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## Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Türkiye

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# ILO EVALUATION

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<b>Evaluation Manager:</b>	<b>M. Koray ABACI</b>
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<b>Key Words:</b>	<b>migrant rights, job training, entrepreneurship training, skills development</b>

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

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## Acronyms and Abbreviations

3RP	Regional Refugee and Resilience Plan
AFAD	Disaster and Emergency Management Presidency
ÇASGEM	Labour and Social Security Training and Research Center
EC	European Commission
EU	European Union
EUTF	European Union Trust Fund
EVAL	ILO Evaluation Office
DG LLL	Directorate General of Lifelong Learning
DG VTE	Directorate General of Vocational and Technical Education
ILO	International Labour Organization
IOM	International Organization for Migration
ITC	International Trade Centre
ITC ILO	International Training Centre of ILO
İŞKUR	Turkish Employment Agency
KOSGEB	Presidency of Administration of Small and Medium-sized Industrial Enterprises
MOLSS	Ministry of Labour and Social Security
MONE	Ministry of National Education
MSME	Micro, Small and Medium-sized Enterprise
OSH	Occupational Safety and Health
PEC	Public Education Centre
PMM	Presidency for Migration Management
PMT	Project Management Team
PRM	US Bureau for Population, Refugees and Migration
SC	Steering Committee
SCORE	Sustaining Competitive and Responsible Enterprises
SSI	Social Security Institution
TVET	Technical Vocational Education and Training
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
VQA	Vocational Qualifications Authority
VTC	Vocational Training Centre

## **Executive Summary**

### **Project Overview**

The project has been implemented by the ILO funded through EU Delegation to Türkiye. The overall objective of the project is to contribute to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities. More specifically, the projective aims (i) to increase the availability of a skilled, competent, and productive labour supply to facilitate access to decent work for SuTP and Turkish host communities (Objective 1); (ii) to promote an enabling environment for business development and economic growth in identified sectors and geographic locations to address job creation and stimulate entrepreneurship opportunities for SuTP and Turkish host communities (Objective 2); (iii) to provide support to labour market governance institutions and mechanisms in implementing inclusive development strategies (Objective 3)

The project encompasses three interconnected outcomes that contribute to the achievement of the following objectives outlined in the ILO P&B 2020-21:

Outcome 4: Promoting sustainable enterprises as drivers of employment generation, innovation, and the promotion of decent work.

Outcome 5: Facilitating skills development and lifelong learning to enhance access to the labour market and support smooth transitions.

Outcome 7: Ensuring comprehensive and efficient workplace protection for all workers.

### **Evaluation Data and Methodology**

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

This final evaluation is predominantly a qualitative one. However, the qualitative data is coming from various sources which allows us for triangulating the findings. This evaluation used three data collection methods, including (i) reviewing key level documentations; (ii) conducting key informant interviews with stakeholders and (iii) holding semi-structured interviews with beneficiaries of the project. The fieldwork for the qualitative data collection was conducted online between 1<sup>st</sup> of March 2023 and 22<sup>nd</sup> of March 2023. We conducted 17 KIIs with ILO management and project staff in Ankara Office and other key informants in partner and beneficiary organizations including International Organization for Migration (IOM), Ministry of Labour and Social Services, DG for International Labour Force, Social Security Institute, and finally staff working at technology development areas (technoparks), SCORE trainers and other training coordinators and trainers. The respondents were selected based on the list that was provided by ILO during the inception phase. It might cause a selection bias to use the list provided by ILO, however the list includes all relevant organizations of the project not excluding any of them therefore, there was no to mitigate the selection bias risk. The consultant also respected respondent's right to provide information in confidence and made them aware of the scope and limits of confidentiality. Names and any other sensitive information were anonymized.

Semi structured interviews (SSIs) were also held with the Syrian beneficiaries of the programme's various interventions from TVET trainings, BLMS, WAP, Grant programme, etc. Twenty-one interviews were facilitated by an Arabic speaking moderator. Due to having a remote fieldwork, SSIs were conducted by calling the beneficiaries.

The selection of interview participants was jointly organized by the consultant and the facilitator and selection was randomized according to having phone numbers ending with even. However, due to the time gap between the end of most of the interventions and the timing of the evaluation, some were not willing to share their experience. Therefore, there was a selection bias, where the accessibility criteria played a role which might have led us to interview the ones, who were willing to share and/or who are eager to attend such activities.

The main limitation while conducting the evaluation is the gap between the completion of activities in mid-2021 and the time of the evaluation which started in March 2023. The time gap between the completion of all of activities and the initiation of the final evaluation report caused a limitation. However, the evaluation ensured accessing the relevant beneficiaries/stakeholders where possible, who are eligible, knowledgeable about the projects' activities in where their contribution makes a positive impact on the quality of the final evaluation findings.

## **Main Findings**

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

### *Relevance*

The evaluation has found that the project is highly relevant in addressing a major constraint that has been faced by the project's targeting group, in particular Syrians under Temporary Protection and host community, access to the labour market with relevant and essential skills. The design and implementation of the project are relevant to the national (i.e. UNDCS 2016-2020, 11<sup>th</sup> National Development Plan), regional (i.e. Regional 3RP and the Chapter on Türkiye) and international priorities, needs of the SuTP under challenging economic and contextual changes in Türkiye. The project is also fully in line with the objectives of ILO and its vision and strategic directions and fits into its portfolio of ILO Response to the Syrian Refugee Crisis 2017-2021. Particularly, it is aligned with the ILO Programme and Budget (2018-2019 and 2020-2021) and ILO Programme of Support.

The project design and strategy align with the objectives of FRIT (Facility for Refugees in Türkiye) as well. Some of the elements outlined in the priority areas (livelihood sector, social cohesion), strongly relate to the design and strategy of the project under evaluation. The Project has been contributing particularly to achievement of the Sustainable Development Goals and post-2015 agenda as well. The project has a strong focus on vulnerable populations, particularly SuTP, who experience challenges to make the ends meet, who have lack of access to job market due to lack of certain skills, network, permits, capital, etc.,

Therefore, many of the results have provided support to achieving Sustainable Development Goal 8 (Decent Work and Economic Growth) and Goal 10 (Reduced Inequalities). All three components of the project have made significant contributions to the effort towards achieving the SDGs.

The project was highly aligned with the national priorities, relevant Ministries, particularly Ministry of Labour and Social Security (MoLSS)'s long-term strategies and plans and has assisted Turkish government to pursue policies conducive to enhanced economic resilience among refugee and host communities.

### *Effectiveness*

The project was broadly effective in terms of achieving and overachieving the targets of the results framework in the project document with some exceptions, where the log frame shows that out of 27 indicators, six of them are slightly below the target, which means 78 per cent of the target have been either achieved or over-achieved. At least 13 of the indicators are over-achieved which is 50 per cent of the logical framework. The major factors influencing the achievement of the project's objectives were (i) ILO's project team's high level of engagement both on technical and field level, particularly project team's adaptive and on time responses while dealing with the challenges, such as COVID-19 during implementation, (ii) making partnerships with relevant stakeholders. The major factors that had an impact on project's under achievements were (i) infamous COVID-19; (ii) economic and sociopolitical context; and (iii) having too many outputs under each outcome.

### *Efficiency*

The program's efficiency has been evaluated under two main themes, analyzing of (i) efficiency of program management and implementation; and (ii) the financial efficiency.

- i. *Efficiency in terms of Programme Management and Implementation:* ILO Project Team have high quality of engagement, expertise, and experience in engaging projects in the livelihood sector, which reflected to the execution of the interventions. The project also offered for a collaboration between ILO and IOM, which has a strong expertise in the field of migration and ensured the successful implementation of the project intervention, particularly entrepreneurship activity and achievement of its objectives. Furthermore, the project was managed through the successful collaboration with the DG of International Labour Force of Ministry of Labour and Social Security, Social Security Institution, strong business membership organizations such as Chambers of Commerce and Industry, Chambers of Tradesmen and Craftsmen expert institutions like Technoparks located in university campuses and organized industrial zones as well as strong connections with experts and academicians. Each stakeholder has mentioned about their willingness to have ownership of the project's outcomes, but at the same time, ensured the successful implementation of the project and achievement of its objectives. Beyond this, they also ensured reaching out the refugee and host community population successfully.
- ii. *Efficiency in terms of finance:* The project is delivered in an economic and timely way with reasonable extensions due to the impact of infamous COVID-19. What we mean by economic is the conversion of inputs (funds, expertise, natural resources, time, etc.)

into outputs, outcome, and impact, in the most cost-effective way possible, as compared to feasible alternatives in the context. Outputs are delivered within the intended timeframe, in other words, a timeframe reasonably adjusted to the demands of the evolving context of COVID-19. There were fluctuations in costs of different budget items due to the fluctuations in the exchange rates and the project has not been able to use all its estimated budget.

### *Coherence*

A document analysis and evaluation interviews indicated that a significant synergy created between the previous & ongoing ILO's projects and the project being evaluated here. The projects are actively cooperating towards synergies and efficiencies. The project was built on ILO interventions on the Syrian refugee crisis in Türkiye since 2014, which has been promoting comprehensive short- and medium-term employment-intensive measures to be implemented within the framework of Türkiye's overall response and the Regional Refugee and Resilience Plan (3RP). As one of the key 3RP Livelihoods Sector partners, with this project, ILO has contributed to the implementation of Livelihoods Sector Plan (2018-2019) in terms of developing capacities to provide labour (supply side) through support to training and post-training support with an increased focus on job placements and job creation (demand side), and conducting regular labour economic development analyses and value chain analyses to inform ongoing job placement, employment generation as well as enterprise creation and development.

The project under evaluation also benefited from ILO's strong expertise on providing decent work opportunities, facilitating the access of vulnerable segment of the society into labour market and its experience of having partnerships and work experience with other UN agencies, under this project, IOM, local partners, especially Chambers of Commerce and Industry & Chambers of Tradesmen and Craftsmen, Technoparks, and national partners, Directorate of International Labour Force of MoFLSS and SSI has also contributed to the outcome of the project. All the expertise collected under ILO's Refugee Response programming supported the project staff to adopt changes in training programmes' content while targeting different population with different needs, learning from the mistakes while partnering with the stakeholders, benefiting from each other's expertise, sharing their best practices. On the EU side, the project also contributes to the achievement of the key priority set forth in the European Union Regional Trust Fund in response to the Syrian Crisis, namely, reducing the pressure on countries hosting refugees by investing in livelihoods and social cohesion, and by supporting them in providing access to jobs and training that will be beneficial for both the refugees and host communities.

Even though there is a significant alignment and synergy between ILO's projects under its Refugee Response Programme and the project under evaluation, at some point, rather than complement the other projects, there are overlapping projects having similar targeting population, providing similar skills development and training courses, and implementing similar activities.

### *Gender equality and non-discrimination issues*

Even though gender mainstreaming has been considered in designing, implementing in all parts of the project, including all interventions designed and implemented, the project has



reached out less women than men, both among SuTP and host community groups. Both the log frame and stakeholder interviews point to inevitable limitations of reaching out Syrian women, which is not unique to this project. In general, Syrian women arrive unprepared for integration into the destination labour markets due to having lower levels of education, patriarchal norms, childcare responsibilities, etc. And for some cases, the targets and/or outreach number data is not gender disaggregated, which added a shortcoming for analysis.

### *Sustainability and Impact Potential*

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

## **Conclusions**

### **Conclusion 1 (Relevance):**

The project has been significantly in line with Türkiye's national development priorities, global and regional response to Syrian refugee crisis. The design and implementation project has also shown a high alignment with ILO's mandates, strategic priority areas i.e. decent and more jobs, which gives a pivotal role for the project in creating synergies and linkages between crisis response and those areas and between its interventions and Refugee Response Programme of ILO. Even though the project is relevant and responsive to the evolving needs of Syrians under Temporary Protection, however the needs of other refugee groups (under international protection) are overlooked in the project, noting that ILO is the first UN agency in Türkiye implementing an employment-related project for non-Syrian refugees.

**Conclusion 2 (Effectiveness):** The project was broadly effective in terms of reaching out SuTP and host community and even exceeding the expectations in the half of the indicators. The project is quite successful particularly in actions listed as (i) facilitating SuTP's and host communities access to job market with relevant skills; (ii) while contributing to their livelihood skills at the same time helping them to integrate into the society both in economic and social terms; (iii) investing and enhancing national actors' capacities in responding to the Syrian refugee crisis both in practical and advocacy level; (iv) enhancing operational capacity of the local actors for helping them better informed and addressing the refugee crisis in the cities. The major factors that had a negative impact on project's progress, (i) economic and sociopolitical context in Türkiye, particularly might have an impact on job creation in the long run, (ii) in famous COVID-19.

**Conclusion 3 (Efficiency):** The project delivered its results in an economic and timely way, noting that approximately €400.000 of the budget were not spent and submitted back to the donor. As it could have been spent for activities related to COVID-19 and/or as a response to the earthquake. However, regarding earthquake, the project was closed on January 2023, so it was not possible to spend the funds after the closure of the project. Few of the outputs were

not delivered within the intended timeframe due to the infamous COVID-19. However, the project was operationalized within a timeframe reasonably adjusted to the demands of the evolving context, against COVID-19.

**Conclusion 4 (Coherence):** A significant synergy was created between the previous & ongoing projects particularly under Refugee Response Programme and the project being evaluated here. By saying this, even though there is a significant alignment and synergy between ILO's projects under its Refugee Response Programme and the project under evaluation, at some point, rather than complement the other projects, there are some overlapping outputs with other projects implemented by ILO. However, ILO's new interventions such as workplace adaptation programme, emphasis on entrepreneurship contribute more innovation to the synergy created with other livelihood programmes and also are complementary to the previous interventions on livelihood sector as well.

**Conclusion 5 (Sustainability and Its Impact Potential):** Significant achievement and positive results in the short term, where many achieved effects and benefits seems to remain robust, the long- term sustainability of the many interventions is threatened by a variety of factors, many of which are outside of the ILO's control. These include but are not limited to general economic fragility which cannot produce new jobs for refugees and host community and on top of it, force SMEs not to make new hirings; socio-political and community resilience related challenges; political complexities such as political rhetoric over sending the refugees back; recent earthquake that caused negative impact on beneficiaries of entrepreneurship intervention particularly in earthquake affected cities, as well as rooted social norms and attitudes of public. Additionally, funding shortages might limit the sustainability of results.

**Conclusion 6 (Gender Equality and Non-discrimination Issues):** The project framework and interventions embed the principle of 'non-discrimination' and "leave no one behind", though variations were found by this evaluation, with strong engagement within the response to the Syrian refugee crisis and less so when it comes to reaching other groups under international protection, most disadvantaged groups such as SuTP with disabilities, etc. The project has made attempts to mainstream gender, however, gender mainstreaming still needs to be strengthened in the upcoming projects. There was a lack of gender advisor in the project.

## **Main Recommendations**

**Recommendation 1.** (Addressed to ILO Türkiye) Continue designing and implementing projects on creating livelihood opportunities for SuTP and host community in Türkiye with more clear and consolidated narrative of how upcoming interventions under livelihood programming targeting SuTP and host communities will guarantee and/or ease their access to the labour market. And consider a clear Theory of Change (ToC) for the next projects under Refugee Response Programme.

**Recommendation 2.** (Addressed to ILO Türkiye) The project has various interventions, however, instead of designing and implementing various activities, ILO's programme on livelihood should re-think, re-plan and implement small-scale interventions and initiatives as pilots to be pursued consistently and seriously if they succeed and dropped if they do not prove to be promising.

**Recommendation 3.** (Addressed to ILO Türkiye, line Ministries, local stakeholders, and UN Agencies) Coordinate with other UN Agencies and with national stakeholders on the livelihood response to the Syrian refugee crisis and put strategic level efforts to bridge supply and demand policies, particularly with respect to Syrian population, it has been the data for job profiling of these groups.

**Recommendation 4.** (Addressed to ILO Türkiye and UN Agencies) The project (and the projects in general) should have included follow up studies to show the performance of the project and its impact on beneficiaries in the longer term. There should be some budget allocation in each project to set up or advocate of setting up an establishment that monitors/follow up the individual outcome of these trainings in regard to its impact on beneficiaries' access to labour market.

**Recommendation 5.** (ILO Türkiye) Enhance partnerships with civil society particularly with NGOs which could facilitate reaching out vulnerable segments of society, such as Syrian women under temporary protection, disabled refugees, where it doesn't only create an impact on them and emphasize leave no one behind agenda but also enhance social cohesion, and to strengthen national and local civil society actors in Türkiye. Besides this, ILO should also look for making partnerships with other UN Agencies, where joint interventions of two or more UN agencies contribute an additional value, and such strategies and avenues of cooperation should be prioritized.

**Recommendation 6.** (Addressed to ILO Türkiye, UN Agencies and EUD) Close coordination and advocacy with other implementing actors on the field need to be built to develop strategies for harmonization and coordination between different service providers and actors.

**Recommendation 7.** (Addressed to ILO Türkiye) A clearer strategy should be defined; therefore, livelihood programmes would make more meaningful contribution to social cohesion, rather than one-off events that do not translate into sustained interaction that would last after the end of the project.

**Recommendation 8.** (Addressed to ILO Türkiye) Gender mainstreaming needs to be strengthened by contracting a gender consultant so that the consultant can review the content of activities and implementation through gender lenses during the design and implementation stage.

## **Lessons Learned**

Some messages have emerged from the analysis of the document review and key informant interviews and this section provides a discussion on lessons for future implementation of similar projects, where lessons learned and promising practices that could inform future planning:

- **The project has various outputs serving for the same purpose, where grouping of some outputs can be project on its own.** The project under evaluation is a very comprehensive project that had three integrated components with an overarching

objective, considering time limits of the projects in general and considering the adverse economic situation recently in Türkiye.

- **Ensure inclusion of all migrant groups living in Türkiye during the implementation of project activities:** Since the SuTPs are outnumbered any other migrant groups in Türkiye, it is expected that they attend the activities more than other groups under protection. However, a concise planning of more comprehensive targeting of vulnerable groups should be an essential part of the projects.
- **Apply a gender lens to the design, implementation, and monitoring of livelihood projects:** It is a lesson learned for all UN agencies conducting projects on promoting female labour force and particularly, increasing labour market integration of Syrian women under temporary protection is quite a hard and challenging task. Targeting gender mainstreaming is highly challenging in job creation particularly considering Syrian society context but essential as well.
- **Conduct a research study on chronic problems of vocational education:** During the implementation of the project, chronic problems related to Vocational Education trainings were discovered. The problems have been reflected on SuTP students more due to having their refugee status and vulnerability.

## 1. Introduction

This Final Evaluation covers the assessment of implementation of the “**Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Türkiye**” for the whole period of the project, from the initiation of the project, February 2018 to January 2023. The project is implemented by the ILO and funded by EU Trust Fund, and the final evaluation was carried out between January 15, 2023, and June 15, 2023 by independent evaluator, Gökçe Baykal.

<b>FINAL EVALUATION: KEY INFORMATION</b>	
<b>Project Title:</b>	<b>Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Türkiye, TUR/17/07/EUR</b>
<b>Contracting Organization:</b>	<b>International Labour Association</b>
<b>ILO Responsible Office:</b>	<b>ILO Ankara, Türkiye</b>
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<b>Project Budget:</b>	<b>11,610,000 Euro</b>
<b>Type of Evaluation:</b>	<b>Final Evaluation as per the Terms of Reference (ToR) given in Annex 1</b>
<b>Name of the Evaluators</b>	<b>Gökçe Baykal</b>

## 1.1. Project Background

### 1.1 The Project Context

Since 2011, the mass influx of Syrians fleeing the war in their country has made Türkiye, the country with the largest refugee population in the world. Türkiye currently hosts more refugees than any other country in the world. There are 4 million registered refugees in Türkiye, of which approximately 3.64 million are Syrian refugees.<sup>1</sup> Just under half of Syrian refugees (approximately 47%) are children and there are slightly more male Syrian refugees (53.8%) compared to female Syrian refugees.<sup>2</sup> Refugees are dispersed across all provinces, with large concentrations in metropolitan cities as well as along the Aegean coast. The provinces in the Southeast host by far the highest concentrations of refugees. 81% of the refugees are concentrated in just four provinces: Şanlıurfa, Gaziantep, Hatay, in the Southeast, and Istanbul.<sup>3</sup>

As the influx of refugees grew, UN agencies has expanded their cooperation with the relevant governmental partners and civil society partners to support the identification, referral, and response to refugees with specific needs. Since 2013, the response strategy of the humanitarian community has been consolidated through the annual Regional Response and Resilience Plans (3RP). This plan coordinates support from UN and NGO partners to the Government of Türkiye in the sectors of education, protection, basic needs, livelihoods, health, and nutrition. As the refugee situation became protracted, the 3RPs have transitioned to provide increased support to national and local systems.

The Government of Türkiye (GoTR) has demonstrated a strong commitment to supporting refugees. Under the Temporary Protection (TP) regime, refugees are issued with an identification document which grants the right to stay in Türkiye and access to main public services, including free access to public health and education services, and access to social

<sup>1</sup> Türkiye: Key Facts and Figures, UNHCR Registered Asylum Seekers by Age, Gender and Country <https://reliefweb.int/sites/reliefweb.int/files/resources/72544.pdf>, accessed on 26<sup>th</sup> of January, 2023.

<sup>2</sup> PMM (01/09/2022) The distribution of age and gender of registered Syrians under temporary protection <https://www.goc.gov.tr/gecici-koruma5638> accessed on 26<sup>th</sup> of January, 2023.

<sup>3</sup> PMM (01/09/2022) Syrians under temporary protection (top 10 provinces) <https://www.goc.gov.tr/gecici-koruma5638> accessed on 26<sup>th</sup> of January, 2023.

assistance for vulnerable cases. As of January 2016, Syrian refugees can apply for work permits to access formal employment within their province of residence, six months after acceptance of his or her Temporary Protection status. As of January 2020, GoTR stated their estimation of spending on Syrian refugees since 2012 was over \$30 billion. The estimation is reported on translation of spending from Turkish authorities, including AFAD, PMM, Turkish Red Crescent (TRC) and other organizations, including municipal services.<sup>4</sup>

## **Livelihoods and Economic Inclusion of Syrian Refugees**

In January 2016, the government began allowing registered Syrian refugees to access formal employment opportunities by making it easier to obtain work permits. However, this has not significantly improved the picture, as only around 90,500 work permits had been issued by the end of 2020, according to the labour statistics published by Ministry of Labour and Social Security.<sup>5</sup> It is reported that out of 62,369 work permits, only 6.3 percent is given to women, which means only 3,967 women had a working permit, whereas 58,402 men are given legal working permits. It is no surprising if we consider social norms into account, where there is a cultural background, where men are expected to work away from home while women are expected to do so at home. According to a recent study, only 11.2 per cent of women aged 15-65 work compared with the 71.0 per cent of men who do so.<sup>6</sup> The small percentage of working women among Syrians is not uncommon across MENA region countries. Even female labour force participation has been rising (25.2 percent in 2006) and now, 32.8 in July 2021 in Türkiye, it still lags behind OECD average of 69.<sup>7</sup> Besides social norms accompanied by problems of childcare and male dominated nature of homes, which is undeniably behind the stated low female labour force participation among Syrian women refugees, lack of Turkish language fluency, low education attainment, skills levels are among the largest barriers for employment.

As of July 2020, there are 2.1 million working age (15-65)<sup>8</sup> registered Syrians in Türkiye, but the number of Syrians actively participating in the labour market is unknown, as the informal nature of their employment makes it difficult to know exactly. In the absence of comprehensive data on the labour-market status of Syrians in Türkiye, it is estimated that between 500,000 and one million Syrians work. Most sources indicate that Syrians are working predominantly in the textile and apparel sectors, as well as in education, construction, services, and especially agriculture. A survey conducted by the Turkish Red Crescent in 2019<sup>9</sup> showed that 20.7% of the Syrian workers in education are employed in irregular jobs, while this rate increased to 92% for those Syrians employed in the agricultural sector. Informal and irregular employment inevitably come with low wages—well below legally prescribed minimum pay—

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<sup>4</sup> Anatolian News Agency <https://www.aa.com.tr/tr/info/infografik/8044>  
[https://espas.secure.europarl.europa.eu/orbis/sites/default/files/generated/document/en/Toward\\_Long-Term\\_Solidarity\\_with\\_Syrian\\_Refugees\\_web\\_final\\_update\\_101118.pdf](https://espas.secure.europarl.europa.eu/orbis/sites/default/files/generated/document/en/Toward_Long-Term_Solidarity_with_Syrian_Refugees_web_final_update_101118.pdf), accessed on 26th of January, 2023.

<sup>5</sup> <https://www.csgb.gov.tr/media/90062/yabanciizin2021.pdf>, accessed on 26th of January, 2023.

<sup>6</sup> Luis Pinedo Caro, "Syrian Refugees in the Turkish Labour Market", February 9, 2020.

[https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms\\_738602.pdf](https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms_738602.pdf), accessed on 26th of January, 2023.

<sup>7</sup> [https://stats.oecd.org/Index.aspx?DataSetCode=GENDER\\_EMP](https://stats.oecd.org/Index.aspx?DataSetCode=GENDER_EMP), accessed on 26th of January, 2023.

<sup>8</sup> Source: <https://www.goc.gov.tr/gecici-koruma5638>, accessed on 26th of January, 2023.

<sup>9</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/MnE\\_Livelihoods\\_Survey\\_Findings\\_03042019.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/MnE_Livelihoods_Survey_Findings_03042019.pdf)

as well as poor working conditions and exploitation. Looking at those through a gender lens renders visible that such circumstances often have even more severe effects on women.<sup>10</sup>

COVID-19 is the most serious health crisis the world has experienced in a century. Besides a health crisis, it could also be one of the biggest destroyers of jobs in human history. The economy in Türkiye and Syrian refugees living in Türkiye is no exception to this. According to a survey that was conducted by TEPAV in 12 provinces of Türkiye to reveal the impact of COVID-19 pandemic on employment of Turkish citizens and Syrian refugees, in May 2020, Syrian employees became more fragile than Turkish employees and women suffered the most.<sup>11</sup> Loss of income was 88% for Syrian refugees, but it was only 50% for Turkish citizens. The rate of dismissal and unpaid leave of Syrians was higher than Turkish citizens. Nearly half of Syrian refugees lost their livelihood for an indefinite length of time. It was revealed that most of the refugees (90%) could not benefit from the COVID-19 support. Like these results, another survey conducted by Association of Asylum Seekers and Migrants Solidarity (ASAM), Syrian refugees in Türkiye have become more impoverished during COVID-19 pandemic<sup>12</sup>. A survey revealed that before the pandemic, unemployment rate was only 18% among the refugees, but then it increased to 88% after March 2020. Participants (43%) stated that they lost their jobs because the company or institution they work for stopped their activities.

## 1.2 The Project Description and Objectives

The project has been implemented by the ILO funded through EU Delegation to Türkiye. The overall objective of the project is to contribute to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities. More specifically, the projective aims (i) to increase the availability of a skilled, competent, and productive labour supply to facilitate access to decent work for SuTP and Turkish host communities (Objective 1); (ii) to promote an enabling environment for business development and economic growth in identified sectors and geographic locations to address job creation and stimulate entrepreneurship opportunities for SuTP and Turkish host communities (Objective 2); (iii) to provide support to labour market governance institutions and mechanisms in implementing inclusive development strategies (Objective 3)

The Project includes three interrelated outcomes that contributes to: (Outcome 4), which is *sustainable enterprises as generators of employment and promoters of innovation and decent work*; (Outcome 5), which is *skills and lifelong learning to facilitate access to and transitions in the labour market*; (Outcome 7), which is *adequate and effective protection at work for all of the ILO P&B 2020-21*.

The following activities have been implemented by ILO under Outcome 1, which covers activities<sup>13</sup> on

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<sup>10</sup> Rejane Herwig, "Syrian Women's multiple burden at the labour market and at home."

<sup>11</sup> Akyıldız Ş. How has COVID-19 affected Türkiye's labour market? Economic policy Research Foundation of Türkiye. 2020. <https://www.tepav.org.tr/en/haberler/s/10170> Accessed on 26th of January, 2023.

<sup>12</sup> Association of Asylum Seekers and Migrants Solidarity. Sectoral analysis of outbreak of COVID-19 on refugees in Türkiye. 2020, May 21. <https://data2.unhcr.org/en/documents/details/76640> Accessed on 26th of January, 2023.

<sup>13</sup> The comprehensive list of activities conducted under the project under mid-term evaluation is attached at the end of the Terms of Reference (ToR) document.

- Conducting necessary soft skill trainings (such as technical and vocational training (TVET), public employment skills, entrepreneurship<sup>14</sup>, basic labour market skills trainings with various national implementing partners and mentorship/buddy programmes in the workplace
- Providing financial and technical support (including ILO - Sustaining Competitive and Responsible Enterprises (SCORE)) to both existing and new enterprises
- Supporting job placement of SuTP and host community members through incentive schemes (social security premiums and work permit application) and referral mechanisms implemented in coordination and cooperation of Social Security Institute and DG International Labour Force (DG ILF).
- Strengthening capacity and technical knowledge of relevant government institutions including DG ILF, Justice Academy and Social Security Institution on labour migration management, international good practices, relevant international legal framework.

## **2. Evaluation purpose, scope and approach**

### ***Evaluation purpose and intended use***

As described in the ToR, this evaluation serves both assessment and organizational learning purposes. We understand the primary rationale to be to analyze outcomes and draw lessons from the experience of the ILO regarding the project, to contribute to further project development and help define what and how the ILO contributed to strengthening the capacity of governments and local partners as well as supporting SUTP and host community members in job market.

### ***Expected Users***

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

The primary stakeholders are identified as follows:

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

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

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<sup>14</sup> Although entrepreneurship training was defined under the 1st Component, in practice it was combined with consultancy and grant support under the 2nd Component and implemented as a gradual program.



IOM: IOM constitutes as an international partner of the project, which has a direct stake in the findings and recommendations.

National Partners: Ministry of Labour and Social Security, particularly Department of International Labour Force, and Social Security Institute and Turkish Employment Agency ISKUR, Presidency of Migration Management (PMM), workers' and employers' organizations, constitutes the main national partners. Municipal authorities, Vocational Qualifications Authority (VQA), and Justice Academy are the other local partners.

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

### **2.1.3 Evaluation scope**

Time period under review: As stipulated in the ToR, the evaluation will cover all activities and components of the project for the period from February 2018 to January 2023 and up to the actual time of the mission.

## **2.3 Scope, focus and purpose**

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

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

All this with a view to making recommendations that will help inform the designing of the new projects with a focus on intersections between decent work, employment creation and promotion of employment, and international migration.

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

- (i) Focus on all OECD/DAC criteria –relevance, effectiveness, efficiency, coherence, sustainability and impact potential. With regard to *relevance*, the evaluation will consider the fit between ILO’s programme framework and those contained in ILO’s results framework (including P & B 2018-2019 and 2020-2021) and country strategies and UN Country programme frameworks (UNDAFs/UNSDCFs) and Sustainable Development Goals. Issues relating to appropriateness will be evaluated and noted as well. With regard to *effectiveness*, the actual effectiveness of the ILO’s contributions, including result achieved (if there is any of), challenges and enabling factors will be analyzed. Timeliness of response will also be considered under the heading of effectiveness. Regarding *efficiency*, the actual efficiency of using resources by ILO to produce outputs will be analyzed. In addition, the sufficiency of existing management structure and technical capacity will be assessed. With regard to *coherence*, the evaluation will consider the fit between ILO’s other interventions of at the global level and those contained in this project. Regarding *sustainability*, the focus will be on analyzing the possible long-term effects of the project, its contribution to sustainable development goals, with particular reference to SDG 8 (promote inclusive and sustainable development, decent work and employment for all) and SDG 10 (reduce inequalities) and ILO’s core principles. Regarding *impact*, both the actual impact and potential impact for future will be considered. Even though there is no fundamental change to the evaluation questions stated in the TOR document, the questions with similar focus are treated as one question with sub-questions. Some repetitive questions are omitted; therefore it makes the consultant focus on main issues and strengthened the responses (See Annex B).
- (ii) Beyond that, the evaluation will also focus on the effects of the COVID-19 pandemic on the project, assessing whether and how unexpected factors have affected project implementation, and whether the project has effectively addressed these unexpected factors, including those linked to the Covid-19 pandemic.

### **Evaluability issues and limitations**

<b>Limitation</b>	<b>Description</b>	<b>Mitigating Measures</b>
<b>The gap between the timing of the evaluation and completion of main activities of the project</b>	This added a layer of complexity and uncertainty, in terms of beneficiaries’ and stakeholders’ memory of activities that they attended/implemented a while ago which may affect data collection	We ensured they remember the activities conducted by ILO and work with ILO to identify solutions where required
<b>Selection bias</b>	The selection of the informants can be guided more from the responsiveness/ collaboration than by representativeness or data saturation.	We provided with guidelines and criteria for the selection of the key informants and identify any inconsistency in the section.
<b>Primarily depending on qualitative methods</b>	Using mixed methods are ideal while conducting an impact evaluation.	Quantitative surveys are more valuable when there is already collected pre intervention surveys that give us a chance to make a comparison with the post intervention results. However, if there is already collected surveys

		(as a secondary resources) and if it speaks to our collected qualitative data, then we will utilize them as well.
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## 1.2. Evaluation Background and Methodology

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

This is predominantly a qualitative study. Qualitative techniques are valuable because they can generate knowledge by capturing various perspectives and experiences from different people, enlightening how things work and understanding contexts<sup>15</sup>. These data were from multiple sources which allowed triangulation of findings. Data was collected remotely (zoom for KIIs and telephone for SSIs). Even though this evaluation is primarily depended on qualitative data, opinions coming from stakeholders supported and clarified the quantitative data obtained from project documents. The participatory nature of the evaluation contributed to the sense of ownership among stakeholders. Quantitative data was drawn from project documents including the Progress Reports.

This evaluation used four data collection methods:

- *In-depth desk review of key level documentation:* The primary methods used in the evaluation is *documentary review*, using mainly ILO materials such as progress reports, log frames, project materials, both digital and hardcopy; academic publications and international reports on decent work, employment promotion, and international migration.
- *Analysis of existing secondary data:* Even though this evaluation is primarily depending on qualitative data, the already collected quantitative data served to the purposes of this evaluation and/or data pull out of progress reports made contribution to the final analysis.
- *Key informant interviews with stakeholders and beneficiary organizations:* A semi-structured interview guide was designed with a limited number of core questions and additional 'prompting questions. The guide was structured such as to address the evaluation questions. The interview guide was tailored to the various interviewees agreed in the sample. Key informant interviews were conducted with both ILO project staff and those from internal departments of ILO, partner organization, donor and other international and national organizations.

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<sup>15</sup> Patton, (2015)

- *Semi-structured interviews with Syrian under Temporary Protection beneficiaries:* Interviews were conducted for the purpose of unpacking beneficiaries' understanding, individual experiences, about the services that were provided to them and see whether it created an impact on them to access to labour market.
- *Semi-structured interviews with trainers and a coordinator*

17 KII's with ILO and other stakeholders were conducted. The respondents were selected based on the list that was provided by ILO during the inception phase. The breakdown is provided in the Table below (a more detailed list is included as an Annex C).

**Table 1.** The List of Stakeholders interviewed for this evaluation

<b>Interview respondents</b>	
<b>ILO Office for Türkiye</b> (including Governance Officer, Monitoring Officer, Finance and Procurement Officer and Project relevant Assistants)	Project Coordinator (previous and recent) Communication Officer Skills-Development Officer Enterprise Development Officer Finance and Procurement Officer Project Assistant
<b>IOM</b>	National Programme Officer Senior Programme Assistant
<b>Ministry of Labour and Social Security (DG for International Labour Force, Social Security Institute)</b>	Experts (2)
<b>SGK</b>	Expert
<b>TechnoParks</b>	Konya, Mersin and Sanliurfa (3)
<b>Score Trainer</b>	1
<b>PES Coordinator</b>	1

### *Document review*

Analysis of key documents and the data they contain formed the core part of the evaluation. They were used both as information sources and as a basis for triangulating information gained through key informant interviews. A reference library of documents was compiled during the inception phase of the evaluation and particularly, Terms of Reference (ToR) of the Final Evaluation, Description of Action, all annual narrative progress reports submitted to donor from 01.02.2018 until 31.01.2022 were taken into consideration.

### *Key informant interviews*

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

A general protocol and guidelines for the conduct of interviews and meetings is located under Annex D1 (KII protocol), Annex D2 (KII guideline with ILO) and Annex D3 (KII guideline with other stakeholders/beneficiary institutions)

### *Semi-structured interviews (SSIs) with beneficiaries*

Holding interviews provided an opportunity to discuss specific project related topics in depth such as impact of the project on their life, access to job market, relevancy of the project to the needs of beneficiaries, etc. with a sample of beneficiaries who have experiences on these issues. SSIs were facilitated by an Arabic speaking facilitator following specific guidelines for opening and managing the interview. The facilitator ensured a secure and comfortable discussion environment where participants were encouraged to articulate their opinions. The sample for the SSIs included beneficiaries of the programme, specifically 5 beneficiaries from TVET activity, 3 beneficiaries from PES Category, 3 SuTP benefiting from Apprenticeship, SDW, WAP programmes, 4 attending BLMS activity, and finally 6 from ILO and IOM Grant programme, in total 21 SSIs were conducted. All interviews strived to include different demographics, i.e. ethnicity, age, education status, marital status and the time of living in Türkiye. The SSIs were conducted to understand beneficiaries' perspectives, their assessments of and/or experiences of the project. The SSI guidelines is located under Annex E.

### *Semi-structured interviews with trainers and interpreters:*

Semi structured interviews were conducted with the project's implementers, including translators, trainers and Public Education Center (PEC) managers. These interviews with local staff of the project provided an opportunity to discuss the implementation of the project activities on the field, any adjustment (if needed) to the implementation, whether the assistance provided by ILO was sufficient, their observed impact of activities on beneficiaries, etc. The semi structured question guideline was followed during the interviews (See Annex F)

### *Triangulation<sup>16</sup>*

This involves using multiple data sources to produce understanding about the topic under discussion. This evaluation used this method to corroborate findings and ensure that we obtained a rich, rigorous, and comprehensive account against the questions being addressed. This evaluation used methods and sources triangulation which guaranteed checking consistency of findings generated across different data collection method and sources.

In regard to ethical considerations, the consultant ensured that participants were treated as 'autonomous agents' and were given the time and information to decide whether or not they wish to participate, and not pressurized into participating. The participants were selected as per the defined sampling methodology. The evaluation complied with any codes of conduct governing vulnerable groups, such as young people. The consultant also respected respondent's right to provide information in confidence and made them aware of the scope and limits of confidentiality. Names and any other sensitive information are anonymized.

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<sup>16</sup> <http://www.qualres.org/HomeTria-3692.html>

### 1.3. Evaluation criteria and questions

**Table 1: Evaluation Questions**

Evaluation Criteria	Evaluation Questions
<b>Relevance</b>	<p>1.1. How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?</p> <p>1.2. Has the intervention causal logic and results-level linkages with the “Programme and Budget for the Biennium 2020-2021” (specifically for Policy Outcome 7) and SDG’s (especially SDG 8 and SDG 10 with a particular focus on 8.8 and 10.7)? How the project outcomes contributed to localization of SDG in the country?</p> <p>1.3. Is the design of the project appropriate in relation to the ILO’s strategic and national policy frameworks?</p> <p>1.4. Is there a fit between the project design and the direct beneficiaries’ needs? What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?</p> <p>1.5. How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors’ activities?</p> <p>1.6. Is there any relevance and coherence of the project strategies related to the Covid19 policy and programme response and measures by the government, social partners, UN system and other key partners?</p> <p>1.7. Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs, and activities that aim to promote gender equality?</p> <hr/> <p>1.8. Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)? Are indicators useful and SMART to measure progress?</p> <p>1.9. Are the activities and outputs of the project consistent with their overall objectives of the project?</p>
<b>Effectiveness</b>	<p>2.1. To what extent have the project objectives been achieved? What are results noted so far? What were the major factors influencing the achievement or non-achievement of the objectives?</p> <p>2.2. Have there been any unintended results (positive or negative)? Please give particular attention to the impact of COVID-19.</p> <p>2.3. To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project and project targets after the COVID-19 crisis?</p> <p>2.4. How effective was the coordination with IOM as a partnering agency in the implementation of project activities?</p> <p>2.5. Have there been any notable successes or innovations?</p> <p>2.6. How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&amp;E), including that of implementation partners?</p> <p>2.7. How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?</p> <p>2.8. How effective was the communication strategy implemented?</p>

<b>Efficiency</b>	<p>3.1. How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?</p> <p>3.2. Given the size of the project, its complexity and challenges, are the existing management structure and technical capacity sufficient and adequate?</p> <p>3.3. Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? If not, why? How that could be improved?</p> <p>3.4. Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the gender related objectives?</p>
<b>Coherence</b>	<p>4.1. How well do the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?</p> <p>4.2. How well does it complement other ILO projects in the country and/or other donors' activities?</p> <p>4.3. Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?</p> <p>4.4. To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?</p> <p>4.5. How well does the interventions of the project fit with other interventions of the relevant partners?</p> <p>4.6. To which extent other interventions of the partners (particularly policies) support or undermine the project activities?</p> <p>4.7. What has been the added value of the ILO work in terms of comparative advantage?</p>
<b>Sustainability and impact potential</b>	<p>5.1. Is the to-date achieved progress likely to continue in the similar pace until the end of ongoing project? If no, what actions may be taken for successful accomplishing? In other words, how the members of the project team envisages achievement of solutions for sustainable results?</p> <p>5.2. What is the level of ownership of the programme by partners and beneficiaries?</p> <p>5.3. How is the sustainability of the project affected by the Covid19 situation and in the context of the national and global response?</p> <p>5.4. Are the positive gender-related outcomes likely to be sustainable?</p>
<b>Lessons Learned and good practices for future</b>	<p>6.1. What are the to-date lessons learned from the process of the implementation?</p> <p>6.2. How these lessons should be incorporated or made use of for better implementation of ongoing project and in the formulation of new interventions?</p> <p>6.3. Are there good practices to be replicated both nationally and globally?</p> <p>6.4. Is the project successful in terms of advocating and promoting good practices through innovative communication tools?</p> <p>6.5. What lessons and good practices from the project are relevant for the COVID-19 response?</p>
<b>Gender equality and non-discrimination issues</b>	<p>7.1. Does the project align with ILO's mainstreaming strategy on gender equality?</p> <p>7.2. To what extent does the project use gender/women specific tools and products?</p> <p>7.3. To what extent and how are the gender inequalities addressed through the project?</p>

<b>International Labour Standards (ILS) and Social Dialogue aspects</b>	8.1. How effective was the project in using ILS promotion and social dialogue tools and products? 8.2. To what extent did the project mainstream social dialogue in its approach and activities?
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## 2. Main Findings

### 2.1. Relevance

The project design and implementation were well aligned with the ILO policy framework, UN Country Programme Frameworks, and national programs, as well as the 2030 Agenda for SDGs by addressing the elimination of child labour in seasonal agriculture (in hazelnut harvesting) through a three-pronged strategy: (a) Strengthening the national and local capacity for the elimination of WFCL, (b) implementing and scaling up direct intervention mechanisms, and (c) raising awareness about the elimination of WFCL in seasonal agriculture in hazelnut harvesting among general public, national and local stakeholders, and supply chain actors. Overall, the evaluation team found that the project’s design, objectives, and outputs were relevant to the child labour context in Türkiye. As seasonal migrant workers’ children represent diverse groups of beneficiaries, the project interventions help a tailored approach to be sustained mainly by the Government and national/local stakeholders including the private sector to meet the needs of different age and gender groups, to target the children that are at risk of child labour and address its root causes.

#### **2.1.1. The project’s support of United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents**

Data collected across primary and secondary sources indicates a high alignment of the project under evaluation with Türkiye’s main strategic documents underpinning Türkiye’s development priorities. The project is closely aligned with and refers to the 10<sup>th</sup> National Development Plan (2014-2018) which was operating at the time of the design of the project under evaluation, and there is evidence of continued relevance to the 11<sup>th</sup> National Development Plan (2019-2023)<sup>17</sup> and its priority areas. Specifically, the project aligns with Türkiye’s development priorities involving stable and strong economy, competitive production and productivity, qualified people. The project objectives have also aligned with some of the elements included in National Development Plan of the Government of Türkiye (616<sup>18</sup>, 662.2<sup>19</sup>), which emphasizing how making contribution to skills development enable social and economic integration therefore making the project relevant.

<sup>17</sup> Presidency of the Republic of Türkiye, Presidency of Strategy and Budget, Eleventh National Development Plan, 2019-2023

<sup>18</sup> 616. The programs increasing the intercultural interaction and life skills will be carried out in order to enable the social integration and building up partnerships with their peers of the children under international or temporary protection. (11th National Development Plan)

<sup>19</sup> 662.2. The adaptation of people under temporary and international protection into social life will be improved through skills development (11th National Development Plan)



Regarding UNDCS, the UNDCS (2016-2020) was built around four pillars of cooperation: inclusive growth and sustainable development, democratic governance and human rights, gender and women's empowerment and migration and international protection. Within the individual pillars of the UNDCS that are stated above, there is a consistency between areas targeted by the project and relevant pillars of UNDCS on *sustainable development* and *migration and international protection*. Beyond making general contribution to two strategic areas of cooperation, the project has also made contribution to the four concrete results (outcomes), specifically Result 1 (Outcome 1.1), where it aims *to assure a more enabling (competitive, inclusive and innovative) environment for sustainable, job-rich growth and development for all women and men*; Result 2 (Outcome 1.2), where *all underserved population groups have more equitable and improved access to integrated, sustainable and gender sensitive quality services*, where one of the areas is *decent employment*; Result 5 (Outcome 3.1), where the results aims to *enable equal and effective economic participation of women and girls by 2020* considering the project objective to increase decent job opportunities for women as well; last but not least Result 7 (Outcome 4.1), where *government institutions provide improved and sustainable multi- sectoral services to people under international protection based on the rights and entitlements as stipulated in the Law on Foreigners*.

The implementation of the project overlaps with the current UNSDCF (2021-2025) as well. In regard to this, the objective of the project is also very well aligned with the current UNSDCF (2021-2025), where the second priority area emphasizes equal and decent work opportunities for all, in cooperation with the social partners. Particularly, the Sustainable Development Cooperation Framework's emphasizes on people dimension of development where the objective relevant to migrants, people under international protection and also particularly women are to ensure them benefit equally from rights, opportunities and facilities without any discrimination through measures on promoting participation in economic, social and cultural life and in the decision-making process of the public and private sector.

*The project's intervention causal logic and results-level linkages relevance Programme and Budget for the Biennium 2020-2021 (specifically for Policy Outcome 7) and SDG's (especially SDG 8 and SDG 10 with a particular focus on 8.8 and 10.7)*

The Project includes three interrelated outcomes that contributes to: (Outcome 4), which is *sustainable enterprises as generators of employment and promoters of innovation and decent work*; (Outcome 5), which is *skills and lifelong learning to facilitate access to and transitions in the labour market*; (Outcome 7), which is *adequate and effective protection at work for all the ILO P&B 2020-21*. Particularly, the focus on migrant workers under Policy Outcome 7 makes the project relevance *Programme and Budget for the Biennium 2020-2021*. Indeed, migrant workers face additional and distinct barriers to the enjoyment of labour protection, which demand specific responses. As it is stated in the document, there is a need for more inclusive institutions of work to provide for the equal treatment of migrant workers and to ensure the effective protection of their rights and working conditions. The intervention made by the project to provide *support to labour market governance institutions and mechanisms in implementing inclusive development strategies* is very well aligned to the Outcome 7 of articulation of labour market policies and migration policies to ensure that labour shortages are filled, while decent conditions of work are afforded to both nationals and migrants. Since the project is designed way back in 2018, therefore, it has a significant alignment with outcomes of the P&B 2018-

2019, particularly the Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects.

The Project has been contributing particularly to achievement of the Sustainable Development Goal 8 (Decent Work and Economic Growth) and Goal 10 (Reduced Inequalities). As it is stated directly in the question, the project has also contributed specifically Target 8.8. which aims to protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment and Target 10.7, where it aims to facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. By making contribution to the capacity of government institutions, the project made direct contribution to target 10.7.

The project has been also directly responding to the main theme of 2030 Agenda for Sustainable Development of “leaving no one behind” with more emphasis on Syrians under Temporary Protection but less on others under international protection, such as Iraqis, Afghans, etc. However, this is not unique to the project under evaluation. Majority of the projects implemented by INGOs, UN Agencies have been targeting SuTP due to the size of the population and the focus of the donors. Among the group of Syrian population, disabled, LGBTQ, women, youth, etc. are the ones which are the least reached out segment of the SuTP.

***2.1.2. The project’s design relevance to ILO’s strategic and national policy frameworks and the project’s relevance to the needs of beneficiaries and whether mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process***

The project is highly relevant to the needs of refugees in Türkiye. There are challenges in accessing the labour market include but not limited to: (i) low employability (due to low levels of education and technical skills), (ii) limited language skills, (iii) restrained access to information and services (mainly due to the language barrier). Since 2016, refugees can obtain a work permit through their employer, however, to date, very few have obtained a work permit and very few Syrians are working formally. Out of 2.16 million Syrians of working age in Türkiye, 1 million are estimated to participate in the labour market, most of them informally in low-skilled and low-paid jobs. Therefore, what the project under evaluation offered remedies to the challenges that refugees faced while accessing the labour market and again when they are employed. Regarding the project’s contribution to stimulating entrepreneurship opportunities, it was highly relevant to the needs of beneficiaries as well. Various international development actors have designed and implemented projects which aims to strengthen economic inclusion of refugees by providing formal and non-formal vocational trainings, and apprenticeship programmes, etc. Indeed, it is necessary but on the other hand, Syrian entrepreneurs and Syrian owned SMEs have problems and lack of knowledge mostly in these areas of developing their business. Therefore, this project filled this gap by focusing on the needs of refugees, in entrepreneurship and job creation. Since ILO has been working in this area for some time directly with refugees under their Refugee Response Programme, they have been aware of the most current and updated needs of beneficiaries.

### **2.1.3. The level of project's complementation of other ILO projects, particularly under the Refugee Response Programme in the country and/or other donors' activities**

To support refugees and host communities gain a living in decent working conditions, the ILO in Türkiye is implementing the Refugee Response Programme (RRP). It is guided by a Programme of Support spanning from the years 2017 to 2021 and is contributing to the targets of the Türkiye chapter of the Regional Refugee and Resilience Plan (3RP) as well.

Within the scope of this RRP, the ILO has, been implementing seven projects, out of which four are still on-going. Two are funded by the EU Regional Trust Fund in Response to the Syrian Conflict, and two by the US Department of State Bureau of Population, Migration and Refugees. The projects named as "Supporting Resilience and Social Cohesion with Decent Livelihood Opportunities" and "Promoting Decent Work for Syrians Under Temporary Protection and Turkish Citizens" are still ongoing. The project under evaluation and "Strengthening the Resilience of Syrian Women and Girls and Host Communities in Türkiye", "Improving Labour Market Integration of Syrian Refugees and Host Communities in Türkiye", "Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Türkiye", "Promoting Decent Work Opportunities for Syrian Refugees and Host Communities" were completed. All the projects, including the project under evaluation, is built on three pillars, which are:

- i. Skills including investing in people and skills; Supporting employability through skills development; Assessment of refugees' skills and needs; Providing Complementary skills training on, for example, labour law, social security, occupational health and safety; Building skills through training (vocational, language, core skills and on-the-job training); Enhancing workplace adaptation
- ii. Jobs including enhancing economic growth; Supporting the creation and retention of formal jobs; Formalization of informal businesses; Supporting new and existing enterprises; Incentivizing formal employment of refugees and host community members; Entrepreneurship training
- iii. Governance including strengthening fair and effective labour market governance; Promoting decent work for all; Fostering coordination between institutions and improving service delivery; Supporting employers to increase formal employment and obtain work permits for their workers; Strengthening labour law compliance and enforcement; Increasing knowledge of labour rights for refugees and host community members

The objectives and outputs of the projects are highly complementary and aligned to other refugee focused projects implemented by ILO. The project included all three pillars mentioned above. The capacity strengthening of relevant government institutions including DG ILF and Social Security Institution on labour migration management, international good practices, relevant international legal framework has been complementary of "governance" pillar. The support given for job placement for both SuTP and host community members through incentive schemes is highly aligned with "jobs" pillar. Finally, the conduction of soft skills trainings, including technical and vocational (TVET), public employment skills, entrepreneurship, basic labour market skills trainings are complementary to the "skills" pillar.

Overall, objectives, activities, and outcome the project under evaluation is highly complementary of other ILO projects under RRP portfolio.

#### ***2.1.4. The project's relevance to project strategies related to the Covid19 policy and programme response and measures by the government, social partners, UN system and other key partners***

COVID-19 pandemic had effects on implementation of project in line with the original proposed work plan due to the possible strict precautions such as postponement of activities where people gathered. The project extension was requested for smooth implementation of postponed project activities. All developments regarding the COVID-19 pandemic were followed-up closely and the project team at ILO took necessary mitigation measures not to take any risks in the name of project beneficiaries, trainers, project team members.

New implementation modalities and redirecting of the project funds to new activities were introduced in close cooperation of ILO with the project stakeholders and the EUD-FRIT Team in Ankara. Many adjustments were also introduced to reach out the target numbers. As it was stated in the progress reports and mentioned during the interviews, two different amendments were requested from EUTF in 2020 to allow more time to reach the targets on some specific activities under specific objective one. And due to the continuation of the slowing down effect of the pandemic on the project implementation in the beginning of 2021 as well as extending the remaining available funds to new activities those target to support mitigating the negative effects of the pandemic on socio-economic sectors, a third extension was requested and accepted by the donor.

#### ***2.1.5. The project's relevance and consideration of gender dimension of the planned interventions through objectives, outcomes, outputs, and activities that aim to promote gender equality***

In line with the ILO's policies and programming principles, gender equality and non-discrimination concerns have been considered during project design and implementation.

Gender dimension is considered as a cross-cutting concern throughout the design and implementation of the project. There was not a specific emphasis on the gender dimension, as it should be noted that gender has been considered during the design of the main aim of the project is to provide decent employment opportunities to Syrians under Temporary Protection and host community members. Along with this, the project was successful in reaching out women beneficiaries as well, in a lesser degree.

In the design of the programme, as a part of soft skills trainings, the beneficiaries were offered sessions on gender equality. Along with the importance of vocational qualifications, formal employment, and compliance with rules and laws, gender equality has been the main building blocks of the message disseminated through these soft skills trainings. The design of enhancing workplace adaptation programme for refugee workers introduced in 2019 as a part of the project, along with other relevant topics, gender constituted the core of this programme.

However, as it is mentioned above, since it is not exclusively gender focused project, it seems like gender issues, attendance of Syrian and host community women into labour market was overlooked in the project's design and implementation.

**2.1.6. Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)? Are indicators useful and SMART to measure progress? Are activities and outputs of the project consistent with their overall objectives of the project?**

The activities and outputs of the project are consistent with the overall objectives of the project. Under each outcome, all outputs were designed as addressing the main objective of each outcome. However, objectives seem a little bit overarching, particularly if we take into consideration external circumstances which might hinder the achievements of the projects, such as economic crisis and high rates of unemployment, political context, COVID-19. Thinking about all these externalities, understandably, they all are out of ILO's control.

As stated above, the interventions implemented by the project is relevant to address the statement of the problem regarding Syrians' access to the formal labour market. As it is seen in the Outcome 1, which aims to increase *employability of refugees and host community members as well as their resilience in the labour market strengthened through skills development trainings*, is an intervention that is speaking to the needs of the refugees who want to have access to the labour market in Türkiye. Under this component, while refugees were planned to equip with the right skills and competences in accordance with the needs of labour market demand and their prior learning and experiences. The logic of intervention is making sense in terms of strengthening their skills and competencies that might increase their opportunity to access livelihoods, strengthening their resilience in the labour market and their access to decent work opportunities while facilitating their labour market integration and promoting social cohesion. However, considering external factors, such as fragility of Turkish economy, the already enlarged informal labour market, the rise of unemployment rates among Turkish nationals as well, especially Turkish youth, combined with the negative impact of COVID-19 during the project, it is not clear how attending such skill development trainings might help Syrian refugees' formal integration into Turkish labour market. Particularly, regarding baseline indicator, particularly Output 1.1 "# of refugees' and host communities' skills and competencies increased" is not clear. It is stated that baseline includes all the refugees attended ILO interventions before, however it is not clear whether the new targeted numbers included already attended refugees and/or host community members. It is not clear whether the project reached out new candidates or there was some overlap between the previous projects' attendants.

Under the same outcome, there was an intervention on work permits for SuTP. Measuring the impact, only in numeric terms is even complicated. The official data regarding refugees' access to labour market is outdated. According to the labour statistics published by Ministry of Labour and Social Services, only around 91.500 work permits had been issued by the end of 2021.<sup>20</sup> It is reported that out of 91.500 work permits, only 5.8 percent is given to women,

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<sup>20</sup> <https://www.csgb.gov.tr/media/90062/yabanciizin2021.pdf>, accessed on 18th of May, 2023. Even though the figure is outdated but it is the only and latest official figure that can be located Ministry's website.

which means only 5,335 women had a working permit, whereas 86,165 men are given legal working permits. However, the data is drawn from the Ministry's website is outdated, at least coming behind.

Under the outcome 3, the main indicators were, once more, quantitative in nature. It is true that it is not an easy task to measure the capacity change or whether the capacity is strengthened due to their staff's attendance into the seminars. However, given the process-driven nature of capacity building, it is important to have tools that enable the tracking of results along the processes, to demonstrate concrete results and trace evidence. There are different capacity assessment tools, however what is important is to track improvements over time based on dimensions set by the organization such as monitoring institutions that they have worked with and/or targeted for their capacity building activities, in terms of monitoring their development plans to check whether they increase the inclusion of refugee communities in their plans, etc.

The project also lacks Theory of Change (ToC), where ToC could have presented a clear project theory with a precise definition of causal linkages within the outcome and across project's outcomes to enable the concerted efforts. ToC would have emphasized and differentiated the longer-term change and short term the project seeks to make, what needs to change and why, clearly explains the context for change, commitments of the project. However, there is no written trail on how and why the components are logically connected. This makes it difficult to make sense of the interventions as a whole and to understand the eventual contributions to the output/outcome.

## **2.2. Effectiveness**

The project was broadly effective in terms of achieving and overachieving the targets of the results framework in the project document with some exceptions, where the log frame shows that out of 27 indicators, six of them is slightly below the target, which means 78 per cent of the target have been either achieved or over-achieved. At least 13 of the indicators are over-achieved which is 50 per cent of the logical framework. The major factors influencing the achievement of the project's objectives were (i) ILO's project team's high level of engagement both on technical and field level, particularly project team's adaptive and on time responses while dealing with the challenges, such as COVID-19 during implementation, (ii) making partnerships with relevant stakeholders. The major factors that had an impact on project's under achievements were (i) infamous COVID-19; (ii) economic and sociopolitical context; and (iii) having too many outputs under each outcome.

### **2.2.1. To what extent have the project objectives been achieved? What are results noted so far? What were the major factors influencing the achievement or non-achievement of the objectives?**

Overall, the project has achieved and overachieved the targets of the results framework in the project document with some exceptions, which is presented in Table 2 below. Overall, the log frame shows that out of 27 indicators, six of them is slightly below the target, which means 78 per cent of the target have been either achieved or over-achieved. At least 13 of the indicators are over-achieved which is 50 per cent of the logical framework (See Table 2 below).

Table 2. Logframe of the Project

	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
Overall objective: Impact	Strengthened economic and social resilience of Syrians under Temporary Protection (SuTP) and host communities.	# of enterprises established by SuTP	2017: Approx. 800 enterprises	2018: 10 % increase in established enterprises 2019: 10 % increase in established enterprises Baseline (Approx. 6100 enterprises)	
		# of work permits issued for SuTP	2017: Approx. 13.500	2018: 10 % increase in work permits issued for SuTPs 2019: 10 % increase in work permits issued for SuTPs Baseline (Approx. 20.000 work permits)	
		Labour force participation rates for host communities	Labour force participation rates as of August 2017 is 53.7 %.	Baseline (Labour force participation rates as of August 2017 is 53.7 %.)	
Specific objectives: Outcomes	Oc 1. Increased availability of a skilled, competent and productive labour supply to access to decent work for SuTP and Turkish host communities	# of SuTP (gender disaggregated) increasing their skills required for decent employment	9323 SuTP (3375 F - 5948M)	2018-2020 10,700 SuTP (4260 female and 6440 male);	-864
		# of Turkish host community members (gender disaggregated) increasing their skills required for decent employment	2951HC (1297 F - 1654M)	3650 host community (1460 female and 2190 male) between 2018 and 2020.	-703

	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
	Oc 2. Promoted enabling environment for business development and economic growth in identified sectors and geographic locations to address job creation and entrepreneurship opportunities for SuTP and Turkish host communities	# of SuTP and host community members accessing employment and entrepreneurship opportunities	Jobs for 2143 SuTP and 731 host community members created	1800 jobs created between 2018 and 2020.	+1074
	Oc 3. Provided support to labour market governance institutions and mechanisms in implementing inclusive development strategies	Number of representatives from social partners and relevant government institutions (gender disaggregated) who fully understand refugees' labour market access, international labour standards and relevant national and international legal framework	X	978 participants participated to training and workshops between 2018 and 2020.  250 people reached through awareness raising seminars between 2018 and 2020 Current : 423 people reached through awareness raising seminars.	978 participants participated to training and workshops.  Current : 423 people reached through awareness raising seminars.
Outputs	Op 1.1. Increased employability and labour market access for SuTP and host community members.	1.1.a. Number of SuTP and Turkish host community members (gender disaggregated) benefited from vocational and labour market skills training in line with local market needs	2268 SuTP (609 F – 1659 M)  911 host community members (422 F + 489 M)	2000 SuTP (800 female and 1200 male) and 1000 host community members (400 female and 600 male)	+268 SuTP -89 HC



	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
		1.1.b. Number of SuTP and host community members (gender disaggregated) accessed public employment services including job, career and vocational guidance & counselling services	4061 SuTP (2188 F + 1873 M)  449 host community members (312 F + 137 M)	5000 SuTP (2000 female and 3000 male) and 1000 host community members (400 female and 600 male)	-939 SuTP -551 HC
		1.1.c. Number of SuTP and host community members (gender disaggregated) supported to access apprenticeship programmes	665 SuTP (31 F + 634 M) and 322 host community (10 F + 312 M)	1000 SuTP and 250 host community members	-335 SuTP +72 HC
		1.1. d. Number of SuTP and host community members (gender disaggregated) acquired skills and knowledge needed to start or expand their businesses project or improve their business performances.	433 SuTP (61 F + 372 M) and 99 (34 F + 65 M) host community members received entrepreneurship training.	400 SuTP and 100 host community members	+33 SuTP -1 HC
		1.1.e. Number of SuTP and host community members (gender disaggregated) participated in workplace mentorship programmes	420 SuTP (20 F + 400M) and 393 host community (102 F + 291 M) members participated to workplace mentorship/a daptation	300 SuTP and 300 host community members	+120 SuTP +93 host community

	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
			programmes		
	Op 1.2. Increased knowledge on basic skills including intercultural interaction and workplace labour market adaptation among SuTPs and host communities	1.2.a. Number of SuTP and host community members (gender disaggregated) received training on basic labour market skills including intercultural interaction and workplace adaptation	1476 SuTP (466 F + 1019 M) and 778 host community (406 F + 347 M) received training on basic labour market skills.	2000 SuTP (800 female and 1200 male) and 1000 host community members (200 female and 300 male) between 2018 and 2020.	-524 SuTP -222 host community
	Op 2.1. Enhanced knowledge on potentials for local economic development and employment creation	2.1.a. Number of local economic development analyses conducted in selected provinces	4 analyses finalized	4 Local Economic Development analyses	0
		2.1.b. Number of value chain analyses carried out in selected provinces and sectors.	4 analyses finalized	4 value chain analyses	0
	Op 2.2. Improved decent work opportunities for SuTP and host communities.	2.2.a. Number of newly established and/or expanded enterprises to enhance the enabling environment for job creation for both SuTPs and host community members	245 enterprises established and/or expanded.	140 enterprises	+105
		2.2.b. Number of existing enterprises supported through technical and financial business support to link with national and international market needs	614 enterprises supported through technical and financial business support	At least 400 existing enterprises in selected provinces supported through technical and financial business support to link with national and international market needs with the objective of increasing productivity,	+214

	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
				sustainability and improving working conditions.	
		2.2.c. Number of SuTP and host community members employed through incentives and business growth	2143 SuTP and 731 host community members employed through incentives.	1800 job placements (1300 SuTP and 500 host community members)	+1074
		2.2.d. Provision of Microgrants to Self-Employed Merchants and Craftsmen	700 Host community (417 M + 283 F) , 346 SuTP ( 322 M + 24 F) have been supported through micro financial support as a response to Covid 19 Crisis.	600 HC, 400 SuTP	+46
	Op 3.1. Improved capacity of government institutions and social partners to implement national policies in refugees' access to labour market	3.1.a. # of staff from government institutions (gender disaggregated) increased their knowledge on refugees' access to labour market, international good practices, relevant international legal framework and Türkiye's recent international labour migration reform processes	284 staff (107 F + 177 M) staff participated to thematic workshops	200 staff	+84

	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
		3.1.b. Number of Arabic speaking consultants assigned to provincial branches of government institutions	6 Arabic consultant assigned	6 Arabic consultant targeted.	0
		3.1.c. Number of representatives from social partner organizations (gender disaggregated) participated at advocacy workshops	543 (180 F + 363 M) representatives participated to advocacy workshops.	Knowledge of at least 500 representatives of employers and workers' organizations improved on refugees' access to employment and labour markets.	+43
		3.1.d. Number of labour inspectors and social security inspectors (gender disaggregated) trained on better law enforcement in the area of foreign workers.	223 (86 F + 137 M) inspectors trained on better law enforcement in the area of foreign workers.	Knowledge of at least 160 inspectors improved on compliance with national legislation to better understand and apply relevant national legislation and international legal framework.	+63
	Op 3.2. Increased awareness on fundamental principles and rights at work	3.2.a. Number of outreach materials developed	the visibility materials of (files, notebooks, pen and pencils (2000 in the first group, and 16000 in the second group, roll ups (60),	-One website update -one smartphone application update	

	Results chain	Indicators	Current value (as of January 2023)	Target (incl. reference year)	Deviation from the target (exceeding is a + shortage is a -)
			banners, flags (a total of 240 - Turkish, EU, ILO, Ministry), backdrops (1 for the launch event), banners) were produced.		
		3.2.b. Number of individuals reached through updated awareness raising tools and activities	112 Syrians (78 F+34 M) and 311 (197 F + 114 M) host community members participated to the awareness raising activities.	250 SuTPs and host community members reached between 2018 and 2020.	+173
		3.2.c. Number of awareness raising activities held	7 awareness raising events held	5 awareness raising events held between 2018 and 2020.	+2
		3.2.d. Number of press trips	2 press trips to have been organized and resulted with 18 media stories disseminated.	At least 3 press trips resulting in 5 media products to be disseminated visually and in the written press.	-1

*Outcome 1. Increased availability of a skilled, competent, and productive labour supply to access to decent work for SuTP and Turkish host communities*

Under this outcome, six different activities were projected and implemented, including (i) Implementation of at least 120 vocational and labour market skills training for at least 2.000 SuTP and 1.000 and host community members, (ii) Conducting training programmes on public employment services for both public employment service providers and beneficiaries, (iii) Matching and referring apprentices to apprenticeship system, (iv) Implementation of entrepreneurship training programmes including individual coaching and follow-up support, (v) Development and implementation of workplace mentorship programmes, (vi) Development and implementation basic labour market skills training including intercultural and workplace adaptation.

*Output 1.1. Implementation of at least 120 vocational and labour market skills training for at least 2.000 SuTP and 1.000 and host community members*

In regard to TVET, the targets were successfully overreached due to several factors: (i) the selection of relevant occupations that triggered an interest among refugee and host community population and at the same time, selection of occupations which has a potential to bring high employability prospects; (ii) the identification of vocational training courses based on local economic development and market analysis; (iii) holding consultation meetings with relevant partners, such as chambers, İŞKUR, Public Education Centers, universities, municipalities and community centers during the inception phase; (iv) early detection of any challenges by ILO Project Team such as low institutional capacity at local institutions therefore through taking adaptive management, pursuing the activity with local but relevant and highly experienced institutions such as MEKSA Foundation in Istanbul, BUTGEM Foundation in Bursa, ADASO in Adana etc.; (v) follow up mechanisms in regard to evaluating the effectiveness of TVETs established in coordination with Social Security Institution and DG International Labour Force as well as with an NGO.

The output is successful in two accounts: 1- reaching out Syrian refugee and host community for TVET trainings and the number of beneficiaries was overachieved 2- achieving the main goal of the output which was to deliver these trainings to refugee population. Even though it reached out its goals particularly in numeric terms successfully, the beneficiaries of TVET trainings stated the lack of jobs in the labour market so they didn't manage to access the labour market after attending TVET trainings. It is mostly due to the economic crisis and increasing rates of unemployment in Türkiye and overall, globally.

However, as an unintended consequence, attending TVET trainings has created a positive impact, particularly on refugee women, about their social integration, confidence building. It

didn't meet with their main expectation of finding a job in the labour market though. Some beneficiaries, mainly who has higher education and more skills, complain about the level of the courses, finding them a little bit basic and introductory, however, the beneficiaries, who have lower level of education, find them satisfactory. Majority of them stated their demands for Turkish language training, which was suggested as "complementary" to the job skills courses. Another suggestion was to include different level of courses after completing the introductory level so that they can pursue their education and continue building up their skills. They also found the "practice side" or more "hands-on" side of the TVET courses more useful. The DGILF has also suggested more "on the job training" besides theoretical skill trainings so that the attendants would find a chance to practice their learning, which will facilitate their access to the labour market.

Even though some of the courses include both communities, the attendants of some courses were predominantly Syrian refugees. Even it brings socialization among refugee population, it didn't lead to social integration and/or increase social cohesion between the refugees and the host community.

Some of them, mainly women, mentioned about age as a main challenge to enter the job market, which also shows the selection criteria need to include age as an eligibility criterion in case the project aims to achieve increase refugees' and host communities' access to job market.

Another activity that the beneficiaries found helpful was the individualized counselling services. Indeed, in collaboration with United Work, individualized counselling services were delivered. Even though the documents, particularly Progress Report #4 mentioned that 20 beneficiaries took job interviews during the reporting period, however it is not clear, how many of them got into the job market. Another point that is not that clear is whether graduates of TVETs that were referred to VQA certificate examination complete exams and certified.

*Output 1.2. Conducting training programme on access to public employment services including basic life skills for job and vocational counsellors, SuTP and host communities*

IOM conducted initial bilateral meetings with relevant academic partners to define the overall framework of the intervention, such as developing the training programme, drafting the programme, etc. The project beneficiaries' feedback and comments were also taken into consideration.

The activity has almost reached its targeted number of beneficiaries. Under this output, sets of Public Employment Services (PES) and Basic Life Skills (BLS) trainings were completed. Based on interviews with the beneficiaries, they found the content very basic. Even it was helpful for them to socialize, make new friends, the content of the course was not helpful for them to find a job and/or increase their skills, abilities to help them to secure a job. It based also on their time spent in Türkiye before attending these courses. They mentioned that they already have the knowledge provided by the courses, the content is in need of being updated, and the content being basic, there was a need of increasing the number of translators since it was not enough. And finally, they also mentioned the attendants' being senior and unemployed, therefore they were attending due to socializing and having some per diems.

Overall, even though the beneficiaries of the courses mentioned under this output find the course less relevant to their needs, offering basic knowledge and not quite helpful for them to update their knowledge, and/or learn new things. Rather than these, it helped them to socialize, make new friends and contribute to their integration to the society.

### *Output 1.3. Matching and referring apprentices to apprenticeship system*

The activity was limited with referrals and registration to Vocational Education Centres (VECs) but based on the interviews, apprentices which have multiple disadvantages such as refugee status and poverty and apprenticeship training has some caveats that need to be observed closely. As apprenticeship training is a four-year formal education programme, there is strong need for an ex-post assessment to see the level of attendance and sustainability of registrations to vocational training centers that ILO consultants managed back in 2019. During the fieldwork, ILO team has also observed chronic problems of low attendance and high drop-out in VECs. The achievement of this output was to provide feedback to MoNE—based on ILO’s experiences-- about VECs to develop a more structured system of referral and support mechanism for refugee students in these centres.

The prosides of this output are referral consultants contributed to the programme by presenting apprenticeship system in Türkiye and ways to get registered to the system in selected cities, such as Şanlıurfa and Gaziantep. The consultants were also helpful to initiate a brainstorming to develop the referral system and increase the sustainability of attendance to schools.

This evaluation found a chance to reach out one beneficiary of this output therefore the interview findings cannot be generalizable, however, the beneficiary interviewed found the intervention relevant to the needs of the youth, but he found the duration of the intervention quite limited, therefore, according to him, it increased expectations but didn’t really fulfil the needs of the young refugee population. He also found the activity theory oriented. Rather, he was expecting more applied programme with the introduction of new techniques, which might make the intervention more sustainable. However, beyond beneficiary’s feedback, local apprenticeship referral consultants who are also teachers at VCEs also gained awareness on the importance of conducting follow-up guidance to disadvantaged student, particularly refugee children and youth.

### *Output 1.4. Implementation of entrepreneurship training programmes including individual coaching and follow-up support*

The ILO has worked together with technology development parks located in universities but at the same time practicing in Organized Industrial Zones, which contributed to the achievements of this output.

KOSGEB entrepreneurship training courses were delivered as a part of the intervention, which let certified beneficiaries, who have already established their business, apply to KOSGEB’s New Entrepreneur Grant Scheme by submitting a business model. The KOSGEB entrepreneurship trainings were also combined with an additional 8-hours tailor-made course on Business and Investment Environment in Türkiye and this course was targeting Syrian refugees with a different content, addressing their lack of information about the environment of doing-business in Türkiye. This additional course was led by Syrian business consultant.



The ILO has also worked with IKADA, a consultancy company based in Ankara, and the consultancy company also delivered the KOSGEB training courses. However, the trainings in Konya were provided by Technopark staff.

The overall satisfaction rate was quite higher than the satisfaction of beneficiaries of other interventions under the same Outcome (1). The content of the trainings, the coaching sessions, having support from academicians, all the support provided by ILO and on time payments, etc. created a high satisfaction among the beneficiaries. This is also the intervention which carries a lot of potential in terms of sustainability. Some of the beneficiaries having already established businesses but in need of having equipment, machinery, therefore, this intervention helped them to develop their business: “Without the seed funding, it was not possible to buy the machine where my business needed desperately” as the beneficiary mentioned.

The recent earthquake happened in February 2023 has affected some of the entrepreneurs negatively, especially the ones located in the earthquake affected cities. One of the beneficiaries mentioned that she rented a place to start her business, but it was collapsed due to the earthquake and all the machinery items that she just bought were damaged. But she also mentioned that beyond the negative impact of the earthquake, she started her business with the help of the trainings and the seed funding and recruited few more women to develop her business as a tailoring.

It created an extra positive impact on women empowerment. Since Syrian refugee women have many responsibilities back at their home, this created a space for them to improve their ideas and support and develop their ideas with the support of technical team in Techno Centers and gave them opportunities to start up their business. One of the beneficiaries' interviews showed the interconnections between different livelihood projects nicely and how they feed each other in a positive way. She mentioned that she learned how to sew by attending Turkish Red Crescent (TRC)'s vocational training courses and developed an idea of starting up her own business, where ILO project contributed to her goal by supporting her idea and providing seed funds making her able to buy necessary machinery for her business purposes.

This intervention also helped some of the beneficiaries, who already have their own businesses but to legalize their business by getting the license so to legalize the business.

#### *Output 1.5. Development and implementation of workplace mentorship programmes*

The content of the mentorship programme was quite relevant and including topics like Labour legislation in the context of international labour standards, occupational health and safety at work, interpersonal/intercultural communication and gender, which constitute the core of this programme. However, due to COVID 19 restrictions, the introduction of the programme was suspended but then, a blended implementation was developed and implemented in different sessions in one enterprise. The new implementation included both online training and physical gathering in the workplace, which was quite successfully introduced. The positive contribution of the intervention is beyond increasing knowledge on basic labour market skills but it is a unique programme for increasing social cohesion at workplace. Therefore, it was included in

the Refugee Response Programme of the ILO Office for Türkiye. WAP is also listed as a good practice under the Global Refugee Forum in 2019.

On the other side, mentorship for refugee workers is a new phenomenon in Türkiye and service providers in the relevant market need time to correctly understand this new target group and objectives of this new mentorship programme. As it was stated in the progress report that employers were also unwilling to implement mentorship programme at their workplaces due to concerns over productivity loss and social security auditing.

*Output 1.6. Development and implementation basic labour market skills training including intercultural and workplace adaptation*

The modules were quite relevant for the ones who were eager to access to the job market in Türkiye, including but not limited to Turkish labour market, labour law, temporary protection law and work permit regulations, skills development and recognition services in Türkiye, norms and rules at workplace, occupational health and safety, interpersonal and intercultural communication, financial literacy, social adaptation and life in Türkiye. However, as majority of refugees attended this programme with an aim of finding a job, and as some mentioned they found these courses not helpful since they didn't help them to secure jobs in Türkiye. Although the main aim of this specific output didn't target immediate jobs for refugees, there was a misunderstanding which caused dissatisfaction among refugee population. One of the key informants mentioned that the announcement of these courses should be delivered with a caution since it always raises expectation among refugees. The attention for these courses were also quite limited and the attendants of TVET trainings showed no attention and were unwilling to attend, then TVET certificates were handed over to beneficiaries after BLMS trainings were completed.

Based on the interviews with beneficiaries, the beneficiaries, who are qualified and have skills to facilitate their access to the job market, were not satisfied with the content of the course since majority of them were already equipped with this information. As one of the key informants mentioned that since the language of instruction of the trainings were in Turkish, the attendants had experienced trouble to understand. Even though the translators were hired, it took too much time to translate, and the beneficiaries lost their interest after a while. Beyond the basic labour market skills, the beneficiaries are still in need of Turkish language skills in advanced level to enter the job market in Türkiye.

*Outcome 2. Promoting enabling environment for business development and economic growth in identified sectors and geographic locations to address job creation and entrepreneurship opportunities for SuTP and Turkish host communities*

Under this outcome, six different activities were projected and implemented, including (i) conducting analysis of local economic development potential in selected geographical locations to bring decent work to refugee and host communities, (ii) conducting value chain analyses, (iii) providing business advisory services and grants for the creation and expansion of enterprises, (iv) conducting training on sustainability, productivity and competitiveness for SMEs that have SuTP and host community workers, (v) facilitating job placements through incentives.

*Output 2.1. Conducting analysis of local economic development potential in selected geographical locations to bring decent work to refugee and host communities*

*Output 2.2. Conducting Value Chain Analyses*

These activities have successfully completed. Prior to the local economic development (LED) analyses, ILO Türkiye office organized a training session on how to conduct value chain analysis based on the guidelines developed by ILO, for all the researchers contracted in this project. The draft report on the Local Economic Development Analysis in all 4 provinces completed and opened to discussion in stakeholder meetings where preliminary findings has been shared. It is quite important to have such reports which might be helpful while designing other relevant projects by various agencies. The important point here is whether ILO shared these reports in its website or in meetings with relevant UN agencies. Many UN agencies has been conducting such studies and saving these data reports under a repository, which can be accessed by UN Agencies might be helpful while designing similar projects.

It would have been better if these LED and/or Value Chain Analysis (VCA) studies were conducted at the initial phase of the project as projected so that they might have provided insight and guidance when designing the other project activities. However, due to having difficulty in identifying researchers at the local level and familiar with the concept of value chain, these studies could not be taken into consideration in the earlier phase of the project. On the other hand, they were quite useful to lead the future projects, research of ILO Türkiye Country Office.

*Output 2.3. Providing business advisory services and grants for the creation/expansion of enterprises*

This output served for providing business advisory services and grants for the creation and expansion of enterprises. Although the entrepreneurship training activity was listed under the project's first component, it was linked to the mentorship support and the micro-grant scheme. Mentorship support was designed as the continuation of the entrepreneurship training by referring the most promising graduates to it for further support. Even though there were challenges to reach out the targeted number of beneficiaries which is explained below, the strategies adapted and the way the activity worked was quite successful: (i) The mentors were selected among the local businesspeople and academics who are familiar with the business ecosystem in selected provinces; (ii) IOM was a quite successful partner of this activity. It was challenging to reach SuTPs, since there was limited number of qualified Syrian applications who has export potential, has at least 5 registered employees, has established at least 1 year ago. One to one communication was needed and both organizations have successfully contacted with local coaches/mentors include private consultants who have a business interest in assisting enterprises as well as institutional staff who is able to design and offer customized assistance programmes for their beneficiaries. This also ensures sustainability of the project where entrepreneurs will be able to leverage on the skills of these coaches/mentors beyond the implementation period.

*Output 2.4. Conducting training on sustainability, productivity and competitiveness for SMEs that have SuTP and host community workers*

By these seminars, the ILO reached out to enterprises, which has been employing or planning to recruit Syrian workers formally, raised their awareness on the relationship between improved working conditions and concepts such as productivity, competitiveness, and sustainability. In the initial stages, reaching out Syrian enterprises was a quite challenge as mentioned by a key informant, however, in the execution of the project intervention, most of the participating companies have Syrian workers at least. The contribution of the intervention to the overall objectives of the project in the form of increasing knowledge and awareness of attending companies not only about SCORE's content, but also on formal employment of Syrian workers and how to ensure their social integration. As a success story shared by a key informant, few companies decided to hire Syrians under Temporary Protection after attending to the SCORE programme and applied to the incentive scheme accordingly.

The language of instruction was in Turkish, which caused a barrier for non-Turkish speaking Syrian workers' benefiting from the programme. COVID-19 also had an adverse impact on the continuation of the courses.

However, another achievement of this intervention was ILO's adaptive management of provision of different content for Syrian and Turkish owned companies considering their varying needs and demands. The content focused on topics such as business formalization, taxation and KOSGEB support schemes for Syrian enterprises. The intervention became quite a success in introducing basics of business formalization and taxation system in Türkiye, where many Syrian-owned enterprises have lacked information on these basic topics.

#### *Output 2.5 Facilitating job placements through incentives*

Even though the incentive scheme for formal employment was launched under unfavorable economic conditions with lowering employment and increasing unemployment rates in Türkiye, the intervention successfully contributed to increase the formal employment of the SuTP. Although there were few applications to the scheme in the initial stages of the intervention, the intervention has successfully reached out its goals via making successful connections and following an effective and widespread outreach strategy to potential employers through mobilizing chambers, business associations, and supply chains of international brands.

The economic situation in Türkiye was unpredictable in 2020 and it was beyond the intervention scope of the ILO. However, as a response to the COVID-19, the companies were invited by ILO to extend the premium coverage with an additional three-month duration for the same employees. Forty-three companies extended their contracts for 245 employees until the end of December 2020.

#### *Outcome 3. Providing support to labour market governance institutions and mechanisms in implementing inclusive development strategies*

Under this outcome, various activities were projected and implemented, including (i) conducting thematic workshops and training for 200 staff from relevant stakeholders, (ii) assigning Arabic speaking consultants to provincial branches, (iii) implementation of advocacy workshops, (iv) implementation of training for inspectors, (v) awareness raising among SuTP and host communities

### *Output 3.1. Conducting thematic workshops and training for staff from relevant stakeholders*

The output has delivered successfully and has reached out the targeted beneficiaries of the activity. The training programme aims to strengthen the capacity of policymakers and practitioners in adopting measures to facilitate the access of refugees and other forcibly displaced persons to the labour market. The potential thematic areas and dates have been identified by ILO in close cooperation with IOM and DGILF, which made the trainings relevant to the needs of relevant stakeholders, mainly DGILF and since the duration of the project was extended mainly due to the COVID-19, one of the key informants mentioned the positive side of the extension which was giving opportunity to beneficiary institutions adjusting the focus of the trainings to their changing needs. Based on interviews, the beneficiary institutions found them quite useful, however, they suggested sharing of more good practices from global case studies.

### *Output 3.2. Assigning Arabic speaking consultants to provincial branches*

ILO has been collaborating with Social Security Institution (SSI) to institutionalize the incentive scheme to facilitate formal employment of Syrians and Turkish nationals and signed a cooperation agreement for implementing “Transition to Formality Programme” (KIGEP) with SSI which has long years of experience with national employment incentive schemes.

Due to the nature of working life and cultural values, only 7.5 per cent of the applicants and beneficiaries were women, which aligns to the percentage of Syrian refugee women attending work life in Türkiye. As stated by the key informant interviewed for this evaluation, among all, 15 per cent of the work permit holders are Syrian refugee women. As the numbers shared by SSI, out of 8450 SuTP, 641 of them were women. However, out of 8154 host community members who also attended the programme, 2525 of them were women.

SSI, as an institution stated that they have also benefited from this intervention. By conducting monitoring visits, they mentioned that they were able to identify the needs in the job market, work permission issues better, raised an awareness on the issue, had figured out the application time and waiting time issues and its direct impact on SuTP, observation of any software problems. They also mentioned about a concept and/or information note regarding immigration law, describing SuTP’s legal situation, describing the actions to be taken, which was found quite useful by SSI.

### *Output 3.3. Implementation of advocacy workshops*

The workshops that provided information about the Transition to Formality Programme (TFP) and Work Permits for Foreigners under Temporary Protection were successfully delivered. The key informants interviewed for this evaluation found these advocacy workshops quite relevant and useful for their own purposes. One stated that learning from bottom to top, informed by the problems of SuTP, the needs, challenges while they access to the job market was quite eye opening and increased their awareness, which contributed the quality of services that they have been providing. The targeting and attendance of different actors, such as employer representatives, chambers of industry, chamber of commerce, chambers of tradesmen and craftsmen, private employment agencies and financial advisors showed the

ILO's recognition of all actors, not only the senior actors but all to make a significant change in that regard. The composition of panel sessions also showed this. For example, panel session included participants from different sectors representing different interests and areas such as Turkish business owners, chamber directors, Syrian businessmen representatives, Turkish training graduates, vocational trainers and Syrian apprentices.

Overall, the output successfully served as an information sharing platform and provided a general outline about the situation of Syrian refugees in Turkish labour market.

#### *Output 3.4. Implementation of training for inspectors*

These capacity building training for inspectors of the Labour Inspection Board and Social Security Institution Auditors has been successfully delivered. One of the relevant interventions that ILO made was differentiating the trainings according to the needs of two groups of beneficiaries, SSI Auditors and Inspectors of Labour Inspectors Board. In addition to this, recommendations were also received from the auditors for designing measures for formal employment of Syrians in the labour market, which made the trainings more relevant and successful. The beneficiary institutions, as mentioned in the interviews, find the specific part on review the activities of Spanish and Portuguese labour inspectorates on the "Inspection Mechanisms for the Protection of the Fundamental Rights of Refugees and Migrant Workers on Working Life" quite useful. They suggested adding more of good practices, field visits, would enrich the training content. They also stressed the fact that some of the informally working SuTP wish to avoid formal employment in order to continue to receive the 120 TL per person in the household distributed through KizilayKart under the Emergency Social Safety Nets (ESSM). Reconsidering the criteria for stopping the social assistance under ESSN may encourage formal employment.

### **2.2.2. Effectiveness Key Factors contributing to the project success and underachievement**

The major factors influencing the achievement of the project's objectives were (i) ILO's project team's high level of engagement both on technical and field level, particularly project team's adaptive and on time responses while dealing with the challenges, such as COVID-19 during implementation, (ii) making partnerships with relevant stakeholders. The major factors that had an impact on the project's under-achievements were (i) COVID-19; (ii) economic and sociopolitical context; and (iii) having too many outputs under three outcomes. Both negative and positive factors were summarized and discussed below:

*Major factors contributing to the achievement of the project:*

- (i) *ILO's project team's high level of engagement both at technical and field level:*

Based on the desk review and KIIs conducted, the Project Team was found quite successful on both ends, (i) providing technical support when it is needed, (ii) implementing agreements with well-established and institutionally strong partners, (iii) taking adaptive management urgently when it was necessary, (iv) designing each intervention under consultations with relevant partners and experts and taking their feedback into the account. Overall, from the

project junior personnel to high level senior administrative staff members, they were all quite aware of all the details of the project. Even though there was a high turnover rate and those who were deeply engaged into the project had left, it wasn't reflected to the field as a negative consequence since their leave coincided with the last year of the project. Due to the COVID-19, the project got several extensions, where majority of the activities had been already completed. Therefore, it didn't create any negative impact on the project implementation. Since the project team was monitoring the implementation so closely, they found a chance to make interventions promptly, on time when there was a need.

Having agreements with well-established and institutionally strong partners were helpful to reach higher numbers of beneficiaries. Since the project team was aware of all the details of the project and overall, ILO's Refugee Response Programme, they have acted promptly to prevent any duplication with another ILO projects. For example, another ILO project had also carried out KOSGEB entrepreneurship trainings in Mersin and Adana. The ILO has replaced Mersin and Adana with Hatay for the entrepreneurship support program. Thus, the locations for the activity under the project became Istanbul, Bursa, Konya and Hatay, without changing the total target number of beneficiaries.

As mentioned above, ILO project team was monitoring the implementation so closely, they found a chance to make interventions promptly, on time when there was a need. The best example among these interventions was to make a move during the process of development and implementation of basic labour market skills training including intercultural and workplace adaptation. Since the training and research institute of the former MoFLSS called ÇASGEM presented insufficient level of internal human resources and expertise to develop modules, ILO made a quick move to reach out other alternative private suppliers and LUNA Education and Consultancy, which is a firm experienced in integration services targeting refugees, was contracted for this task. This timely move and intervention can be shown as a key step for success during the implementation of the project.

*(ii) Collaborating with the relevant and willing partners:*

The close collaboration between the stakeholders reflected as a success in achieving project outcomes and smooth implementation of the project in the field. ILO succeeded in choosing right partners and maintaining strong collaboration with both government partners and local partners, such as Chamber of Commerce, Chamber of Industry and finally, other stakeholders, including technoparks in universities, consultancy companies, NGOs and private companies, where all these agencies added an additional value with their reach out capacity, extensive network capacity and relevant experience.

Chambers were also consulted for well-directed selection of suitable employers and workplaces for specific interventions of the project. Technoparks in universities were also consulted during the implementation of entrepreneurship intervention. Ethical Trade Initiative and global supply chains were consulted to identify suitable workplaces to implement the programme.

The mandates of these agencies are clear, and their duties, roles and responsibilities were clearly defined under the project and not overlapping with ILO's roles and responsibilities. There is well defined division of labour that builds on stakeholder's strengths in respective

sectors. This is a facilitator of internal coherence, where it is observed in the project under evaluation.

All the stakeholders interviewed mentioned their previous experience in collaborating with international agencies, particularly UN organizations and international NGOs and managing various projects funded by EU, USAID and other international donors. They have also experience of working together with ILO before.

Local stakeholders in the selected provinces of this project, particularly Chamber of Industry and Chamber of Commerce have a strong network of members, such as Gaziantep Chamber of Commerce which has 3200 member companies, where 90 of them are Syrian owned businesses. Making collaboration with local partners which are based in target provinces, and which already have access to the Syrian refugees to disseminate information regarding the project purposes or any related services and job opportunities was quite a successful move for the sake of the project.

The state institutions were quite satisfied with working with ILO, while emphasizing ILO project team' strengths as "being respectful to state bureaucracy", "collaborating and making brainstorming session together rather than acting/deciding solely", "being consistent about monitoring and evaluation and taking it seriously", and "being approachable".

Finally, the willingness of the stakeholders is a key success factor of the project at the end. Based on the document review and data collected in the fieldwork, the eagerness of the partners was clearly seen in the interventions where they were part of implementation. They were aware of details of the project objectives, outcomes and process.

*Major factors contributing to the underachievement of the project:*

(i) Economic and Sociopolitical Context

Besides project's objectives and interventions, the sociopolitical context, economic context, cultural values always have an impact on achievements or non-achievements of the objectives of the project. The economic crisis has negative impact on livelihood opportunities for both refugee and host community population in Türkiye. Global economic recession, the high inflation accompanied by high unemployment rates in the post-COVID world all have negative impacts on creating livelihood opportunities for refugees and the host community. The economic slowdown affects the priorities of the enterprises and increase the lay-offs and unpaid leaves, where the project, on the contrary, create better and decent jobs and conduct workplace adaptation programmes, which might take some days/hours of the production rates of the companies attended. As stated in progress reports, this was already raised as a concern during the implementation of the project. It is also reported by the field consultant that employers refrained from accepting an apprentice due to current economic downturn. On the other side, Syrian refugees, in general, haven't been willing to participate in apprenticeship programmes due to fear of losing their right to Emergency Social Safety Net (ESSN, also known as Kizilaykart) because of social security registration during apprenticeship period.



Along with, the establishment of new Small and Medium Enterprises (SMEs) became almost impossible as both Syrian and host community entrepreneurs did not want to risk their limited capital when the pandemic triggered shrinkage in all sectors.

Furthermore, host community can be resistant to any form of livelihoods programming that promotes the ability of refugees to work and therefore compete with locals. During the few interviews conducted with refugees, even without being asked, they were sharing their concerns about how anti-refugee environment increasing with the national election, has created a sense of fear and uncertainty for people seeking protection in Türkiye. It looks like it is getting harder to keep Syrian refugees focus on livelihood and other opportunities, where their future is at stake. Prior to the national elections, partnerships with public institutions and municipalities lost significant pace due to one parliamentary and one presidential election in 2018 and the local elections were held on March 2019. Particularly, partnerships with municipalities turned to be challenging. They either refrained from being named inside refugee support projects or concentrated all resources on election processes and withdrew from refugee support projects. They were not willing to cooperate for organization of the trainings due to lack of institutional and financial capacities and concerns over trainee profile, where majority of them were SuTP.

(ii) The capacity issues of local stakeholders

During the implementation stage, time to time, contract management turns to become problematic due to low institutional capacity at local institutions. In the case of Adana Chamber of Artisans and Craftsmen, the chamber encountered several problems during identification and registration of trainees, and budget management in conditions of changing exchange rate. Thus, contract termination was adopted as a solution in this problematic case. Attitudes of provincial administration of MoNE has also been challenging in Adana, unlike other project provinces. New partnerships are being developed for TVETs in Adana.

(iii) COVID-19

The infamous COVID-19 caused delays in implementing the activities, which were detailed under the Evaluation Question focused on the impact of COVID-19 under effectiveness section. Reaching out the targets or completing the trainings took more time than expected. Even though the pandemic came unexpectedly and created challenges, ILO took measures to prevent its negative impacts on project implementation and adapted itself to the new circumstances with monitoring the situation carefully, taking actions swiftly, holding consultation meetings with their partners, trainers, and having their opinions taken as well.

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

As it can be expected that financial support in the form of micro-grants was appreciated among the beneficiaries, which received much positive feedback indeed. However advisory/consultancy services coming within the package of micro grants was appreciated more than the financial means. As informed by interviews, majority of the medium-sized SME representatives confirmed the fact that the real motivation and impact were created through the advisory services having triggered innovative strategies/ideas by the advisors, rather than

the financial assistance. The intensive and direct human contacts established particularly under SME support component based on a trust relationship between the providers (business advisors) and the recipients of the support, have been highly valued and considered as good practice by many interviewees. They also share their expectations for the continuation of the advisory support in a near future.

Many interventions were implemented under a challenging social and economic context, which has been even more aggravated by the economic difficulties stemming from the COVID-19 pandemic with increased competition in the job market but as a positive unintended consequence, participants of different activities mentioned how valuable contribution the project made in the area of social cohesion and promoting economic integration and decreasing the prejudices/potential conflicts among the SuTP and host community population. The project's activities brought the Turkish employers/labour force and Syrian SME owners/labour force together on many occasions, which has supported the prospects for increased livelihoods, integration of SuTP both in economic and social terms.

#### **2.2.4. How effective was the coordination with IOM as a partnering agency in the implementation of the project activities?**

IOM was assigned as an implementing partner with UN-to-UN agreement, where the roles and responsibilities of each partner was clear in the theoretical level but during the initial stages of the implementation, some issues raised. As based on the data drawn from progress reports, key informant interviews, in the initial stage of the project, some issues had been experienced due to division of responsibilities and flow of information from both sides on the implementation of interventions. However, these issues were solved while the project was progressing and with increasing communication and coordination. Besides this project, the livelihood response to the Syrian refugee crisis has also been suffering from a lack of efficient coordination between UN agencies. They have been quite reluctant to make partnerships with other UN Agencies, where joint interventions of two or more UN agencies could contribute additional value. For example, being IOM as a partner has increased the reaching out capacity which was achieved with Keçiören Municipality's Migrant Services Centre (another local partner of IOM), where centre has contributed to the outreach for Outcome 1 and Outcome 2, benefitting from their strong ties with the migrants through wide networks and social media channels. Even though ILO has used communication channels that were used to reach the SMEs, particularly those owned by Syrians, and reaching to the beneficiaries of BLS, IOM's reach out capacity has contributed and increased the effectiveness of the intervention.

As a partnering agency, collaborating with IOM was quite a right decision taken by ILO due to three factors:

- (i) IOM Türkiye has gained an expertise on livelihood programmes since IOM has been operating comprehensive livelihoods programmes since the onset of the Syrian crisis including grants and entrepreneurship training to Syrian and Turkish young people to support innovative start-ups, in-kind grants to

support Syrians to open small, job placement programmes and vocational educational training,

- (ii) IOM Türkiye has collaboration experience with national partners such as the Ministry of Labour and Social Security. They have assessed the foreign labour needs of Türkiye's labour market, supported its institutional partners on national employment policy, has been countering irregular labour migration, and has been advocating for the rights of migrant workers,
- (iii) The project under evaluation was complementary to IOM's work through the support already provided by ECHO and the EU-ICSP to address the humanitarian needs of SuTP. In particular, the EU's Instrument contributing to Stability and Peace has been providing language and skills training courses to Syrian and Turkish youth.

In general, IOM's long-established experience in the livelihood sector, both its positive relations with the targeted population and collaboration experience with national stakeholders, ensured an effective coordination and implementation of the project. On the other hand, it was an effective collaboration since both organizations used their comparative advantage to realize the outcome of the project. This collaboration ensured a complementary approach from both agencies, which saved them not implementing similar interventions with similar objective and with same population by themselves. Overall, efficiency benefitted from the strong coordination and cooperation between ILO and IOM and EUD, as well as from the smooth dialogue within and between the project teams at these parties.

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

The third-year implementation of the project had been initiated in a smooth manner and the progress was on track until March 2020, the whole implementation period was affected due to the infamous COVID-19 pandemic. Majority of the activities were suspended, including but not limited to: examination schedules were suspended in March to July 2020 due to COVID-19 pandemic, and reactivated with the efforts of collaborating certification bodies and necessary health measures taken under guidance from the Vocational Qualifications Authority in fourth quarter of 2020; new round of trainings couldn't be achieved with ISKUR; Plans to disseminate the WAP programme to further workplaces were suspended due to COVID 19 restrictions and relevant health risks; implementation of BLMS trainings provided to SuTP and host community members who completed TVET courses were cancelled after the initiation of a couple of trainings; face to face meeting with business advisors turned out to be suspended; no new press trips were realized due to COVID-19 pandemic and related restrictions.

Overall, COVID-19 Pandemic has vital impact on the uncompleted activities in 2020 where the new implementation modalities were developed to deliver the expected outputs. In that regard, the delivery of many activities was redesigned to enable conducting the trainings,

coaching, etc. on digital platforms rather than conducting them on face-to-face settings. ILO has successfully managed and took an adaptive measure and digitalized some of the trainings. For example, as the pandemic continued, the digitalization of the BLMS training was proposed as the new implementation modality. In accordance, development of the digital content and maintenance of the digital content through the new digital learning management system was initiated and completed in 2020. Developed BLMS training modules restructured and adapted for the newly established Learning Management System of the Office. This renewed online version of BLMS will be used by other projects within ILO Refugee Response Programme. Therefore, outputs of this project will be in use for longer times after the project closure.

Another adaptation example would be an introduction of blended implementation of WAP programme in three different sessions in one enterprise as a response to the demands from multinational brands to conduct WAP programme in their supply chain. The new implementation included both online training and physical gathering in the workplace. Another example might be the introduction of a new consultancy module on analyzing and mitigating the risks of COVID-19, which was integrated into the mentorship sessions.

Finally, redirecting of the project funds to new activities were introduced in close cooperation with the project partners and the EUD-FRIT Team in Ankara. With the pandemic, during 2020, two different amendments were requested from EUTF to extend the entrepreneurship activities to more beneficiaries in new provinces as well as to allow more time to reach the targets on some specific activities under specific objective. The second no-cost extension requested in March 2020 and the third followed in December 2020. The third request was based on the continuation of the slowing down effect of the pandemic on the project implementation as well as extending the remaining available funds to new activities those target to support mitigating the negative effects of the pandemic on socio-economic sectors.

Overall, COVID-19 had created a negative impact on the smooth implementation of the project and decreased its effectiveness in reaching out the targeted numbers and decreased efficiency on a time and financial matters. However, it is not unique to the project under evaluation and ILO has responded so promptly and taken relevant actions and adapted the project activities to a digital one where it is possible, which also increased the sustainability of the interventions while introducing them in digital forms.

#### **2.2.6. How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?**

Under this project, ILO has complied with the ad hoc Monitoring and Evaluation Framework developed for the EUTF as well as with the reporting requirements and tools being developed by the EUTF. For monitoring purposes, ILO has submitted yearly progress reports and a final report, including financial one. These monitoring reports has included logical framework matrix and if updated, the updated one, including reporting of Results achieved by the Action in terms of outcomes and Outputs as measured by their corresponding Indicators, agreed baselines and targets, and relevant data sources.

Along with these reports focused on data, they have also shared information on the difficulties encountered and measures taken to overcome problems and eventual changes, if any introduced. For financial monitoring purposes, information on the costs incurred was followed meticulously for each reporting period and plus, work plan and forecast budget for each incoming reporting period was shared as well for monitoring purposes.

Annual progress reports had been also shared by ILO, which included all the information contained in the progress reports, summary of the Action's receipts, payments received and of the eligible costs incurred, an overview of any funds unduly paid or incorrectly used which the Organization could or could not recover itself.

Along with annual reports, ILO had also submitted Quarterly Information Notes (QIN) to the EU. These notes consisted of the progress achieved in the reporting period and the planning for the upcoming period. They also served as inputs for quarterly meetings.

Besides external monitoring, the project under evaluation was also internally monitored in line with the ILO's procedures and principles governing the monitoring and evaluation of the Technical Cooperation projects under the overall coordination of Monitoring Officer. These regular monitoring exercises that were mentioned above represented milestones in the implementation of the project's activities. These regular assessments constituted a basis for a possible decision of suspension or revision of activities, where the conditions on the ground did not allow for their proper implementation.

These monitoring exercises has also facilitated implementing partners, beyond ILO, complied with and fulfilled the monitoring needs of the project. They also reported quarterly on agreed Facility Results Framework indicators, where they directly corresponded to the activities that they were responsible of.

An independent evaluation of the project, final evaluation has been carried out under the supervision of the ILO Evaluation Office. However, the mid-term evaluation has not been conducted, even though it would have been useful for the purposes of the project.

Overall, yes, ILO has set up monitoring mechanism set up for the project, fulfilled all reporting obligations by drafting quarterly and annual reports which informed the donor of the progress of the project. Last but not least, regular and periodic meetings, both formal and informal, has been organized so that where there was a need arisen, provided ILO a room to intervene timely and efficiently.

### **2.2.7. How effective was the communication strategy implemented?**

There was a solid project communication plan has been developed and approved by EUD. Due to the planning, drafting and implementing the communication strategy in detail, such as preparing of the corporate identity, preparing visibility materials in advance, producing social media sharing content and sharing the content entirely on the account of ILO, which was different than usual, the communication strategy has successfully reached out its goal of increasing awareness, announcing project goals and achievements to the public.

As it is stated by a key informant, “evidence based” based communication approach was used so that before the designing the strategy, ILO conducted a survey to see which social media platform has been used the most by the SuTP population. This was quite useful to know so that the project can reach out its targeted population in the most effective way. The interviews with beneficiaries also supported the effectiveness of the communication strategy implemented by the project. Based on the interview with beneficiaries, the communication strategy also helped ILO to be in contact with the refugee population. They stated that one of the channels that made them aware of activities targeting SuTP population in Türkiye regarding livelihoods was the one managed by ILO called Facebook (@HayataFirsatProjesi). The ILO project team also emphasized that they haven’t received any complaints and underlined how cautious they were while leading the communication, particularly during the times when “refugee” issue was inflamed. The review of communication materials also showed that the communication strategy has emphasized the humanitarian side of the intervention, economic contributions of refugees to Turkish economy, which prevented any resentments among the host community.

ILO’s strong network with local actors, such as chamber of commerce, municipalities, universities, NGOs has also helped to build a strong infrastructure in the local. Even though there was no local ILO office in the region, the network with the local was strong, which increased ILO reach out capacity in the provinces.

As a part of communication strategy, press trips to the provinces, where the project under evaluation was implemented, were carried out. The press trips were quite effective to show the accomplishment of the project such as introducing SuTP who started to work as registered workers, employers who were quite satisfied with the project’s activities, etc.

Finally, awareness raising seminars were also held targeting the local and national media as well as journalism school seniors and representatives of related NGOs on how to cover the refugee news. On the one hand, it is a good strategy to keep in close contact with the new agencies to announce project outcomes. On the other hand, this exercise also worked for the purpose of the project as raising awareness about the refugee issue, lessening the social tension between the communities. It is quite essential for media to have an awareness and knowledge on how to cover news stories on refugees to increase social cohesion.

### **2.3. The Project’s Efficiency**

The program’s efficiency has been evaluated under two main themes, analyzing of (i) efficiency of program management and implementation; and (ii) the financial efficiency. In terms of programme management and implementation, the project benefited from ILO’s expertise, its strong partnerships with both governmental agencies, and international organizations such as IOM, which has a strong expertise in the field of migration and ensured the successful implementation of the project intervention, particularly entrepreneurship activity and achievement of its objectives. In terms of finance, the project is delivered in an economic and timely way with reasonable extensions due to the impact of infamous COVID-19. There were fluctuations in costs of different budget items due to the fluctuations in the exchange rates and the project has not been able to use all its estimated budget.



**2.3.1. How efficiently the resources of project (time, expertise, funds, knowledge, and know-how) have been used to produce outputs and results? Given the size of the project, its complexity and challenges, are the existing management structure and technical capacity sufficient and adequate?**

Based on the review of Budget 2<sup>nd</sup> extension document, the funds for the project have been spent efficiently. 10 per cent of the project budget has been spent for human resources and salaries are aligned to UN Salary Scales for staff in the General Service and National Officer categories. As we mentioned it before, ILO has been implementing many projects under its Refugee Response Programme. ILO's staff, particularly the ones who have worked in implementing projects targeting refugee population in Türkiye, have already gained experience in the similar projects. On top of this, the projects have already created synergies between each other and the staff members who have been taking various roles in these projects already built knowledge on key issues. Therefore, know-how and knowledge of ILO project members have been used efficiently to produce outputs and results in return.

The main budget item is "other costs and services", where most of the funds, almost 70 per cent, has been spend on that end. The other costs and services covered all the project activities, including all trainings, TVETs, skills building courses, seminars, workshops, conferences, seminars, where even due to COVID-19, there were many delays and/or cancellations, they have been successfully implemented within budget limits. As one of the key informants also mentioned the fluctuations in the exchange rate didn't help and they need to make adjustment several times but it did worked out eventually.

IOM, as a partner to entrepreneurship component, has also been contracted and 2 per cent was spent on subcontracting IOM, which turned out to be a quite successful collaboration. IOM has been operating comprehensive livelihoods programmes since the onset of the Syrian crisis including grants and entrepreneurship training to Syrian and Turkish young people to support innovative start-ups, in-kind grants to support Syrians to open small, job placement programmes and vocational educational training. Therefore, the funds were efficiently used by IOM and their expertise contributed to the project outcomes.

Approximately €400.000 of the budget was not spent and submitted back to the donor. As few key informants mentioned that the remaining funds could have been used for activities related to COVID-19. It was planned to be spend for artisan support initiatives, however it took so long to have Ministry approval, as key informant mentioned "longer than expected", therefore it didn't happen. It could have been spent for recovery from earthquake happened on February 2023, which was suggested by few key informants. However, as the project team stated that the project was closed on January 2023, so it was not possible to spend the funds after the closure of the project.

The direct contract making with EU has also a positive impact on project's efficiency, as mentioned by a key informant. Since the contract was made directly with the EU and there was no other contracting authority, it provided flexibility and created rapid progress for the purposes of the project. There was not much procurement involved into the project, which was a plus for efficiency. The financial team has also mentioned the recruitment of a procurement assistant was also helpful in this project, which increased the efficiency as well.

Although the progress was on track until March 2020, the implementation period was affected because of the COVID-19 pandemic. Based on key informant interviews and log frame and work plan while checking deadlines, number of attendants, we realized that the progress of the project has been progressed slowly due to COVID 19. On the other side, the problems did not remain for so long and with the awareness of ILO and all partners and with their concerted efforts, the conditions have been improved with a positive approach represented by all partners.

New implementation modalities and redirecting of the project funds to new activities were introduced in agreement with the project partners and the EUD-FRIT Team in Ankara. During 2020, as mentioned by ILO project team members, two different amendments were requested from EUTF to extend the entrepreneurship activities to more beneficiaries in new provinces as well as to allow more time to reach the targets on some specific activities under specific objective one. The second no-cost extension was requested in March 2020 and the third extension was also made in December 2020, which was based on the continuation of the slowing down effect of the pandemic on the project implementation as well as extending the remaining available funds to new activities those target to support mitigating the negative effects of the pandemic on socio-economic sectors. Especially due to the outbreak of the COVID-19 pandemic, new lines of action were integrated, which incurred additional costs while reducing some other projected expenses. Eventually, the project budget, is used efficiently in the end with a remaining funds.

### **2.3.2. Has the project been receiving adequate political, technical, and administrative support from the ILO and its partners? If not, why? How that could be improved? Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the gender project objectives?**

ILO is very well known and trustable international organization in the eyes of all partners, stakeholders of this project as mentioned in all interviews with national and local stakeholders and experts as well. Therefore, based on the interview with the informants and the desk review, the project had received adequate technical and administrative support given by ILO.

The project activities successfully were managed by the ILO project team and monitored by the Steering Committee. Duties and responsibilities of the PMT and Steering Committee members were all elaborated in the Descriptive of Action before the implementation of the project, which cleared the room for any uncertainties in advance. The monitoring responsibility was conducted by the Steering Committee which was co-chaired both by the ILO and DG International Labour Force of the MoLSS. The composition of the Committee where it included all national stakeholders and IOM and EU Delegation guaranteed the inclusion of all partners and a strong sign of leaving them a space for brain storming, taking decisions together, and hearing their voices and taking their feedbacks into account while implementing the project.

The composition of the ILO team has also guaranteed that all outcomes of the project has been assigned an officer, who was responsible of implementing the outputs under that relevant outcome in details. In addition to Officers for each outcome, monitoring officer, Communication Officer, Finance and Procurement Officer, an Administrative and Finance Assistant, a



Procurement Assistant and a Project Assistant were also recruited. The team was only lacking a gender expert and/or consultant or an officer specifically recruited for the project.

As the key relevant stakeholders has mentioned during the interviews that they were informed by the project activities, projects progress regularly and on time a through quarterly project coordination meetings and quarterly briefing notes, e-mail correspondences, etc.

At the same time, ILO has also worked with very qualified experts/ consultants/trainers who are holding expertise on the subjects that have been working on. ILO had no difficulty for finding a technical support from these experts and at the same time, experts were welcomed by participant institutions.

ILO has also built capacity over the years by implementing several projects regarding the labour market integration of SuTPs and host communities with key partners such as MOLSS, İŞKUR, DG for International Employment, DGMM, AFAD, social partners, local governments and municipalities, relevant UN agencies and other national and international organizations. The ILO projects had several important results, as outlined above, that will contribute significantly to the implementation of this Action in Türkiye.

## **2.4. The Coherence of the Project Design**

The interventions of the project are perfectly fit with other interventions, particularly the ones under *Refugee Response Programme*, of the ILO Office for Türkiye. The Refugee Response Programme (RRP) is built on three pillars: skills, jobs, and governance, where the project under evaluation has also built on these three pillars. Besides RRP, ILO strives to guarantee the core elements of social justice, which are respect for human rights, decent living standards, human working conditions, employment opportunity and economic security for working people everywhere. The aims of the project under evaluation are highly compatible with the core elements of ILO. In line with the objectives, the ILO aims to combat child labour, to increase women and youth employment, to strengthen social dialogue and eliminate informal economy, where the project under evaluation specifically have created synergies on the themes of “eliminate informal economy”, “employment”, “strengthen social dialogue”. This also shows how the project is appropriate relation to the ILO’s strategic and national policy frameworks.

As one of the key informants mentioned that the project under evaluation was designed in complementarity with several actions under the Facility for Refugees in Türkiye (Facility) implemented by various partners, including World Bank, KfW, UNDP, TOBB, UN Women in the area of livelihood support. For example, under regional MADAD Fund, UN Women & ILO conducted a project titled “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Türkiye”, which aims to promote economic empowerment and employability of women refugees in Gaziantep. Therefore, any Syrian refugee women attended activities of the project under evaluation was in directly project’s activities targeting women in Gaziantep.

Another project titled “Employment Support Project for Syrians under Temporary Protection and Host Communities” implemented with the World Bank, has also with components on skills-assessment, job counselling, language training, on-the-job training and cash for work

programmes, which complemented the interventions of the project under evaluation, specifically the skills-assessment.

The UNDP Project titled “Mitigating the Impact of Syrian Crisis on Southeast Anatolia Region”, has also included a component on job creation which aims to improve the livelihoods in order to increase the employability of SuTP and impacted communities and connect them to increased employment opportunities in Gaziantep and Şanlıurfa. As ILO being a 3RP livelihoods sector partners with UNDP, the project under evaluation has benefited synergies already created between UNDP project and other ILO projects in Gaziantep.

The project under evaluation also benefited from ILO’s comparative advantage of strong expertise on providing decent work opportunities, facilitating the SuTP’s access into labour market and its experience of having partnerships with both local and national partners, has also contributed to the outcome of the project.

All the expertise collected under ILO’s Refugee Response Programme since 2014 supported the project staff to take adaptive management in the face of COVID-19, change local partners while targeting SuTP in different locations, learning from the mistakes while partnering with other stakeholders, benefiting from each other’s expertise, sharing their best practices.

Overall, ILO has been implementing its strategy “ILO Response to the Syrian Refugee Crisis in Türkiye” to address the impact of the Syrian refugee crisis in Türkiye since 2014 and carried out various projects to implement its strategy in SuTP populated provinces such as Şanlıurfa, Gaziantep, Kilis, Adana, Mersin and Hatay to improve livelihoods and decent work opportunities for Syrian refugees and host communities. The document reviews and evaluation interviews indicated that a significant synergy created between ILO’s previous & ongoing projects on “supporting employability through skills development”, “supporting the creation and retention of formal jobs”, “strengthening fair and effective labour market governance for promoting decent work for all” and the project being evaluated here.

## **2.5. Sustainability and Impact Potential**

While the evaluation team is able to see significant achievement and positive results in the short term, the longer term sustainability of the project and its impact depends on four factors (i) scaling up the capacity of the relevant stakeholders to have the ownership of the project outcomes and design and implement their own projects aligned to the outcome of this project in the future and scaling up collaboration between main national stakeholders and ILO as well, and national stakeholders’ continuation of supporting the project outcomes (ii) providing government incentives to ensure sustainability of achievements in job placements, particularly supporting employers to recruit SuTP and supporting newly established enterprises, (iii) designing “work place adaptation programmes” combining both online and offline learning and successfully integrate them into the ecosystem of MoLSS that ensure the sustainability and designing new projects that utilize the system will contribute the sustainability (iv) conducting policy advocacy addressing the sociocultural and economic barriers that constrain women’s labour force participation potential, even though it is beyond the limits of this project

- (i) capacity building and ownership of project results by national and local stakeholders help to sustain the results. For example, considering the MoLSS and its directorates as the key actors to regulate the world of work for impacted communities as well as SuTPs. As a result of this project, improved institutional capacity of the MoLSS will help to have a better understanding to support the integration of Syrian refugees into the labour market in line with economic, sectorial, and regional priorities. Beyond scaling up the capacity of the relevant actors, continuation of partnerships with national actors such as governmental stakeholders, and local agencies including but not limited to trade unions, confederations, and business organizations to carry out project activities will reinforce the replication and scaling up of learning outcomes by working in close collaboration with those institutions, systems and structures to ensure the sustainability of interventions. The issue of coordination and coherence in this field will become a central focus of ILO support to avoid duplication of efforts and resources while reinforcing sustainability by channeling implementation through national institutions.
- (ii) As a part of the project, the Transition to Formality Programme (KİGEP) was implemented in collaboration with the Social Security Institution and DG International Labour Force of MoLSS. It aimed to increase the registered/formal employment of SuTP and host community by introducing a new incentive programme for employers, which turned out to be a quite successful intervention. The incentive scheme covered the cost of work permit fees as well as a monthly payment to cover the social security premium for up to six months for the newly hired Syrians and equal number of existing or newly hired host community workers. On the one hand, it helped formalization of employment among the refugee population. On the other side, it helps integration of SuTP into the labour market and increase social cohesion where the companies have been invited to recruit Syrians and work together. The government incentives that cover the costs of work permits, including renewal of work permits and/or with tax incentives to the employers will ensure sustainability of achievements in job placements, particularly supporting employers to recruit SuTP and supporting newly established enterprises through these incentives have great potential to contribute to the revenues and increase social cohesion between Syrians and host community.
- (iii) Integrating “workplace adaptation programmes” which combines both online and offline learning into the ecosystem of MoNE, where more and more modules become useful for employability of Turkish and SuTP are being integrated to the system nowadays will ensure the sustainability. Beyond this, designing new/upcoming projects that utilize this system will contribute the sustainability as well.
- (iv) Vulnerable women, both SuTP and host community, continue to face legal, practical, cultural barriers when accessing labour market. Disabling factors include less access to education and finance, policies and regulations which discriminate against women, and overall social norms which limit female participation in the labour force. Based on the reasons stated above, the effectiveness of projects aiming to increase women participation into labour market through livelihood

projects stays quite limited. Therefore, strengthening the mainstreaming of gender issues into labour market policies, programmes, projects conducted by UN Agencies to ensure that they are adequately involved in policy decisions and to encourage the implementation of gender-responsive national policies, women's representation in business associations and organizations needs to be strengthened. To address these barriers, UNDP and other stakeholders should engage in several advocacy and awareness activities throughout Türkiye, which should be an activity under each project aiming to increase women's participation into labour market. While crises can create risk and exacerbate inequalities, they can also provide opportunities for change. For example, while designing livelihood programmes targeting women as well as men as income providers, livelihood programmes can promote joint decision-making in the use of income resources in male-led households.

- (v) Following up of the beneficiaries of the entrepreneurship activity and the continuation of the complementary trainings on a regular basis, particularly providing updated trainings which introduce new developments in the job market, informing beneficiaries/new entrepreneurs of current and relevant, complementary grants/grant programmes will contribute to the sustainability of particularly entrepreneurship component.

## **2.6. Gender Equality and Non-discrimination Issues**

There is not specific emphasis on gender equality in this project. However, as aligned to ILO's mainstreaming strategy on gender equality, it is a cross cutting issue, which cutting across broad policy components along with application of fundamental principles and rights at work, international labour standards, social dialogue and partnership, non-discrimination and equality of treatment.

From a gender perspective, employment is one of the biggest challenges of SUTP women in Türkiye. According to need assessment conducted by UN Women, only a small number of women (7 per cent) have taken part in vocational training programmes conducted by various agencies, but mostly in areas that are closely related to traditional gender roles and provide limited job opportunities such as hairdressing or needlework. According to the same report, Syrian women have little knowledge of labour rights: 92 per cent are unaware of work permit regulations (UN Women, Needs Assessment of Syrian Women and Girls under Temporary Protection, 2018). Therefore, interventions of the project which aim to increase SUTP access to the labour market, targeting Syrian and host community women indirectly and so that gender equality, and gender empowerment have been addressed in the implementation of the project. Along with this, the interventions have reached out more Syrian men under protection than Syrian women under protection, however, it was due to the realities of Syrian family culture where Syrian women's access to labour market used to be quite low and where women are situated as main caregiver and responsible of childcare and household chores. And economic conditions in Türkiye and post-Covid socioeconomic situation has also affected this. Throughout the skills building courses, work permit applications, entrepreneurship trainings,

the project reached out Syrian men a way more than Syrian women. It holds true for host community women, but with better percentages compared to Syrian women.

Since it was challenging on this end, the project has successfully contributed to make a mental shift in the labour market through conducting trainings which emphasize gender inequalities. In other words, the gender inequalities have been emphasized and addressed specifically during the trainings targeting SuTP and host community population. For example, throughout the work-based mentorship activity, along with other issues, such as international labour standards, occupational health and safety at work, interpersonal/intercultural communication, gender has also constituted the core of the programme. Another training, which aimed to train SuTP and host community on how to prepare a CV, interview and job searching skills according to their qualifications, in addition to building the skills of beneficiaries, the trainings provided sessions related to social cohesion and gender equality.

The gender inequalities were also emphasized during the trainings of the trainers. As mentioned by a key informant, ILO project team members tried to accompany trainers in the first day of each province to align trainer's perspective on the aims of the programme with the ILO. Along with other issues, such as importance of vocational qualifications and formal employment, gender equality was the main building block of the message disseminated through these trainings.

As we mentioned before, gender was a cross cutting theme in this project. However, it would have been very useful to recruit a gender expert, whom would have made sure gender equality has been addressed in the implementation and monitoring of the project. The gender experts, who were also supporting all other projects under Refugee Response Programme, if any, would have made sure projects targeting SuTP population are gender mainstreamed.

### **3. Lesson learned and Emerging Good Practices**

Some messages have emerged from the analysis of the document review and key informant interviews and this section provides a discussion on lessons for future implementation of similar projects, where lessons learned and promising practices that could inform future planning:

- **The project has various outputs serving for the same purpose, where grouping of some outputs can be project on its own.** The project under evaluation is a very comprehensive project that had three integrated components with an overarching objective, which was a challenge, considering time limits of the projects in general and considering the adverse economic situation recently in Türkiye and globally as well. Under each demanding outcome, there were various activities demanding working with different stakeholders, demanding various procurements, tenders, etc. which added up the workload of ILO project members and had an adverse impact on the progress efficiency and effectiveness while working with too many partners.

- **Ensure inclusion of all migrant groups living in Türkiye during the implementation of project activities:** In the design and implementation of the project, the beneficiaries were Syrians under Temporary Protection as it has been the case in majority of the projects targeting to mitigate the consequences of refugee crisis in Türkiye. Since the SuTPs are outnumbering any other migrant groups in Türkiye, it is expected that they attend the activities more than other groups under protection. However, a concise planning of more comprehensive targeting of vulnerable groups should be an essential part of the projects.
- **Apply a gender lens to the design, implementation, and monitoring of livelihood projects:** It is a lesson learned for all UN agencies conducting projects on promoting female labour force and particularly, increasing labour market integration of Syrian women under temporary protection is quite a hard and challenging task. Targeting Gender mainstreaming is highly challenging in job creation particularly considering Syrian society context.
- **Conduct a research study on chronic problems of vocational education:** Vocational Education Centers have chronic problems of low attendance and high drop-out in Turkish education system, therefore a special assessment study conducted to reveal the status of SuTP students in this system would be beneficial. A closer follow up, close guidance for the students who have multiple disadvantages such as refugee status and poverty, is needed as well as some sort of financial support to continue their education after the registration phase.

#### 4. Conclusion and Recommendations

The main strengths of the project lie in the project's high alignment with Türkiye's national strategies and priorities in managing migration and ILO's mandates, policies and strategies. In particular, the emphasis of the project on contributing to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities overlaps with the priorities and/or main features of the humanitarian development nexus, where the Decent Work Agenda is an essential element of the Humanitarian-Development- Peace Nexus where employment, decent working conditions, social protection and social dialogue can contribute to peace and resilience in Türkiye. The selection of partner organizations is another strength of this project, where national stakeholders and IOM is a very relevant, experienced partner while working on matters relevant to the migrant and host community population in Türkiye.

The weakness of the project is its unfortunate overlapping with the infamous COVID-19, which caused many delays in the timeline and actual implementation of the activities and in some cases, falling short of reaching the target in numbers. The project under evaluation is a comprehensive project on livelihood sector, which has demanding three objectives of increasing the availability of a skilled, competent, and productive labour supply; promoting an enabling environment for business development and stimulating entrepreneurship opportunities for SuTP and Turkish host communities; and capacity building via providing support to labour market governance institutions and mechanisms.

It is a strength but, at the same time, causes a weakness in the efficiency of the project. Each outcome could have been a project by itself. In addition, each of the components has included many activities that demanded recruitments, tenders, monitoring, etc. It decreased the efficiency of the project in the beginning. COVID-19 also added to the challenges. However, once collaboration has strengthened between the partners, the processes took a shorter amount of time.

Criterion	Conclusion	Recommendations	Priority	Resource implications	To Whom
Relevance	The project was quite relevant to the needs of SuTP and host community members who have experienced challenges to access to the job market in Türkiye due to lack of skills, in need of advisory support, grant support, etc.	<p>1. Continue designing and implementing projects on creating livelihood opportunities for SuTP and host community in Türkiye via increasing their skills and increasing awareness in policy level with a consideration of changing needs of the refugee and host community and changing socioeconomic context and political context.</p> <p>2. Articulate and communicate more clearly a consolidated narrative of how upcoming interventions under livelihood programming targeting SuTP and host communities will guarantee and/or ease their access to the labour market, instead of providing short-term trainings and support within the time limits of the project.</p> <p>3. Consider a clear Theory of Change (ToC) for the next projects under Refugee Response Programme. A clear narrative and an articulated ToC document will enable improved delivery of results, not only in quantitative terms but also content wise.</p>	High	Low	Project Management Team
Relevance & Effectiveness	The project was broadly effective in terms of reaching out SuTP and host community and the project is quite successful particularly in actions listed as (i) facilitating SuTP's and host communities' access to job market with relevant skills; (ii) while contributing to their livelihood skills at the same time helping them to integrate into the society both in economic and social terms.	4.The project has various interventions from providing business advisory services to implementing basic labour market skills training, from entrepreneurship trainings to developing workplace adaptation programme. It almost touched upon all issues relevant to livelihood sector. However, instead of designing and implementing various activities, ILO's	High	Low	Project Management Team



		programme on livelihood should re-think, re-plan and implement small-scale interventions and initiatives as pilots to be pursued consistently and seriously if they succeed and dropped if they do not prove to be promising, so efforts are prioritized and invested in potential scale-up and sustainability of what works and what it is not overlapping with the interventions designed and implemented by other agencies.			
Coherence	A document analysis and interviews indicated that a significant synergy was created between the previous & ongoing projects particularly under Refugee Response Programme and the project being evaluated here. The projects are actively cooperating towards synergies and efficiencies. By saying this, even though there is a significant alignment and synergy between ILO's projects under its Refugee Response Programme and the project under evaluation, at some point, rather than complement the other projects, there are some overlapping outputs, especially in skill building trainings, basic life skills having a similar targeting population, organizing similar activities, and implementing the activities in the very same locations/cities with few exceptions.	<p>5. The livelihood response to the Syrian refugee crisis, overall, has also been suffering from a lack of efficient coordination between UN agencies and between UN Agencies and national stakeholders. The lack of coordination resulted in replication and oversupply of similar types of initiatives such as vocational training, skill building, small-scale women economic empowerment, handicrafts which can be considered as projects providing only training, equipment and facilities that may not last once financial support ends.</p> <p>6. ILO should also look for making partnerships with other UN Agencies, where joint interventions of two or more UN agencies contribute an additional value, and such strategies and avenues of cooperation should be prioritized. Given shrinking funds, and Facility's attitude of allocating 2nd tranche of resources, the ILO should look for collaboration areas with other UN Agencies, where it might find</p>	High	Within the resources available	ILO Türkiye, line Ministries, local stakeholders, and UN Agencies

		<p>opportunity to broaden its support into livelihood sector and select sectoral strategies that have higher internal coherence and synergy potential.</p> <p>7. One important need in strategic level efforts to bridge supply and demand policies, particularly with respect to Syrians has been the data for job profiling of these groups. Another database is also needed to follow up the course attendants' journey in the labour market, and to prevent these trainings to become income generating sources and that turn Syrians into professional students. In other words, it might sound like an overarching task, however, there should be some budget allocation in each project to set up or advocate of setting up an establishment that monitors/follow up the individual outcome of these trainings in regard to its impact on beneficiaries' access to labour market.</p>			
Effectiveness	<p>There is no follow up indicator stated in the project documents since the project aims to increase the employability of the refugees and host community members, therefore, there is no follow up study is planned. It is usually, like in the case of the project under evaluation, the basis of "before and after" assessment is taken into account and no follow up study is designed—mainly due to the time limits of the project. However, taking the record of recruitment rates after beneficiaries' graduating from the</p>	<p>8. The project (and the projects in general) should have included follow up studies to show the performance of the project and its impact on beneficiaries in longer term. Measuring employment rates, such as by keeping the record of how many beneficiaries are recruited after attending the training programme, is an indicator of project achievement. In regard to Outcome 3 on capacity building interventions, it is also crucial to measure whether the</p>	Medium	Low	Project Management Team and UN Agencies

	programme is a good indicator of showing the programme' achievements, performance on that end.	trainings create sustainable results, in other words, whether the capacity that is built with the provision of seminars is still existing. Conducting a follow up study, within 6 months of period after the project ends, will help the project to check whether the learnings, training outcomes are sustainable.			
Gender Equality & Non-discrimination Issues	<p>The project has made attempts to mainstream gender but gender mainstreaming still needs to be strengthened in the upcoming projects.</p> <p>On the other side, even though the project framework and interventions embed the principle of 'non-discrimination" and "leave no one behind', though variations were found by this evaluation, with strong engagement within the response to the Syrian refugee crisis and less so when it comes to reaching the most disadvantaged groups such as SuTP with disabilities, and other groups under international protection, such as Iraqi, Afghans, etc.</p>	<p>9. Gender mainstreaming needs to be strengthened by contracting a gender consultant so that the consultant can review the content of activities and implementation through gender lenses during the design and implementation stage. At the same time, a gender advisor would have been helpful to systematically integrate gender considerations into the project.</p> <p>9. Majority of the projects implemented by INGOs, UN Agencies have been targeting SuTP due to the size of the population and the focus of the donors. However, while the projects are targeting SUTP, they should consider reaching the most vulnerable among SUTP, such as disabled, LGBTQ, women, youth, etc. and also Iraqis, Afghans under international protection</p>	Medium	Low	PMT, UN Agencies and National Stakeholders

## Annex 1: TOR

### TERMS OF REFERENCE

#### Final Evaluation of “Job Creation and Entrepreneurship Opportunities For Syrians Under Temporary Protection And Host Communities In Turkey” Project

Overview	
<b>Project Title</b>	<b>TUR/17/07/EUR: Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Turkey</b>
Contracting Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO ANKARA
Technical Units	MIGRATION
Funding source	EU Regional Trust Fund (The MADAD Fund)
Budget of the Project	EUR 11,610,000.00.- / USD 13,870,968.00.-
Project Location	Turkey, with project provinces of Ankara, İstanbul, Bursa, Konya, Gaziantep, Şanlıurfa, Adana, Mersin and Hatay
Duration	01/02/2018 - 31/01/2023
Outcomes	Outcome 7, TUR 159, Outcome 4 TUR154 and Outcome 5, TUR160
Type of Evaluation	Independent Final Evaluation
Expected Starting and End Date of Evaluation	28 November 2022 – 27 January 2023

## 1. INTRODUCTION AND RATIONALE FOR EVALUATION

The independent final evaluation is undertaken in accordance with the project work plan and in line with the ILO Evaluation Policy adopted by the Governing Body in October 2017, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

As per ILO evaluation policy, the project has been subject to an initial M&E (evaluability) appraisal by EVAL. As per ILO evaluation policy, the project is also subject to a mid-term evaluation and a final independent evaluations. The midterm evaluation was conducted in the 3<sup>rd</sup> quarter of 2019. In the project document, it is planned that an independent final evaluation will be carried out under the overall supervision of the ILO Evaluation Office. The evaluation process will be designed in line with ILO and EU Regional Trust Fund M&E procedures.

### a. Project Description

The project will target Syrian refugees living in non-camp settings in Ankara, İstanbul, Bursa, Konya, Gaziantep, Şanlıurfa, Adana, Mersin and Hatay. The overall objective of the project is to contribute to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities.

The main objectives of the project are:

**Objective-1:** Increase the availability of a skilled, competent and productive labour supply to facilitate access to decent work for SuTP and Turkish host communities;

**Objective-2:** Promote an enabling environment for business development and economic growth in identified sectors and geographic locations to address job creation and stimulate entrepreneurship opportunities for SuTP and Turkish host communities;

**Objective-3:** Provide support to labour market governance institutions and mechanisms in implementing inclusive development strategies;

Milestone of the project are the following:

1. Necessary soft skill trainings have been conducted (such as; technical and vocational (TVET), public employment skills, entrepreneurship, basic labour market skills trainings) with various national implementing partners and mentorship/buddy programmes in the workplace was implemented. Successful participants certified from

mentioned TVETs and among the graduates, successful ones acquire international accepted vocational certificate following to the conducted vocational certificate assessment.

2. Financial and technical support (including ILO - Sustaining Competitive and Responsible Enterprises (SCORE)) was provided to both existing and new enterprises. A grant scheme for entrepreneurship was implemented to support establishment or improvement of enterprises.
3. Job placement of SuTP and host community members were supported through incentive schemes (social security premiums, work permit application, etc.) and referral mechanisms implemented in coordination and cooperation of Social Security Institute and DG International Labour Force (DG ILF).
4. Capacity and technical knowledge of relevant government institutions including DG ILF, Justice Academy and Social Security Institution was strengthened on labour migration management, international good practices, relevant international legal framework.

#### **b. Theory of Change**

The project will contribute to labour supply and demand sides as well as the institutional capacities on the labour market governance side through provision of vocational and technical training, on the job training, workplace mentorship, validation of qualifications and recognition of prior learning, entrepreneurship training, micro-finance arrangements and business advisory services, investment and financial support services, promoting private sector involvement and creating experience-sharing platforms so as to contribute to the coordination of efforts undertaken for livelihoods.

The overall objectives of the project are in line with the Outcome 7 (Adequate and effective protection at work for all), Outcome 4 (Sustainable enterprises as generators of employment and promoters of innovation and decent work) and Outcome 5 (Skills and lifelong learning to facilitate access to and transitions in the labour market) of the current ILO P&B 2020-21. Project is also aligned with the United Nations Development Cooperation Strategy for Turkey (UNDCS) (2016-2020), an agreement signed between the Government of Turkey and the United Nations System in Turkey and the Turkey chapter of the Regional Refugee and Resilience Plan (3RP). Synergies were also created between two projects in line with the ILO's five-year Refugee Response Programme (2017-2021) designed with a view to strengthen the labour market and business development environment through the stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and structures.

Furthermore, objectives of the project are closely aligned with the 2030 Agenda for SDGs, mainly with Goal 8 “to promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”, supporting specifically SDG 8.3 on “promoting development oriented policies that support productive activities, decent job creation”, SDG 8.2 on “achieving higher levels of productivity of economies through diversification, technological upgrading and innovation” and SDG 8.8 on “protecting labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants”. Furthermore, the projects are linked to the SDG 10 “to reduce inequalities in and among countries” and specifically its target 10.7 on “facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies.”

At national level, the project is linked with the “National Employment Strategy” which is geared towards developing policies providing equal opportunities to all and preventing discrimination as well as protecting workers and promoting social dialogue.

In line with the ILO’s policies and programming principles, gender equality and non-discrimination concerns have been taken into account during project design and implementation.

The Project undergone midterm evaluation in the middle of 2019. The findings and recommendations of the midterm evaluations are being used in the implementation and planning of the next interventions and activities.

### **c. Management Arrangements**

ILO form the Project Management Team without including or excluding a position into the staffing of the project.

- Project Coordinator

The Project Coordinator ensures that the planned project activities are realized in a timely manner to deliver the expected project results and outputs. Project Coordinator lead and supervise the other project team members. Project Coordinator provides strategic advice to the MoFLSS, the ILO, the team members as well as the project stakeholders or relevant institutions on the necessary actions to be taken for the timely delivery of the expected project outputs.

- Communication Officer

The Communications Officer design and implement all outreach activities of the project including preparation of project visibility products, setting a communication strategy for the project, maintaining a project constituent/stakeholders/participant list and updating the list regularly.

- Skills-Development Officer

Skills-Development Officer provide specialized knowledge and technical input on improving skills throughout the design and implementation of the related project activities. Skills-Development Officer maintain the lists of contacts/stakeholders/constituents/ beneficiaries and provide technical support to them and to the project team members. Skills-Development Officer be in charge of ensuring that the skills-development specialized activities of the project under Component 1 (TVET programmes, apprenticeship, mentorship, entrepreneurship training and basic labour market skills training), are implemented in a timely manner with delivering the expected outputs and results.

- Enterprise Development Officer

Enterprise Development Officer provide specialized knowledge and technical input on supporting enterprise development and job creation throughout the design and implementation of the related project activities. Enterprise Development Officer maintain the lists of contacts/stakeholders/constituents/ beneficiaries and provide technical support to them and to the project team members. Enterprise Development Officer will be in charge of ensuring that the entrepreneurship-development specialized activities of the project, specifically under Component 2, are implemented in a timely manner with delivering the expected outputs and results.

- Governance Officer

Governance Officer provide specialized knowledge and technical input on strengthening labour market governance institutions throughout the design and implementation of the related project activities. Governance Officer will maintain the lists of contacts/stakeholders/constituents/ beneficiaries and provide technical support to them and to the project team members. Governance Officer will be in charge of ensuring that the project activities targeting labour market governance institutions including relevant governmental stakeholders, trade unions and confederations, specifically under Component 3, are implemented in a timely manner with delivering the expected outputs and results.



- Monitoring Officer

Monitoring Officer is responsible for the design, coordination and implementation of the monitoring, research, and learning framework of the Project, specifically on monitoring the link between skills-training and transition to employment. Monitoring Officer will develop a systematic monitoring framework and tools to improve the qualitative and quantitative evidence gathered by the Project.

- Finance and Procurement Officer

Finance and Procurement Officer ensure that the project expenditures are realized in accordance with the approved project budget and in compliance with the ILO's financial rules and regulations. Finance and Procurement Officer also ensure that the procurement and contract management of the project are conducted in compliance with both the project contract and its ruling annexes and the ILO's relevant rules and regulations. Finance and Procurement Officer maintain regular files and data on the project expenditures and will enter/verify data at the ILO's financial system.

- Administrative and Finance Assistant

Administrative and Finance Assistant provide administrative and financial support for the timely delivery of the expected project results. This will include but not limited to preparation of financial documents, entering data into ILO's financial system, drafting correspondence, sending all project related mails/couriers, travel and mission arrangements, setting up meetings and interviews, training with all project constituent/ stakeholders/ beneficiaries, etc. as appropriate, maintaining project files and documentation properly.

- Procurement Assistant

Procurement Assistant provide support to procurement processes for the timely delivery of the expected project results. This will include but not limited to preparation of procurement files, helping with the procurement of supplies and services, liaising with vendors and relevant departments of stakeholders to ensure that procurement procedures are followed. Procurement Assistant will work closely with the Finance and Procurement Officer and be based at the ILO premises.

- Project Assistant

Project Assistant provide administrative support for the timely delivery of the project results and outputs when necessary. Project Assistant provide informal translation services (from English to Turkish and from Turkish to English) when required.

## 2. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The evaluation of the project is part of the Monitoring and Evaluation Plan 2023 of the ILO Regional Office for Europe and Central Asia and the project workplan.

The purpose of this final evaluation is to ensure accountability and learning. It will assess the results of the work done in order to properly report on the results as well as define the steps for possible further project development to promote decent work opportunities for refugees. The evaluation results would contribute for further project development to improve labour market integration of refugees and host communities in Turkey. It would help to define what and how the ILO Office for Turkey contributed for better working and living conditions both for the refugees and the host communities, improvement of knowledge-base, employability and raising the awareness of the refugees, public institutions and the general public about the labour market access of the refugees, their rights and obligations. A particular reference will also be given to the overall impact of COVID-19 on protect activities and mitigation measures taken by the Office as a response. The final independent evaluation will also ensure accountability to Beneficiary, donor and key stakeholders and promote organizational learning within ILO and among key stakeholders.

The evaluation will consider the project's relevance, efficiency, effectiveness, coherence and sustainability of outcomes, and test underlying assumptions about contributions to broader developmental impacts. Project evaluations have the potential to:

- help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term,
- assess the effectiveness of planning and management for future impacts,
- support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners,
- support the conceptualization of the next phases, steps, strategies and approaches.

The **scope** of the evaluation will encompass all activities and components of the project for the period from February 2018 to December 2023. The evaluation covers the projects in 9 target provinces where activities of project has been implemented, namely Adana, Konya, İstanbul, Bursa, Gaziantep, Şanlıurfa, Mersin, Hatay and Ankara. (In accordance with the conditions set forth in "Section IV Methodology")

The following groups are the main clients of the evaluation (but not limited to):

- ILO management and project staff at ILO Office for Turkey

- Project Partners including IOM
- Donor (the EU Delegation in Ankara)
- National Partners: Ministry of Family, Labour and Social Services, DG for International Labour Force, Social Security Institute, workers and employers' organisations.
- Local partners (including SCORE training beneficiaries)
- Experts and Service Providers
- Target groups of the project: Refugee and host community members
- Trainers and interpreters of courses and vocational trainings

The final evaluation will benefit from the findings of the mid-term evaluation and will integrate gender equality and other non-discrimination issues as a cross-cutting concern throughout its methodology and deliverables. It will give specific attention to how the project is relevant to the ILO's programme framework, UN Regional Refugee and Resilience Programme (3RP), UNDCS and national development frameworks. It will incorporate inputs from tripartite constituents and national stakeholders.

### **3. CRITERIA AND QUESTIONS**

The evaluation will apply the key OECD/DAC criteria of relevance, effectiveness, efficiency, coherence, sustainability and impact potential. In particular,

- The evaluation should address the evaluation criteria related to: project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in [the ILO Policy Guidelines for results-based evaluation](#), 2017
- The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development should be considered in this evaluation. In particular, gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. It should be noted that gender has been considered during the design of all project activities and the main aim of the project is to provide decent employment opportunities to Syrians under Temporary Protection. It shall be noted that Project in total reached out 5.285 female out of 15.670 beneficiary that corresponds almost 35 percentage in overall.
- It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator(s) may adapt the suggested evaluation questions, but any fundamental changes should be agreed upon between the ILO evaluation manager and the evaluator. The evaluation instrument (as part of inception report) to be prepared by

the evaluators will indicate and/or modify (in consultation with the evaluation manager), upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.

The suggested evaluation criteria and questions are given below:

### **Relevance**

- Project's fit with the context:
  - How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents?
  - Has the intervention causal logic and results-level linkages with the "Programme and Budget for the Biennium 2020-2021" (specifically for Policy Outcome 7) and SDG's (especially SDG 8 and SDG 10 with a particular focus on 8.8 and 10.7)? How the project outcomes contributed to localization of SDG in the country?
  - Is there a fit between the project design and the direct beneficiaries' needs?
  - How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors' activities?
  - Are the project approach and activities relevant to the needs of the constituents as well as beneficiaries and the stated objectives? Are the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?
  - What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?
  - In accordance the overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?
  - In accordance the overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?
  - Does project align with gender-related goals set by SDGs and national policy framework?
  - Is there any relevance and coherence of the project strategies related to the Covid19 policy and programme response and measures by the government, social partners, UN system and other key partners?
- Appropriateness of the project design:

- Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?
- Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
- Are indicators useful and SMART to measure progress?
- Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?
- To what extent are the output and outcome indicators of the project gender-inclusive?

### ***Effectiveness***

- To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?
- Have there been any unintended results (positive or negative)? Please give particular attention to the impact of Covid-19.
- What were the major factors influencing the achievement or non-achievement of the objectives?
- How effective was the coordination with IOM as a partnering agency in the implementation of project activities?
- Have there been any notable successes or innovations?
- To what extent has the project adapted its approach to respond to the Covid19 crisis and what have the implications been on nature and degree of achievement of the project?
- Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- Are women and men likely to benefit differently from project's activities?
- In which way do the project's outputs and outcomes contribute to gender equality?
- Which alternative strategies towards gender equality would have been possible or are still possible?
- How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- How effective was the communication strategy implemented?

### ***Efficiency***

- Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?
- How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?
- Have the projects been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?
- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve gender-related objectives?

### ***Coherence***

- How well does the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?
- To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?
- How well does the interventions of the project fit with other interventions of the relevant partners?
- To which extent other interventions of the partners (particularly policies) support or undermine the project activities?
- Does the project have an M&E system in place that collects sex-disaggregated data and monitors gender-related results?

### ***Sustainability and impact potential***

- Are the results achieved likely to continue after the end of the project?
- Is the to-date achieved progress likely to be long lasting in terms of longer-term effects?
- What action might be needed to bolster the longer-term effects?
- How the members of the project team envisage achievement of solutions for sustainable results?
- Are the positive gender-related outcomes likely to be sustainable?
- What is the level of ownership of the programme by partners and beneficiaries?
- How is the sustainability of the project affected by the Covid19 situation and in the context of the national and global response?

### ***Lessons learned and good practices for future***

- What are the overall lessons learned from the process of the implementation of the project?
- How these lessons should be incorporated or made use of for better in the formulation and implementation of a new possible project?
- Are there good practices to be replicated both nationally and globally?
- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?
- What lessons and good practices from the project are relevant for the Covid19 response?

### ***Gender equality and non-discrimination issues***

- Does project align with ILO's mainstreaming strategy on gender equality and make explicit reference to it?
- To what extent did the project mainstream gender in its approach and activities?
- To what extent did the project use gender responsive/women specific tools and products?
- To what extent and how are the gender inequalities addressed through the project?

### ***International Labour Standards (ILS) and Social Dialogue aspects***

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

The list of questions can be adjusted by the evaluator in coordination with the ILO evaluation manager. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator and reflected in the inception report. Based on the analysis of the findings the evaluation will provide practical recommendations that could be incorporated into implementation of ongoing projects and the design of potential future initiatives.

## **4. METHODOLOGY**

The evaluation will be carried out when the pandemic caused by the COVID-19 virus continues. The pandemic is likely to have serious implications for data collection for this independent final evaluation. Therefore, alternative methodologies for the data collection will be considered. This could include extensive use of video-conferencing technology and other forms of online and virtual approaches building on EVAL's guidance notes "[COVID-19:](#)

[Conducting evaluations under challenging conditions”](#) and [Implications of COVID-19 on evaluations in the ILO \(Practical tips on adapting to the situation\)](#).

The evaluation will comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified in the ILO’s evaluation guidelines and procedures. The evaluation will be conducted in a participatory manner by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can share their views and contribute to the evaluation.

The methodology for collection of evidence should be implemented in three phases (1) an inception phase based on a review of existing documents to produce inception report; (2) a fieldwork phase to collect and analyse data through online interviews and secondary sources; and (3) a data analysis and reporting phase to produce the final evaluation report.

Both qualitative and quantitative evaluation methods should be considered for this evaluation. First of all, the evaluator will make **desk review** of appropriate materials, including the project document, Logical Framework, progress reports, technical reports, news on activities and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications).

Secondly, the Evaluator (s) is also expected to use **interviews** (online (audio and/or visual), telephone or computer based) as a means to collect relevant data for the evaluation. Individual or group interviews will be conducted with the main clients listed in the end of the “Section II Purpose, Scope and Clients of the Evaluation”.

Evaluator(s) would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project team in consultation with the evaluation manager.

Thirdly, the Evaluator may use **surveys** to collect data for the evaluation from the target groups, if applicable.

Opinions coming from stakeholders will support and clarify the quantitative data obtained from project documents including Progress Reports, Mid-term evaluation report and other reports produced by the project. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders.

Sound and appropriate data analysis methods should be developed for each evaluation question. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data and information shall be collected, presented and



analyzed with appropriate gender disaggregation where possible and appropriate. To the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to ILO's normative work, social dialogue, diversity and non-discrimination.

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

The methodology and techniques to be used in the evaluation should be described in detail in the **inception report** and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, surveys.

**Planning Consultations:** The evaluator(s) will have a consultation meeting (via skype or telephone or other equivalent audio and visual communication platforms with the Evaluation Manager and project team. The objective of the meeting is to reach a common understanding regarding the status of the project, the priority assessment questions, the available data sources and data collection instruments. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of the assessment team, outline of the final report.

**Post-Trip Debriefing:** Upon completion of the report, the evaluator(s) will provide a debriefing to the ILO Office for Turkey on the evaluation findings, conclusions and recommendations (possibly, by telephone/or on Skype or other equivalent audio and visual communication platforms). Final draft of the report will be shared by the evaluator(s) with the stakeholders for their comments and inputs and the evaluator(s) will be responsible for reflecting all relevant inputs to the final report.

## **5. MAIN OUTPUTS (DELIVERABLES)**

**1. Inception report in English including an outline of report** (to be submitted electronically to the evaluation manager within **ten days** of the submission of all program documentation to the Evaluator)

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities

and submission of deliverables. The Evaluator(s) will also share the initial draft inception report with the Evaluation Manager to seek their comments and suggestions. The inception report should be in line with [ILO EVAL Office Checklist](#).

## **2. Draft Final Report in English (electronically) that should include:**

The initial draft to be submitted to the evaluation manager within 15 days of completion of the online meetings. The evaluation consultant will submit to the evaluation manager the initial draft of the final report. This draft will be app. 30-40 pages plus executive summary and annexes. It will also contain an executive summary of max.5-7 pages, the body of the draft will include a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

**3. Final Report in English (electronically) incorporating feedback from stakeholders on the draft and** to be submitted to the evaluation manager within ten days of receipt of the draft final report with comments.

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

## **4. Summary of the Report**

### **SUGGESTED REPORT FORMAT**

The final version of the report will follow the below format in accordance with the ILO Evaluation Office guidelines (see Checklist 6 on Rating the quality of evaluation reports) and be no more than 30-40 pages in length, excluding the executive summary and annexes:

1. Title page
2. Table of Contents
3. Acronyms
4. Executive Summary
5. Project Background
6. Evaluation Background
7. Evaluation criteria and questions
8. Evaluation Methodology
9. Main Findings
10. Conclusions and recommendations
11. Lessons learned and Emerging Good Practices
12. Appendices
13. Annexes (TOR, matrix of objectives and indicators, lessons learned template, emerging good practices template, list of interviews, interview questions)

For detailed information, please follow this page:

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

The process of the finalization of the Evaluation reports:

-The evaluation manager will provide inputs/comments to the draft final report,

-After reflection of the inputs/comments of the evaluation manager into the draft report, the draft report will be shared with the stakeholders to receive their comments.

-After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by ILO Evaluation Focal Points both at the DWT-CO Moscow and at the RO/Europe, for consequent submission to the ILO Evaluation Office for final clearance. The final report should be delivered not later than **two weeks** after receiving the comments to the draft report.

## **6. MANAGEMENT ARRANGEMENTS**

### **EVALUATION TEAM**

The evaluation will be done by one national consultant under the guidance of the ILO Evaluation Manager, with the support of Project Coordinator. The ILO will provide written translation and simultaneous interpretation services from Turkish to Arabic and vice versa, if needed throughout the assignment.

## **7. REQUIREMENTS**

Qualifications of the Evaluator (s)

- Substantial knowledge of the migration and refugee issue
- Experience in evaluation of development interventions
- Knowledge of the ILO's mandate and Decent Work agenda
- Knowledge of the country context
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals' associations
- Advanced degree in administrative, economics and social sciences
- Excellent analytical and report-writing skills
- Qualitative and quantitative research skills
- Full command of English and Turkish

### **Selection**

For this assignment, a pool of CVs from Consultants who demonstrated satisfactory performance in delivering similar assignments with the ILO and other UN agencies will be considered. The final selection of the evaluator (s) will be done by the ILO selection panel with an approval from the Evaluation Focal Point for EUROPE, Ms Irina Sinelina Regional

Evaluation Officer based in DWT/CO Moscow, from RO Europe evaluation focal point (Mr. Daniel Smith) and a final approval by EVAL.

### **Roles and Responsibilities**

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

- Reviewing the TOR and provide input, propose any refinements to assessment questions, as necessary.
- Reviewing project background materials (e.g., project document, progress reports, and visibility and promo materials).
- Developing and implementing the assessment methodology (i.e., prepare the inception report, conduct online interviews, review documents) to answer the assessment questions.
- Conducting preparatory consultations with the ILO prior to the online interviews.
- Conducting online field research, online interviews and surveys, as appropriate.
- Preparing an initial draft report with an input from the ILO specialists.
- Conducting briefing on findings, conclusion, and recommendation of the assessment.
- Preparing final report based on the feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Reviewing the TOR and circulating it for comments, input;
- Selecting the evaluator, submitting the selected candidate's CV to REO, EUROPE Evaluation Focal Point and EVAL for final approval;
- Facilitating communication with regards to the preparatory meeting prior to online interviews,
- Assisting in the implementation of the assessment methodology, as appropriate;
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluator;
- Reviewing the final draft of the report and submitting it to the Regional Evaluation Office and RO/EUROPE evaluation focal point and EVAL Desk Officer for Europe for final approval;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Coordinator and Team is responsible for:

- Providing project background materials, including project document, surveys, studies, analytical papers, progress reports, tools, publications produced;
- Participating in preparatory consultation and online meetings;
- Scheduling all meetings and preparing a detailed program of the online mission;

- Reviewing and providing comments on the evaluation report;
- Participating in debriefing on findings, conclusions, and recommendations.
- Providing the translation of the evaluation report or main parts of it into Turkish language.

### Timeframe

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

Tasks	Number of working days
Desk review of project related documents; Skype briefing with evaluation manager, project manager and programme officer.	8 days
Prepare inception report including interview questions and questionnaires (if needed) for project stakeholders	
Conduct online interviews, surveys (if needed) with relevant project staff, stakeholders, and beneficiaries.	12 days
Analysis of data based on desk review, online field assessment, online interviews/questionnaires with stakeholders; draft report	10 days
Revise and finalize the report	10 days
<b>Total</b>	<b>40 days</b>

## 8. NORMS AND STANDARDS

The evaluation will be carried out in adherence with the ILO evaluation policy guidelines, UN Evaluation Group (UNEG) Norms and Standards and OECD/DAC criteria for evaluating development assistance.

Ethical considerations will be taken into account in the evaluation process. As requested by the UNEG Norms and Standards, the evaluator will be sensitive to beliefs, manners and customs, act with integrity and honesty in the relationships with all stakeholders.

The evaluator(s) shall respect people’s right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source. In accordance with [ILO Guidance note 4](#): “Considering gender in the monitoring and evaluation of projects”, the gender dimension should be considered throughout the methodology, deliverables and final report of the evaluation. The evaluator(s) should assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately reflected in the inception report and final evaluation report.

## Payment Details

On completion of the work to the satisfaction of the ILO, the ILO will pay to the External Collaborator the amount of 80.000.- TRY (40 days\*2.000.- TRY) on a lump sum basis. The evaluator will be responsible for all equipment and service costs for online meetings and communication administrative costs and any other costs as incurred for activities outlined in this ToR.

## Travel Details

With reference to ILO measurements for Covid-19 Pandemic, currently any domestic and/or abroad travel is strictly discouraged. According to the current situation, the consultant is not requested or expected to travel during the contract period. If any of the above-mentioned measurements abolishes this contract may be subject to change by following the usual procedures of ILO External Collaborator Contract.

## Annex-I: All relevant ILO evaluation guidelines and standard templates

- ILO Policy Guidelines for results-based evaluation, 2020  
[https://www.ilo.org/wcmstp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)
- Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation  
[https://www.ilo.org/wcmstp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_744068.pdf](https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf)
- Code of conduct form (To be signed by the evaluators)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)
- Checklist No. 3 Writing the inception report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
- Checklist 5 preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
- Checklist 6 rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
- Template for lessons learnt and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
- Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

- Guidance note on evaluation lessons learned and emerging good practice

[http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165981.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165981.pdf)

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

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_746716.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf)

- Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

- Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

- SDG Related reference material

<http://www.ilo.ch/eval/eval-and-sdgs/lang--en/index.htm>

- i-eval Connect: Knowledge sharing platform -- Evaluation Office (EVAL)

<https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx>

- ILO Library guides on gender

<https://libguides.ilo.org/gender-equality-en>

- Protocol to collect evidence on ILO response to COVID-19

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_757541.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf)

- ILO EVAL

[Guidance Note 3.1 on integrating gender equality and non-discrimination](#)

- ILO EVAL

[Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#)

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## Annex 2: Key Informant Participant List

Project Stakeholders	Key Informants	Place
Project Implementation Institution: ILO	Project Coordinator	Remote
	Skills Development Officer	Remote
	Enterprise Development Officer	Remote
	Communication Officer	Remote
	Governance Officer	Remote
	Monitoring Officer	Remote
	Finance and Procurement Officer	Remote
	Project Assistants	Remote
Donor	EUTF	Remote
National Stakeholders	MoNE-DG of Lifelong Learning and Directorate General of Vocational and Technical Education	Remote
	MoLSS-DG of International Labour Force and Social Security institute	Remote
Workers' and Employers' Organizations (selected beneficiaries)		Remote
NGOs	Justice Academy	Remote
International Stakeholder	IOM	Remote
National Beneficiary	PMM	Remote
	AFAD	



### Annex 3: Lesson Learned and Good Practices Template

## ILO Lesson Learned Template

Project Title: Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Türkiye

Project TC/SYMBOL: - UR/17/07/EUR:

Name of Evaluator: Gökçe Baykal

Date: 17-01-2023-15-06-2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<ul style="list-style-type: none"> <li>▪ The project has various outputs serving for the same purpose, where grouping of some outputs can be project on its own.</li> <li>▪ Ensure inclusion of all migrant groups living in Türkiye during the implementation of project activities</li> <li>▪ Apply a gender lens to the design, implementation, and monitoring of livelihood projects.</li> <li>▪ Conduct a research study on chronic problems of vocational education</li> </ul>
<b>Context and any related preconditions</b>	
<b>Targeted users / Beneficiaries</b>	Project Implementing Partners

<b>Challenges /negative lessons - Causal factors</b>	<ul style="list-style-type: none"> <li>• Economic and Sociopolitical Context: The economic crisis has negative impact on livelihood opportunities for both refugee and host community population in Türkiye. The economic slowdown affects the priorities of the enterprises and increase the lay-offs and unpaid leaves. The employers also refrained from accepting an apprentice due to current economic downturn.</li> <li>• Syrian refugees, in general, haven't been willing to participate in apprenticeship programmes due to fear of losing their right to Emergency Social Safety Net (ESSN, also known as Kizilaykart) because of social security registration during apprenticeship period.</li> <li>• The capacity issues of local stakeholders: Contract management turns to become problematic due to low institutional capacity at local institutions.</li> <li>• COVID-19: The infamous COVID-19 caused delays in implementing the activities. Reaching out the targets or completing the trainings took more time than expected.</li> </ul>
<b>Success / Positive Issues - Causal factors</b>	<p>Through these lessons learned the project team could be able to adapt its approach and achieve project target numbers.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	

### ILO Emerging Good Practice Template

Project Title: Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Türkiye

Project TC/SYMBOL: - UR/17/07/EUR:

Name of Evaluator: Gökçe Baykal

Date: 17-01-2023-15-06-2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

**GP Element**

**Text**

<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>Under Outcome 1, an activity of “conducting necessary soft skill trainings (such as technical and vocational training (TVET), public employment skills, entrepreneurship, basic labour market skills trainings with various national implementing partners and mentorship/buddy programmes in the workplace”</p> <p><b>The following emerging good practice has been identified with the Output 1: <i>Output 1.4. Implementation of entrepreneurship training programmes including individual coaching and follow-up support</i></b></p> <ul style="list-style-type: none"> <li>▪ The ILO has worked together with technology development parks located in universities contributed to the achievements of this output and provided mentor support for entrepreneurs.</li> <li>▪ The partnership with techno parks created an extra positive impact on women empowerment. This created a space for them to improve their ideas and support and develop their ideas with the support of technical team in Techno Centers and gave them opportunities to start up their business.</li> <li>▪ Beyond its contribution to the empowerment of women financially, since Syrian refugee women have many responsibilities back at their home, the project supported the emotional, psychosocial, well-being of the women, especially whom would like to enter into labor market and also increase their willingness and chances to enter into labor force.</li> </ul>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<ul style="list-style-type: none"> <li>▪ The provision of services by techno parks, and their contribution to the project, were directly related with the project budget.</li> </ul>
<p><b>Establish a clear cause-effect relationship</b></p>	
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<ul style="list-style-type: none"> <li>▪ Key informant interviews, focus group discussions with the beneficiaries, were among the targeted beneficiaries.</li> </ul>
<p><b>Potential for replication and by whom</b></p>	<ul style="list-style-type: none"> <li>▪ High potential for replication of these emerging good practices by the implementing partner, and ILO.</li> </ul>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b></p>	<ul style="list-style-type: none"> <li>• <a href="#">Programme and Budget for the Biennium 2022-23</a></li> <li>• </li> </ul>
<p><b>Other documents or relevant comments</b></p>	

