



Turkey

Towards Gender Equality in Turkey: a summary assessment

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**Turkey Country Management Unit
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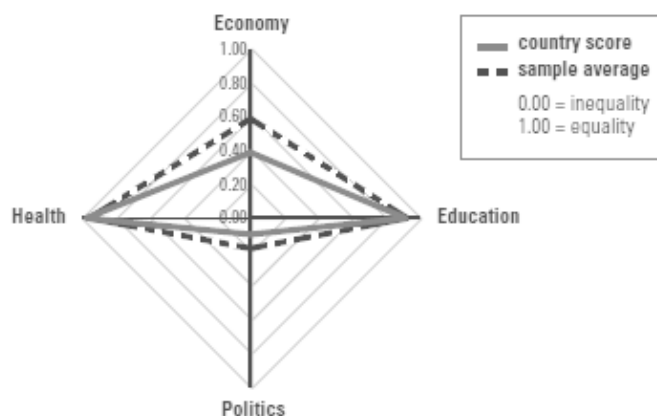
I. Country Vision and Gender Snapshot

1. **This note takes stock of Turkey’s progress and current performance with respect to gender equality.** It provides additional information and analysis on gender equality, as requested by the Executive Directors during the discussion of the Country Partnership Strategy (CPS) 2012-15, which was presented to the Board in March 2012. The purpose of the note is to describe in more detail the existing information and analysis that was used to prepare the CPS. It does not provide new analytical work, nor does it alter or expand on the strategic directions of the CPS. A Gender Assessment is currently planned and the findings and analysis will be incorporated into the CPS progress report. Moreover, the analysis is kept mostly at the aggregate level, without entering into regional, socioeconomic and within-household disaggregation, which can be important dimensions when it comes to designing specific policy. The note is provided with the objective of summarizing the information and existing analytical work on gender equality in Turkey, using the framework elaborated in the World Development Report 2011.

2. **The importance of gender equality as a key driver of socio-economic progress is widely recognized.** While Turkey has achieved tremendous socio-economic progress in the past decade, the country lags its OECD peers in several important dimensions of gender equality. Turkey aims to be one of the world’s 10 largest economies by 2023, with per capita income targeted to reach US\$ 25,000. This vision can only be achieved if Turkey addresses its gender equality challenges.

3. **The Government recognizes the need for improvements in the economic and social status of women.** Turkey’s women achieved equal education opportunities in 1924 and political rights in 1934 – ahead of many other countries. Turkey has adopted comprehensive national legislation and joined international conventions enshrining the principles of equality of rights and opportunities between men and women. The government has made significant progress in tracking gender equity across various domains of public policy and – in part inspired by the ongoing EU accession process – additional policy initiatives are under way. However, significant gender inequalities persist, particularly in terms of economic opportunities and participation in political life and representation (see Figure 1).

Figure 1: World Economic Forum ‘The Global Gender Gap Report 2011’ – Turkey Diamond¹



¹ World Economic Forum, The Global Gender Gap Report, 2011: http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf
The 2011 Report covers 135 countries and covers all four income categories: low, lower-middle, upper-middle, and high (see Table 4 page 12). Out of these 19 countries had one data point missing and 12 countries had two data points missing and are listed on page 7.

4. **According to the World Economic Forum Global Gender Gap Report 2011², Turkey ranks 122 out of 135 countries, second to the bottom in the category of upper-middle income countries.** This poor overall picture is driven by the considerable gender disparity Turkey has with respect to two of the four categories, ‘economic participation and opportunity’ and ‘political empowerment’. Turkey’s performance on these dimensions also reflects social norms that support traditional household roles for women, although an analysis of these factors goes beyond the scope of this short note. In contrast to economic opportunity and political empowerment, the situation of women in the fields of health and education has been rapidly improving. Turkey compares reasonably well with the sample of upper middle income countries in terms of ‘health and survival’ and ‘educational attainment’. In these latter two areas Turkey is expected to close its gender gap in the near future (for details see in Annex 1 the Turkey country profile).

5. **The labor market holds the key to achieving gender equality in Turkey and could thereby boost economic growth and poverty reduction.** The challenge for Turkey is to improve the access of women to economic opportunities and jobs, as this will increase total productive employment in Turkey. World Bank estimates suggest that a six-percentage point increase in the proportion of working women could increase income by seven percent and reduce poverty by 15 percent³. OECD simulations suggest a five percentage point increase in Turkey’s overall labor force participation could boost growth by 0.6 percentage points per annum⁴. With female labor force participation at just 28.8 percent in 2011, getting women into employment could be one of the core pillars of sustaining high rates of growth. Occupational changes (from farm work to house work) associated with the rapid pace of urbanization (with an urbanization rate of 70 percent at present) have contributed to lowering the labor force participation of women, together with inadequate availability of childcare and the lack of flexible employment contracts. The challenge, thus, is to get women into formal urban employment as the population is increasingly urbanized.

A. Human Endowments - Education and Health

6. **Narrowing the gender gap in education⁵:** Turkey has made significant improvements in access to education at all levels, including at pre-schooling. Primary school enrollment is almost universal and the gender gap has been overcome as virtually all girls and boys attend primary schools. Also, Turkey performs above the Europe and Central Asia region (ECA) average⁶ for primary enrollment. As overall enrollment has increased, the gender gap in secondary education has significantly narrowed: in the school year 2011-12, girls’ secondary net enrollment rate of 66.14 percent lagged 2.39 percent behind 68.53 percent for boys. This is low by comparison with the ECA region secondary enrollment rates of 81 percent for women and 82 percent for men in 2009. In tertiary education the gender gap is closing as well – female enrollment rates are 32.65 percent compared to 33.44 percent for men⁷. With progress in access, quality issues have come to the fore in education reforms. According to OECD PISA results, Turkish 15-

² World Economic Forum, The Global Gender Gap Report, 2011: http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf

³ World Bank, Female Labor Force Participation in Turkey: Trends, Determinants and Policy Framework, 2009. Simulation in Technical Annex: pg. 36.

⁴ OECD, Turkey 2012 Country Survey, July 2012, Paris.

⁵ Information in this paragraph is based on the following World Bank report unless specified: World Bank, Improving the Quality and Equity of Basic Education in Turkey, 2012.

⁶ Turkey data is for 2009 and 2010. ECA data is from World Bank World Development Indicators (WDI) 2009 and refer to aggregate “ECA (developing only)”, which includes the following countries: Albania, Kosovo, Russian Federation, Armenia, Kyrgyz Republic, Serbia, Azerbaijan, Latvia, Tajikistan, Belarus, Lithuania, Turkey, Bosnia and Herzegovina, Macedonia FYR, Turkmenistan, Bulgaria, Moldova, Ukraine, Georgia, Montenegro, Uzbekistan, Kazakhstan, Romania.

⁷ All enrollment figures are from the Ministry of National Education (MoNE): National Education Statistics, Formal Education (2011-2012), which differ substantially from World Development Indicators (WDI) for tertiary education (40% enrollment for women, 51% for men). WDI data comes from UNESCO, which uses national sources, so the differences are definitional: WDI uses gross rates (number of people enrolled in college relative to the population of 18-23 year olds) while MoNE’s uses net rates (number of people enrolled in college aged 18-23 into the population of 18-23 year olds).

⁸ Note, however, the difference between the national statistics cited here compared to the data used by the World Economic Forum in Annex 1.

year-olds are on average a full school year behind their OECD counterparts. However, the average score for girls is significantly higher than for boys especially in reading, where girls tend to score about 40 points higher than boys, or the equivalent of around one full school year. While educational achievements have been improving strongly since 2003 and the variance in educational outcomes is significantly reduced, teacher quality is crucial to closing the learning gap with the OECD countries. In 2012 a new education law was passed that extends compulsory education to 12 years, with three four-year phases. The law includes the option of home schooling in the final phase (from grade 9) subject to specific criteria – the impact on girls’ attendance and the quality of the education that they receive at senior school level will need to be closely monitored.

7. **Three key policies are behind the achievements in closing the gender gap in education:** First, in 1997 compulsory education was extended to 8 years. To ensure its successful implementation, regional primary boarding schools were established, the bus transport system was improved to focus on children living in rural areas, and scholarships for children of poor families were expanded. Second, the Conditional Cash Transfer Program⁹ was introduced in 2003 and included greater education benefits for girls than for boys¹⁰. The evaluation of the Conditional Cash Transfer Program shows its significant impact on girls’ secondary school enrollment with smaller effects on girl’s primary education. Third, the Government, in collaboration with the private sector and non-governmental organizations, has launched successful nation-wide campaigns including ‘Hey Girls, Let’s go to School’ with emphasis on the ten provinces with the lowest schooling rate.

8. **Improvements in gender equity in health:** Turkey has made significant gains in health outcomes over the last few years. Maternal mortality has been reduced from 61 deaths per 100,000 live births in 2000 to 16.4 deaths per 100,000 live births in 2010¹¹. It is now below the ECA regional average, but remains higher than the OECD average. There are virtually no differences in vaccination rates and indicators of malnutrition such as stunting between boys and girls aged between 0 and 5 years.

9. **The key reform programs behind these achievements include the Health Transformation Program, the Universal Health Insurance and the Conditional Cash Transfer Program.** Most credit goes to the Government’s social flagship program, the Health Transformation Program, which was introduced in 2003. The program has brought about significant gains in access to and quality of health services - particularly through the rollout of the family medicine model. Specifically, the innovative performance-based contracting of family medicine doctors and other clinical staff as part of the family medicine scheme contributed to a transformation of primary care delivery and had a significant impact on Turkey’s reduction in maternal mortality. The scheme now operates nation-wide, covering the entire population. The 2008 Social Security and Universal Health Insurance Reform was another key development, which provided a legal and institutional basis for access to health insurance for all Turkish citizens.¹² This insurance covers all citizens since 2012. The Conditional Cash Transfer Program also contributed in its provision of conditional cash transfers to poor families’ which depend on families taking their children to health check-ups regularly.

⁹ In 2010 the ‘Conditional Cash Transfer’ Program provided by the Social Assistance and Solidarity Directorate General within the framework of the protocol signed with the Ministry of National Education was renamed ‘Conditional Education Assistance’.

¹⁰ Ministry of Family and Social Policy, Social Assistance General Directorate, 2011. Preliminary results from a study implemented by Gazi University, not yet published.

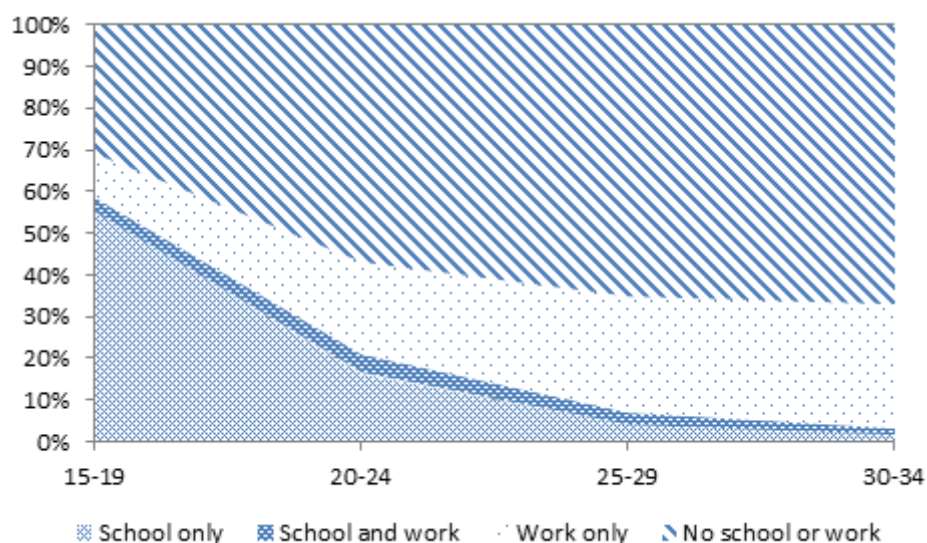
¹¹ Ministry of Health 2010 Statistical Yearbook, 2011; page 17, Figure 2.11. Maternal Mortality Ratio by Years, (per 100.000 Live Births) Turkey.

¹² Universal Health Insurance is compulsory for all citizens as of January1, 2012. For those whose income level is below 1/3 of the minimum wage (established on the basis of a means test), the State will cover the health insurance contribution. Once the process is completed, all the citizens will be covered.

B. Economic Opportunities

10. **The labor market holds the key to achieving gender equality in Turkey: Turkey faces a large gender gap in labor force participation.** Only 29 percent of Turkish women (defined as being between the ages of 15-64 years) in Turkey are active in the labor market, which is the lowest rate in the OECD. This contrasts with a male participation rate of 72 percent, which is comparable with regional and OECD averages. Female labor force participation in Turkey has declined since 1988 although women have become more educated, have lower fertility and marry at a later age. The migration of families from rural to urban areas and the occupational changes associated with this internal migration offer one explanation for the low participation rate of women. Women in rural areas work on family land and other traditional sectors, contributing to family income and welfare. When they move to the cities, women with only basic primary education struggle to compete for urban jobs and, in the absence of adequate child care facilities, often stay home to look after the children and the family. This leads to further de-skilling and thus may explain the long lasting downward trend in labor force participation. However, recent data show a gradual improvement of female labor force participation by around five percentage points since 2006¹³. Whether this constitutes a turn-around in line with the experience of southern European countries in the 1970s and 80s remains to be seen¹⁴. The share of young women neither in school, nor in work continues to increase through life (Figure 2)¹⁵. It can therefore be assumed that family and household chores dominate an average Turkish woman's life. Better educated women are more likely to join the labor force, hence the importance of investing in women's skills to improve labor market participation. However, skills are unlikely to be sufficient – more flexible work arrangements (including part-time and temporary work with employment agencies) and improved child care facilities are also needed. The latter is already in the Government's program.

Figure 2: Distribution of activities for women, by age



¹³ Employment rates of TUKSTAT as of July 9th 2012 see Labor Force Status by non-institutional population: http://www.turkstat.gov.tr/VeriBilgi.do?alt_id=25

¹⁴ World Bank, Labor Markets through the Crisis, 2012, forthcoming.

¹⁵ TUKSTAT Turkey Labor Force Survey 2010: http://www.turkstat.gov.tr/PreTablo.do?alt_id=25

11. **With respect to unemployment rates, only a small gender gap can be observed**¹⁶: Female unemployment was 11.3 percent in 2011 compared to 9.2 percent for men. Youth unemployment, however, stands at 18.4 percent. Women are more active in the informal sector and this contributes to low labor productivity. The informality rate for women in 2011 was 58 percent compared to 36 percent for men. Finally, women's average earnings in formal employment are lower than those of men but the differences are not large¹⁷.

12. **The Government introduced a number of specific programs, measures and policies geared to increase employability of women.** These programs are part of a comprehensive labor market reform, which includes specific targets related to the quantity and quality of employment up to 2023 and which is built around four pillars: (1) enhancing the link between education and employment; (2) providing greater flexibility and security in the labor market¹⁸; (3) promoting employment of vulnerable groups through specific policies (women, youth and other disadvantaged groups); and (4) enhancing the relationship between employment and social protection. This National Employment Strategy is pending approval by the Council of Ministers. Other measures are smaller in scale and include a subsidy scheme to employers' social security contributions to hiring women and youth. These incentives were introduced in 2008 as a temporary measure. They have been extended since then, most recently in February 2011. Finally, in 2003 legislation had already been introduced to support 'Equal-pay-for-equal-work between genders'.

13. **The gender-gap in the private sector seems to be more in management than ownership:** A recent Enterprise Survey¹⁹ found that in Turkey 41 percent of firms have female owners or co-owners (compared to 36 percent in ECA) but only 12 percent of firms have a female top manager (20 percent in ECA). Though female participation in ownership seems high, it is not necessarily reflective of the women's or men's decision making role in ownership. Most firms (with the exception of sole proprietorships) have multiple owners which dilutes the decision making power of the owners unless they are actively involved in running the company²⁰. The number of female entrepreneurs (defined as managers) is low, but a comparison of performance suggests no significant gaps, including in access to finance. However, enterprise survey data should be interpreted with care, given the over-proportional representation of women in the informal sector, which is not captured by most cross-country survey instruments.

14. **Turkey's Industrial Strategy 2011-2014²¹ and Small and Medium Enterprise Strategy 2011-13²² are also geared to support greater female employment.** The emphasis on the gender dimension of employment creation in both strategies is not very significant, but gender aspects are in the process of being strengthened through specific programs. The Industry Development Organization (KOSGEB) has launched programs encouraging women entrepreneurship and facilitating the establishment of their own businesses. The Turkish Employment Agency (ISKUR) has significantly expanded its vocational training

¹⁶ According to TURKSTAT statistics registered unemployment levels are around 10 percent in January 2012

¹⁷ The ratio of female monthly (formal) earnings to male's is 0.996 in 2010. If one looks at all earnings (including informal) women make 96.4% of what men make. This is not surprising, as the group of women that manage to get to formal wage employment is very small and selected relative to the overall female working age population.

See: TURKSTAT, The results of Structure of Earnings Survey, 2011: http://www.turkstat.gov.tr/PreTablo.do?alt_id=27

¹⁸ See National Employment Strategy. Security refers to worker protection e.g. working with a legal contract, working under proper health and safety conditions, having access to unemployment insurance etc.; flexibility refers to more flexible contract forms, lower hiring and redundancy costs without jeopardizing the protection of workers.

¹⁹ The sample for the Turkey 2008 Enterprise Survey includes 1,152 firms. Additional information is available on the website:

<http://www.enterprisesurveys.org/Data/ExploreEconomies/2008/turkey>

²⁰ BEEPS 2008 (www.beeeps.org): "Female Owners are less likely to pick sole proprietorship firms than male owners. The result holds individually in services and manufacturing". See preparatory note prepared for ongoing Turkey Gender Equity in Labor Markets and Entrepreneurship TA "Turkey (2008): Some results along gender lines" (July, 2012) prepared by Mohammad Amin and Silvia Muzi of the Enterprise Analysis Unit (FGIEA), World Bank.

²¹ Turkey Industrial Strategy: Turkey Industrial Strategy Document - Towards EU Membership (2011-2014), December 2010:

www.sanayi.gov.tr/Files/Documents/sanayi_stratejisi_belgesi_2011_2014.pdf

²² Small and Medium-sized Enterprises Strategy and Action Plan 2011-2013: www.sanayi.gov.tr/Files/Documents/KOSGEB_Katalog.pdf

courses²³. Although not exclusively targeted at women, about 60 percent of trainees are female. ISKUR is planning to increase the participation of women in training even more and has launched targeted training on women counseling, women's rights and working life, and - in collaboration with the Directorate General on the Status of women - mid-level manager training on social gender equality. Vocational training activities in Turkish Business Centers are also carried out by local chambers of industry and through the launch of a micro-credit program in the provinces. The Ministry of Family and Social Policies (MoFSP) has protocols with other ministries to also increase female entrepreneurship, which include measures to increase access to affordable child care. Notable is a new legal requirement, introduced in February 2012, to have at least one female member in the board of directors of the firms that are subject to Capital Market Board regulation²⁴ (essentially all listed companies). A gender certification program piloted by the association of women entrepreneurs (KAGIDER) and the World Bank among large private companies is now being extended to the public sector under the leadership of the Ministry of Labor and Social Protection.

C. Agency – the ability to make effective choices

15. **Women's participation in political decision-making, while improving, remains limited.** The Global Gender Gap Report identifies political empowerment as the area with the largest gender gap among all four sub-indexes and across all countries. Turkey ranks well below the low global average. Women constitute 14.4 percent of Members of Parliament in the Grand National Assembly of Turkey after the 2011 election, which is a substantial increase compared to 9.1 percent in 2007 and 4.4 percent in 2002²⁵. This is significant progress and has put Turkey on the trajectory towards the average representation of women in parliaments around the world, which is about 19 percent. There is just one female cabinet minister, the Minister of Family and Social Policy. Of the country's 2948 mayors, only 27 are women and none of the 16 metropolitan mayors are female²⁶. A Parliamentary Committee for Equality of Opportunity between Women and Men was established in 2009 to promote greater political voice of women and their participation in both economic and social life.

16. **Women are not well represented in high-level positions at universities and in the civil service.** While female academics are well represented in Turkey, at 41 percent, men typically hold the higher-level positions at universities. Women make up only 6.1 percent of all rectors and 15.3 percent of all deans. Among high-level civil servants, women account only for 7 percent. Of the 193 ambassadors representing Turkey abroad 23 are women (12 percent), which is somewhat lower than the European regional average of 19 percent²⁷ (includes Western Europe).

17. **Traditional gender roles still tend to persist within Turkish society preventing women from fully benefiting from existing legal rights and opportunities.** The Government acknowledges that violence against women remains an issue.²⁸ Non-governmental sources document cases of violence against women, honor killings and forced marriages in Turkey, particularly in low income areas. According to a recent study by the International Strategic Research Agency (USAK), 14 percent of

²³ According to UNHCR specific efforts are needed to assist female refugees and asylum seekers to join the Turkish workforce. The Law on Work Permits for Foreigners No. 4817 provides the right to seek work to recognized asylum seekers in Turkey.

²⁴ Capital Markets Board of Turkey, Issuance of Communiqué that Amends Corporate Governance Principles, (Serial: IV, No:57, published in the official gazette on February 11, 2012 (Official Gazette No: 28201)

²⁵ Turkish Grand National Assembly: <http://www.tbmm.gov.tr>

²⁶ Ministry of Interior, General Directorate of Local Administration: <http://www.migm.gov.tr>

²⁷ United Nations Economic Commission for Europe (UNECE) Statistical Database: http://w3.unece.org/pxweb/dialog/varval.asp?ma=ZZZ_GEPDAmbassadors_r&path=../database/STAT/30-GE/05-PublicAnddecision/&lang=1&ti=Ambassadors+by+se

²⁸ Article in the newspaper Hurriyet, 'Violence against Women Worse than Racism: Family Minister', November 2, 2012 in the context of the '30th Convention on the Elimination of All Forms of Discrimination against Women in Turkey (CEDAW)'.

Turkish marriages are child marriages (one spouse is underage) which is the second highest rate of early marriage among European countries²⁹.

18. **The authorities have signaled strong commitment to address remaining discrimination against women through strengthening women's legal rights.** Turkey has ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence. In 2005, a helpline for victims of human trafficking and gender-based violence was established. A constitutional amendment was enacted in 2010 to protect gender equity in every aspect of Turkey's social and economic life, and provides for positive discrimination in favor of women. A new 'Law on the Protection of Family and Prevention of violence against Women' was passed in March 2012, and secondary legislation is under preparation providing shelters for victims of domestic violence. Despite these efforts, women affected by gender based violence may be reluctant to come forward, complicating the enforcement of existing legislation and creating a potential hidden barrier to increasing female labor force participation. More generally, the 2011 World Development Report highlights the importance of social norms in reinforcing traditional gender roles. An in-depth analysis of these factors cannot be attempted in this note, but gender sensitive interventions must be conscious of their importance to achieve maximum effectiveness.

II. Policy and regulatory framework and institutional arrangements

19. **Key national gender policy frameworks:** Key policy documents capturing the present political commitment to promote the role of women and girls in economic and social development include:

- *Turkey's National Development Strategy: The 9th Development Plan 2007-2013* stipulates that the rate of participation in the labor force will increase by 2.1 percentage points over the planning period by raising the level of education, enhancing employability through active labor force policies and by facilitating and promoting access to the labor market. Female labor force participation is targeted at 29.6 percent by 2013 (it was 28.8 percent in 2011). The 10th Development Plan is currently under preparation.
- *Gender Equality National Action Plan 2008-2013:* This Action Plan was an important milestone for improving gender equity. Designed along principle themes identified in the Beijing Declaration and Platform for Action³⁰, Turkey's Action Plan specifically covers the areas of economy, poverty, participation in the power and decision-making processes, health, media, environment, education and institutional mechanisms. This Action Plan identifies a comprehensive set of actions and the responsible agencies but does not take the step to define results to be achieved making monitoring less powerful. The 2011 Progress report is expected by mid-2012. A second five-year Gender Action Plan to begin in 2014 is now under preparation.
- *National Action Plan on Violence against Women 2012-2015*³¹: The Plan identifies actions against both domestic violence as well as violence at the work place. Mobbing and sexual harassment have been identified as a significant barrier to women's employment.
- *Prime Minister's Circular on Increasing Female Employment and Achieving Equality of Opportunities (2010):* which includes measures such as (1) monitoring and enforcing gender equality in the work place; (2) engendering non-formal educational activities and vocational training (including increased female participation in Provincial Employment and Vocational

²⁹ Non-governmental sources include (i) European Union, Turkey EU Accession Progress Report, 2012 - Enlargement Strategy and Main Challenges 2012-2013: http://ec.europa.eu/enlargement/pdf/key_documents/2012/package/tr_rapport_2012_en.pdf, (ii) Human Rights Watch, 'He Loves You, He Beats You': Family Violence in Turkey and Access to Protection: <http://www.hrw.org/reports/2011/05/04/he-loves-you-he-beats-you-0>, and (iii) International Strategic Research Agency (USAK) only available in Turkish: http://www.usak.org.tr/EN/yayin_goster.asp?id=165. The original statistics come from the international non-governmental agency Plan UK: <http://www.plan-uk.org/early-and-forced-marriage/>

³⁰ United Nations, The Fourth World Conference on Women: Action for Equality, Development and Peace, 1995: <http://www.un.org/womenwatch/daw/beijing/beijingdeclaration.html>

³¹ The Action Plan is presently only available in Turkish. <http://www.kadinistatusu.gov.tr/tr/html/120/Kadina+Yonelik+Siddetle+Mucadele+Ulusal+Eylem+Plani/>

Training Boards); and (3) enforcement of a 2008 law requiring firms with 150 and more workers to provide child care services (before 2008 firms were required to provide these services in-house while after 2008 these can be contracted out).

- *Line Ministries are developing action plans to promote gender equality:* Notably, the Ministry of Food, Agriculture and Livestock has developed a draft Action Plan for Women's Empowerment in Rural Areas.

20. **Key gender-relevant public institutions:** Three institutions are in the lead in implementing Turkey's gender policies. With these bodies the government has stepped up its commitment towards gender equality:

- On the legislative side the Parliamentary Committee for Equality of Opportunity between Women and Men addresses gender equality issues.
- On the executive side the Ministry of Family and Social Policies has the leadership on gender issues and is specifically tasked with integrating aspects on the status of women in policies and programs. The Ministry was established only in 2011 and houses the former General Directorate on the Status of Women (KSGM) that was affiliated to the Prime Ministry. For more than 20 years this unit continues to be the focal point for promoting gender equality.
- In addition to the Ministry of Family and Social Policy, the Ministry of Justice, the Ministry of Health, the Ministry of Labor and Social Security and the Ministry of Interior also have important mandates related to gender equality. Two bodies require highlighting: First, the Turkish Employment Agency ISKUR³² is a key institution to promote women's employment through its active labor market policies. Second, the National Monitoring and Coordination Board for Female Employment led by the Undersecretary of the Minister of Labor and its membership includes cross-ministerial representation as well as The Union of Chambers of Commodity Exchanges of Turkey (TOBB), trade unions and relevant NGOs.

III. The World Bank Group Engagement with Turkey to make Progress towards Gender Equality

A. Highlights of gender engagement so far

21. **Improving women's economic participation and opportunity has been the main focus of gender activities under the World Bank Group (WBG) partnership with Turkey so far.** The World Bank's 2009 study 'Female Labor Force Participation in Turkey: Trends, Determinants and Policy Framework'³³ provides a detailed empirical analysis of the factors preventing women from greater participation in work. The study used both quantitative and qualitative methods to assess structural and social changes, which might facilitate women to enter the labor market. The study proposed to subsidize employer's social security contribution for women (particularly first-time job seekers) and this was implemented by the Government in 2008. Affordable childcare was identified as an urgent agenda and analyzed in detail in 'Improving the Quality and Equity of Basic Education in Turkey' (World Bank, 2012). The 'Programmatic Jobs' series of Economic and Sector Work support begun in 2012 continues an analytical engagement on female labor force participation. The first report in the series 'Managing Labor Markets through the Economic Cycle'³⁴ draws attention to the significant increase in female labor force participation during the post-crisis recovery and explores the extent to which it is likely to be permanent. The second in the series will focus on the 'Employment activation of Youth and Women' while the third will look at 'Labor Mobility'. Gender aspects will be central to the analysis and derived policy options. Additional analytical work with an explicit gender dimension include the following studies: 'Investing in

³² ISKUR is an implementing organization under the Ministry of Labor.

³³ World Bank, Female Labor Force Participation in Turkey: Trends, Determinants and Policy Framework, 2009.

³⁴ World Bank, Turkey: Managing Labor Markets through the Economic Cycle, 2012 (forthcoming).

Turkey's Next Generation: The School-to-Work Transition and Turkey's Development'³⁵, 'Country Economic Memorandum: Informality, Causes, Consequences, Policies'³⁶, 'Expanding Opportunities for the Next Generation – A Report on Life Chances'³⁷, and, most recently, the 'Country Economic Memorandum on Sustaining High Growth: the Role of Domestic Savings'³⁸.

22. **Health and education have been core areas of World Bank engagement in Turkey, and have had significant impact on gender equity.** All three large social flagship reform programs behind the impressive achievements in healthcare, the Health Transformation Program, the Universal Health Insurance and the Conditional Cash Transfer Program, have been supported by a combination of the World Bank's lending and non-lending activities. The introduction of family doctors and nurses in local health facilities under the Health Transformation Project also proved to be important entry points for drawing attention to domestic violence. The Second Programmatic Public Sector Development Policy Loan (2008) supported the Turkish Government in the implementation of its social security reform. Women benefit disproportionately from the introduction of the Universal Health Insurance, supported by the operation; e.g., through improved quality of ante-natal and other health care services now available to all women. The Social Risk Mitigation Project is a conditional cash transfer program, which allocates higher per capita payments to girls if they continue schooling. An impact evaluation has shown that girls' secondary attendance rates have increased by more than 10 percent as a result of the project. International Bank for Reconstruction and Development (IBRD) financing supporting the project closed in March 2008 but the project continued to be fully financed through the national budget. Also, the Restoring Equitable Growth and Employment Programmatic Development Policy Loan series, begun in 2009, included actions that effectively targeted women, like the reduction in social insurance contributions and the expansion of pre-school education facilities.

23. **In education, the World Bank supported Secondary Education Project** helped revise and implement new general and vocational training curriculum programs as well as career guidance and counseling services. Young women in particular benefit from these services. The Education Quality Report (2011)³⁹ further informed public debate and provided detailed information for policy makers on the gender gaps in enrollment and learning outcomes in basic education by gender.

B. Moving the gender agenda further forward

24. Building on gender work in the previous Country Partnership Strategy (CPS) FY 2008-11, the new Country Partnership Strategy 2012-15 has identified gender equity as a specific area for future Turkey-World Bank Group cooperation. The focus will remain on expanding female entrepreneurship and employment.

25. **Labor market:** With respect to the labor market, analytical work and technical assistance are expected to support efforts to help low skilled women find formal employment; increase access to affordable child care; improve gender equity in the workplace; and, increase female entrepreneurship. The Government and the private sector expect an expansion of employment activation programs for low skilled women.

26. **Employment:** The implementation of a World Bank supported pilot gender certification program in 2012 and 2013 will promote the incorporation of gender equity as an internal business practice for enhancing equal job opportunities. This certification promotes gender equity in the workplace through the Equal Opportunities Model through gender sensitive policies and procedures at the firm level,

³⁵ World Bank, Investing in Turkey's Next Generation: The School-to-Work Transition and Turkey's Development, 2008.

³⁶ World Bank, Turkey Country Economic Memorandum: Informality, Causes, Consequences, Policies, 2010.

³⁷ World Bank, Turkey: Expanding Opportunities for the Next Generation – A Report on Life Chances, 2010.

³⁸ World Bank, Turkey Country Economic Memorandum on Sustaining High Growth: The Role of Domestic Savings, 2012.

³⁹ World Bank, Improving the Quality and Equity of Basic Education in Turkey, 2012

specifically, facilitating equal access to jobs and opportunities for training and professional development. Twelve pilot firms are presently participating and completion of the piloting and national expansion of the model is expected in the course of this CPS. A targeted subsidy program for early childhood education and care aiming to support women seeking employment is being developed by the Ministry of Family and Social Policies with support from the World Bank under the programmatic technical assistance support on Human Development. Related to this, the Ministry is working to develop a model for providing subsidies to child care and preschool costs (complemented with vocational training) and measures to expand quality child care as well as to expand the Conditional Cash Transfer benefits to kindergarten with support from the World Bank and NGOs .

27. **Private Sector:** The International Finance Corporation (IFC), the World Bank Group's private sector arm, intends to encourage women to receive bank financing to serve better women-owned businesses. In 2011 IFC launched the Banking on Women initiative in Turkey, which aims to support female participation in business through financial markets investments. In 2011, IFC provided a US\$40 million senior loan to ABank in Turkey together with the Dutch Development Bank FMO, to be on-lent to women owned SME's in the Country. The transaction is IFC's and FMO's first loan in the Country specifically designed to assist enterprises run by women. In 2012, IFC partnered with EFSE (European Fund for Southern Europe) to provide a US\$49 million senior loan facility to Fibabank to support lending activities to women-owned SME's and SME's in general.

28. **Gender-focused Investment Climate Assessment:** The idea is to integrate a gender module into the next Business Environment and Enterprise Performance Survey (BEEPS) for Turkey. The aim is to identify the specific obstacles women face in employment and entrepreneurship. The module is being designed and implemented in partnership with the Ministry of Family and Social Policies and a local think-tank (TEPAV).

29. **Awareness campaign:** 'Anadolu Step by Step' is the roll-out of the World Development Report 2011 and awareness campaign through an Anatolia road show together with the Ministry of Family and Social Policies and the Turkish Industrialists' and Businessmen's Association (TUSIAD). Beyond this campaign, the Country Team will seek to deepen its understanding of the role of social norms in persistent gender inequality in Turkey and draw on this in future operational work.

30. **Financial Literacy:** Low domestic saving adversely affects Turkey's growth prospects and one of the key policy areas for increasing domestic savings is financial literacy. Better financial education, particularly of women, will lead households to make informed decisions when allocating their savings. A financial capability survey⁴⁰ was conducted in 2012 as an input to the preparation of a national strategy on financial education.

31. **Poverty data more disaggregated by gender:** The WB workshop on 'Evidence-based Policy-Making through Improved Measurement and Analysis of Poverty' in March 2012 triggered a request to work with the Turkish Statistical Agency TUIK in strengthening its capacity to generate micro-data analysis for causes of poverty and inequality and help understand effective approaches to tackle it. A focus will be on disaggregating data by gender.

32. **Partnerships and other donor activities:** A Turkey gender assessment has not been prepared by any donor organization but various projects exist, particularly by UN organizations:

- UNDP is currently undertaking an assessment of national institutions in charge of gender equality developing a set of recommendations which will be published in early 2013.

⁴⁰ Forthcoming.

- National gender profiles are being developed through the Food and Agriculture Organization of the United Nations' Gender and Agricultural Statistics Framework project.
- The International Labor Organization (ILO) is working with national academic partners on labor market integration of migrants which includes detailed analysis on the gender dimension.
- ISKUR is benefitting from support by the UN, the WB and planned also from the Swedish Government. Specifically, it includes work on promoting vocational training to women matched with needs from the labor market. With the UN ISKUR works on mitigating unemployment among young migrants particularly women in Antalya, a province with one of the highest rate of net migration in Turkey. The intervention addresses the adaptation of young migrants to urban life through developing of their basic life skills before employment.
- A Trust Fund proposal for support from the Swedish Government is at an advanced stage of preparation and would fund analytical and advisory work of the Bank with the Ministry of Family and Social Policies to strengthen evidence-based policy making, create a knowledge platform and increase awareness. This program will be implemented between 2012 and 2015.
- The EU is presently funding seven projects specifically contributing towards improved gender equality and women's rights totaling about Euro 65 million. Most notably, it includes the area of education with the establishment of an assessment tool for gender equality assurance in schools, strengthening the Ministry of National Education's capacity for promoting gender equality and a gender sensitive approach throughout the education system, and awareness raising⁴¹. With EU IPA resources the Ministry of National Education is also implementing the 'Project for Increasing the Enrollment Rate of Girls-I'. Other activities focus on employment and women's shelters for combating domestic violence.
- The World Bank Group also collaborates with the EU on gender activities in the area of increasing female employment through childcare subsidies.

33. **Gender informed portfolio:** IBRD lending operations will be comprehensively gender informed. Presently the Turkey portfolio has exhibited an improvement in recent years. In FY10 and FY11, only about 20 percent of projects were formally tagged as 'gender informed'. In FY12, the share of 'gender informed' projects in Turkey improved to 50 percent (compared to the World Bank's Europe and Central Asia region's average of over the same time period of 58 percent (and 40 percent in FY11). The World Bank's Turkey program in the area of 'Sustainable Development' will review on-going projects to assess their level of gender sensitivity, lead by the Sustainable Development Department, and results will feed into the mid-term review of the new Country Partnership Strategy. For new projects, gender aspects will be explored at concept review and incorporated into the design as appropriate.

⁴¹ Promoting Gender Equity in Education Project Fiche:
http://ec.europa.eu/enlargement/pdf/turkey/ipa/2010/125_tr2010013604_gender_equality_in_education.pdf

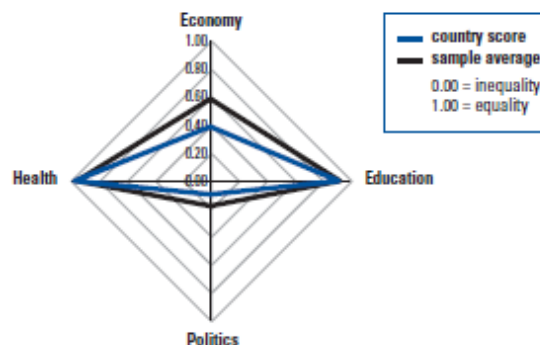
Annex 1

Turkey

	Rank (out of 135 countries)	Score (0.00 = inequality, 1.00 = equality)
Gender Gap Index 2011	122	0.595

Key Indicators

Total population (millions)	75.71
Population growth (%)	1.18
GDP (US\$ billions)	388.91
GDP (PPP) per capita	12,051



	Rank	Score	Sample average	Female	Male	Female-to-male ratio
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Gender Gap Subindexes

Economic Participation and Opportunity 132 0.389 0.588

Labour force participation.....	126	0.35	0.68	26	74	0.35	
Wage equality for similar work (survey).....	102	0.58	0.65	—	—	0.58	
Estimated earned income (PPP US\$).....	124	0.26	0.52	5,602	21,660	0.26	
Legislators, senior officials, and managers.....	110	0.11	0.26	10	90	0.11	
Professional and technical workers.....	94	0.54	0.64	35	65	0.54	

Educational Attainment..... 106 0.920 0.928

Literacy rate.....	104	0.89	0.86	85	96	0.89	
Enrolment in primary education.....	110	0.98	0.98	94	96	0.98	
Enrolment in secondary education.....	111	0.91	0.90	70	77	0.91	
Enrolment in tertiary education.....	103	0.78	0.86	34	43	0.78	

Health and Survival..... 62 0.976 0.956

Sex ratio at birth (female/male).....	1	0.94	0.92	—	—	0.95	
Healthy life expectancy.....	72	1.05	1.04	67	64	1.05	

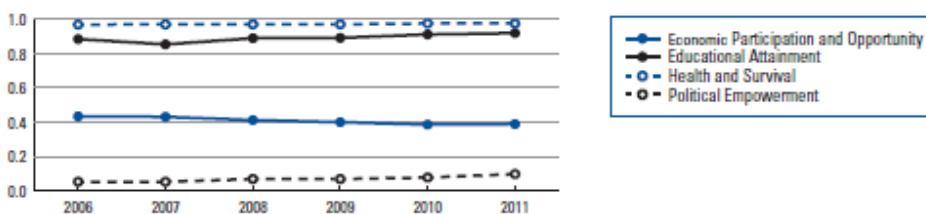
Political Empowerment..... 89 0.097 0.185

Women in parliament.....	82	0.17	0.22	14	86	0.17	
Women in ministerial positions.....	99	0.08	0.18	8	92	0.08	
Years with female head of state (last 50).....	26	0.06	0.16	3	47	0.06	

Turkey

	OVERALL		ECONOMIC PARTICIPATION		EDUCATIONAL ATTAINMENT		HEALTH AND SURVIVAL		POLITICAL EMPOWERMENT	
	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score
Gender Gap Index 2011 (out of 135 countries)	122	0.595	132	0.389	106	0.920	62	0.976	89	0.097
Gender Gap Index 2010 (out of 134 countries)	126	0.588	131	0.386	109	0.912	61	0.976	99	0.077
Gender Gap Index 2009 (out of 134 countries)	129	0.583	130	0.400	110	0.892	93	0.971	107	0.068
Gender Gap Index 2008 (out of 130 countries)	123	0.585	124	0.412	108	0.890	88	0.971	106	0.068
Gender Gap Index 2007 (out of 128 countries)	121	0.577	118	0.431	110	0.854	87	0.971	108	0.052
Gender Gap Index 2006 (out of 115 countries)	105	0.585	106	0.434	92	0.885	85	0.969	96	0.052

Evolution 2006–2011



Additional Data

Economic Empowerment

Female adult unemployment rate (% of female labour force).....	14
Male adult unemployment rate (% of male labour force).....	11
Women in non-agricultural paid labour (% of total labour force).....	22
Inheritance practices in favour of male heirs ²	—
Firms with female participation in ownership (% of firms).....	—
Women's access to land ownership ²	—
Women's access to bank loans ²	—
Women's access to property other than land ²	—
Women's access to finance programmes ³	3
Ability of women to rise to positions of enterprise leadership ¹	4.11

Education

Female teachers, primary education (%).....	—
Female teachers, secondary education (%).....	—
Female teachers, tertiary education (%).....	40
Female school life expectancy, primary to secondary (years).....	10
Male school life expectancy, primary to secondary (years).....	10

Marriage and Childbearing

Mean age of marriage for women (years).....	23
Early marriage (% women, aged 15–19).....	—
Fertility rate (births per woman).....	2.10
Adolescent fertility rate (births per 1,000 women, aged 15–19).....	56
Antenatal care coverage, at least one visit (%).....	92
Births attended by skilled health staff (%).....	91
Maternal mortality ratio (per 100,000 live births) ⁴	23 [15-36]
Contraceptive prevalence, married women (%).....	71
Female HIV prevalence, aged 15–49 (%).....	<0.10
Male HIV prevalence, aged 15–49 (%).....	<0.10
Infant mortality rate (per 1,000 live births).....	18
Overall population sex ratio (male/female).....	1.01

Social Institutions and Political Rights

Paternal versus maternal authority ²	—
Female genital mutilation ²	—
Acceptance or legality of polygamy ²	—
Existence of legislation punishing acts of violence against women ²	—
Year women received right to vote.....	1930
Quota type.....	—
Existence of legislation prohibiting gender-based discrimination.....	Yes

Childcare Ecosystem

Length of maternity leave.....	16 weeks
Maternity leave benefits (% of wages paid).....	67; 12 weeks coverage
Provider of maternity coverage.....	Social security
Length of paternity leave.....	Public sector only: 10 days
Paternity leave benefits (% of wages paid).....	—
Daycare options.....	—

¹ Survey data, responses on a 1-to-7 scale (1 = worst score, 7 = best score)

² Data on a 0-to-1 scale (1 = worst score, 0 = best score)

³ Data on a 1-to-5 scale (1 = worst score, 5 = best score)

⁴ Bracketed numbers show the range between the uncertainties, estimated to contain the true maternal mortality ratio with a 95% probability