



International  
Labour  
Organization

► Evaluation Office



i-eval Discovery



## Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens

**DC Symbol:** TUR/18/01/DEU and TUR/19/03/DEU

**Type of Evaluation:** Project

**Evaluation timing:** Mid-term

**Evaluation nature:** Independent

**Project countries:** Turkey

**P&B Outcome(s):** Outcome 7: Adequate and effective protection at work for all

**SDG(s):** Goal 8

**Date when the evaluation was completed by the evaluator:** 01 September 2021

**Date when evaluation was approved by EVAL:** 21 September 2021

**ILO Administrative Office:** ILO-Ankara

**ILO Technical Office(s):** MIGRANT

**Joint evaluation agencies:** N/A

**Project duration:** 01.01.2020- 31.12.2021

**Donor and budget:** KfW, Germany / Phase I: EUR 9,400,000.- | USD 10,631,439.- /Phase II: EUR 16,300,000.- | USD 19,109,026.-

**Name of consultant(s):** Akina Consulting (Ms Asude Örüklü and Ms Aşiyân Süleymanoğlu)

**Name of Evaluation Manager:** M. Koray Abacı

**Evaluation Office oversight:** Craig Russon

**Evaluation budget:** US\$ 9,000

**Key Words:** Employment, employment creation, promotion of employment, livelihoods, migrant workers, capacity building, informal economy, international migration, migration policy, refugees, labour migration

## Table of Contents

<b>EXECUTIVE SUMMARY.....</b>	<b>3</b>
<b>1. INTRODUCTION.....</b>	<b>9</b>
1.1. PROJECT BACKGROUND .....	10
1.2. EVALUATION BACKGROUND AND METHODOLOGY .....	12
1.3. EVALUATION CRITERIA AND QUESTIONS.....	14
<b>2. MAIN FINDINGS .....</b>	<b>18</b>
2.1. RELEVANCE AND STRATEGIC FIT.....	18
2.2. THE PROJECT'S EFFECTIVENESS .....	23
2.3. THE PROJECT'S EFFICIENCY .....	29
2.4. THE COHERENCE OF THE PROJECT DESIGN.....	32
2.5. IMPACT ORIENTATION AND SUSTAINABILITY OF INTERVENTIONS .....	33
<b>3. LESSON LEARNED AND EMERGING GOOD PRACTICES .....</b>	<b>36</b>
<b>4. CONCLUSION AND RECOMMENDATIONS.....</b>	<b>39</b>
<b>10. ANNEXES.....</b>	<b>46</b>
ANNEX 1: TERMS OF REFERENCE OF THE MTE.....	46
ANNEX 2: LIST OF KEY INFORMANT INTERVIEWS .....	64
ANNEX 3: FOCUS GROUP PARTICIPANTS .....	65
ANNEX 4: FOCUS GROUP QUESTIONS .....	66
ANNEX 5: SURVEY QUESTIONS AND RESULTS .....	67
ANNEX 6: TEMPLATE FOR LESSONS LEARNED .....	72
ANNEX 7: TEMPLATE FOR EMERGING GOOD PRACTICES .....	74

## Acronyms and Abbreviations

BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)
CPD	Continuous Professional Development
EUR	Euro
ESOB	Esnaf ve Sanaatkarlar Odaları Birliği (The Union of Chambers Tradesmen and Craftsmen)
FA	Financing Agreement
DG ILF	Directorate General for International Labour Force
ILO	International Labour Organization
ILS	International Labour Standards
IOM	International Organization for Migration
İŞKUR	Turkish Employment Agency
KfW	Kreditanstalt für Wiederaufbau
MTE	Mid-term Evaluation
MoLSS	Ministry of Labour and Social Security
MSME	Micro Small and Medium Enterprises
OSS	One Stop Shops
RBM	Result-based Monitoring
3 RP	UN Regional Refugee Resilience Programme
SDGs	Sustainable Development Goals
SME	Small and Medium-sized Enterprises
SSI	Social Security Institute
SuTP	Syrians under Temporary Protection
TC	Turkish Citizens
TESK	The Confederation of Tradesmen and Craftsmen
TOR	Terms of Reference
UN	United Nations
UNDCS	United Nations Development Cooperation Strategy
UNHCR	United Nations High Commissioner for Refugees
USD	United States Dollar

## **Executive Summary**

This Mid-term Evaluation (MTE) covers the implementation of the “Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens Project” for the period December 2018 to the end of April 2021. The project is implemented by the ILO and funded by the KfW to upscale ILO’s ongoing efforts to support the labour market integration of Syrians under Temporary Protection (SuTP) as well as Turkish Citizens (TC). The aim of the project is to promote decent work for SuTP and Turkish Citizens.

The project is part of the five-year (2017-2021) comprehensive, holistic and integrated ILO Programme of Support that guides the ILO’s Refugee Response in Turkey. The Project was launched in December 2018, and was planned for four years, with the ultimate aim of supporting formality and tackling several root causes of informality. Due to the COVID-19 pandemic and policy changes concerning SuTPs, the Project has adapted its strategy, objectives and indicators accordingly. The majority of SuTPs are working informally. Informal employment is strongly associated with lack of decent work opportunities, working poverty, low productivity, discrimination, exclusion from social security and vulnerabilities in the labour market. To increase the number of SuTP and TC working under decent conditions and contribute to the formalization efforts, the Project is designed around three objectives with specific aims:

Objective 1: “SuTP and TC are qualified to participate in the formal market,” which aims at building the skills of beneficiaries, so that they are qualified to participate in the formal labour market.

Objective 2: “Representational bodies of micro-enterprises are strengthened to support formalization of micro-enterprises and its workplaces for SuTP and disadvantaged TC, which aims to promote formalization of micro-enterprises of Syrian and Turkish tradespersons and craftspeople and their employees.”

Objective 3: “Transition to formality is facilitated for SuTP and TC,” which aims to provide incentives to employers to hire SuTP and TC formally and support formal job creation.

The main objective of this MTE is to assess the implementation of the Project to date and report on the results as well as define the precautions for enhanced implementation of the remaining part of the project. This evaluation, conducted between 25<sup>th</sup> May and 30<sup>th</sup> July 2021, was carried

out in accordance with the guiding questions based on OECD-DAC criteria, relevance, effectiveness, efficiency, coherence, impact, and sustainability.

The evaluation aims to support the ILO to further learn from the experiences gained during the implementation of the project, with a view to draw lessons learned and good practices. In addition, it aims to come up with proposals for further improvements. The evaluation also ensures accountability to the implementing partners, donors and key stakeholders and promotes organizational learning within ILO as well as among key stakeholders.

The MTE was based on a combination of methods to gather information. The findings were derived from the desk review, one-on-interviews with stakeholders and the project team; and were critically reviewed, assessed, and systematized to identify trends in the responses and perceptions on the project's results, overall performance, and perceived project challenges. Due to COVID-19 circumstances, all meetings including focus groups were organized online.

Based upon the detailed analysis and findings of the MTE; below are the summary conclusions and recommendations:

- The Project was designed and is currently operating in a highly fluctuating political, social and economic environment and faced a series of implementation challenges, some of which were anticipated by the ILO earlier like bureaucratic issues, however some were beyond control like the COVID-19 pandemic.
- Despite the challenges, the Project has also shown a flexible and responsive approach to the emerging needs and opportunities following the outbreak of COVID-19, the adaptation of project objectives, activities and operation plan extending the incentives and financial support, which was very timely and in line with the needs and priorities of the target groups.
- The ILO Turkey office integrated the lessons learned from other refugee response programs, used the synergies effectively with the other ILO offices and the other international organizations in the field.
- **Relevance:** Overall, the relevance of the Project is high as the project activities are well aligned with the project objectives, ILO strategic framework on refugees and decent work; as well as the United Nations Development Cooperation Strategy and national employment policy framework of the Project country. The Project design is able to (i) address needs of the target beneficiaries to access decent work opportunities, (ii) respond to the challenges in transition to formality and (iii) adapt the changing circumstances due to COVID-19. The general relevance, responsiveness, formality and social inclusion focus of the Project is widely appreciated by the stakeholders.
- **Effectiveness:** The level of Project effectiveness varies among different project objectives. The Project is significantly effective in promoting transition to formality of the target beneficiaries. Both piloted designs of work-based learning (Objective 1) and the

social security incentive programme building on transition to formality programme (Objective 3) have proven to be an effective and efficient way of improving the employability of SuTP and TC and their resilience. Adaptation of the project activities and approach of working with the employers directly is adequate and well-timed to meet the project timelines. The evaluation recorded efforts undertaken by the Project to start up Objective 2, however no progress has been observed during the first half of the project timeline.

- **Efficiency:** The Project has shown a flexible and responsive approach to the emerging needs and opportunities following the COVID-19 outbreak. Based on the revisions of project objectives, the budget and operation plans are now more focused, efficient and in line with the needs and priorities of the target beneficiaries. During the first two years of the implementation, ILO shared its extensive theoretical and practical experience on decent work, whereas the project management structure and technical capacity of ILO proved to be efficient. Overall, the national partners support the project activities. However, there is room for improvement in stakeholder communication by using the steering committee and engaging private sector and NGOs more actively for developing a more participatory approach.
- **The Coherence of the Project Design:** The Project is built on the knowledge and lessons learned of the ongoing and completed projects, and there are examples of good synergies with the ILO Refugee Response Programme and with the work of other agencies in Turkey.
- **Impact Orientation and Sustainability of Interventions:** The Project has high potential to bring a positive change. Sustainability of the Project results is highly linked to the ownership of the partners but also to the external factors such as labour market needs and establishing the institutional capacity which could be able to adapt to changing market needs and access direct beneficiaries. The capacities developed in the SSI is likely to remain and have the sustainability for their further implementations. Nevertheless, the incentive programme, KİGEP, will likely to cease to remain due to the absence of external funding (as a government agency, it is not likely to have an exclusive programme for SuTPs). On the positive side, KİGEP managed to create a certain level of awareness among the SuTPs which most likely to create a demand for formal and registered employment. However, significant and well-designed actions will be needed to ensure the institutional capacity for other local partners.
- The impact of the Project is observed in social inclusion and transition to formality. Stakeholders across different categories value the positive effect of the Project in the areas of capacity building among target beneficiaries, raising awareness and providing opportunities for dialogue and social inclusion. A more systematic approach to gender equality, which will be designed to engage with all major stakeholders, is needed to sustain current positive results.

- **Gender Equality & ILS and Social Dialogue:** The Project has already noted some positive results (notably in the first component) for the employment of women. The incentives are mainly managed by the Project team, however institutionalized solutions may present sustainable outcomes. Gender equality in the workplace is a complex issue and requires a comprehensive and systemic approach. Incentives for women's employment and positive results could be used to raise awareness, however further actions will be needed to address possible barriers for the employment of women in cooperation with relevant actors. The Project promotes decent work practices at the beneficiary workplaces by reviewing employers' profile at the application stage and providing training. The Project engages with constituents on continuous basis. For tripartite dialogue, trade unions can also be considered to be included into regular communication. Given the limited representation of SuTP, opportunities for workplace social dialogue can be explored.

Some of the lessons learned from the project is as follows:

- **Pilot projects are crucial tools to assess the feasibility and effectiveness of interventions** targeting vulnerable groups, in particular if they plan to implement new incentives. The success of Objective 3 is highly linked to the expertise and lessons learned from the previous project funded by EU-MADAD. The established infrastructure and system allowed the Project to pass to the implementation stage quickly.
- **Identifying the both labour force and labour market needs is the key to plan and develop skill development programmes for refugees.** The target beneficiaries represent a diverse group of people with different educational backgrounds. Understanding the needs of these groups will help to place them with the suitable workplaces and ensure the sustainability of the workforce.
- **Local ownership is significant for ensuring the efficiency and the sustainability of the Project.** Not only the capacity, but the interest of the partners and their matching capacity with the project activities should ideally be reassessed in detail in the early stages of the project implementation. In particular, changing circumstances and policy framework may shift their organizational agenda and their potential to contribute to the Project.
- **Flexibility is an important feature of the project design when operating in a politically fluctuating and risk-based environment.** The project has a potential to continue achieving positive results due to its flexibility to adapting objectives to the changing circumstances.

The Project has the ability to demonstrate some good practices:

- **Incentives on the social security schemes have proven to be effective to facilitate transition to formality.** The results from Objective 3 could be replicated by other donors in Turkey and globally.
- **Strong implementing partners facilitate Project implementation well.** The Project likely ensured the effectiveness of Objective 3 by creating strong partnership with SSI and

taking measures such as capacity building among the SSI team, providing support in monitoring activities and raising awareness.

- **The Project is effective in encouraging women participation by creating incentives targeting beneficiary needs.**

## Recommendations

The following recommendations were developed based on the findings and conclusions of the evaluation and comments from the stakeholder interviews.

1. **Over the remaining project period, identify local partners' critical needs in terms of institutional capacity and focus on a communication strategy to connect ILO's and other stakeholders existing network on refugees and Micro, Small and Medium Enterprises (MSMEs) group to the information centres**

The informality among MSMEs is a complex and multidimensional phenomenon. MSMEs are an important vehicle to facilitate labour market inclusion. However, the majority of enterprises in this group have limited capacity for job creation. The lack of an enabling business environment (lack of access to public services, business services, training market and infrastructure, finance) as well as insufficient business management impair productivity. Therefore, the Project is recommended to consider what kind of services information centres can provide in terms of business development services as well as potential synergies with other projects of ILO, UN agencies and other donors to support the competitiveness of the MSMEs along with transition to formality.

2. **Use social dialogue to better identify the target group's needs and support the advocacy work on transition to formality** by including the trade union representation into the Steering Committee and initiating Steering Committee meetings
3. **Use and workers' engagement mechanisms to better identify the target group's needs and support the advocacy work on transition to formality.**

In the context of Turkey, women, youth and SuTP are the groups who are less represented by trade unions. Yet it is not always easy for these groups to represent their voices due to various challenges such as cultural, social and legal barriers. Against this backdrop, the Project may consider various ways of promoting target beneficiary's engagement:

- By engaging with various civil society organizations that are working closely with target beneficiaries (women, SuTP, workers in the informal economy) to create a platform to engage with workers.
- By encouraging worker representation systems in the directly engaged workplace under Objective 1 however, by highlighting that it is not an alternative to proper trade union representation.



**4. Consider developing a more sector-wide tailored approach as a pilot study which will better identify the labour market needs for Objective 1**

One of the challenges of the Project is to match the available labour force with labour market needs. In this context, closer cooperation can be developed with employers and business associations to identify the skill needs and labour force gaps. In particular, for increasing the participation of women and other vulnerable groups and organizing skills-based training, a sector specific approach could be developed.

**5. Consider developing a decent workplace approach while designing the training programs for direct beneficiaries and engaging directly with employers in building capacity to ensure decent work conditions**

Transition to formality is one step closer to decent work conditions. However, given the various sizes of employers joining the Project, their capacity to ensure decent workplaces may vary. The Project may consider working closely with the employers or employers' associations and:

- Work closely with human resources departments on the Continuous Professional Development (CPD) training and follow-ups
- Develop and provide a training program on workplace diversity and reasonable accommodation conditions for vulnerable groups.
- Develop workplace adaptation training materials, in particular on non-discrimination and gender equality and make them available to the employers and their workforce
- Provide assistance to the employers in the workers adaptation processes, for example, language assistance will enable them to communicate company policy and rules to the workers (in particular SuTP)
- Set up a workplace monitoring program through worker's engagement.

**6. Mainstream gender perspective systematically in whole project implementation approach**

The lack of participation in the labour market often has deep-rooted socio-economic and cultural reasons and it requires a comprehensive approach. The Project has implemented various measures to ensure women's participation in the workforce. However, it is recommended to consider the workplace conditions and mainstream the gender perspective in the whole project implementation by raising awareness firstly among the employers in implementing gender sensitive practices for hiring, promotion (examples can be identification of the inherent skills for the job profiles and promotion, using gender neutral language in the job announcements, making the announcement accessible for all) and in equal remuneration. The workplaces should also implement measures to prevent workplace harassment and discrimination and consider developing measures such as providing flexible hours, maternity and paternity leave and childcare support. Not all workplaces may be interested with such an approach, however the Project may use the remaining project period to test pilots with workplaces with a high rate of women workers. Secondly, the Project also recommended to consider engaging with women organizations,

cooperatives, and groups to sustain incentives through institutional capacity building. In this context, due to ongoing and completed projects, ILO has an extensive network and experience working with women organizations and can use these synergies to adapt the relevant lessons learned to this Project. Promoting social dialogue within the workplace could also provide a channel for women workers to voice their concerns and needs. Lastly, the Project also uses the positive results from the incentives to work closely with the public authorities to develop a policy framework for promoting women's participation in the workforce.

**7. Keep on engaging with partners on monitoring results and build their capacity on monitoring and knowledge management**

The Project has achieved the implementation of a well-functioning monitoring methodology which will allow them to follow up the results. The Project is also successful at assessing component performance on a continuous basis and planning revisions. The Project partners are also part of monitoring mechanisms. Given the ongoing COVID-19 pandemic, although some partners have already demonstrated a high capacity to monitor and report the results, the Project may consider developing and supporting the capacity of new partners for Objective 1 and in particular for Objective 2 in monitoring and planning knowledge management.

**8. Continue using communication and knowledge management to disseminate the results**

The Project has been using the communication tools and materials to share results effectively. The Project is also in good coordination with other UN agencies and donors to and sharing results continuously. To ensure aid efficiency and coordination, the Project is recommended to keep up with the ongoing efforts and the use of knowledge management and communication tools to communicate the development results. Due to the political nature of the issue, the Project may decide which results to be highlighted (social inclusion or formalization or both). Local communication channels can be considered to communicate good practices and examples in Project cities.

**9. Consider Requesting No Cost Extension**

Vast majority of the activities were and are still heavily impacted by the COVID-19, especially the Objective 2. Uncertainty of the situation still makes planning in advance very hard. No-cost extension for one year might be a logical option allowing the project to duly complete the remaining activities and fully utilize the project's resources.

## 1. Introduction

This Mid-term Evaluation (MTE) covers the implementation of the "Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens Project" for the period December 2018 to the end of April 2021. The project is implemented by the ILO and funded by the KfW and the

MTE was carried out between 25th May 2021 to 31st July 2021 by the independent consulting firm Akina Consulting by experts Asude Örüklü and Aşiyen Süleymanoğlu.

<b>MID-TERM EVALUATION: KEY INFORMATION</b>	
<b>Project Title:</b>	<b>TUR/18/01/DEU and TUR/19/03/DEU “Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens”</b>
<b>Contracting Organization:</b>	<b>International Labour Association</b>
<b>ILO Responsible Office:</b>	<b>ILO Ankara, Turkey</b>
<b>Funding Source:</b>	<b>KfW</b>
<b>Project Time Frame:</b>	<b>December 2018- December 2022</b>
<b>Project Budget:</b>	<b>25,538,614 Euros</b>
<b>Type of Evaluation:</b>	<b>Mid-term Evaluation as per the Terms of Reference (ToR) given in Annex 1</b>
<b>Name of the Evaluators</b>	<b>Aşiyen Süleymanoğlu and Asude Örüklü</b>

## 1.1. Project Background

Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens Project (“the Project”) funded by KfW seeks to upscale ILO’s ongoing efforts to support the labour market integration of Syrians under Temporary Protection (SuTP) as well as Turkish Citizens (TC). The aim of the project is to promote decent work for SuTP and Turkish Citizens. The project is part of the five-year (2017-2021) comprehensive, holistic and integrated ILO Programme of Support that guides ILO’s Refugee Response. The project targets 14 priority provinces hosting the highest numbers of SuTP: Adana, Ankara, Aydin, Bursa, Denizli, Gaziantep, Istanbul, Izmir, Kayseri, Kocaeli, Konya, Manisa, Mersin and Şanlıurfa.

The Project was launched in December 2018, and was planned for four years, with the ultimate aim of supporting formality and tackling several root causes of informality. Due to the COVID-19 pandemic and policy changes concerning SuTPs, the Project has adapted its strategy, objectives and indicators several times. The majority of SuTPs are working in informal employment. Informal employment is strongly associated with lack of decent work opportunities, working poverty, low productivity, discrimination, exclusion from social security and vulnerabilities in the labour market. To increase the number of SuTP and TC working under decent conditions and contribute to the formalization efforts, the Project is designed around three objectives with specific aims:

**Objective 1:** “SuTP and TC are qualified to participate in the formal market,” which aims at building the skills of beneficiaries, so that they are qualified to participate in the formal labour market.

**Objective 2:** “Representational bodies of micro-enterprises are strengthened to support formalization of micro-enterprises and its workplaces for SuTP and disadvantaged TC, which aims to promote formalization of micro-enterprises of Syrian and Turkish tradespersons and craftspeople and their employees.”

**Objective 3:** “Transition to formality is facilitated for SuTP and TC,” which aims to provide incentives to employers to hire SuTP and TC formally and support formal job creation.

The following objectives shall support the achievement of the Project main aim:

Objective	Indicators
<b>Objective 1:</b> SuTPs and TCs are qualified to participate in the formal labour market.	2000 trainees have successfully participated in the targeted work-based learning programme and continue to work upon the completion of the programme.
<b>Objective 2:</b> Turkish representational bodies of micro-enterprises are strengthened to support SuTP and disadvantaged TC to access formal sector employment.	Ten (10) information centres are equipped and well-functioning.  At least 10,000 SuTP and TC are employees of micro-enterprises and 2,400 micro-enterprises are reached and consulted through newly-established information centers with minimum of 10% formalization rates.

<p><b>Objective 3:</b> Transition to formality is facilitated for SuTP and TC</p>	<p>Cost for Social Security Premiums for 10,000 beneficiaries are paid to employers. Cost for Work permits for 5,000 SuTP is paid.</p>
---	--

## Theory of Change

The Project seeks to facilitate access to formal employment opportunities to improve SuTPs as well TCs self-reliance and social protection. This is done through promoting decent work for SuTPs and TCs in Turkey with investment in skills and improving service delivery. By tackling several root causes of the informality and facilitating transition to formal employment, the Project will support the self-resilience of the SuTPs and TCs.

## 1.2. Evaluation Background and Methodology

As per ILO evaluation policy, the Project is subject to both an independent mid-term evaluation and a final evaluation. This MTE is part of the Monitoring and Evaluation Plan 2020 of the ILO Regional Office for Europe and Central Asia and the project work plan, conducted between 25<sup>th</sup> May and 30<sup>th</sup> July 2021. Independent consultants Asude Örüklü and Aşiyen Süleymanoğlu carried out the evaluation in accordance with the guiding questions based on the OECD/DAC criteria of relevance, effectiveness, efficiency, coherence, impact and sustainability (presented in 1.3). The evaluation has been carried out in accordance with the ToR prepared by the ILO Country Office Turkey ([Annex 1](#)) under the overall supervision of the ILO Evaluation Unit.

The main objective of this MTE is to assess the implementation of the Project to date and report on the results as well as define the precautions for enhanced implementation of the remaining part of the project. The scope of the evaluation encompasses all activities and components of the project implemented by the Project for the period from December 2018 to the end of April 2021.

The evaluation aims to support the ILO to further learn from the experiences gained during the implementation of the project, with a view to draw lessons learned and good practices. In addition, it aims to come up with proposals for further improvements. The evaluation also ensures accountability to the implementing partners, donors and key stakeholders and promotes organizational learning within ILO as well as among key stakeholders.

The evaluation used the Result-based Monitoring (RBM) approach as the evaluation methodology. The evaluation process adhered to the [OECD/DAC Principles](#) and [UNEG Norms and Standards for Evaluation](#) and applied the key OECD/DAC criteria of relevance, effectiveness, efficiency, coherence, (potential) impact and sustainability. It was guided by the [ILO policy guidelines for results-based evaluation](#) and adhered to ILO principles for evaluation namely

usefulness, impartiality, independence, quality, competence, transparency and consultation. Consultants followed the [ILO's Code of Conduct for Evaluators](#). Gender equality, non-discrimination, social dialogue and International Labour Standards were considered as cross-cutting priorities and were considered throughout the process. Relevant ILO guidelines were followed.<sup>1</sup> The evaluation process also considered the effects of COVID-19.

The following methods were used to collect information:

**Desk-review:** All necessary project documentation including project proposal document, list of partners, project progress reports, training report and programme, communication products, reports of training, workshops, consultations organized as part of the project obtained and reviewed during the evaluation phase to ensure the understanding of the project and supported the refinement of evaluation questions. Key documentary data on gender equality, social inclusion, tripartite engagement in project strategy and implementation, strategic policy documents and reports received.

**Key Stakeholder Interviews:** Qualitative in-depth interviews with a wide range of stakeholders who have first-hand knowledge of the Project's operation and context organized online with computer-assisted systems in a semi-structured way. These interviews were facilitated to gather additional information leading to a better understanding of the strategy, the implementation approach, the process, perceptions of stakeholders. The key stakeholders have extensive knowledge and understanding of problems in the labour market and provided recommendations and solutions for future programs. A total of 17 people were interviewed as part of key stakeholder interviews. [Annex 2](#) presents the list of the interview participants.

**Focus Groups:** Focus group discussions were organized online with four groups of stakeholders (SSI city representatives, workplace representatives employing direct beneficiaries from Objective 1 and Objective 3, trainers). Due to COVID-19, the focus groups were held using online meeting platforms. The focus group questions were also sent in writing to the trainers and employers. Six (6) trainers and three (3) employers replied to the questionnaire via emails. A total of 26 people was covered by focus group questions. The full list of questions can be seen in [Annex 4](#). The evaluation also planned two additional focus groups targeting direct beneficiaries; however, only two employees from Objective 1 and Objective 3 joined the meetings and due to connectivity issues discussions were cut short. The list of participants in the focus groups is presented in [Annex 3](#).

**Surveys:** An online survey was conducted with the direct beneficiaries of Objective 1. The survey was presented in two languages (Turkish and Arabic). A total of 31 people (16 TC, 15 SuTP) completed the survey. Survey questions are provided in Annex 6 along with the results. The survey results are presented in [Annex 5](#).

---

<sup>1</sup> [ILO Guidance Note 3.1. Integrating Gender Equality in Monitoring and Evaluation](#); [ILO Guidance Note 3.2. Adapting Evaluation Methods to the ILO's Normative and Tripartite Mandate](#).

**Limitations:** Due to COVID-19 circumstances, all meetings including focus groups were organized on online platforms. Difficulties were faced in setting up the meetings in particular with employers due to their busy schedules. There were also participants who registered for the meetings but did not attend. The language constraints faced by, in particular, employers of Syrian origin have been mitigated by the facilitation of interpreters. Due to connectivity issues and low IT literacy, only two direct beneficiaries were able to join the focus groups. However, the online survey provided an opportunity to express their opinions anonymously.

**Analysis of Data and Reporting:** The feedback received from interviews, focus groups and survey and reviewed documentation were analysed and triangulated. Findings were formulated based on the collected and validated data.

The final report is composed of eight sections. After the executive summary, including the overview and summary of key findings and recommendations, the introduction outlines the background of the Project and overview of the evaluation methodology. The following three sections describe, analyse, and discuss the main findings of the assessment arranged by evaluation questions and lessons learned, and future recommendations.

### 1.3. Evaluation criteria and questions

Criteria	Questions
Relevance	What is the causal and result level link with the project “Programme and Budget for Biennium 2020-2021” and SDGs? How do the project outcomes contribute to the localisation of SDGs in Turkey? How does the project align with the gender related goal set by SDGs, ILOs’ mainstreaming strategy on gender equality and national policy?
	How well does it complement other ILO projects, particularly under the Refugee Response Programme in the country and/or other donors’ activities?
	Is the design of the project appropriate in relation to the ILO’s strategic and national policy frameworks?
	Is the intervention logic coherent and realistic to achieve the planned outcomes? Do activities support the objectives?

	<p>How does the project design address the SuTPs/beneficiaries' and other beneficiaries' needs?</p>
	<p>How has the project adapted to the changing needs and priorities of the constituents and other beneficiaries' needs? Were the adaptations timely and relevant in the context of COVID-19?</p>
	<p>Did the project design consider the gender dimension of the planned interventions that aim to promote gender equality?</p>
Effectiveness	<p>To what extent have the project objectives been achieved? What are the results noted so far? Have there been any obstacles, barriers?</p>
	<p>Have there been any unintended results (positive or negative)? Please give particular attention to the impact of COVID-19.</p>
	<p>What were the major factors influencing the achievement or non-achievement of the objectives? To what extent has the project adapted its approach to respond to the COVID-19 crisis, and what have been the implications on the nature and degree of achievement of the project?</p>
	<p>What kind of measures have been put in place to mainstream gender equality throughout the project cycle: implementation and M&amp;E, including that of implementation partners? Which alternative strategies towards gender equality would have been possible or are still possible?</p>
	<p>How effectively 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>Given the size, complexity, and challenges of the project, were the existing management structure and technical capacity sufficient and adequate?</p>



Efficiency	How efficiently have the project resources (time, expertise, funds, knowledge and know-how) been used to produce objectives and results?
	Has the project been receiving political, technical, and administrative support from the ILO and its national partners? If not, why?
	How could it be improved? To what extent did the project use social dialogue and partnerships to achieve its objectives?
	How effective was the project in using ILS promotion, social dialogue and gender mainstreaming tools and products?
	Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives, particularly gender related objectives?
Coherence	How well does the intervention of the project fit with other interventions of the ILO office for Turkey? What synergies have been created?
	To what extent do other ILO Office for Turkey activities support or undermine the project activities, and vice versa?
	How well do the interventions of the Project fit with other interventions of relevant partners?
	To what extent do other partner interventions (particularly policies) support or undermine the project activities?
Sustainability and Potential	Is the to-date achieved progress likely to be long lasting in terms of longer-term effects?

Impact	What action might be needed to bolster the longer-term effects? How do the members of the project team envisage 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 COVID-19 situation in the context of the national and global response?
	To what extent have results contributed to advance sustainable development objectives as per UNDCSs, (similar UN programming frameworks, national sustainable development plans and SDGs)
Lessons Learned and Good Practices	What are the to-date lessons learned from the implementation process?
	Are there good practices to be replicated both nationally and globally?
	Is the project successful in advocating and promoting good practices through innovative communication tools?
	What lessons and good practices from the project are relevant to the COVID-19 response? To what extent did the project mainstream gender in its approach and activities?
ILS, Gender, Social Dialogue <sup>2</sup>	To what extent did the project use gender responsive/women specific tools and products? To what extent did the project consider vulnerable groups of workers' needs? E.g. in terms of accessibility
	To what extent did the project mainstream social dialogue in its approach and activities? How did the project design address promotion of social dialogue and tripartism?

<sup>2</sup> Gender Equality, ILS and social dialogue are considered as cross-cutting themes and these questions were addressed in relevant sections separately.

--	--

## 2. Main Findings

### 2.1. Relevance and Strategic Fit

**Overall, the relevance of the Project is high as the project activities are well aligned with the project objectives, ILO strategic framework on refugees and decent work; as well as the United Nations Development Cooperation Strategy<sup>3</sup> and national employment policy framework of the Project country. The Project design is able to (i) address needs of the target beneficiaries to access decent work opportunities, (ii) respond to the challenges in transition to formality and (iii) adapt the changing circumstances due to COVID-19. The general relevance, responsiveness, formality and social inclusion focus of the Project is widely appreciated by the stakeholders.**

The evaluation assessed the Project design and intervention in the extent to which they were aligned with ILO Programme and Budget for Biennium 2021, ILO's Programme of Support to the Refugee Response in Turkey, UN Regional Refugee and Resilience Plan (3RP), the Global Compact on Refugees, United Nations Sustainable Development Cooperation Strategy (UNDCS) and the 2030 Agenda for Sustainable Development and Sustainable Development Goals. The process also evaluates the relevance of the Project design and intervention in relation to promoting gender equality and its contribution to gender mainstreaming strategies.

**What is the causal and result level link with the project “Programme and Budget for Biennium 2020-2021” and SDG’s? How do the project outcomes contribute to the localisation of SDGs in Turkey? How does the project align with the gender related goal set by SDGs, ILOs’ mainstreaming strategy on gender equality and national policy?**

Based on the desk review documents and up-to-date results of the project, it was observed that the Project design and implementation were well aligned with ILO Programme and Budget covering the years 2020-2021. By targeting vulnerable groups such as Syrians under temporary protection and Turkish citizens in the informal economy and aiming for their transition to formality, the Project design is in line with Outcome 7 “Adequate and effective protection at work for all”.<sup>4</sup> In

<sup>3</sup> This United Nations Development Cooperation Strategy (UNDCS) is the fourth generation Common Country Programme Document (otherwise known as UNDAF) produced by the United Nations System in Turkey. This programme document is the continuation of the previous UNDCS in terms of being a strategic cooperation framework that was prepared in response to General Assembly (GA) Resolutions.

<sup>4</sup> Item 184. Migrant workers face additional and distinct barriers to the enjoyment of labour protection which demand specific responses. There is a need for more inclusive institutions of work to provide for

a broader perspective, the Project is aligned with Outcome 3 “Economic social and environmental transition for full, productive and freely chosen employment for all”. The Project is also linked to Outcome 5 “skills and lifelong learning to facilitate access to the transition to the labour market”.<sup>5</sup>

At a global and regional level, the Project feeds into the UN Regional Refugee and Resilience Programme; UN Global Compact for Refugees by aiming to increase refugee self-reliance through developing their skills and facilitating access to formal employment. The Project results support the implementation of the United Nations Development and Cooperation Strategy for Turkey (2016-2020) in particular with reference to Result 1, Result 2 and Result 7.<sup>6</sup>

Informal workers and informal businesses are characterized by a high degree of vulnerability. The Syrians with temporary protection and Turkish citizens in the informal economy represent some of the most vulnerable groups in Turkey. Thus, the Project design and approach is also consistent with the commitment to “leave no one behind” in the 2030 Agenda for Sustainable Development.

The Project outcomes contribute to the localisation of SDG 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” in particular 8.8. concerning the protection of labour rights and the promotion of a safe and secure working environment for all workers. Transition to formal employment contributes to SDG 1 (no poverty) and SDG 10 (reduced inequalities). The Project also aims for 30% of the beneficiaries to be women, therefore it will also contribute to SDG 5 Gender Equality.

### **How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors’ activities?**

The Project is highly relevant and fits strategically with the 3RP Turkey Chapter as well as the ILO Programme of Support to the Syrian Refugee Crisis for 2017-2021. The ILO implements its Programme of Support for the Response to the Syrian Refugee Crisis in Turkey through a number of projects addressing different need areas. The Project is built on the knowledge and lessons learned of the ongoing and completed projects, all of which are situated within the Regional Refugee Response: Improving labour market integration of SuTP and host communities in Turkey (funded by US Department of States Bureau of Population, Refugee and Migration); Job creation and entrepreneurship opportunities for SuTP and host communities in Turkey (funded by EU-

---

the equal treatment of migrant workers to ensure the effective protection of their rights and working conditions.

<sup>5</sup> Item 83. Globally 730 million women and men remain in poverty while being employed and 172 million are unemployed. Informal employment remains significant, especially in rural areas where the overwhelming majority of those in extreme poverty are working.

<sup>6</sup> **Result 1:** By 2020, relevant government institutions operate in an improved legal and policy framework, and institutional capacity and accountability mechanisms assure a more enabling environment for sustainable, job-rich growth and development for all women and men. **Result 2:** By 2020, all unserved population groups have more equitable and improved access to integrated, sustainable and gender-responsive quality services. **Result 7:** 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 and International Protection and Temporary Protection Regulation.

MADAD); Strengthening resilience of Syrian women and girls and host communities in Iraq, Jordan and Turkey (funded by EU-MADAD). The project design and objectives are tailored in a way to address all three priorities of the ILO's Programme of Support of the Response to the Refugees in Turkey: skill development (labour side), job creation (demand side) and labour market governance and complement ILO interventions aiming at social inclusion and increased resilience by facilitating transition of Syrian refugees and other vulnerable groups to the formal labour market.

**Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?**

The Project objectives are directly linked with ILO's strategy that builds on its core mandate to promote International Labour Standards (ILS), decent work and social dialogue. These principles, in particular ILS and decent work, are well covered within the design of the Project. The Project design is straightforward in terms of explaining the approach for facilitating transition to the formal employment for Syrians under temporary protection and Turkish citizens and how it will lead to decent work opportunities. The Project contributes to the objectives initially in focusing on the skill gap in the labour market and supporting formalization by providing incentives for social security premiums.

At the national level, the Project design is also aligned with the 11th Development Plan of Turkey and the National Employment Strategy. The Project objectives are specifically designed to facilitate access to decent work opportunities for vulnerable groups therefore fit well with Pillar 3 of the Development Plan (increasing decent work opportunities for all) and National Employment Strategy Pillar 4 (employment and social protection).

**Is the intervention logic coherent and realistic to achieve the planned outcomes? Do activities support the objectives?**

The overall objective of the project is clearly stated, and the specific objectives clearly identify areas where intervention could contribute. The logical framework of the Project is consistent overall and includes clear outcomes and objectives, however details of the activities are not elaborated.

The Project's intervention logic is strongly grounded on a three-pronged approach; capacity building and support to direct beneficiaries for narrowing skill gaps and facilitating workplace adaptation (labour side), facilitating formalization with better access to information for employers (market governance) and promoting and encouraging formalization through incentives (demand side). The activities thus far focused on narrowing the skill gap between labour market and demand and promoting formalization through incentives and advocacy. The objectives to be delivered indeed support the project objectives.

The overall broad but flexible approach to activities allows for adjusting the activities as appropriate to the contextual conditions, challenges and diverse and changing needs of the target beneficiaries.

## **How does the project design address the SuTPs/beneficiaries' and other beneficiaries' needs?**

Refugees and other vulnerable groups among Turkish citizens are facing various challenges when accessing the labour market, and again when they are employed. The challenges accessing the labour market for refugees may include low employability due to low levels of education skills (skills gap), language barriers, limited access to information and services. Barriers to social inclusion also exist such as prejudices and discrimination which are not directly linked to employability but affect employment conditions. For women, participation in the labour market is limited due to socio-economic norms where women are less mobile and carry the burden of responsibility for domestic chores, childcare and care for elder relatives. As far as people with disabilities are concerned, the barriers may include lack of reasonable conditions accommodating their needs, and lack of education and training.

Initially the Project planned vocational training programmes that would be organized by ISKUR to narrow the skills gap under Objective 1. During the evaluation process, a majority of the stakeholders indicated that stand-alone vocational training often does not lead to employment. Furthermore, there is also a gap between what kind of skills vocational training can provide and employers' expectations. The Workplace Adaptation Program (WAP) and Continuous Professional Development (CPD) training sessions are planned to increase the employability of the target groups and facilitate their adaptation to the workplace. Stakeholders and target beneficiaries value the contribution of the training organized under Objective 1. Given the diverse group of beneficiaries, a more tailored approach is likely to be needed to meet the needs of different groups. In particular, CPD training sessions are appreciated by participants and trainers. However, the level of relevance of these training sessions to beneficiary needs differs. A significant strength of the Project is that the complementary activities (training, buddy system and incentives) ensures the adaptation of the direct beneficiaries to the workplace and facilitate social inclusion which is often vital but overlooked.

There often exist regulatory barriers to formalization; employers may need administrative and financial support to apply for work permits and include their workers in the social security system. The incentive mechanism that is designed under Objective 3 was achieved to address the needs of employers. In particular, in the context of COVID-19 and economic downturn, all stakeholders consulted across different categories expressed strong approval of Objective 3 and its achievement to promote formalization not only among SuTP but also among TC by creating awareness and advocacy needed to encourage employers.

For people with disabilities, particular attention should be given to reasonable conditions accommodating their needs and accessibility. The project design solely envisages financial incentives for inclusion of these groups.

The Project design makes use of social dialogue mechanisms to understand and address vulnerable groups' needs to a limited extent. It is designed and focused on public partnership and strengthening institutional capacities in the first place. As a general observation, the tripartite dialogue was not practiced extensively until now, however the planning arrangements in the new

design of the project has put a great prominence to this fundamental requirement. Specifically, WBL has involved the principles of the tripartite (trade unions will be consulted and be informed about) in the implementation agreements to be signed with partners. On top of that Project can consider involving associations and relevant NGOs (additional to social partners) have a more comprehensive view of the needs of the labour market.

**How has the Project adapted to the changing needs and priorities of the constituents and other beneficiaries' needs? Were the adaptations timely and relevant in the context of COVID-19?**

The Project is operating in a policy environment that is constantly changing towards refugees, therefore achieving progress is challenging. Furthermore, interventions targeting refugees may also affect the needs and priorities of the partners at various levels. The Project took the necessary steps to adapt its activities to the changing needs and priorities of the constituents and other beneficiary needs. Ongoing monitoring activities and effective communication among the Project team, partners and donors enable the Project to adapt accordingly.

In Objective 1, the Project took measures such as shifting the partnership arrangements and adapting a more tailored approach to work-based learning, engaging directly with employers to assess their skill needs for employees and adapting training programmes to an online structure due to COVID-19. In Objective 3, due to the economic downturn as a result of COVID-19, the Project revised the conditions to benefit from the incentives and despite lock downs the applications were accepted. For individual contracts, the incentive durations were extended. These adaptations increased the number of beneficiaries and are considered timely and appropriate.

Although the need for better access to information for formalization is evident, the progress on Objective 2 was very limited at the time of evaluation, affected by delays in changing priorities of the partners and diverse opinions on the structure and purpose of one-stop shops (currently information centre). The evaluation noted that the Project had taken steps to adapt Objective 2 to changing circumstances, however these adaptations could have been done in a more timely manner by using a variety of partnerships and synergies.

**Did the Project design consider the gender dimension of the planned interventions that aim to promote gender equality?**

The Project design also targets vulnerable groups in particular women, youth and people with disabilities and aims to have 30% of the beneficiaries to be women. The Project design included a number of measures to increase the women participation in the workforce: direct incentives for women employees and incentives for childcare.

Gender equality in the workplace is a complex issue and requires a comprehensive and systemic approach. The Project successfully encouraged women to enter the labour market, however the workplace environment will play a key role to ensure they stay there. The aim of gender equality in the workplace is to achieve broadly equal opportunities and outcomes for women and men,

identifying and removing barriers for recruitment, promotion and leadership roles and elimination of discrimination on the basis of gender, particularly in relation to family and caring responsibilities. These could only be ensured if the employer fully understands barriers and gender discrimination and potential measures, they could take at the workplace to create equal opportunities for all.

## 2.2. The Project's Effectiveness

**The level of Project effectiveness varies among different project objectives. The Project is significantly effective in promoting transition to formality of the target beneficiaries. Both piloted designs of work-based learning (Objective 1) and the social security incentive programme building on transition to formality programme (Objective 3) have proven to be an effective and efficient way of improving the employability of SuTP and TC and their resilience. Adaptation of the project activities and approach of working with the employers directly is adequate and well-timed to meet the project timelines. The evaluation recorded efforts undertaken by the Project to start up Objective 2, however no progress has been observed during the first half of the project timeline.**

**To what extent have the project objectives been achieved? What are the results noted so far? Have there been any obstacles, barriers?**

The MTE reveals that the Project has shown good overall progress, a flexible and responsive approach to the emerging needs and opportunities despite the lack of agreement with partners at the initial stages of the project on the project objectives and effects of COVID-19 on the labour market. The interventions and changes in the project approaches were timely and in line with the needs and priorities of the target groups.

Following the signing of the financing agreement of the Project between the ILO and KfW in December 2018, the staff recruitment process started and was completed by July 2019. In the inception phase of the Project, the project's overall approach for targeting the SuTP has changed with the request of the national stakeholders in order to minimize social tension, the new composition of targets included the equal distribution of support to SuTP and TC. First of all, this adaptation is highly appreciated by the stakeholders and beneficiaries and increased the effectiveness of the Project, contributing to the dialogue between the Syrian and Turkish people. At the mid-term stage, 201 beneficiaries have participated in work-based learning programmes and were financially supported via stipends, work permits and incentives. The project has already supported 6492 jobs.

Objective 1 of the project, supporting increased availability of a skilled labour supply, the planned respective activities could not be initiated and implemented in accordance with the project work plan due to the long lasted comprehensive negotiations held with the relevant parties. After it was decided to change the project approach with close consultation with the Donor, the Project designed a new approach and developed a work-based-learning programme (WBL), which is being implemented directly with the employers. The design and implementation of a work-based-



learning programme for 200 beneficiaries also took considerable time given the limited time of the project and the first piloted program came approximately one year after the project start date, in September 2020. Despite the delay and COVID-19, the overall results of the first pilot are highly promising and now all the related activities are on track. However, as the planning and implementation phase of this component was slow, to reach the targeted numbers, the Project should take prompt action and not lose the momentum of high demand from the beneficiaries while also ensuring the due diligence and compliance of the applicant employers with international labour standards and decent work.

The WBL received high demand from the employers and target beneficiaries. During the pilot phase, the Project received 176 applications from companies and workplaces whereas there were 921 job seekers' requests from Turkish and Syrian citizens. The focus group interviews with the employer representatives who benefited from Objective 1 confirmed that the WBL was highly effective in terms of finding qualified employees according to their needs, minimizing the long-term risks as the project compensated them for the employees' trial period, facilitated the adaptation process, and the employees capacitated with on-the-job and off-the-job learning opportunities.

The main challenge encountered in this new approach was matching the SuTP and TC with the right enterprises based on their skills. Another challenge is that the profiles of the target groups were diverse in terms of age, education and experience. A more targeted and personalized approach is needed to increase their employability in the long-term. The employers interviews highlighted that some of SuTP do not want to continue with the same companies, either they would like to establish their own businesses after learning the job or the work is not related with their expertise and they want to work in the field that they have expertise in. The interviews highlighted the importance of matching the expectations from both sides; the companies and the SuTP/TC. The focus group discussions also stressed the language barriers, and the necessity of assistance for both SuTP and employers, especially during the orientation period, which could be enhanced for the second half of the project. Because of the COVID-19 restrictions, the Project organized off-the-job training at the workplaces via online platforms. Although this approach has some advantages as it is practical and facilitates high attendance of the SuTP and TC, most of the workplaces lack the sufficient technical infrastructure and make it difficult to freely express the participants views and problems regarding decent work conditions.

Progress on Objective 2 "representational bodies of micro-enterprises are strengthened to support formalization of micro-enterprises and its workplaces for SuTP and disadvantaged TC" was very limited at the time of evaluation and has been severely affected by delays due to COVID-19 and communication problems with the partnering organizations. Initially this objective aimed at improving delivery of Turkish public employment services through establishing one-stop shops in ten provinces, and the Project focused on the conceptual design and identification of the locations for the One-Stop-Shops (OSS), exploring the potential partners for the OSS. The project negotiations took place approximately for one year and project partners were not updated regularly until the project approved by the donor. Limited communication throughout the negotiation of the Project resulted in limited ownership and diverse understanding concerning the

structures of the OSS. It was clear from the interviews that the DG ILF's expectations about the Project, their role and the model OSS were not met. However, the Project team and DG ILF took important steps to resolve the OSS issue, worked jointly on the conceptual design and identification of locations. Later, three locations were identified in Istanbul, Ankara and Şanlıurfa. However, the OSS could not be established due to travel restrictions and partial lockdowns because of the pandemic. As a result of no progress under this objective, the Project revised the objective and decided to partner with representational bodies of micro-enterprises at the provincial level, which will be strengthened through the establishment of information centres (BILMER). According to the conceptual design, these information centres aim to support formalization of businesses and jobs, raise their awareness on the rules and regulations governing their participation in the labour market, provide work permit application support as well as referral to training and employment opportunities.

The progress on Objective 2 was also negatively affected by the lack of possibilities to establish partnerships for One Stop Shops. However, at the mid-term stage, the Project team was working on implementation agreements with the representational bodies of micro-enterprises under the TESK, therefore at this stage it is very difficult to assess the progress towards the intended results of Objective 2. It has been noted that important efforts have been provided by the project including the preparatory work to establish OSS in Istanbul, Ankara and Şanlıurfa, identifying new partners as an alternative to İŞKUR, preparation of guidelines on the services that will be provided in OSS, and content of trainings that will be conducted with future OSS consultants. Uncertainty remains although the evaluation noted that the Project had taken necessary steps to advance this work. It is critical to get the full engagement of the new stakeholders for the remaining time of the project so that the expected results are achieved. Moreover, it should be noted that specific challenges regarding COVID-19 like travel restrictions, and potential lockdowns remain an issue for this component, which add an additional challenge in terms of advance planning. **Under these circumstances, no-cost extension might be a logical option that allows the project to duly complete the remaining activities and fully utilize the project's resources.**

The project's performance has been strongest in Objective 3, supporting transition to formal employment, where the Project has exceeded its targets. The main partner of this objective is the Social Security Institution (SSI), and the Project provided support to employers to employ SuTP and TC through an incentive scheme, which includes administrative and financial support to apply for work permits and covers social security contributions. Within the framework of this objective, the ILO Office for Turkey has implemented a pilot incentive scheme, which has covered the expenses of social security premium support payments for TC and newly recruited SuTP for up to six months and work permit expenses of SuTP. In order to benefit from the support, enterprises must employ their workers without interruption, pay their social security premiums, and be debt-free against the SSI.

Unlike the other components, the project team intervened early on the long-awaited implementation agreement process and applied some interim solutions. The Project has also started the incentive programme through direct contracts with the employers with the approval of the donor. An implementation agreement was signed in December 2019 with the SSI, and

following that the consultants were hired, trained, and deployed to the SSI offices. The project team and consultants defined the eligibility criteria for employers and SuTP in consultation with the SuTP, established a monitoring system for the implementation of the programme and conducted outreach activities to promote incentive scheme in selected provinces. SSI also supported the work permit application process, whereas DG ILF facilitated the application procedure for work permits and granting them. Since the SSI has a digitalized application system, which was already in place before the pandemic, this outcome was not affected by the COVID-19 restrictions. COVID-19 has had a positive impact as it increased the demand for formality. In line with the Project's impact assessment reports earlier, the Mid-term survey results showed that the majority of SuTP and TC were employed formally for the first time. Objective 3 was highly valued by the private sector for bringing the SuTP and TC for working together and strengthened the social cohesion. Due to COVID-19 and the critical economic situation in Turkey, the demand for this incentive program has risen sharply. Objective 3 also shows clear signs of effectiveness and a positive macro-economic impact; as it contributes to the formalization, the number of new workers increases, and the beneficiaries continue to work with the same employers even after the support provided by the incentive scheme ends.

With the individual contracts, 437 beneficiaries were supported in 47 companies, in Gaziantep, Izmir and Istanbul. This incentive scheme is based on a model that was first piloted successfully in ILO's MADAD project. By the end of 2022, the project aims to reach up to 10,000 supported jobs. As of June 2021, a total of 6055 employees, 3510 of whom were Syrian and 3324 were Turkish employees, benefited from the programme. Furthermore, work permit fees for 2988 SuTP were paid under Objective 3.

The success of Objective 3 is not only related to the high employment rate and transition to formality, it has also clearly supported the enterprises to protect existing jobs and also create new jobs by reducing beneficiaries' costs and encouraging them to make new investments to hire more qualified employees. The ownership of the SSI and its strong technical infrastructure and effective cooperation with the ILO Turkey Office and SSI offices also had a positive impact on this objective. Additionally, during the focus group discussion, the employers stated that Syrian workers showed significant progress in work discipline and performance.

Performance has been strongest in Objective 3 in terms of overall indicators, however less progress was observed for the implementation and monitoring of gender balance. Males make up 82% of employees and women 18%. Concerning the national breakdown of the total figures; 3,3 % are women SuTP and 14, 70 %, are women TC.

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

COVID-19 has caused the rapid slowdown of social and economic activities across the globe, and almost all economic actors are tremendously affected in this new era. However, fragile labour markets like Turkey suffer the most, as the absence of adequate risk management instruments renders informal enterprises and workers particularly vulnerable to socio-economic downturns. In the context of COVID-19 the lock-down measures, the decrease in consumer demand for goods

and services, limitations of travel and other restrictions on mobility reduce the economic opportunities for informal enterprises and workers and pose an existential threat to their livelihood. Therefore, the pandemic has resulted in a higher proportion of job and income losses especially in the informal economy as well as for women and youth in Turkey.

The Turkish labour market does not face only COVID-19 related problems. Indeed, labour market outcomes were challenging even before the outbreak in Turkey. COVID-19 has exacerbated pre-existing vulnerabilities in the Turkish labour market. Informality has been one of the most important challenges that Turkey has faced for a long time. Despite the decline in the early 2000s, around one third of employment is still informal, and workers in sectors with high informality suffer from lack of protection from shocks, such as the current one induced by the COVID-19 outbreak. Therefore, poorer households are expected to be most impacted because most of the people in poorer households are employed in informal sectors, especially construction and agriculture. Finally, in addition to high informality, low female labour force participation rates, high youth unemployment and high heterogeneity across regions of Turkey in many economic domains have traditionally been areas of improvement in the Turkish labour market. The primary concerns for companies are cash flow and general economic uncertainty.

Concerning SuTP, according to recent surveys, COVID-19 has made Syrians and women even more economically fragile than TC, and overall women's employment remains more fragile than men's. The disadvantaged position of Syrians in the labour market becomes more apparent when looking at those who were laid off or took unpaid leave due to the pandemic coupled alongside those who were unemployed before the pandemic.

Consultations with the stakeholders and extensive dedicated sessions with beneficiaries and ILO staff underlined that COVID-19 has created challenges for the preparation and implementation of the project activities. Activities requiring visits and travel were mostly affected; capacity building activities, field monitoring. Evaluation activities and stakeholder consultations were postponed for more than one year. Some activities like training programmes have been implemented virtually, however it was noted that some of the target groups could not benefit from the programmes fully due to limited access, low IT literacy or lack of technical infrastructure or facilities. Furthermore, stakeholders' interviews indicated that online training was not as effective as face-to-face training.

Due to COVID-19 restrictions, the project team was not able to establish the OSS and there were certain delays from the DG ILF in issuing work permits. The COVID-19 adaptation period has certainly slowed all the institutions, including governmental agencies.

Nevertheless, not all impacts on the project are negative. It is fair to say that COVID-19 has a positive impact on supporting transition to formal employment as now the demand is high from both employers and workers because only formal employment enables employers and workers to benefit from incentives and protective measures provided by the government during the pandemic.

On the other hand, COVID-19 enhanced the crisis communication, local and international organizations seeing value in wider cooperation, are seeking for deeper analysis, examples of

best practices, case studies, and business approaches to combating the impact of COVID-19 in refugee response programs.

**What were the major factors influencing the achievement or non-achievement of the objectives? To what extent has the Project adapted its approach to respond to the COVID-19 crisis, and what have been the implications on the nature and degree of achievement of the Project?**

The Project is designed and currently operating in a highly fluctuating political, social and economic environment and faced a series of implementation challenges, some of which were envisaged by the ILO earlier like bureaucratic issues, however some beyond control like the COVID-19 pandemic. As stated by the ILO Ankara staff, the process of project design in ILO involved a series of discussions and consultations with the three governmental agencies, İŞKUR, SSI and DG ILF. However, during the first two years of implementation, the Project underwent a series of adjustment phases of the project design, which has been recently completed. During the planning phase of the project, one of the key challenges was the approval for the implementation agreements by these governmental partners, which caused a significant delay in starting the project activities and starting the implementation stage. The main reason behind this was the failure to harmonize the operational processes among İŞKUR and ILO. Nevertheless, ILO has shown a great ability and experience to adapt the project design and implementation flexibly to changing external conditions. The bureaucratic challenges were well recognized by the ILO project team at an earlier stage, and the project team had constant constructive communication with the key project partners while looking for alternative solutions. Such flexibility is necessary in a fast-changing policy environment and well received by the stakeholders and the donor.

The Project has also shown a flexible and responsive approach to the emerging needs and opportunities following the outbreak of COVID-19, the adaptation of project objectives, activities and operation plan extending the incentives and financial support, which was very timely and in line with the needs and priorities of the target groups. The ILO Turkey office integrated the lessons learned from other refugee response programs, used the synergies effectively with the other ILO offices and the other international organizations in the field.

By the mid-term stage, the project team had completed the negotiations, identified some new partners for the rest of the program and most of the activities were on track, however full project objectives may require substantially more time beyond the project closure.

**What kind of measures have been put in place to mainstream gender equality throughout the project cycle: implementation and M&E, including that of implementation partners? Which alternative strategies towards gender equality would have been possible or are still possible?**

The overall objective of the project is to enhance formal sector employment for SuTP and TC and to support 12,000 formal sector jobs, 50% for SuTP and 30% for women. However, available project documents do not indicate that gender was specifically targeted in the project design, and

there is no tangible evidence of mainstreaming gender equality other than the incentives for women, and childcare.

Although the incentives are relatively effective to meet project objectives at a certain point- the root causes are diverse. Women, in particular, face significant challenges in accessing the labour market. Traditional gender roles, cultural mindset, lack of childcare and lack of information, training opportunities and language barriers are some of the hindrances, among many. Although the WBL programme training includes a gender sensitive approach, these training programmes should be provided not only for the employees but also for the employers as most of the sectors that are supported through the programme are labour intensive and gender sensitivity in the workplace is limited. There is a certain bias against women's ability/capacity to only work in sectors/jobs that are associated with women. Additionally, there is a need for comprehensive sector analysis, in which sectors female beneficiaries can be employed and what type of special services are needed in order to mainstream gender equality. Furthermore, wage inequalities remain among men and women, the equal remuneration for work of equal value has still not been achieved in a great majority of workplaces. While identifying the posts and supporting skills development, further attention should be also given to pay equality. Incentives are efficient tools, however they should not be used to compensate for the gender pay gap.

**How effectively 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?**

The overall project steering and management arrangements and partnerships were found appropriate and effective by the key stakeholders despite the absence of an active project steering committee.

According to available project documents, the project designed and proposed (established) a project steering committee, which will be co-chaired by the ILO and DG ILF for guiding and overseeing the project implementation and improving the coordination. Whereas the administrative challenges in between ILO and the key stakeholders are well recognized by the evaluation, the Steering Committee has not been active yet for some strategic reasons. Due to communication problems at the start, changes of objectives and later the COVID-19 pandemic, activation of the steering committee was delayed significantly. In the meantime, the project team's main focus was first solving the communication problems and identifying interim solutions before the first joint meeting in order to be on the same page as the related stakeholders. Alternatively, the project team organized a number of coordination meetings bilaterally with each stakeholder in order to improve the coordination and collaboration among various stakeholders and project implementation.

### 2.3. The Project's Efficiency

**The Project has shown a flexible and responsive approach to the emerging needs and opportunities following the COVID-19 outbreak. Based on the revisions of project**

**objectives, the budget and operation plans are now more focused, efficient and in line with the needs and priorities of the target beneficiaries. During the first two years of the implementation, ILO shared its extensive theoretical and practical experience on decent work, whereas the project management structure and technical capacity of ILO proved to be efficient. Overall, the national partners support the project activities. However, there is room for improvement in stakeholder communication by using the steering committee and engaging private sector and NGOs more actively for developing a more participatory approach.**

**Given the size, complexity, and challenges of the project, were the existing management structure and technical capacity sufficient and adequate?**

The project management structure and technical capacity of ILO prove to be efficient to a large extent. The Project has a clear management structure. The core ILO team consists of 11 people, including the Chief Technical Advisor, Senior Technical Advisor, ILO technical specialists, Social Security Officer, Employment Services Officer, Skills Development Officer, Monitoring and Evaluation Officer, Communication Officer, Finance and Administrative Officer, and Project Assistants, which is sufficient considering the project budget, and targeted high number of indicators, and covering 14 cities throughout Turkey. ILO used the lessons learned from the other projects and the synergies with the other ILO offices efficiently, and closely in coordination with the stakeholders and the donor, KfW. The project-specific meetings are regularly conducted internally and externally to monitor the process of the objectives.

**How efficiently have the project resources (time, expertise, funds, knowledge and know-how) been used to produce objectives and results? Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives, particularly gender related objectives?**

During the first two years of the implementation process, the Project was subject to a number of adjustments due to the emerging need to adapt to the rapidly changing circumstances as well as due to the outbreak of Covid-19. However, despite the challenges, it proved to be responsive, making the necessary adjustments to increase the project's efficiency. Time, expertise, funds, know-how and resources appear to have been used as efficiently as planned, and consistent with good financial management. The project is applying cost-saving mechanisms to ensure the results are reached within the approved budget and time, as is evidenced by the number of objectives delivered to date. Due to the ongoing devaluation of the Turkish Lira, the work permits fees and social security incentive payments cost less in USD, which resulted in lower expenditure of the project budget. Therefore, the Project enabled an increase in the number of beneficiaries without causing any change in the current budget limitations.

A significant advantage of this Project is the number of synergies existing not only at country level, but also regional level. The ILO has an extensive knowledge management system, resources, projects, and more importantly presence in refugee-hosting countries. As stated in the key interview, cooperation between neighbouring countries has already started through several

meetings and events for sharing experiences and lessons learned which are actively integrated in the projects.

Beneficiaries engaged with the Project through either work-based learning programs and/or supported by the KIGEP were enthusiastic about the opportunities to collaborate with the Project. As regards communication and dissemination of the project's resources, the project team and national partners shared information with a wide range of target groups via internal networks. However, there is a greater need to share and disseminate these valuable resources with all the beneficiaries in a more structured way; focus group interviews showed that most of the private sector representatives have relatively limited knowledge about the Project and show a keen interest to learn more about the programme.

**Has the project been receiving political, technical, and administrative support from the ILO and its national partners? If not, why?**

It can be clearly seen from the success of Objective 3, that the Project has a strong partnership with the SSI. The ILO secured alliances with SSI; two project partners have been working in harmony, drawing strength from the vast resources, knowledge, and network from the past project partnerships.

Although ILO and İŞKUR have implemented projects in the past and are currently implementing projects together, due to the need for additional operational adaptation brought by each of the outsourced refugee projects carried out by İŞKUR, the burden of integration processes into the existing system of İŞKUR, and disagreements related to the adjustments in the OJT modality, the ILO Turkey office re-designed the project activities, and engaged with the private sector. So far, the private sector showed high interest in the project activities.

As stated above, Objective 2 was negatively affected by the challenges in establishing the needed partnerships to move forward. Concerning the DG ILF, the project team is committed to sustaining constructive communications despite lack of agreement on the design of OSS with the DG ILF. ILO has now agreed to the concept change with donor and a new implementation partner in coordination with the DG ILF. The new partner GESOB conducted several projects together in the past, which might increase the effectiveness of the cooperation.

Changing attitudes and practices is a long- term effort. Successful interventions require a longer-term commitment and continuous engagement. The ILO Turkey staff highlighted the lessons learned on the importance of personal meetings with each stakeholder in the planning stages, and continuous communication and active involvement in all phases of implementing the project activities.

**How could it be improved? To what extent did the Project use social dialogue and partnerships to achieve its objectives? How effective was the Project in using ILS promotion, social dialogue and gender mainstreaming tools and products?**



The Project activities were not designed based on the traditional tripartite approach, initially the Project's main focus was partnering with public institutions. The Project Steering Committee considered including representatives of civil society and trade unions. However, no meeting has been organized until the date of evaluation and participation of the trade unions and worker's representation is limited, eventually the use of social dialogue.

The Project initiated active engagement with governmental agencies and employers later in the project line, but more needs to be done in terms of engaging with trade unions and target beneficiary representatives. Civil society can be instrumental in providing support and enforcing a coordinated multi-stakeholder approach in the transition to formality, which brings together all relevant stakeholders. The Project should consider involving a more participatory approach for the remaining time.

## 2.4. The Coherence of the Project Design

**The Project is built on the knowledge and lessons learned of the ongoing and completed projects, and there are examples of good synergies with the ILO Refugee Response Programme and with the work of other agencies in Turkey.**

**How well does the intervention of the Project fit with other interventions of the ILO office for Turkey? What synergies have been created? How well do the interventions of the Project fit with other interventions of relevant partners? To what extent do other partner interventions (particularly policies) support or undermine the project activities?**

The ILO's first intervention started with the Crisis Management Intervention and since 2015, the ILO has been actively supporting refugees in finding decent work opportunities in Turkey. Three projects are currently implemented under the Refugee Response Programme targeting Syrian refugees: Improving labour market integration of SuTP and host communities in Turkey (funded by US Department of States Bureau of Population, Refugee and Migration); Job creation and entrepreneurship opportunities for SuTP and host communities in Turkey (funded by EU-MADAD). The Project is also part of Refugee Response Programme and there are good synergies with the US Department of States Bureau of Population, Refugee and Migration and MADAD funded projects and with also the work of other agencies in Turkey, including the World Bank, GIZ, UNHCR and UNDP. At the UN level, ILO is part of the Livelihoods Working Group. Outside the UN system, the ILO holds regular meetings between the Livelihoods Partners, which include the World Bank, KfW and GIZ.

Currently, the World Bank is implementing the "Employment Support Project for Syrians under Temporary Protection and Turkish Citizens" in collaboration with DG ILF and İŞKUR. GIZ has been implementing the project "Promoting economic prospects for refugees and the host community in Turkey" since 2019. The UNDP and UNHCR are both implementing several projects

in Response to the Syria Crisis. The project greatly benefited from the other projects, in particular the lessons learned and shared experiences. The ILO Turkey team regularly holds bilateral meetings with other agencies to enhance cooperation on the ongoing projects to share experiences and prevent duplication. In addition to those, since December 2020, an ad-hoc working group on transition to employment was created and meetings including the IFRC/Kızılay, livelihood partners and development partners were held every 3-4 weeks; as an outcome, a summary paper including recommendations will be shared in the third quarter of 2021. The Project's new concept work-based learning programme has been developed in close communication with the Skills Department at ILO HQ. Other synergies have been created with the UNDP using a joint programming approach; the ILO has financially supported the Union of Chambers in Gaziantep to produce one million facemasks and 500 stands for sanitizers whereas UNDP provides the required machinery.

Recently, a platform for "Promoting decent work in refugee and mixed migration contexts: A south-south triangular cooperation (SSTC) initiative between Turkey and Colombia" was created for tripartite partners in Turkey and Colombia within the framework of the "South-south triangular cooperation (SSTC) initiative between Turkey and Columbia". This platform initiated under a different project of the Refugee Response Programme. Both countries have recent experiences receiving large-scale refugee and mixed flows from neighbouring countries, and the platform aims to facilitate exchanges that support the two countries' efforts to design inclusive labour market policies with a specific focus on the COVID-19 response. The platform hosted two webinars entitled "*Labour Market Governance, Inclusive Employment Policies and Access to Social Protection in Refugee and Mixed Migration Contexts, with a Special Focus on COVID-19*", in December organized by the ILO Office for Turkey and ILO Colombia and in June/July a follow-up e-learning course was held. The SSTC initiative represented a great opportunity to share experiences with regard to access to decent work for migrants and refugees across regions, helping to assess current activities and refine future approaches. Good practices and lessons learned, notably on ILO's cooperation with SSI, were shared in this context.

## 2.5. Impact Orientation and Sustainability of Interventions

**The Project has high potential to bring a positive change. Sustainability of the Project results is highly linked to the ownership of the partners but also to the external factors such as labour market needs and establishing the institutional capacity which could be able to adapt to changing market needs and access direct beneficiaries.**

**The positive impact of the Project is observed in social inclusion and transition to formality. Stakeholders across different categories value the positive effect of the Project in the areas of capacity building among target beneficiaries, raising awareness and providing opportunities for dialogue and social inclusion. A more systematic approach to gender equality, designed to engage with all major stakeholders, will be needed to sustain current positive results.**

**Will the progress achieved to-date have long-term effects? To what extent have results contributed to advance sustainable development objectives as per the UNDCSs, (similar UN programming frameworks, national sustainable development plans and SDGs)**

The Project is built upon ongoing and almost-completed projects which are within the Regional Refugee Response Projects; positive impacts have been already confirmed by previous studies.<sup>7</sup> The Project results concerning formal jobs, institutional capacity building and eventually longer-term impacts of having a formal job for the SuTP and TC likely contributed to Result 1 and Result 2 of the UNDCS and definitely on SDG 8 as well as SDG 1.<sup>8</sup>

The Project developed a three-pronged approach which aimed to ensure sustainability by tackling the issue of informality from various angles (labour, demand, and labour market governance). It is indeed an appropriate approach for a cross-cutting subject such as informality, however the level of achievements are still strongly linked to external factors such as political and economic stability and labour policies and regulatory framework on SuTP, and most crucially to what extent and how the demonstrated positive results of the incentives will be followed and integrated into the country policy framework.

There are still some questions about the sustainability of the Project such as whether the employers will keep the same workforce after the incentives are completed, if local organizations will have the capacity to support SuTP and TC when the Project is completed with skill development activities, and whether the received training will be sufficient to keep the target beneficiaries in line with the changing needs of the labour market. It is too early to assess how sustainable some of the Project objectives are. Particular attention should be also given to the aid and social assistance support policies to the refugees, stakeholder interviews highlighted a number of times the interlinkages between the Kızılay aids or the social security and the trade-off from the perspective of SuTP choosing one or another.

On the other hand, one of the most significant achievements of the Project has been observed to be the improved social inclusion. Employment is a crucial tool to promote social inclusion by securing income and by enabling social integration. A great majority of the interviewed stakeholders indicated that the Project activities allowed them get to know better the SuTP and provided an opportunity to overcome their own prejudices, and that the Project has already had a positive impact on social inclusion.<sup>9</sup> Syrian employers stated their enthusiasm to work for the

---

<sup>7</sup> ILO, [Kayıtlı İstihdama Geçiş Programı Etki Analizi](#), 2020

<sup>8</sup> Although the participation number is not significant, SuTP respondents in the survey noted higher wages as one of the advantages of having a formal job.

<sup>9</sup> Some direct quotations are as follows:

“Most prejudices are not carried into the workplaces, because it is a workplace and in fact this helps workers to overcome invisible communication barriers. Both Turkish and Syrian employees are happy to know each other and work together.” SSI representative

“This project really helped us to train qualified personnel for some of the positions. It is a multi-cultural experience and we are delighted to see how people from different nationalities become colleagues and friends. They drink tea together, have conversations during breaks, and become friends outside the workplace” Employer representative

first time with TC colleagues in their workplaces. Among other advantages of having a formal job, most of the survey respondents (SuTP) consider “feeling more secure in the workplace” as the top advantage. It was also noted during the evaluation that a number of direct beneficiaries (SuTP) applied for Turkish citizenship.

The second considerable achievement is about transition to formality. Due to COVID-19 circumstances, workers have a greater tendency to look for jobs with social security and that there is a growing interest, as proven by the number of applicants via the Project Objective 3.. In fact, a number of respondents to the survey worked longer than the Project timeline with the same enterprises, meaning that the Project also supported the formalization of the existing workforce.<sup>10</sup> Stakeholder’s interviews conducted with the DG ILF representative also confirmed that the great majority of the employers are keeping the same workforce after the completion of the incentives.

**What action might be needed to bolster the longer-term effects? How do the members of the project team envisage 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 COVID-19 situation in the context of the national and global response?**

Ownership and the capacity of the country partners at the local level which will continue to provide the capacity building activities and institutional capacity for awareness raising is the key. In this context, SSI has the necessary infrastructure and is a very well-equipped partner with strong ownership of the Project. It is too early to assess the potential ownership and capacity of the partners for Objective 1 and Objective 2.

Institutional and organizational capacities of the partners may vary depending on their location, number of available staff and their potential network and contact with target beneficiaries. Particular attention should be given to the institutional capacity development of the new partners under Objective 2. Given the short duration of the Project and initial challenges with this component (2), in order to sustain the possible positive results, a clear action plan may be needed to equip the local partners with the necessary skills to reach out directly to beneficiaries and raise awareness.

The Project may also consider developing capacity among other beneficiaries such as employers and employers’ organizations to better equip them with skill development capacity. Human

---

“We observed one of the positive impacts on friendship and social inclusion, that training sessions opened up the first conversation” Employer representative

“When we mentioned that we employed SuTP, some of our partners or competitors were surprised. But we feel so connected to our employees now, I feel like working together allowed me to think more openly and believe that it is possible to live together in peace. Because those who stay (SuTP) they really do their best to keep up with the work and make a living in Turkey.” Employer representative

<sup>10</sup> 5 out of 16 TC participants who took the online survey worked longer than 9 months with the same organization.

resources departments and management could be provided with CPD training or training of trainers and courses for gender equality and workplace diversity.

The Project has already noted positive results for the employment of women. The incentives are mainly managed by the Project team, however institutionalized solutions may present sustainable outcomes. Gender equality in the workplace is a complex issue and requires a comprehensive and systemic approach. Incentives for women's employment and positive results could be used to raise awareness, however further actions will be needed to address possible barriers for the employment of women in cooperation with relevant actors. In particular, childcare incentives could be organized with the ownership of local public bodies. Ideally the Project can also raise awareness on gender discrimination and potential measures that could be implemented in the workplace to create equal opportunities for all, and equal remuneration for work of equal value. If systemic measures are taken, the results will likely be linked to SDG 5 Gender Equality.

### 3. Lesson learned and Emerging Good Practices

Challenges:	<ul style="list-style-type: none"> <li>• Delay in the contracting processes</li> <li>• Lack of data on the labour force and market needs on refugees</li> <li>• Cultural and social barriers for SuTP women for employment</li> <li>• Language barriers for SuTP</li> <li>• Financial downturn and COVID-19 impact on the workplaces</li> </ul>
Lessons Learned:	<ul style="list-style-type: none"> <li>• <b>Pilot projects are crucial tools to assess the feasibility and effectiveness of interventions</b> targeting vulnerable groups, in particular if they plan to implement new incentives. The success of Objective 3 is highly linked to the expertise and lessons learned from the previous project funded by EU-MADAD. The established infrastructure and system allowed the Project to pass to the implementation stage quickly.</li> <li>• <b>Identifying the labour force and labour market needs is the key to plan and develop skill development programmes for refugees.</b> The target beneficiaries represent a diverse group of people with different educational backgrounds. Understanding the needs of these groups will help to place them with the suitable workplaces and ensure the sustainability of the workforce.</li> <li>• <b>Local ownership is significant for ensuring the efficiency and the sustainability of the Project.</b> Not only the capacity, but the interest of the partners and their matching capacity with the project activities should ideally be reassessed in detail in the early stages of the project implementation. In particular, changing circumstances and policy framework may shift their</li> </ul>

	<p>organizational agenda and their potential to contribute to the Project.</p> <ul style="list-style-type: none"> <li>• <b>Flexibility is an important feature of the project design when operating in a politically fluctuating and risk-based environment.</b> The project has potential to continue achieving positive results due to its flexibility to adapting objectives to the changing circumstances.</li> </ul>
Good Practices:	<ul style="list-style-type: none"> <li>• <b>Incentives on the social security schemes have proven to be effective to facilitate transition to formality.</b> The results from Objective 3 could be replicated by other donors in Turkey and globally.</li> <li>• <b>Strong implementing partners facilitate Project implementation well.</b> The Project likely ensured the sustainability of Objective 3 by creating strong partnership with SSI and taking measures such as capacity building among the SSI team, providing support in monitoring activities and raising awareness.</li> <li>• <b>The Project is effective in encouraging women participation by creating incentives targeting beneficiary needs.</b></li> </ul>

### **Is the project successful in advocating and communicating good practices through innovative communication tools?**

Over the last two years of implementation, the Project produced a large number of communication materials mostly presented online such as KIGEP, KIGEP Plus brochure for employers and the WBL promotional leaflet, and a regional brochure on the ILO refugee response featuring a success story from the project. These reached a considerable number of stakeholders in all areas of intervention.

Communication is key at every stage of the Project; digital products like videos are getting more interest and target groups are actively engaging on social media. The Project has a clear communication strategy, sensitively selecting the content concerning the political dynamics in Turkey and used various communication channels to disseminate the project messages.

The Project focused particularly on online coverage, using different social media channels like Twitter and Facebook. The project's [online presence](#) was found fully functional, and easily accessible. The review of the webpage suggests that it contains a diverse range of valuable information/news about the Project. The Project also produced videos, which are now available on the ILO's YouTube channel, which reached a higher audience than ever.

As regards communication and dissemination of these resources, national partners like SSI shared information with a wide range of groups' internal networks. However, there is a greater need to share and disseminate these valuable resources with all stakeholders in a more structured way; focus group interviews showed that most of the private sector representatives have relatively limited knowledge about the Project and are interested to learn more about the programme. Opportunities to reach a wider audience and enhance the focus could be explored with stakeholders as well as their databases of contacts and networks. Considering the current political sensitivities and risk of having an excessive demand, particularly for KİGEP, expansion of communication and dissemination activities should be handled with care. However, the direct beneficiaries can be provided with more documents and information about the main elements of the project.

As a direct response to the COVID-19 pandemic, the project has supported an initiative of the Union of Chambers in Gaziantep. This initiative trained 19 beneficiaries on facemask production and welding techniques for sanitizer stands. Furthermore, the project provided a possibility for those enterprises who had signed individual contracts for the social security incentives in 2019, to extend the support of social security payments to a nine-month period. Out of the 437 supported workplaces, 290 companies requested this extension to nine months. Additionally, the Project also softened the eligibility criteria of the incentive schemes during the pandemic, which increased the number of applications drastically.

## 4. Conclusion and Recommendations

This report was prepared based on wide variety of opinions, views, insights, and thoughts presented during the interviews, it is aimed at helping to stimulate further thinking, discussions and more-in-depth analysis to further development the project. The MTE highlighted the most significant insights about the project in relations to the evaluation criteria and key questions.

Overall, the relevance of the Project is high as the project activities are well aligned with the project objectives. The MTE reveals that the Project has shown good overall progress, a flexible and responsive approach to the emerging needs and opportunities despite the lack of agreement with partners at the initial stages of the project on the project objectives and effects of COVID-19 on the labour market. The interventions and changes in the project approaches were timely and in line with the needs and priorities of the target groups.

Apart from the effectiveness of intervention strategies and the success of piloted work-based learning programme, the social security incentive schemes are highly valued at the country level, and the project generated a broad spectrum of knowledge products. Over the past two years, key contributions have been made in terms of methodologies and innovative tools to promote formality and strengthen decent work. The Project is built on the knowledge and lessons learned of the ongoing and completed projects, and there are examples of good synergies with the ILO Refugee Response Programme and with the work of other agencies in Turkey. The Project has already noted positive results for the employment of women. The incentives are mainly managed by the Project team, however institutionalized solutions may present sustainable outcomes.

The Project has high potential to bring a positive change. A great majority of the interviewed stakeholders indicated that the Project activities allowed them get to know better the SuTP and provided an opportunity to overcome their own prejudices, and that the Project has already had a positive impact on social inclusion.

Sustainability of the Project results is highly linked to the ownership of the partners but also to the external factors such as labour market needs and establishing the institutional capacity which could be able to adapt to changing market needs and access direct beneficiaries.

The Project is designed and currently operating in a highly fluctuating political, social, and economic environment and faced a series of implementation challenges, some of which were envisaged by the ILO earlier like bureaucratic issues, however some beyond control



like the COVID-19 pandemic. In order to deal with the continuous challenges of COVID-19, it is of the utmost importance to get the full engagement of all the stakeholders for the remaining period of the project so that the expected results are achieved.

The following recommendations were developed based on the findings and conclusions of the evaluation and comments from the stakeholder interviews.

Criterion	Conclusion	Recommendations	Priority	Timing	To Whom	Resource Implications
Effectiveness and Impact	<p>Currently no progress has been achieved in Objective 2. The Project Team has started work with a new potential partner; however, it is too early to assess their capacity to conduct project activities. While the ESOB members have the potential to act as information centres, all local representatives may not have the same connection and network with the informal MSMEs and SuTP. While identifying the institutional capacity needs, it is recommended to have particular attention to <b>accessibility</b> of these centres for vulnerable groups (such as women, Syrian women, youth), <b>language and cultural barriers, potential training and skills needs of the direct beneficiaries.</b></p> <p>The informality among MSMEs is a complex and multidimensional phenomenon. MSMEs are an important vehicle to facilitate labour market inclusion. However, the majority of enterprises in this group have limited capacity for job creation. The lack of an enabling business environment (lack of access to</p>	<ol style="list-style-type: none"> <li>Over the remaining project period, identify local partners' critical needs in terms of institutional capacity and focus on a communication strategy to connect ILO's and other stakeholders existing network on refugees and MSMEs group to the information centres</li> </ol>	High	Within the second half of the project	Project Management Team	Within the existing budget

	public services, business services, training market and infrastructure, finance) as well as insufficient business management impair productivity. Therefore, the Project is recommended to consider what kind of services information centres can provide in terms of public employment services as well as potential synergies with other projects of ILO, UN agencies and other donors to support the competitiveness of the MSMEs along with transition to formality.					
ILS, Gender and Social Dialogue	The traditional approach of tripartite social dialogue has been used to a limited extent. The Steering Committee has not been established and the trade unions are not represented.	2. Use social dialogue to better identify the target group's needs and support the advocacy work on transition to formality by including the trade union representation into the Steering Committee and initiating Steering Committee meetings	Medium	Within the second half of the project	Project Management Team	Within the existing budget
	In the context of Turkey, women, youth and SuTP are the groups who are less represented by trade unions, thus it is not easy for these groups to represent their voices due to various challenges such as cultural, social and legal barriers. Against this backdrop, the Project may consider various ways of promoting target beneficiary's engagement.	3. Use workers' engagement mechanisms to better identify the target group's needs and support the advocacy work on transition to formality by engaging with various civil society organizations that are working closely with target beneficiaries (women, SuTP, workers in the informal economy) to create a platform to engage with workers and by encouraging worker representation systems in the	Medium	Within the second half of the project	Project Management Team	Within the existing budget

		directly engaged workplace under Objective 1 however, by highlighting that it is not an alternative to proper trade union representation.				
Effectiveness and Relevance	One of the challenges of the Project is to match the available labour force with labour market needs. In this context, closer cooperation can be developed with employers and business associations to identify the skill needs and labour force gaps. In particular, for increasing the participation of women and other vulnerable groups and organizing skills-based training, a sector specific approach could be developed.	4. Consider developing a more sector-wide tailored approach as a pilot study which will better identify the labour market needs for Objective 1	High	Within the second half of the project	Project Management Team	Within the existing budget
Effectiveness, ILS and Impact	Transition to formality is one step closer to decent work conditions. However, given the various sizes of employers joining the Project, their capacity to ensure decent workplaces may vary. The Project may consider working closely with the employers or employers' associations to promote decent work conditions. With the revision, the Project also aims to target MSMEs. The lack of adequate protection measures (social, legal, occupational, health and safety) compounded by low productivity of informal enterprises force its workers into poor, unstable and hazardous working conditions with long working hours and low earnings. In terms of	5. Consider developing a decent workplace approach while designing the training programs for direct beneficiaries and engaging directly with employers in building capacity to ensure decent work conditions by <ul style="list-style-type: none"> <li>○ Working closely with human resources departments on the CPD training and follow-ups</li> <li>○ Developing and providing a training</li> </ul>	Medium	Within the second half of the project and for future projects	ILO Country Office and Project Management Team	Within the existing budget

	labour conditions, MSMEs often represent a high-risk group due to lack of management systems and capacity. In this context, in particular under Objective 1 and Objective 2 while facilitating the transition to capacity, the Project may consider using extensive ILO resources and programmes targeting SMEs to build up their capacity to provide decent work conditions.	<p>program on workplace diversity and adequate conditions to accommodate the needs of vulnerable groups.</p> <ul style="list-style-type: none"> <li>○ Developing workplace adaptation trainings on non-discrimination and gender equality and make them available to employers and their workforce</li> <li>○ Providing assistance to the employers in the workers adaptation processes: language assistance will allow them to communicate company policy and rules to the workers (in particular SuTP)</li> <li>○ Setting up a workplace monitoring program through worker's engagement.</li> </ul>				
Effectiveness, ILS, Gender	The Project has implemented various measures to ensure women's participation in the workforce. However, it is recommended to consider the workplace conditions and mainstream the gender perspective in the whole project implementation by raising awareness firstly among the employers in	6. Mainstream gender perspective systematically in whole project implementation approach	Medium	Within the second half of the project and for	ILO Country Office and Project Management Team	Within the existing budget

	implementing gender sensitive practices for hiring, promotion (examples can be identification of the inherent skills for the job profiles and promotion, using gender neutral language in the job announcements, making the announcement accessible for all). The workplaces should also implement measures to prevent workplace harassment and discrimination and consider developing measures such as providing flexible hours, maternity and paternity leave and childcare support.			future projects		
Effectiveness	The Project has achieved the implementation of a well-functioning monitoring methodology which will allow them to follow up the results. The Project is also successful at assessing component performance on a continuous basis and planning revisions. The Project partners are also part of monitoring mechanisms. Given the ongoing COVID-19 pandemic, although some partners have already demonstrated a high capacity to monitor and report the results, the Project may consider developing and supporting the capacity of other partners in monitoring and planning knowledge management.	7. Keep on engaging with partners on monitoring results and build their capacity on monitoring and knowledge management	High	Within the second half of the project	Project Management Team	Within the existing budget
Efficiency	The Project has been using the communication tools and materials to share results effectively. The Project is also in good coordination with other UN agencies and donors to and sharing results continuously. To ensure aid efficiency and coordination, the Project is recommended to keep up with the	8. Continue using communication and knowledge management to disseminate the results	Medium	Within the second half of the project	Project Management Team	Within the existing budget

	ongoing efforts to communicate the development results.					
Efficiency	Vast majority of the activities were and still are heavily impacted by the COVID-19, especially the Objective 2, which still makes planning in advance very hard. No-cost extension for one year might be a logical option allowing the project to duly complete the remaining activities and fully utilize the project's resources.	9. Consider requesting No Cost Extension	High	Within the second half of the project	ILO Country Office and Project Management Team	Within the existing budget

## 10. Annexes

Annex 1: Terms of Reference of the MTE

### TERMS OF REFERENCE

#### Mid-Term Evaluation of “Promoting Decent Work for Syrian under Temporary Protection and Turkish Citizens” Project

Overview	
<b>ILO Project Code</b>	Phase I: TUR/18/01/DEU and Phase II: TUR/19/03/DEU
<b>Project Title</b>	Promoting Decent Work for Syrian under Temporary Protection and Turkish Citizens
<b>Contracting Organization</b>	International Labour Organization (ILO)
<b>ILO Responsible Office</b>	ILO Office for Turkey
<b>Administrative Unit in charge of the project</b>	MIGRATION
<b>Technical Units</b>	MIGRATION
<b>Funding source/donor</b>	KfW Kreditanstalt für Wiederaufbau
<b>Budget of the Project</b>	Phase I: EUR 9,400,000.-   USD 10,631,439.- Phase II: EUR 16,300,000.-   USD 19,109,026.-
<b>Project Location</b>	Turkey, with project provinces of Konya, Bursa, Ankara, İstanbul, İzmir, Aydın, Manisa, Kayseri, Şanlıurfa, Mersin, Gaziantep, Muş, Van, Adana and Hatay
<b>Duration</b>	08/12/2018-31/12/2020 (Phase 1) End date extended to 31/12/2022

<b>P&amp;B Outcomes and CPOs</b>	Outcome 7; Adequate and effective protection at work for all CPOs; TUR 159, TUR 155 and TUR 160
<b>Evaluation Manager</b>	M. Koray ABACI, ILO Office for Turkey
<b>Type of Evaluation</b>	Independent Mid-term Evaluation
<b>Expected Starting and End Date of Evaluation</b>	17 May 2021 – 17 July 2021

## I. INTRODUCTION AND RATIONALE FOR EVALUATION

As per ILO evaluation policy, this project is subject to both an independent mid-term evaluation and a final evaluation. In this regard, the independent mid-term evaluation, as planned in the project work plan, will be conducted by an external consultant(s). The evaluation process will be designed in line with ILO and KfW M&E procedures.

ILO Evaluation Policy adopted by the Governing Body in October 2017, 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. It is planned that the mid-term evaluation will be carried out under the overall supervision of the REO/Europe and ILO Evaluation Office.

### Project Description

Promoting Decent Work for Syrian under Temporary Protection and Turkish Citizens Project funded by KfW seeks to upscale ILO's ongoing efforts to support the labour market integration of SuTP as well as Turkish Citizens. The aim of the proposed project is to promote decent work for SuTP and host communities in Turkey through investment in skills, improved service delivery and transition to formality. The project is part of the five-year (2017-2021) comprehensive, holistic and integrated programme of support that guides ILO's Refugee Response.

The ultimate aim of the project will be to support formality – and thereby tackling several root causes of informality. There are many reasons for unregistered employment of SuTP and one of them is that employers perceive work permit procedures as too complicated or do not have information about the legislation allowing them to apply for work permits for their SuTP workers. Those employers who informally employ SuTP and Turkish workers will be informed about the project through different channels. Through one-stop-shops and information seminars employers will not only be informed about the incentives but also about work permit procedures and



penalties. Moreover, one-stop-shop personnel will be key to facilitate work permit applications on their behalf.

Building on the experiences gained in the implementation of on-going projects targeting SuTP and Turkish Citizens, the goal of the proposed project is to scale up the scope of pilot activities and propose new interventions by mainstreaming the lessons learned to the overall rationale and activity planning. Two of the main lessons learned from previous projects are that stand-alone vocational training often do not lead to employment and employers need administrative and financial support to apply for work permits. Considering this, the project will implement activities to enhance long-term formal employment. All components are designed to reinforce and complement each other to achieve the below-mentioned objectives.

Following the extension of the project duration, there is an ongoing revision in terms of project targets and implementation structure. Major changes are envisaged under Objective B. The Donor in this regard has approved a new concept in January 2021. This new approach will target Micro Small and Medium Enterprises (MSME) and its employees with regard to formalization and better outreach by its umbrella organizations. A similar review has been done for objective A, which was approved by the Donor in February 2020 and proposed a “Work-based-learning” (WbL) programme instead of on-the-job- training. The implementation modality has been also changed and is finding implementation modalities in direct collaboration with the private sector and its representational bodies instead of working via İŞKUR. Due to the mentioned studies the Project target indicators provided in the below table are subject to change. It shall be noted that there will be no change in Project overall aim.

## **Achievements**

Overall, the project has made considerable progress during the reporting period. However, since March 2020 the effects of the COVID-19 pandemic have had an impact on project implementation and results. Under the three components of the project, some effects were negatively affecting and others had actually a positive impact on progress made.

**Objective A** of the project, supporting increased availability of a skilled labour supply, has been undergoing a number of changes in its approach. In close consultation with the Donor and after the difficulties experienced in 2019 to reach an implementation agreement with İŞKUR for on-the-job training activities, the project designed a new approach and developed a work-based-learning programme (WBL), which is being implemented with the private sector. This way, the programme is driven by the demand side and directly replies to the needs of employers. It was agreed with the donor to pilot a work-based-learning programme for 200 beneficiaries in 2020. The concept development for this approach was completed and implementation has started, though with delays due to the pandemic. By the end of December 2020, more than 150 companies applied for participation in the programme requesting 550 work-based learning places. Evaluations of these requests are underway and first work-based-learning beneficiaries have been placed.

Within the reporting period, 213 (18 dropped-out) beneficiaries were placed into positions in the enrolled companies. The figures are still increasing and the demand from the companies show no sign of a decrease.

**Objective B** of the project, improving delivery of employment services through establishing one-stop-shops in at least ten provinces, has been severely affected by the effects of the pandemic. Until March 2020, the project identified three locations and began preparatory work to establish one-stop-shops in Istanbul, Ankara and Şanlıurfa, in each location with different implementing partners considered suitable for that specific location. However, these activities could not be completed due to travel restrictions and partial lockdowns. In the meantime, a guideline has been developed on services to be offered in one-stop shops and an outline for training content for future one-stop shop consultants. Considering the protracted effects of the pandemic, continued restrictions and potential lockdowns, the project sought to identify different implementation arrangements that could be feasible in spite of the restrictions. In this context, there were negotiations ongoing with the Turkish Red Crescent, which is providing similar services through its community centres. The project was considering to upgrade services related to supporting information on and access to employment, as provided by the Turkish Red Crescent. However, after consultations with the Donor at the end of the year, the project team is seeking alternative partners to collaborate with, and has started to prepare an alternative concept for this component targeting informal employment at MSMEs.

**Objective C** of the project, supporting transition to formal employment, has been overachieving its targets. An implementation agreement was signed in December 2019 with the Social Security Institution (SSI). Consultants for the local offices were hired, trained and deployed to the local SSI offices. A broader introductory event took place in March 2020 just before the pandemic related restrictions were introduced. Because of the economic challenges enterprises face during the pandemic, it seems that enterprises and workers have an enhanced interest in formal or formalization of employment. Only formal employment enables employers and workers to benefit from incentives and protective measures provided by the Government during the pandemic. As a result, the demand for the social security incentive payment and support to pay for the required work permits has considerably increased.

Objective	Indicator(s) <sup>1</sup>
Objective A: Beneficiaries are qualified to participate in the formal labour market.	<ul style="list-style-type: none"> <li>• 2,000 trainees (SuTPs and TC) have successfully participated in the targeted on-the-job trainings.</li> <li>• 1,000 trainees (SuTP and TC) continue in formal employment after having successfully completed work-based-learning programme</li> </ul>
Objective B: Turkish representational bodies of micro-enterprises are strengthened to support SuTP	<ul style="list-style-type: none"> <li>• At least ten (10) Information Centers are equipped and well-functioning.</li> </ul>

and disadvantaged TC to access the formal sector employment.	<ul style="list-style-type: none"> <li>At least 10,000 SuTP and TC and 2,400 MSMSE owners are reached and consulted through newly established information centers.</li> </ul>
Objective C: Transition to formality is facilitated for SuTP and Turkish citizens.	<ul style="list-style-type: none"> <li>Cost for Social Security Premiums for 10,000 (5,000 SuTP and 5,000 TC) is paid to employers.</li> <li>Cost for Work Permit for 5,000 SuTP is paid.</li> </ul>

### **Project Management Arrangement**

Necessary arrangements have been made to form the Project Management Team based in Ankara in line with the Project Document. Necessary recruitments have been completed for the following positions;

- Chief Technical Advisor
- Monitoring and Evaluation Officer
- Technical Officer
- Finance and Administration Officer
- Procurement Assistant
- Social Security Officer
- Skills-Development Officer
- Communication Officer
- Employment Service Officer
- Administrative Assistant
- Project Assistant
- Technical Specialist

## **II. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION**

The mid-term evaluation will ensure accountability to Beneficiaries, donor and key stakeholders and promote organizational learning within ILO and among key stakeholders. The evaluation results would contribute for further project development to improve labour market integration of Syrian 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 Syrian 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.

The evaluation of the project is part of the Monitoring and Evaluation Plan 2020 of the ILO Regional Office for Europe and Central Asia and the project work plan.

The evaluation 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 protective activities and mitigation measures taken by the Office as a response.

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:

- improve project performance and contribute towards organizational learning,
- 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 December 2018 to the end of April 2021. The evaluation covers the projects in all provinces where activities of project is being implemented.

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

- ILO RO for Europe, HQ MIGRANT, ILO management and project staff at ILO Office for Turkey
- Donor (KfW)
- National Partners: Ministry of Family, Labour and Social Services, DG for International Labour

Force, Social Security Institute, workers and employers organisations.

- Local partners
- Experts and Service Providers
- Target groups of the project: Refugee and host community members
- Trainers and interpreters of courses and vocational trainings

The mid-term evaluation will benefit from the findings of other evaluations conducted previously within the ILO Office for Turkey 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 of Support for the Response to the Refugees in Turkey, UN Regional Refugee and Resilience Programme (3RP), UN Development Cooperation Strategy (UNDCS) and national development frameworks. It will incorporate inputs from

### III. 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 4<sup>th</sup> edition of the ILO Policy Guidelines for results-based evaluation (2020).
- The evaluation adheres to confidentiality and other ethical considerations throughout, following the [United Nations Evaluation Group \(UNEG\) Ethical Guidelines and Norms and Standards in the UN System](#). The evaluation process observed confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, project staff will not be present during interviews.
- 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 5.285 females out of 15.670 beneficiary that corresponds to almost 35 percentage in overall.
- 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.

- 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***

- 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 localisation 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?
  - Does the project align with gender-related goals set by the SDGs and the national policy framework?
  - To what extent has the project been repurposed to provide a timely and relevant response to constituents’ needs and priorities in the Covid-19 context?
  - 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)?
- Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, objectives and activities that aim to promote gender equality?

### ***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?
- 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, implementation, M&E), including that of implementation partners?

- Which alternative strategies towards gender equality would have been possible or are still possible?
- How effectively 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?

### ***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 objectives 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 the project objectives and particularly 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?

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

- 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 envisages 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?
- To what extent have results contributed to advance sustainable development objectives (as per UNDCSS, similar UN programming frameworks, national sustainable development plans, and SDGs)?

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

- What are the to-date lessons learned from the process of the implementation?
- 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 COVID-19 response?
- ***Gender equality and non-discrimination issues***
- Does the 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?

#### ***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.

## **IV. METHODOLOGY**

The evaluation will be carried out in the middle of a pandemic caused by the COVID-19 virus. The pandemic is likely to have serious implications for data collection for this independent mid-term evaluation. Domestic travel by the evaluator would not be possible due to COVID-19 related travel restrictions. 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 evidences 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 mid-term 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 objectives 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, evaluability 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 evaluator will be expected to follow EVAL's Guidance material on appropriate methodologies to measure key cross-cutting issues, namely the [ILO EVAL Guidance Note 3.1 on integrating gender equality and non-discrimination](#); and the [ILO EVAL Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#).

More specifically, in accordance with ILO Guidance note 3.1: "Considering gender in the monitoring and evaluation of projects"<sup>3</sup>, the gender dimension should be considered throughout the methodology, deliverables and final report of the evaluation. The evaluator should assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. Data shall be disaggregated by sex where possible and appropriate, during the collection, presentation and analysis of data. To the extent possible, data should be responsive to and include issues relating to diversity and non-discrimination.

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.

## **V. MAIN OBJECTIVES (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 ILO project team and 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.

## VI. MANAGEMENT ARRANGEMENTS

The evaluation will be done by one national consultant under the guidance of the ILO Evaluation Manager, with the support of the Chief Technical Advisor and Project Monitoring and Evaluation Officer. The ILO will provide written translation and simultaneous interpretation services from Turkish to Arabic and vice versa, if needed throughout the assignment. The evaluation will be managed by M. Koray ABACI, Monitoring and Evaluation Officer of the ILO Office for Turkey under the coordination of Ms Irina SINELINA, ILO Regional Evaluation Officer/EVAL.

ILO Project Team who will take part in the mid-term evaluation assignment and their responsibilities in this context are stated below.

- Evaluation Manager of the ILO Office for Turkey: The Evaluation Manager, Mr. M. Koray ABACI, will supervise, coordinate and guide the assignment. She will give the final decision and feedbacks to all the outcomes of the assignment.
- Project Chief Technical Advisor: The Coordinator, Mr. Gregor Schulz, will provide strategic advice to the process and will ensure that the planned activities are realized in a timely manner to deliver the expected results.
- Monitoring and Evaluation (M&E) Officer: Mr. Gökhan Yalçın will ensure that the necessary actions to be taken for the timely delivery of the expected deliverables.
- Project Officers: They will provide necessary documentation, information and the lists of contacts/stakeholders/constituents/ beneficiaries, and provide technical support to the M&E Officer and the consultant within the scope of the assignment when necessary.
- Finance and Procurement Officer & Finance Assistant: They will make sure if the expenditures are realized in accordance with the approved budget and in compliance with the ILO's financial rules and regulations. They will provide administrative and financial support, which includes but not limited to preparation of financial documents and following up the payments to the consultant.

## VII. 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**

Following to the received applications, Evaluator selection will be done by the ILO based on their technical and commercial proposals with a final approval from 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 Desk Officer for Europe (Mr. Craig Russon).

## **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 Officer (Ms Irina SINELINA) and RO/EUROPE evaluation focal point (Mr Daniel SMITH) 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.

### **VIII. LEGAL AND AETHICAL MATTERS, 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.

#### **Deliverables Schedule:**

Expected contract start date: 17 May 2021 Expected contract end date: 17 July 2021

Deliverable	Deadline
1. Submission of Inception Report	21 May 2021
2. Conducting Evaluation (online interviews with relevant project staff, stakeholders and beneficiaries, surveys.	4 June 2021
3. Submission of Draft Final Report (with Debriefing/Presentation of preliminary findings)	18 June 2021
4. Submission of Final Report	17 July 2021

All deliverables and objectives will be in English. The external collaborator will be solely responsible for all communication, administrative costs and any other costs as incurred for the activities outlined in this TOR.

### Travel Details

With reference to ILO measures 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.

The contract will be issued on a lump sum basis and payments will be realized in respect of the successful completion of the tasks and their approval within the specified timeframes.

### Annex-I:

#### All relevant ILO evaluation guidelines and standard templates

- ILO Policy Guidelines for results-based evaluation, 2020  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/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/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_744068.pdf](https://www.ilo.org/wcmsp5/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 (EVAI)  
<https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx>
- ILO Library guides on gender <https://libguides.ilo.org/gender-equality-en>



## Annex 2: List of Key Informant Interviews

Name	Organization	Designation	Mode of Interview
Numan Özcan	ILO	Country Director	Online
Nejat Kocabay	ILO	Senior Programme Officer	Online
Özge Berber Ağtaş	ILO	Senior Programme Officer	Online
Gregor Schulz	ILO	Chief Technical Advisor	Online
Isabelle Kronisch	ILO	Technical Officer for Refugees	Online
Necla Uz	ILO	Employment Services Officer	Online
Emine Bademci	ILO	Skills Development Officer	Online
Kıvanç Özvardar Bahar	ILO	Communications Officer	Online
Ebru Şenol	ILO	Finance and Admin Officer	Online
Gökhan Yalçın	ILO	M&E Officer	Online
Melih Çaldırcı	KfW	Deputy Director	Online
Marius Glitz	KfW	Portfolio Manager	Online
Lütfiye Karaduman	DGILF	Expert	Online
Ahmet Serdar Yağmur	SSI	Expert	Online
Mehmet Güller	GESOB	Training Dept. Manager	Online
Gökçen Özkan	ISKUR	Expert	Online
Zülal Yılmaz	ISKUR	Expert	Online

## Annex 3: Focus Group Participants

**Focus Group with SSI City Representatives**

Name	Organization	Designation	Mode of Interview
Nihal Samsun	SSI	SSI Bursa Representative	Online
Fatma Çağlar	SSI	SSI Adana and Osmaniye Representative	Online
Kemal Yalçın	SSI	SSI Konya Representative	Online
Resmiye Şahin	SSI	SSI Kayseri Representative	Online
Gökçe Baykara	SSI	SSI Izmir Manisa Aydın Representative	Online
Erenay Aydoğan	SSI	SSI Izmir Manisa Aydın Representative	Online

**Focus Group with Employees of ISMEP and KIGEP**

Name	Organization	Designation	Mode of Interview
Hazal Şahin	Bonfilet-Istanbul	HR Representative	Online
Ayten Özmen	ADK Konfeksiyon-Mersin	Company Representative	Online
Fatih Esen	Konya Furniture Chamber	Coordinator	Online
Hedil Sefadi	Maan Association-Istanbul	Director	Online
Baseem Hatipoğlu	2P Reklamcılık-Istanbul	Company Owner	Online
Pervin Akarsu	Ak Meda-Ankara	Company Owner	Online

Ali Tansu	TACO Chemicals-Mersin	Finance Manager	Online
Ahmet Çolak	Önce Çocuk Anaokulu-Ankara	Coordinator	Online
Anwar Kattan	Efkar Design-Gaziantep	Worker	

Note: One participant (employer) replied anonymously to the focus group questions via survey.

### Focus Group with Trainers

Name	Organization	Designation	Mode of Interview
Yunus Eren	Freelance	Trainer	Online
Mustafa Kemal Çoşkun	Freelance	Trainer	Online
Mahir Kalaylıoğlu	Freelance	Trainer	Online
Dilem Koçak Durak	Freelance	Trainer	Online

### Annex 4: Focus Group Questions

#### Focus Group Questions for Private Sector/Workplace Representatives benefiting from Project Activities

How did you collaborate with the project?

To what extent did the project activities address your needs/interests in your workplace?

What kind of impact do you observe related to project activities for Turkish beneficiaries and Syrian beneficiaries?

Could the resources made available for the project activities address your needs?

How has the COVID-19 pandemic impacted your business? Does it have any direct or indirect effect on your labour force management?

How do you plan to maintain the workforce once the contribution for social security has ended?

What capacities might you need to keep the workforce?

Are there any lessons learned and recommendations you would like to share?

#### Focus Group Questions for Trainers

What activities did you develop with the Project?

Was the training relevant? Did it meet the needs of different target groups equally (e.g. Syrian, Turkish, men and women and people with disabilities)? Does it address the core capacity development problems faced by the target group?

Was the training effective? Did it achieve the results it was supposed to?

What were the outcomes after the training?

Can you share any lessons learned or thoughts on the training?

Could the resources made available for the training be used more efficiently?

How do you consider the gender balance in the training? What kind of measures do you think can be taken to increase women's participation?

Are there any lessons learned and recommendations you would like to share?

## Annex 5: Survey Questions and Results

### 1. Your gender

- Male
- Female

### 2. How long have you been working in your current workplace?

### 3. Have you worked without social security prior to working in your current workplace? Yes/No

### 4. If yes, what kind of differences do you observe in terms of working conditions, please select all that applies

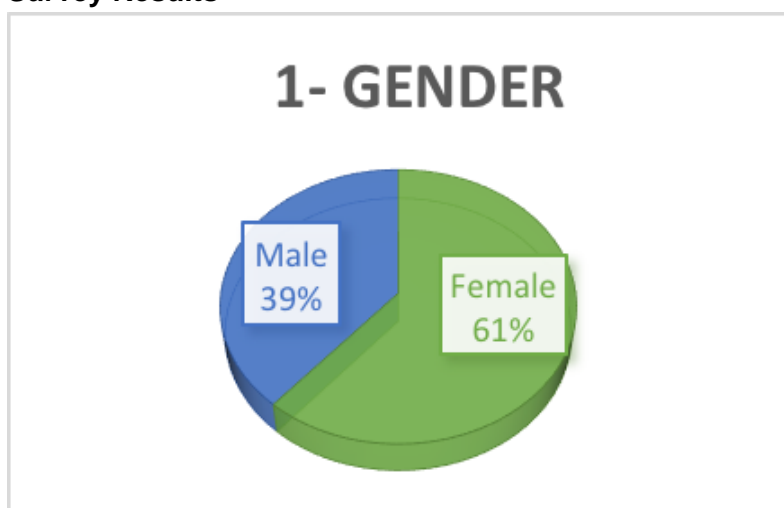
- No difference
- Higher wages
- Better working hours
- Better social benefits
- Better worker engagement
- Other, please specify.....

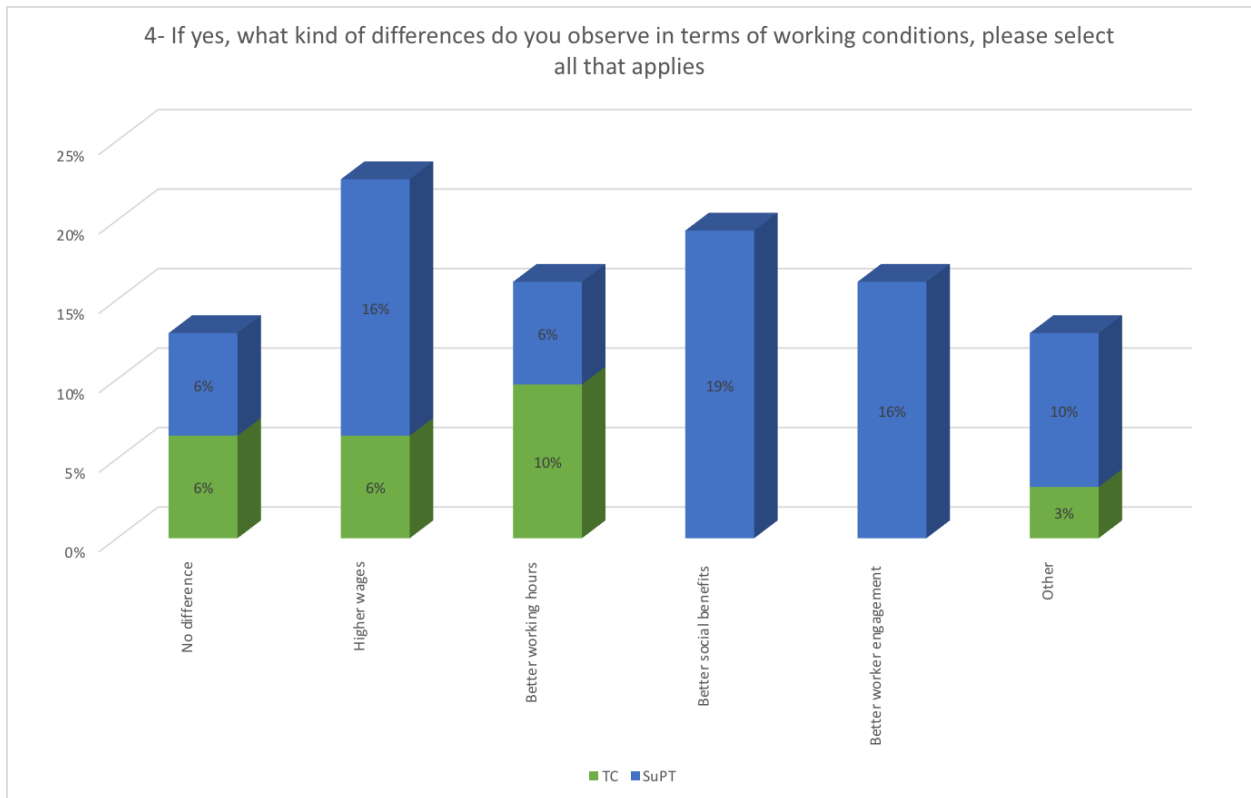
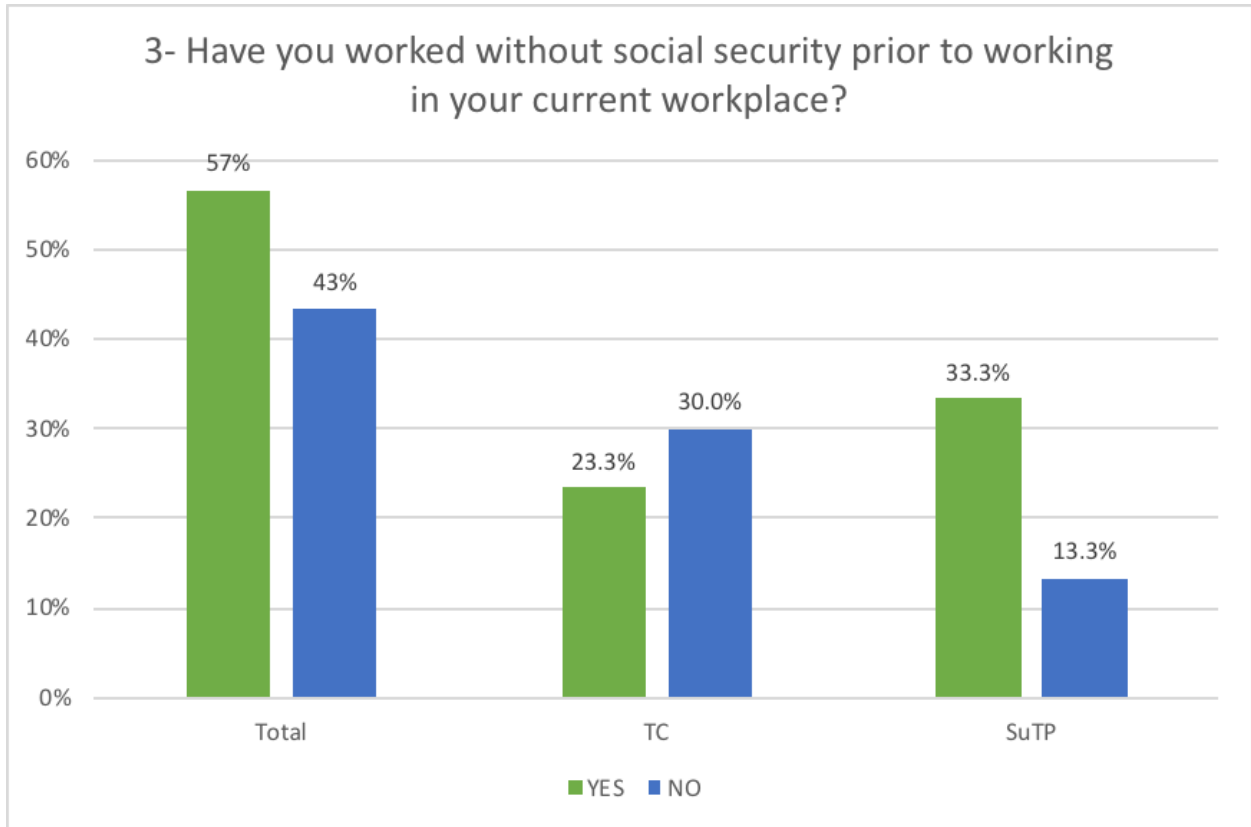
### 5. What kind of benefits does a formal job provide you with? You can select more than one option

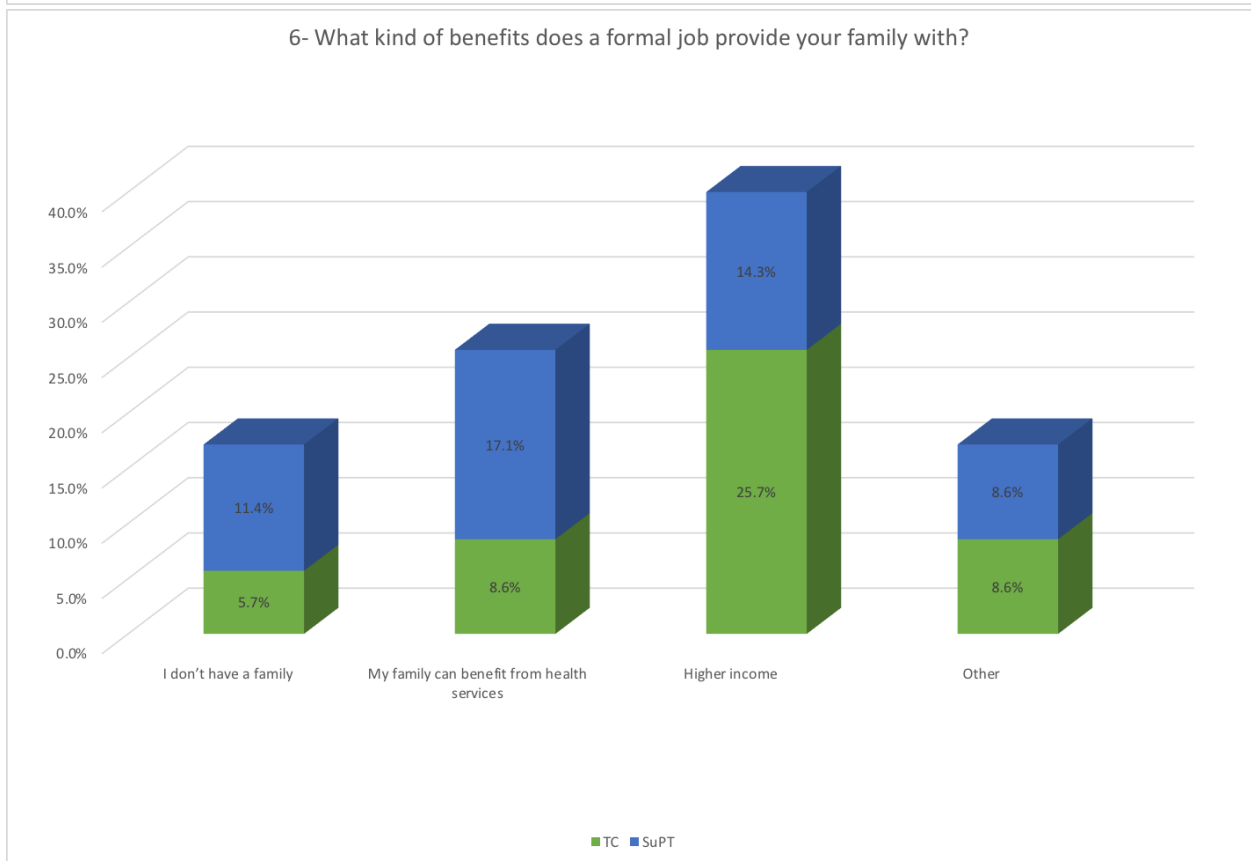
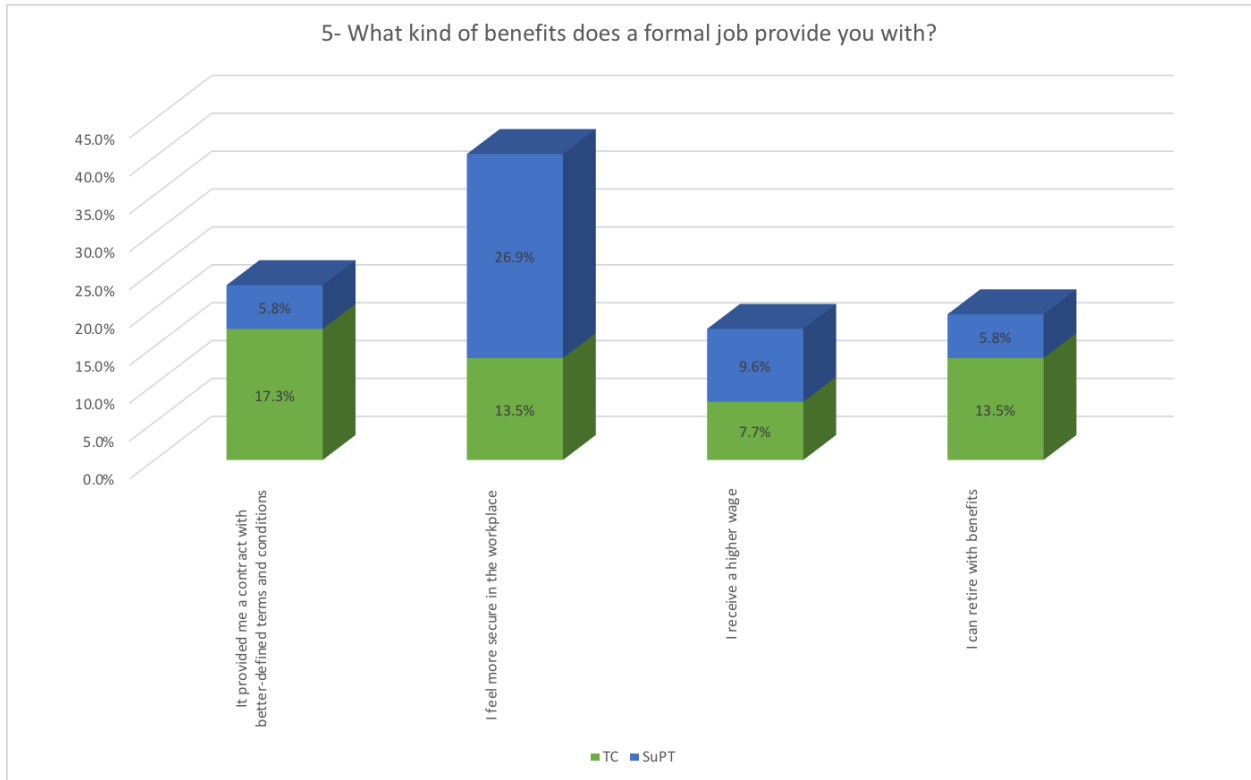
- No benefit
- It provided me a contract with better-defined terms and conditions
- I feel more secure in the workplace
- I receive a higher wage
- I can retire with benefits
- Other.....

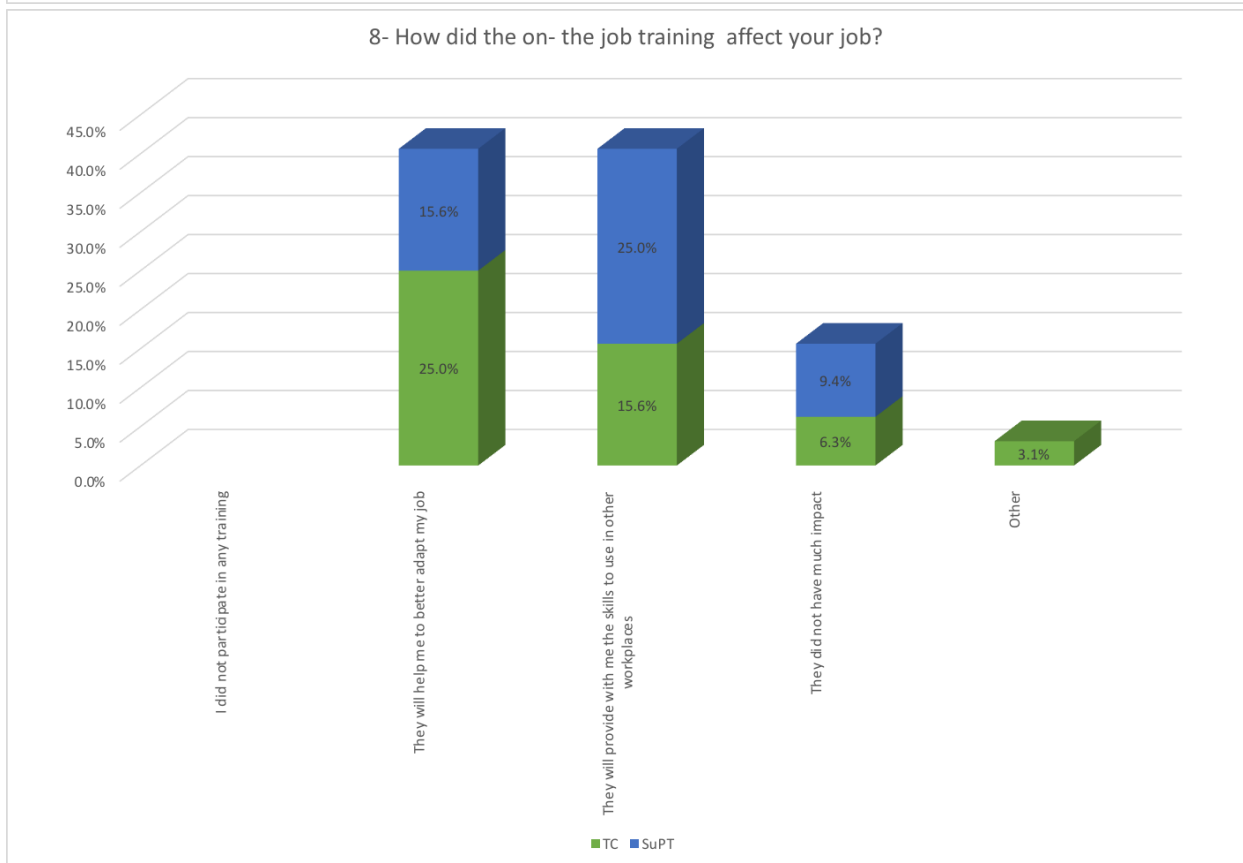
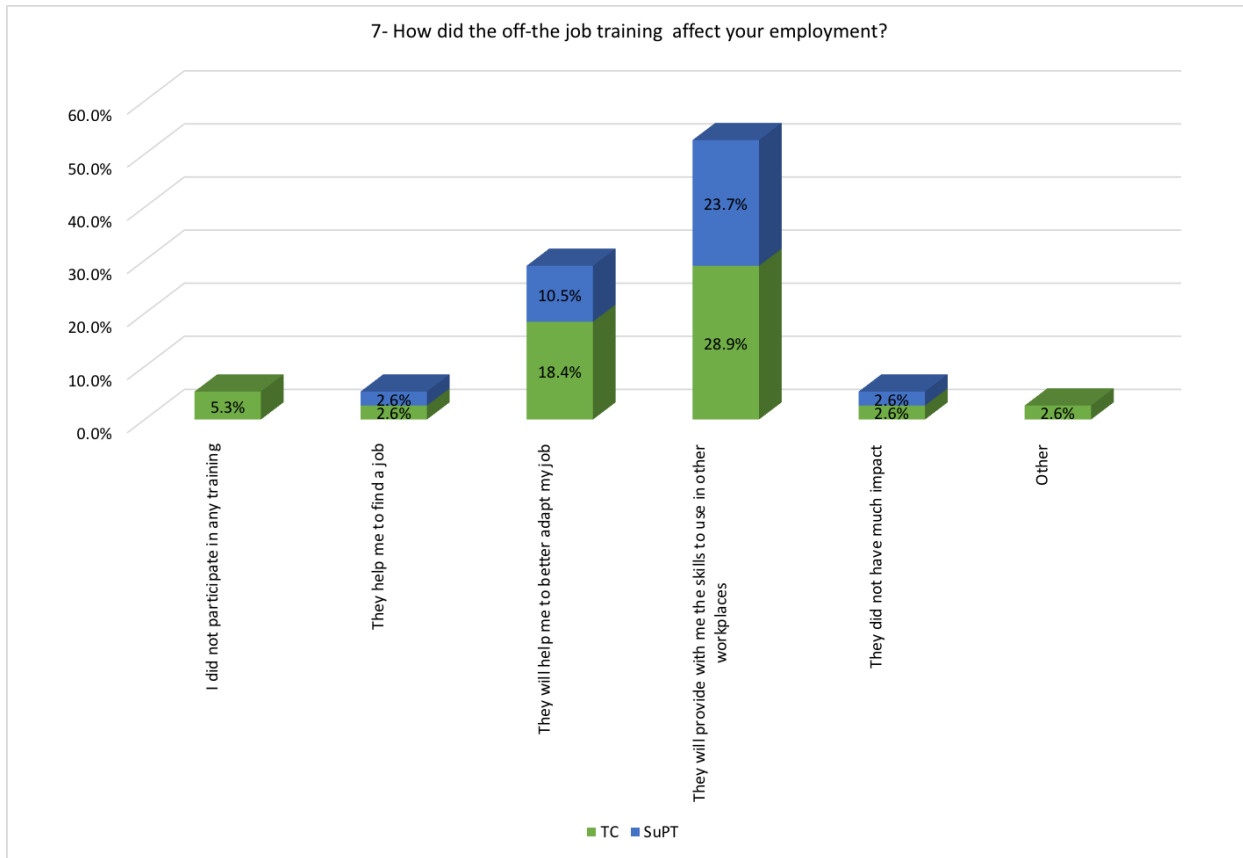
6. What kind of benefits does a formal job provide your family with? You can select more than one option
- I don't have a family
  - My family can benefit from health services
  - Higher income
  - Other.....
7. How did the off-the-job training affect your employment?
- I did not participate in any training
  - They helped me to find a job
  - They will help me to better adapt my job
  - They will provide with me with the skills to use in other workplaces
  - They did not have much impact
  - Other
8. How did the on-the-job training affect your job?
- I did not participate in any training
  - They will help me to better adapt my job
  - They will provide with me the skills to use in other workplaces
  - They did not have much impact
  - Other

### Survey Results











## Annex 6: Template for Lessons Learned

<b>Project Title:</b> “Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens”	<b>Project TC/SYMBOL:</b> Phase I: TUR/18/01/DEU and Phase II: TUR/19/03/DEU
<b>Name of Evaluators:</b> Asude Örüklü, Aşyan Süleymanoğlu	<b>Date:</b> September 8, 2021
The following lesson learned has been identified during the course of the evaluation.	

LL Element	Text
<b>Brief description of the lessons learned; link to specific action, task or policy</b>	<b>1. Pilot projects are crucial tools to assess the feasibility and effectiveness of interventions</b> targeting vulnerable groups, in particular if they plan to implement new incentives.
<b>Context, Relevant preconditions</b>	The success of Objective 3 is highly linked to the expertise and lessons learned from the previous project funded by EU-MADAD. The established infrastructure and system allowed the Project to pass to the implementation stage quickly.
<b>Targeted Users/Beneficiaries</b>	ILO (primary), direct beneficiaries (SuTP and HC)
<b>Challenges/negative lessons-casual factors</b>	Replicating similar interventions with similar beneficiaries due to the lack of beneficiary data.
<b>Success/Positive Issues-casual factors</b>	Previous successful pilot projects
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Corresponding financial resources and implementation duration.

LL Element	Text
------------	------

<b>Brief description of the lessons learned; link to specific action, task or policy</b>	2. Identifying the labour force and labour market needs is the key to plan and develop skill development programmes for refugees.
<b>Context, Relevant preconditions</b>	The target beneficiaries represent a diverse group of people with different educational backgrounds. Understanding the needs of these groups will help to place them with the suitable workplaces and ensure the sustainability of the workforce.
<b>Targeted Users/Beneficiaries</b>	ILO (primary-Future Project Development), direct beneficiaries (SuTP and HC)
<b>Challenges/negative lessons-casual factors</b>	Lack of data on the target profile groups and labour market needs
<b>Success/Positive Issues-casual factors</b>	ILO has been able to train a significant number of relevant individuals/professionals.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Limited duration of the projects to conduct baselines and assessments on the labour market needs.

<b>LL Element</b>	<b>Text</b>
<b>Brief description of the lessons learned; link to specific action, task or policy</b>	3. Local ownership is significant for ensuring the efficiency and the sustainability of the Project.
<b>Context, Relevant preconditions</b>	Not only the capacity, but the interest of the partners and their matching capacity with the project activities should ideally be reassessed in detail in the early stages of the project implementation. In particular, changing circumstances and policy framework may shift their organizational agenda and their potential to contribute to the Project.
<b>Targeted Users/Beneficiaries</b>	ILO (primary-Future Project Development)
<b>Challenges/negative lessons-casual factors</b>	Change in political environment
<b>Success/Positive Issues-casual factors</b>	Strong and ongoing partnership with implementing partners

<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Finding alternative local implementing partners.
---	--

<b>LL Element</b>	<b>Text</b>
<b>Brief description of the lessons learned; link to specific action, task or policy</b>	4. Flexibility is an important feature of the project design when operating in a politically fluctuating and risk-based environment.
<b>Context, Relevant preconditions</b>	NA
<b>Targeted Users/Beneficiaries</b>	ILO (primary-Future Project Development)
<b>Challenges/negative lessons-casual factors</b>	Politically fluctuating environment
<b>Success/Positive Issues-casual factors</b>	The project has potential to continue achieving positive results due to its flexibility to adapting objectives to the changing circumstances.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Corresponding financial resources

#### Annex 7: Template for Emerging Good Practices

<b>Project Title:</b> “Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens”	<b>Project TC/SYMBOL:</b> Phase I: TUR/18/01/DEU and Phase II: TUR/19/03/DEU
<b>Name of Evaluators:</b> Asude Örüklü, Aşiyen Süleymanoğlu	<b>Date:</b> September 8, 2021
The following emerging good practices has been identified during the course of the evaluation.	

<b>GP Element</b>	<b>Text</b>
<b>Brief description of the good practice;</b>	1- Incentives on the social security schemes have proven to be effective to facilitate transition to formality.

<b>link to specific action, task or policy</b>	
<b>Context, Relevant preconditions</b>	
<b>Challenges /negative lessons - Causal factors</b>	Financial downturn and COVID-19 impact on the workplaces
<b>Targeted Users/Beneficiaries</b>	Syrian/Turkish Workers
<b>Indicate Measurable Impact</b>	Transition to Formality
<b>Potential for Replication</b>	The results from Objective 3 could be replicated by other donors in Turkey and globally.
<b>Links to Country Programme Outcomes or ILO Policy</b>	ILO Programme and Budget covering the years 2020-2021 Outcome 3 and Outcome 7
<b>Other relevant documents or comments</b>	NA

<b>Brief description of the good practice; link to specific action, task or policy</b>	2- Strong implementing partners facilitate Project implementation well.
<b>Context, Relevant preconditions</b>	ILO Monthly Employment Reports
<b>Challenges /negative lessons - Causal factors</b>	<ul style="list-style-type: none"> <li>• Delay in the contracting processes</li> <li>• Financial downturn and COVID-19 impact on the workplaces</li> </ul>
<b>Targeted Users/Beneficiaries</b>	SSI
<b>Indicate Measurable Impact</b>	Capacity Building
<b>Potential for Replication</b>	The Project likely ensured the sustainability of Objective 3 by creating strong partnership with SSI and taking measures such as capacity building among the SSI team, providing support in monitoring activities and raising awareness.

<b>Links to Country Programme Outcomes or ILO Policy</b>	ILO's Programme of Support to the Refugee Response in Turkey
<b>Other relevant documents or comments</b>	ILO Monthly Employment Reports

<b>Brief description of the good practice; link to specific action, task or policy</b>	<b>3- The Project is effective in encouraging women participation by creating incentives targeting beneficiary needs.</b>
<b>Context, Relevant preconditions</b>	NA
<b>Challenges /negative lessons - Causal factors</b>	<ul style="list-style-type: none"> <li>• Cultural and social barriers for SuTP women for employment</li> <li>• Language barriers for SuTP</li> </ul>
<b>Targeted Users/Beneficiaries</b>	Syrian/ Turkish Women
<b>Indicate Measurable Impact</b>	Transition to Formality, Women Participation
<b>Potential for Replication</b>	
<b>Links to Country Programme Outcomes or ILO Policy</b>	ILO Programme and Budget covering the years 2020-2021 Outcome 3 and Outcome 7
<b>Other relevant documents or comments</b>	ILO Monthly Employment Reports