ex-convicts who face problems in labour market. There will be easier access to child and other care services in order to boost the participation of women in the labour force and employment. Programmes will be developed to help youth gain work experience. Furthermore, in order to enhance women’s participation in economic and social life, greater opportunities for vocational training will be provided to them, increasing their employability.

Under a new law (referred to as the “Employment Package”) which was recently passed in May 2008, the Government will subsidize the insurance premiums of newly employed women and employees between 18 and 29 years of age for five years in declining installments. In their first year of employment, 100 percent of the insurance premiums for this group will be paid by the Treasury via the unemployment fund. The subsidy rate will drop by 20 percent each year for the next four years. The new law also reduces employers' overall share in insurance premiums by 5 percent. Turkey has previously ratified ILO Conventions 100, 111, 122, and 142. However, in practice, there is still need for improvement of concrete gender-sensitive employment policies.

Though the DWCP is not finalized as yet, in 2007 the government has officially declared their priorities for cooperation with the ILO, among which is the “Promotion of decent employment for women.” Gender issues are also on the agenda of EU-Turkey accession talks. In fact, the EU Screening Report Chapter 19 on Employment and Social Policy emphasizes the low labour force participation rate for women. In addition, UNDAF for Turkey – the common strategic framework for UN operational activities – commits the UN to support the Government of Turkey to increase political and budgetary commitments and adopt and effectively implement enabling laws, policies, plans and social budgets for women, children and youth (CP Outcome 3.1.)

Taking into account the above employment situation for women and the interest of the Turkish government and social partners to better reach the targets of the 9th Development Plan, the ILO proposes a project aimed for promoting decent work for women.

Very low labour force participation by women in all parts of the regions of Eastern and South-eastern Anatolia and in some parts of Central Anatolia is observed.

TURKSTAT data for 2006 and for women in the 15-24 age group			
	Ankara	Gaziantep	Konya
Labour force participation rate	23.5%	8.8%	15.9%
Rate of employment	19.3%	8.3%	13.5%
Rate of unemployment	17.8%	6.1%	15.1%

Source: TURKSTAT, 2006, Labour Force Status Survey

Based on criteria including feasibility and effectiveness, the provinces of Ankara and Konya in Central Anatolia and Gaziantep in South-eastern Anatolia were selected to implement this project for promotion of women’s employment. The table above lists the most recent available data for the selected provinces. One of the reasons for selecting the province of Ankara is that despite being the

capital of the Republic, figures for Ankara are very low and reflect a definite need to improve the women's employment situation. Also, the project would be efficiently and closely monitored and followed up by the ILO-Ankara Office and Employment Agency İŞKUR as both are located in Ankara.

Annex 2

Outcome	Indicator	Output	Indicative Activities	Year				
				2008	2009			
				Q4	Q1	Q2	Q3	Q4
<p>OUTCOME 1: ALMPs specifically for women's employment and labour force entry designed and implemented by İŞKUR in project provinces through enhanced technical capacity.</p>	<p>- Occupational Barometer at the provincial level developed by mid-2009</p>	<p>1.1 Labour market needs in target provinces analyzed, resulting in the "Occupational Barometer" for women</p>	<p>1.1.1 Conduct quantitative and qualitative assessments of women employment and social development in target provinces</p> <p>1.1.2 Develop questionnaire for employers with the help of İŞKUR and prepare barometer for professions and occupations</p> <p>1.1.3 Share results of "Occupational Barometer" with Provincial Employment and Vocational Education Boards</p>	X	X	X		
	<p>- Number of local policy instruments designed for women employment</p> <p>- Number of tools and practical measures (methodologies, approaches, training packages and information developed or produced by the project) used to</p>	<p>1.2 Knowledge, technical and partnership skills of staff of relevant ministries and social partners enhanced for contributing to promotion of women employment.</p>	<p>1.2.1 Set up national level project steering committee that will meet regularly to monitor project achievements.</p> <p>1.2.2 Conduct workshop for identification of ALMP strategies particularly for women in target</p>	X	X	X		

	<ul style="list-style-type: none"> - Total number of 50 field staff of İŞKUR trained - Qualitative and quantitative improvement in responsiveness of İŞKUR placement services to unemployed women in target provinces - Number and type of on-the-job training schemes developed by İSKUR for the target women groups 	2.2 Technical and administrative skills of İŞKUR enhanced for women to benefit from Active Labour Market Policies	2.2.1 Set up and deliver training for İŞKUR officials to achieve better rates of women employment by improving the match between unemployed and open vacancies (training by ITC, Turin) 2.2.2. Develop consolidated package of services for women job seekers for provision by İŞKUR			X			
OUTCOME 3: At individual level, targeted young women enter and remain in the labour market.	<ul style="list-style-type: none"> - Number of women who undergo training in the project who are more knowledgeable about their rights and decide to seek employment - Number of women trained in specific skills enabling them to qualify for open vacancies in the market - Number of trained women who are placed in jobs. 	3.1 Skills, knowledge and attitudes of women in the target provinces enhanced to better position them to enter selected sectors of the labour market	3.1.1. Train target group on women’s human rights 3.1.2. Train targeted women on basic skills required for employability such as written and oral communication and basic life skills training 3.1.3. Provide specific skills and vocational training to targeted women in the identified areas based on the “Occupational Barometer” 3.1.4. Provide training, with the collaboration of the education faculties of universities, on job-seeking skills and				X	X	X

			<p>smoother school-to-work transition (for women in 15-29 age group)</p> <p>3.1.5. Train young graduates on entrepreneurship skills and self-employment.</p>						X
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