

EVALUATION REPORT

Title of the Projects:	Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities (US PRM) and ILO's Response to Syrian Influx in Turkey (RBSA)
Implementing Organisation:	International Labour Organization (ILO), Office for Turkey
Overall Objective (OO) of the RBSA:	To strengthen the ILO's key role in response to the Syrian crisis in Turkey by both enhancing local capacity and delivering initial crisis impact assessments and a pilot demonstrative project aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations to support an employment rich response with better working and living conditions, and to protect vulnerable Syrian refugee population categories such as children and women
Overall Objective (OO) of the PRM:	To contribute to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities in Şanlıurfa and Kilis
Geographical Coverage (Target Provinces):	Ankara, Gaziantep, Şanlıurfa, Kilis
Duration:	12 Months for each Project
Target Groups:	Syrian Refugees and Hosting Communities in the Target Provinces
Start / End Dates:	June 2015 – July 2016 (with 2 months no-cost extension) September 2015 – September 2016
Funding Resource:	<ul style="list-style-type: none"> • ILO Regular Budget Supplementary Account (RBSA) and ILO TURKEY Regular Budget Technical Cooperation (RBTC) • US-PRM
Project Budget:	<ul style="list-style-type: none"> • US\$ 384,000 from RBSA and USD 100,000 from RBTC • US\$ 500,000

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Abbreviations

RBSA Project	ILO's Response to Syrian Influx in Turkey
PRM Project	Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities
AFAD	Disaster and Emergency Management Presidency
CCNA	Cisco Certified Network Associate
ÇATOM	Multi-Purpose Community Centres
DG LLL	Directorate General for Lifelong Learning
DGMM	Directorate General for Migration Management
DİSK	Confederation of Progressive Trade Unions of Turkey
EUD	Delegation of European Union to Turkey
GAP RDA	South-eastern Anatolia Project Regional Development Administration
GESOB	Gaziantep Union of Chamber of Craftsmen and Artisans
HAK-İŞ	HAK-İŞ Trade Unions Confederation
HQ	ILO Headquarter
ILO	International Labour Organization
İŞKUR	Turkish Labour Agency
KESK	Confederation of Public Employees Trade Unions
MEMUR-SEN	Confederation of Public Servants Trade Unions
MoD	Ministry of Development
MoFSP	Ministry of Family and Social Policies
Mol	Ministry of Interior
MoLSS	Ministry of Labour and Social Security
MoNE	Ministry of National Education
NGOs	Non-Governmental Organisations
OO	Overall Objective
OVI	Objectively Verifiable Indicator
PMT	Project Management Team
PP	Project Purpose
RACER	Relevant, Accepted, Credible, Easy to monitor, Robust
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
3RP	Regional Refugee and Resilience Plan
SMART	Specific, Measurable, Accessible, Realistic, Time Related
SPO	Senior Programme Officer
TISK	Turkish Confederation of Employers' Associations
TPR	Temporary Protection Regulation
TÜRK-İŞ	Confederation of Turkish Trade Unions
Türkiye Kamu-Sen	Turkish Confederation of Public Employees
ŞESOB	Şanlıurfa Union of Chamber of Craftsmen and Artisans
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNEG	UN Evaluation Group

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* EXECUTIVE SUMMARY

Background

The Middle East is currently experiencing a profound crisis. The conflicts in Syria are a reflection and transmitter of this crisis with growing potential to further destabilise neighbouring countries and the wider region. The crisis has resulted in a humanitarian disaster that has affected “*more than 13.5 million Syrians who were forced to flee their homes from Syria and more than 17 million people in need of humanitarian aid*”¹.

From the start of the Syrian crisis, the Government of Turkey has followed an open door policy to the Syrians. Since the inception, in March 2011 of the conflict in Syria, the number of people to Turkey started to grow rapidly and today about *2.7 million Syrians*² have settled in Turkey, making it the largest hosting country worldwide.

In addition to Turkey's efforts towards the Syrians crisis and its effects, the unpredictable amount of the Syrian Influx has captured the attention of the international community. To this end, in 2014, the **Regional Refugee and Resilience Plan (3RP)** has been launched as a framework for a coordinated response among countries receiving refugees, the UN and all other development partners as a response to the needs of the refugees in the following components; i) Protection, ii) Food Security, iii) Education, iv) Health, v) Basic Needs and vi) Livelihoods.

Within this context, **the International Labour Organization (ILO)** is designated as a collaboration partner playing a significant role in the livelihoods component of the 3RP. The ILO is committed to support the crisis response in Turkey in line with the components of its strategy which have been updated in February 2016. The ILO Strategy has the following five main components: 1. Policy Advocacy; 2. Capacity Building; 3. Improving Knowledge-Base; 4. Improving Employability and Job Creation and 5. Awareness Raising.

To this end, complementary interventions have been designed and implemented, namely; “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” (hereafter the PRM project) and “ILO Response to Syrian Influx in Turkey” (*herein-after referred to as the RBSA project*), targeting to strengthen the ILO's key role in response to the Syrian crisis in Turkey by both enhancing local capacity and delivering initial crisis impact assessments and pilot demonstrative projects aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations and to protect most vulnerable refugee populations such as children and women.

Objective and Methodology of the Evaluation

As specified in the Terms of Reference (ToR) of this evaluation assignment performed by two Evaluation Consultants, the main objective is; “*to 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 both for Syrian refugees and host communities in Turkey*”.

This evaluation has covered the analysis of the results of the two projects for the period from June 2015 to the end of September 2016, after both projects ended. This evaluation is also expected to reveal what and how the ILO Office for Turkey has contributed in the development of a comprehensive national policy for better working and living conditions both for the Syrians and for the host communities in the selected provinces (Ankara, Gaziantep, Şanlıurfa, Kilis) alongside the improvement of the institutional and technical capacities of national and local public institutions.

The main clients of this evaluation are ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of the Syrians in the region, and national and local partners as well as the tripartite constituents in Ankara and selected pilot provinces, Gaziantep, Şanlıurfa and Kilis.

The evaluation methodology has been designed in the framework of the overall objective to enable the clients well equipped with the concrete and applicable intervention modalities both at the levels of “**efficient implementation**” and of “**comprehensive policy design**”.

¹ The Office of the United Nations High Commissioner for Refugees / UNHCR, as of 04/12/2016, <http://www.unhcr.org/syria-emergency.html>

² Directorate General for Migration Management / DGMM, as of 24/11/2016, http://www.goc.gov.tr/icerik6/gecici-koruma_363_378_4713_icerik

The evaluation was performed in accordance with the following methodology, in line with the ToR requirements:

<p>1. Preparatory Phase</p> <p>Project documents were provided and a briefing meeting was conducted in close consultation with the ILO Office for Turkey team in advance for the start of the evaluation mission to clarify the expectations, scope, roles, responsibilities and main deliverables as well as the time schedule.</p>
<p>2. Inception Phase</p> <p>This phase aims at structuring the evaluation which has resulted in the delivery of the first output: a “Briefing Note on Methodology” that would be utmost important to agree on the way to proceed and the scope of the mission. The evaluators have interacted with the ILO Office for Turkey team in order to produce the design of the mission. The mapping of stakeholders and analysis of relevant documents has started in this phase.</p>
<p>3. Implementation Phase</p> <p>This is a phase during which the evaluators conduct the research. It can be broken down in two complementary phases:</p> <p>3.1. Desk Review: All relevant policy papers and project documents are / will be identified and reviewed prior to the planned interviews conducted. A comprehensive list of the documents will be attached to the Evaluation Report. During this phase, desk work takes place in order to collect and analyse data, and coming up with preliminary answers to the evaluation questions and hypotheses / assumptions that can guide the subsequent field work.</p> <p>3.2. Stakeholder Mapping and Interviews: This phase includes identification of all relevant stakeholders to be interviewed and scheduling the meetings along with the necessary set of questions. This phase activities help in validating/rejecting preliminary answers to the evaluation questions and bring additional information and direct evidence. During this phase, the evaluators interact formal meetings, which are structured in advance to guide and steer the discussions along with the evaluation purposes.</p> <p>Meetings in Ankara, i.e. with the Ministry of Labour and Social Security (MoLSS) Directorate General for Labour, the Turkish Employment Agency, employers and employees organizations will be conducted to derive feedback from the execution of project activities as well as to analyse the level of impact and sustainability prospects.</p> <p>Field visits to project pilot provinces: In addition to the meetings to be conducted in Ankara, field visits to the project pilot provinces will be organised to meet the local partners of such as the Governorship of Harran, Gaziantep and Şanlıurfa Chamber of Merchants and Artisans, GAP Regional Development Administration as well as some of the final beneficiaries, Syrian refugees and host communities (trainers and trainees of vocational training), who benefited from the training programmes.</p>
<p>4. Analysis of Facts, Findings and Reporting Phase</p> <p>This phase entails the analysis of the data collected during the desk and field phase to finalise the answers to the evaluation questions, and prepare the evaluation report including synthesis as well as the conclusions, lessons learned, best practices and recommendations.</p> <p>The drafting of the evaluation report was done after the field visits and included the following tasks:</p> <ul style="list-style-type: none"> • Consolidation of data; and collection of additional data if necessary • Review of interviews conducted • Review of the meetings conducted • Analysis of indicators related to results • Analysis of indicators related to horizontal issues • Formulation of recommendations, lessons learned and conclusions drawn.
<p>5. Dissemination Phase</p>

The draft report was circulated by the Evaluation Manager (the ILO Office for Turkey team in Ankara) and shared for comments with the stakeholders. Further to receipt of combined comment from the Evaluation Manager, the evaluators prepared a final report that will be subject to approval by the ILO Evaluation Focal Point at the RO/Europe.

The evaluation has been conducted in line with the ILO Evaluation Policy Guidelines, the UN Evaluation Group (UNEG) Norms and Standards and in conformity to the OECD/DAC criteria for evaluating development assistance.

The framework of the evaluation is based on the key evaluation criteria of relevance, efficiency, effectiveness, impact to-date and sustainability to-date. The evaluation has also aimed at the assessment of the performances of both projects according to each criterion. In addition, in order to assess the coherence and contribution of the projects towards the fulfilment of the ILO Strategies and to the Response to Syrian Influx and targets of the 3RP, an overview of the cross-cutting (horizontal) issues (equal opportunities for men and women, civil society participation, inclusion of disadvantaged persons, good governance) have also been discussed in the framework of the evaluation.

The evaluation report is structured in the following order to present, first, the assessment under each criteria and then main conclusions, recommendations and best practices are also elaborated;

0. Background and Evaluation Methodology
 1. Relevance and Quality of Design
 2. Efficiency of Implementation
 3. Effectiveness
 4. Impact to Date
 5. Sustainability to Date
 6. Summary of Conclusions and List of Main Recommendations

Main conclusions

Being executed within the scope of the ILO strategy, the interventions are highly **relevant** at the time of their implementation stages and after their completion. The projects are coherent with the objectives as stated in the key strategic documents of the international donor organisations, and the Government of Turkey. In addition, they are consistent with the National Emergency Plans, governmental policies and programmes developed for social cohesion and integration of the Syrians to the labour market.

The **designs** of the projects differ from the modality of the EU and of other donors' projects in their *tailor-made* design characteristics. Both are problem-based interventions, not subject to tendering procedures and are structured in the target oriented aspects of the Syrians influx in Turkey. Non-availability of structured monitoring documents (i.e. logical frameworks, sufficiently elaborated with (i) indicators, (ii) sources of verifications, (iii) risks / assumptions at all levels, general objective, specific objectives and results) allows for relative flexibility to the project implementation from a methodological perspective, but that at the same time is prone to creating bottlenecks for the monitoring and evaluation task. Lack of SMART indicators and baselines generate difficulties to measure the achievement of targets and the impacts to-date.

High commitment and continuity at the ILO Office for Turkey as the Implementing Organisation contributed significantly to an efficient and successful management of the **project implementation (efficiency)** throughout the duration of the projects.

High relevance, strong ownership exhibited by the ILO, together with support and commitment of relevant stakeholders and the adequate quality of the outputs delivered as scheduled, have well served the **achievement of the results (effectiveness)** of both projects to a good extent.

Due to the fact that both projects have similar and complementary results, a joint assessment has been done as presented below. Under **Result 1**, the organisation of central and local level steering committee meetings together with the outputs targeting the needs of the stakeholders that provide services for have significantly contributed to increasing the capacities and knowledge base of the stakeholders to take some

measures regarding the employment issues of Syrians and host communities and enabled the stakeholders to agree upon potential collaboration opportunities. Within **Result 2**, a variety of survey / research reports were produced which would contribute to design follow-up interventions and develop comprehensive national programmes and policies. The workshops and meetings organised under this Result enabled the relevant stakeholders to brainstorm jointly about the labour market problems faced by Syrians, host community members and employers to find durable solutions. Furthermore, as a measure taken for eliminating children from workplaces, a pilot study was carried out in Sultangazi district of Istanbul with the technical and financial contributions of the RBSA project to support the access of the Syrian students to the education. About 320 students were provided with in-kind support while 10 teachers were also financially supported. As for the improvement of employability and job creation, under **Result 3** vocational, basic skills, language and entrepreneurship training programmes were designed in line with the local labour market needs and conducted in Şanlıurfa, Gaziantep and Kilis where most of the Syrians are concentrated. This result was achieved and even exceeded by reaching nearly 1450 Syrians and host community members. Within **Result 4**, along with the intensive support of the Ministry of Labour and Social Security (MoLSS), the employers and stakeholders as service providers as well as Syrians and the host community members have been informed about the procedures and requirements of the secondary legislation on work permits through local meetings conducted and informative materials that have been widely distributed.

The evaluation revealed that both projects have made significant contributions (**impact**) to individual and institutional capacity building and awareness raising at local and national levels. It has been confirmed by most of the interviewed stakeholders that both the RBSA and PRM projects have created an extensive awareness raising on the subject of measures in dealing with the Syrians under temporary protection in Turkey and the new legislative measures and its implications on labour market. That would also create an important foundation to develop further initiatives. Furthermore, implementation of the activities at local level has brought together the stakeholders providing services for the Syrians and host community members, which has contributed, and is assumed to be contributed in the long term, to good governance practices among the local actors.

The overall **sustainability prospects** (financial, institutional and operational), which are quite promising at the time of this evaluation mission, would have been increased in case an overall sustainability strategy would be one of the priority of other donors and relevant stakeholders which needs to present a roadmap to efficiently develop steps / measures for ensuring the sustainability. The follow-up projects and the current initiatives of the ILO are quite promising for an increased ownership and signal for a strong level of policy support.

Main recommendations

The ILO and Other Donor Organisations are advised to:

1. Consider close consultation and active participation during the design of any project as an important pre-condition for efficient implementation.
2. Expend maximum efforts to ensure coordination among all stakeholders and donors.
3. Consider roles, responsibilities, expectations and potential contributions from each stakeholder sufficiently discussed / preferably agreed during the design stage.

Other Donor Organisations, ILO Office for Turkey and Social Partners are recommended to:

4. consider to establish joint or internal monitoring and evaluation mechanism for all completed / ongoing projects / programmes relevant for the Syrian influx in Turkey, to efficiently follow the implementation and progress, to ensure transparency, to increase the synergy among the projects, to increase coordination and cooperation.

ILO Office for Turkey is advised to:

5. design the projects in line with Project Cycle Management (PCM), following the vertical logic of the Logical Framework Matrix (ensure the linkage between the Overall Objective, the Specific Objectives or the Project Purposes, Results and Activities) and also pay attention to the horizontal logic of the same methodology to efficiently track the progress and achievement at all levels (identification of baseline and SMART indicators along with the necessary sources of verifications, risks and assumptions).

0. BACKGROUND and EVALUATION METHODOLOGY

This section is a brief summary of the project background and evaluation methodology of the assignment.

0.1 Background

The Middle East is currently experiencing a profound crisis. The conflicts in Syria are a reflection and transmitter of this crisis with growing potential to further destabilise neighbouring countries and the wider region. The crisis has resulted in a humanitarian disaster that has affected *“more than 13.5 million Syrians who were forced to flee their homes from Syria and more than 17 million people in need of humanitarian aid”*³.

From the onset of the Syrian crisis, the Government of Turkey has followed an open door policy to the Syrians. Since the inception, in March 2011 of the conflict in Syria, the number of people to Turkey started to grow rapidly and today about *2.7 million Syrians*⁴ have settled in Turkey, making it the largest hosting country worldwide. In most of the official document, the concept, “refugee” in this report refers to the Syrians registered under Temporary Protection Regulation.

The Syrian conflict and the subsequent influx have resulted in a complex political, security and social crisis directly affecting Turkey and neighbouring countries. The countries receiving the Syrians face major challenges in dealing with the situation of *“the populations have(ing) become increasingly vulnerable to poverty and human and labour rights violations”*⁵. It is reported that in Turkey, with the growing influx of Syrians, already existing problems have been doubled and the socio economic capacity has stretched to the limits. Most Syrians in neighbouring countries face similar challenges with regard to their status in relation to protection, to access to public services, education and the labour market. In order to respond to these emerging needs of the Syrians, Turkey as well as other hosting countries has been revising their national policy reforms and programmes.

In anticipation of the prolongation of the term of stay of the Syrians in Turkey, since 2014, the Government has planned and executed a number of measures to facilitate the smooth integration of them into the society. Firstly, the **Temporary Protection Regulation (TPR)** has been issued on 22/10/2014 to provide the legal basis for the Syrians which is based on **the Law No: 6458 on Foreigners and International Protection**. The TPR regulates issues such as the scope of temporary protection, the rights and obligations of the persons within the scope, the registration procedures, the criteria for their stay in the country and the possible limitations of their rights. In addition, through the introduction of the regulation, the Government started issuing identity cards to the Syrians designed to give more straightforward access to a wider range of basic services including protection, aid, job offers, education, and health care.

It is reported that the registration process accompanying the new identity cards has dramatically increased the number of non-camp Syrians. According to the most up to date data of the Directorate General for Migration Management (DGMM), *“the majority of the Syrians, around 2.5 million refugees in Turkey, live outside camps while 256,971 are presently accommodated in 23 temporary protection centres established in 10 provinces. The highest ratios of refugees to the total provincial population are found respectively in Kilis (93,53%), Hatay (24,61%), Şanlıurfa (21,14%) and Gaziantep (16,5%), all of which are located on the Turkish-Syrian border”*⁶.

Although the conditions and needs of the Syrians living in and out of the camps vary, it is commonly stated by both groups that finding a decent job is a fundamental need to cope with other fundamental problems. Socio-economic integration of the Syrians in Turkey is a priority item on the

³ The Office of the United Nations High Commissioner for Refugees / UNHCR, as of 04/12/2016, <http://www.unhcr.org/syria-emergency.html>

⁴ Directorate General for Migration Management / DGMM, as of 24/11/2016, http://www.goc.gov.tr/icerik6/gecici-koruma_363_378_4713_icerik

⁵ ILO Office for Turkey, RBSA Proposal on Unacceptable Forms of Work, ACI 8

⁶ DGMM, as of 24/11/2016, http://www.goc.gov.tr/icerik6/gecici-koruma_363_378_4713_icerik

agenda of the Government and also has utmost importance for local administrations as well as NGOs. With the introduction of the TPR, the problems / limitations of the Syrians to access to work and social security were expected to be resolved. Yet, the endorsement of the secondary legislation for work permits has been delayed which intensified the engagement of the Syrians with informal employment. Nevertheless the secondary legislation on “**Regulation on the Work Permits for Foreigners under Temporary Protection**” has been issued on 15/01/2016 to govern the working conditions of Syrians under temporary protection.

The effective implementation of this regulation is assumed to be helping transition to the formal economy, enabling the Syrians to build a decent life for their families. Legal and formal work of the Syrians would lead in the longer term to improve working conditions, allow social protection, and may benefit not only the Syrians themselves but also the labour markets and the economy.

In addition to Turkey’s efforts towards the Syrians crisis and its effects, the unpredictable amount of the Syrian Influx has captured the attention of the international community. To this end, in 2014, the **Regional Refugee and Resilience Plan (3RP)** has been launched as a framework for a coordinated response among countries receiving refugees, the UN and all other development partners as a response to the needs of the refugees in the following components; i) Protection, ii) Food security, iii) Education, iv) Health, v) Basic needs and vi) Livelihoods and with the following main targets; “*The overall regional strategy of the 3RP response is to strengthen national capacity to ensure sustainability and national ownership of the interventions. The Turkey chapter of the 3RP highlights the needs and vulnerabilities of social groups differentiating between Syrian refugees in camps, those living in local communities and members of host communities. While 3RP partners in Turkey actively advocate for integrating refugees into the national system, substantial inputs need to be invested to support to the government’s efforts to strengthen institutional capacity of the national education, health, employment, social welfare system in order to support the large number of refugees*”.⁷

Within this context, **the International Labour Organization (ILO)** is designated as a collaboration partner playing a significant role in the livelihoods component of the 3RP. The ILO is committed to support the crisis response in Turkey in line with the components of its strategy which have been updated in February 2016. The ILO Strategy has the following five main components: 1. Policy Advocacy; 2. Capacity Building; 3. Improving Knowledge-Base; 4. Improving Employability and Job Creation and 5. Awareness Raising.

As mentioned above, with the introduction of the secondary legislation on work permits, efforts and contributions of the ILO to the livelihoods and enhancing decent work opportunities for the Syrians gained momentum and by this time the “*ILO Office for Turkey has intensified its efforts to provide ILO inputs to a UN-wide proposal (in particular on the issues of livelihoods, protection and education) and has been working on social integration and inclusion issues that involve the elimination of child labour, women’s empowerment, and youth employment endeavours, etc.*”⁸

Although the legislation for work permits is in place, self-employment and/or informal employment remain the only option for the majority of the Syrians. Language barrier is commonly mentioned as one of the obstacles that prevent finding a decent job. In the absence of opportunities for formal work, it is increasingly being reported that the Syrians in the Southeast provinces of Turkey have to take up informal jobs of unskilled Turkish workers, with very low wages which causes to increase tension between the Syrians and host communities. According to a study by the Turkish Confederation of Employers’ Associations (TISK) and Hacettepe University, “*around 300,000 Syrians are estimated to be working in Turkey. Syrians are mostly employed in seasonal agricultural work, construction, manufacturing and textiles*”.⁹

The basic needs related to the general socio-economic situation of the Syrians in Turkey and disadvantaged host communities are mostly employment-related. Technical and vocational training as well as education are therefore central elements for the Syrians’ participation in host communities and for their re-integration in a post-conflict environment. For this purpose, policy reforms and projects are being carried out in the areas of labour market and education, particularly on vocational and language skills development training programmes which are essential to facilitate the access of the Syrians to the labour market.

As stated in the respective project proposals, presented below; both interventions are designed and

⁷ 3RP Mid-Year Report, June 2016

⁸ The ILO’s Response to the Syrian Refugee Crisis, 2016

⁹ Türk İş Dünyasının Türkiye’deki Suriyeliler Konusundaki Görüş, Beklenti ve Önerileri, 2015

implemented to “strengthen the ILO’s key role in response to the Syrian crisis in Turkey by both enhancing local capacity and delivering initial crisis impact assessments and pilot demonstrative projects aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations to support an employment rich response with better working and living conditions, and to protect vulnerable Syrian refugee population categories such as children and women”.

- “ILO’s Response to Syrian Influx in Turkey” (herein-after referred to as the RBSA project)
- “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” (hereafter the PRM project)

0.2 Objective of Evaluation

As specified in the Terms of Reference (ToR) of this evaluation assignment performed by two Evaluation Consultants, the main objective is;

“to 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 both for Syrian refugees and host communities in Turkey”.

This evaluation has covered the analysis of the results of the two projects for the period from June 2015 to the end of September 2016, after both projects ended. This evaluation is also expected to reveal what and how the ILO Office for Turkey has contributed in the development of a comprehensive national policy for better working and living conditions both for the Syrians and for the host communities in the selected provinces (Ankara, Gaziantep, Şanlıurfa, Kilis) alongside the improvement of the institutional and technical capacities of national and local public institutions.

The level of improvement / progress has also been analysed in the following priority areas of the projects, “...knowledge-base, employability and raising the awareness of the refugees, employers, workers, public institutions and the general public about the labour market access of the refugees, their rights and obligations.”

The main clients of this evaluation are ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of the Syrians in the region, and national and local partners as well as the tripartite constituents in Ankara and selected pilot provinces, Gaziantep, Şanlıurfa and Kilis.

Under the above-mentioned circumstances, **the specific objectives of this evaluation**, are two-fold

- to provide current information about the progress and level of achievement within the results, objectives and indicators; (What has been done by the intervention - from inputs to outcomes- and how much implementation has been progressed upon?)
- to support the evaluation beneficiaries in the process of programming and design of further projects and to provide with necessary feedback, lessons learned and best practices derived from the two projects. (To what extent and why has been the intervention producing (or failing to produce) the specific outcomes and impacts which would be materialized - be those negative or positive for future programming of projects?)

The evaluation methodology has been designed in the framework of the overall objective as well as of the specific objectives to enable the evaluation beneficiaries well equipped with the concrete and applicable intervention modalities both at the levels of “**efficient implementation**” and of “**comprehensive policy design**”. Therefore, under each section of this evaluation report, the inputs are formulated under the following headings to be utilised for further / ongoing interventions;

- 1) Main Conclusions / Lessons Learned
- 2) Addressee / Key Actions Recommended (in order of priority)
- 3) Best Practices

0.3 Framework and Scope of Evaluation

The framework of the evaluation has been structured in line with the ILO Evaluation Policy Guidelines¹⁰, the UN Evaluation Group (UNEG) Norms and Standards and in conformity to the OECD/DAC criteria for evaluating development assistance.

The framework of the evaluation is based on the key evaluation criteria of relevance, efficiency, effectiveness, impact to-date and sustainability to-date.

The evaluation has also aimed at the assessment of the performances of both projects according to each criterion. Another methodological aim has been to the provision of practical recommendations and lessons learned towards contributing to the successful implementation of the current and upcoming projects, with relevant information availed to the ILO Office for Turkey, to the national constituents and to the other relevant stakeholders.

In addition, in order to assess the coherence and contribution of the projects towards the fulfilment of the ILO Strategies and to the Response to Syrian Influx and targets of the 3RP, an overview of the below listed cross-cutting (horizontal) issues have also been discussed in the framework of the evaluation;

- Equal opportunities for men and women,
- Civil society participation,
- Inclusion of disadvantaged persons,
- Good governance.

0.4 Methodology

The evaluation has been performed in accordance with the following order, in line with the ToR requirements and comprising:

1. Inception Phase
2. Implementation Phase
 - 2.1. Desk Review
 - 2.2. Stakeholder Mapping and Interviews with the relevant stakeholders in Ankara, Şanlıurfa, Gaziantep and Kilis. Please see the table of persons interviewed.
 - Meetings in Ankara
 - Field visits to the project pilot provinces
 - Phone interviews.
3. Analysis of Facts, Findings and Reporting Phase
4. Dissemination Phase: Evaluation reports are intended to be disseminated to the stakeholders to receive their feedback and responses.

0.5 Workplan

The evaluation mission started in 07/11/2016 and has yielded the following deliverables within the respective due dates mentioned below:

- Brief Note on Methodology, 11 November 2016
- Draft Evaluation Report, 12 December 2016
- Final Draft Evaluation Report, 19 December 2016

¹⁰ ILO Policy Guidelines for Results-Based Evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

1. RELEVANCE AND QUALITY OF DESIGN

This criterion refers to the planning and design phase and assesses the appropriateness and consistency of project objectives to the real problems, needs and priorities of its target groups/beneficiaries as well as country needs, global priorities and partners' and donors' policies and the quality, logic and coherence of the design through which these objectives are to be reached.

PERFORMANCE CONCLUSION

1.1 What was the level of relevance of the Projects during their implementation stages and what is their relevance today?

The two projects, financed under two different sources, the ILO Regular Budget Supplementary Account (RBSA) and the ILO Turkey Regular Budget Technical Cooperation (RBTC) for the first project, US-PRM for the second project, are implemented by the **ILO Office for Turkey**. With the complementary components, these projects are highly relevant with reference to the Overall Objectives (OO).

This is the first evaluation mission for both projects targeted to provide technical assistance to the ILO Office for Turkey and to other relevant stakeholders, in order to efficiently support the efforts and interventions in the domain of response to the Syrian influx in Turkey and specifically targeting in improving livelihoods and supporting the creation of decent work opportunities.

The well targeted beneficiaries of the project are the Syrians and host communities in Şanlıurfa, Gaziantep and Kilis.

Being executed within the scope of the ILO strategy, these projects are highly relevant at the time of their implementation stages and after their completion. The two projects are coherent with the objectives as stated in the key strategic documents of the international donor organisations, and the Government of Turkey, as presented below. In addition, they are consistent with the National Emergency Plans, governmental policies and programmes developed for social cohesion and integration of the Syrians to the labour market.

- Both projects are fully aligned with the priorities of the **3RP**. The objectives of both interventions are expected to be achieved in a holistic way, in coordination with existing funding mechanisms and in line with the international response framework for the Syrians; 3RP which also includes Turkey as being received most of the Syrians.
- Both projects are directly related with the **ILO Program and Budget Outcome 9** Promoting Fair and Effective Labour Migration Policies focusing on the three targets; *“Objective 1: Institutional and technical capacities of relevant public institutions at local level increased to better tackle the labour market challenges of Syrian Refugees and host communities. Objective 2: Employability of Syrian refugees and host communities increased through skills development and vocational trainings. Objective 3: Raised awareness on the labour market challenges and opportunities as well as legislative measures for Syrians and host communities in the target provinces”*.
- Both projects are related with the **Syria Regional Response Plan - January to December 2013 – Turkey Response Plan - Section F. Basic Needs and Services Turkey**, an operation led by the UNHCR. **Output 8:** *“Address increased tensions among the host community-mainly caused by the negative impact of the crisis on their livelihoods and life standards”*. This output addresses the issue of increasing employment and income opportunities for the host community members whose livelihoods have been negatively affected by the Syrian crisis and the consequent influx of the Syrians.
- The **World Bank December 2015 report** titled **“Turkey’s Report to the Syrian Refugee Crisis and the Road Ahead (p.7)”** stresses the importance of providing Syrians the freedom to live outside of camp settings and opportunities for self-reliance can be expected to be of greater overall benefit to the host countries. Self-sufficient Syrians are expected to partake in the repatriation process in a more sustainable manner. In the same report (p.9) one survey reveals

that newly unemployed Turkish workers between 40 to 100 percent of those who had lost their jobs perceive Syrians as the root cause of the unemployment and increasing competition in the labour market. In contrast, the same report makes mention of studies suggesting that Syrians may be “*filling an unmet need for unskilled labour rather than displacing the labour force*”, that the presence of Syrians may be reviving the hosting areas by supporting the immigration of the Turkish citizens into the hosting areas and further that the presence of Syrians may be yielding positive results in general for citizens with greater formalisation of jobs and in an increase in average wages.

- The Strategic Vision and Response Plan Summary of the **3RP Regional Refugee and Resilience Plan 2016 – 2017 in Response to the Syria Crisis – TURKEY** lists two interconnected components comprising the response in the Livelihoods sector: evolving the Syrians support process from one of relief to one of self-reliance; and enhancing the stability of the impacted local communities.
- **The London Conference** in February 2016, marked the agreement of the governments of Turkey, Lebanon and Jordan in commitments in the areas of education and livelihoods. Despite underfunding, promising results are reported in raising awareness on the availability of work permits and in the benefiting of Syrians from wage employment. As one of the outcomes of the London Conference an estimate of up to 1.1 million jobs could be created for Syrians from Syria and host country citizens in the region by 2018.
- The EU Commission Staff Working Document **Turkey 2016 Progress Report Chapter 22: Regional Policy and the Coordination of Structural Instruments** states that “*Concerning financial management, control and audit, the risk of de-commitment has been significantly reduced, mainly because funds have been reallocated to the EU Regional Trust Fund in response to the Syrian crisis.*” Chapter 24 of the Report states that “*There was good progress in the past year, in a difficult environment. Turkey continued making considerable efforts to provide massive and unprecedented humanitarian aid and support to a continuously increasing influx of about 3 million refugees from Syria, Iraq and other countries, including by broadening the legislation on temporary protection and enabling access to the labour market.*”

1.2 For each project, was the intervention logic holding true and was the design of the project appropriate for reaching its objectives?

Both projects were designed by the ILO Office for Turkey as the Implementing Institution. The designs of the projects differ from the modality of the EU and of other donors' projects in their *tailor-made* design characteristics. Both are problem-based interventions, not subject to tendering procedures and are structured in the target oriented aspects of the Syrians influx in Turkey.

Neither tender documents nor structured monitoring documents (i.e. logical frameworks, sufficiently elaborated with (i) indicators, (ii) sources of verifications, (iii) risks / assumptions at all levels, general objective, specific objectives and results) exist. Therefore, this allows for relative flexibility to the project implementation from a methodological perspective, but that at the same time is prone to creating bottlenecks for the monitoring and evaluation task. Besides, not a long time has elapsed between the design and implementation stages, thus both projects have well responded to the emerging needs of the target groups and no major changes occurred with regard to the execution of the planned activities and delivery of the outputs. However, the non-availability of indicators and baselines generate difficulties to measure the achievement of targets and the impacts to-date.

As an initial response to the Syrian influx, the proposal of the RBSA project has been drafted. Firstly the required funding was provided by ILO's own resources in June 2015 for this initial work in Turkey. The main target of the ILO Office for Turkey was to design a project with seed funding and then prepare follow-up projects by improving the achievements of the initial project. Therefore the RBSA project had a key role in the establishment of a ground for similar future interventions.

Following the provision of the funds, a concept note was drafted to incorporate the priorities of the 3RP and ILO strategy adequately. Hence, a collaborative work with the participation of various technical departments of the ILO Headquarters (HQ) has been maintained at the preparation stage of the project proposal.

During the elaboration phase of the RBSA, the main target was to focus on three complementary components: i) capacity building, ii) improving the knowledge-base and iii) enhancing the employability of the Syrians and of the host communities anticipated to contribute to local economic

development in the long run. Together, these will provide the necessary groundwork and an enabling environment for extended technical support to medium- and long-term programmes, using the same components and drawing on wider communication and development partnership opportunities.

The OO of the RBSA Project is “*to strengthen the ILO’s key role in response to the Syrian crisis in Turkey by both enhancing local capacity and delivering initial crisis impact assessments and a pilot demonstrative project aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations to support an employment rich response with better working and living conditions, and to protect vulnerable Syrian refugee population categories such as children and women*”. The project had **four expected results** (listed as outputs) with adequately targeted activities. Yet, the project design did not include Objectively Verifiable Indicators (OVIs) at all levels, thus, creating limitations to assess the achievement of project objectives at these levels.

A similar project design method was utilised in the PRM Project. The funding was granted from the United States Population, Refugees and Migration Bureau. The inception work as well as the initial findings of the field studies, researches conducted within the scope of the RBSA have contributed preparatory work of this project which intensely focused on skill development. The project proposal was drafted in accordance with the contributions of the ILO HQ technical departments and under the supervision of the Senior Programme Officer along with the involvement of the RBSA project team.

The OO of the PRM Project is “*to contribute to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities in Şanlıurfa and Kilis*”. The project had **three expected results** (listed as objectives) with well identified activities, addressing clearly the needs of the target groups. Design of the PRM project contains indicators only at results level yet they are mostly formulated as the list of activities. Therefore, similar to the RBSA project, there is no appropriate tool to monitor and assess the achievement of project objectives.

Both projects were designed to contribute to institutional and individual capacity building through training, awareness raising etc. However, the activities, outputs and results have proved to be quite ambitious considering the limited time (a year for each project) and resources in comparison to the large variety, high complexity and demanding quality and quantity of the outputs and results to be produced. Another weakness in the design was that it did not include the involvement of the private sector which is a significant element for the employability of the Syrians and integration with the host communities. That has been already reflected in further interventions and the second phase of both projects has a strong focus on involvement of the private sector. In addition, counselling services are not sufficiently elaborated in these two interventions although these are considered as very critical, particularly for effectively engaging the Syrians in formal jobs.

The sequencing of the planned skill development and vocational training programmes are of high importance. The language barrier has been mentioned as a bottleneck in finding jobs, and as such, completing at least an A1 level Turkish language course should have been a precondition for the potential trainees before attending vocational training programmes.

Despite the weaknesses in the design and the lack of SMART (Specific, Measurable, Accessible, Realistic, Time Related) or RACER (Relevant, Accepted, Credible, Easy to monitor, Robust) indicators at all levels (general objective, specific objectives, results), the overall project implementation and management have not been adversely affected owing to the outstanding technical expertise of the ILO and dedication of the project management staff.

Due to the on-going need, upon completion of the projects the ILO has already designed and commenced follow-up initiatives to complete specific gaps through the direct funding of the RBSA and the PRM, i.e. “*ILO Programme of Support for Promoting a resilient labour market through Decent Work and inclusive economic growth*”. These will be focusing on the development of best practices of the previous interventions and on filling in the gaps in accordance with the gained lessons.

Sustainability is being considered as an integral part of the design. No structured hand-over or exit strategy was prepared; yet the design of the follow-up projects proves the commitment of the ILO to further enhance the institutional capacities of the respective institutions with regard to the service provision for the Syrians and host communities as well as to investing in skills development in order

to enhance the employability of the target groups.

1.3 Was the design of both projects sufficiently supported by all stakeholders?

Considering its capacity, expertise and past experiences, the ILO Office for Turkey is a very well-known and accepted UN Organisation in Turkey. The ILO Office for Turkey is well positioned with regard to ensuring multi-stakeholder involvement, coordination and cooperation at local and national levels. Due to a long standing collaboration culture and following a tripartite approach in bringing public institutions and social partners together, the two projects have been well acknowledged by all relevant and involved parties.

Both projects had been designed by the ILO Office for Turkey with some input provided by the respective departments of the ILO HQ. Despite the lack of a wider stakeholder involvement during the design phase and in such a critical project area and although the task of collecting prior feedback has reportedly proven to be cumbersome effective partnerships and close cooperation processes have been possible to establish during implementation with the relevant stakeholders. Hence the deficiency inherent in the design stage has been evidently overcome during the course of implementation through a participatory and inclusive approach.

Consultation meetings have been conducted at central level to identify priorities and challenges with the participation of the public institutions such as the Ministry of Labour and Social Security (MoLSS), the Ministry of Development (MoD), the Ministry of Family and Social Policies (MoFSP), the Directorate General of Migration Management (DGMM) of the Ministry of Interior (MoI), Ministry of National Education (MoNE), Disaster and Emergency Management Presidency (AFAD), the South-eastern Anatolia Project Regional Development Administration (GAP RDA), related governorates and district governorates, the Turkish Labour Agency (İŞKUR) as well as social partners like the Turkish Confederation of Employers Association (TİSK), the Confederation of Turkish Trade Unions (TÜRK-İŞ), the HAK-İŞ Trade Unions Confederation (HAK-İŞ), the Confederation of Progressive Trade Unions of Turkey (DİSK), the Confederation of Public Servants Trade Unions (Memur-Sen), the Confederation of Public Employees Trade Unions (KESK), and the Turkish Confederation of Public Employees (Türkiye Kamu-Sen).

In addition to the provision of services for the Syrians and host communities, respective UN Agencies have been contacted by the Turkish Government to preserve social and economic stability as well as an enabling environment for securing decent work and social justice. As regard to this situation, most of these stakeholders were represented in the Steering Committee meetings and contributed to the achievement of the project objectives.

Moreover, cooperation protocols have been signed between employers' organizations Şanlıurfa Union of Chamber of Craftsmen and Artisans (ŞESOB) and Gaziantep Union of Chamber of Craftsmen and Artisans (GESOB) and GAP-RDA for the execution of the vocational and basic life skills training programmes. This evaluation study has also revealed that particularly social partners and Multi-Purpose Community Centres (ÇATOM) of the GAP RDA, have been well informed about the project scope and supported the project. During the field visits conducted, the interviewees reported their strong support to those projects and even after their completion, they expressed their willingness to take part in the follow up projects and/or interventions.

Furthermore a Memorandum of Understanding was signed between the ILO and the UNHCR on 01/07/2016 to work in close cooperation for "*promoting durable solutions and protecting rights of refugees and other persons of concern to decent work in accordance with relevant international labour standards and international human rights, refugee and humanitarian law*".

As mentioned under section 1.2, the involvement of the private sector was found to be insufficient which is of crucial importance to enhance the engagement of the Syrians as well as the host communities trained through the vocational training programmes with the labour market and in order to ensure an effective implementation of the regulation on work permits.

1.4 Has the design of both projects sufficiently taken cross-cutting issues into account? (Human Rights; Equal Opportunities for Men and Women; Sustainable Development and Environmental Protection; Participation of Civil Society; Concerns of Disadvantaged persons etc.).

The following cross-cutting issues have been well-considered by the designs of projects as well as during their implementation.

Human rights: The design of the interventions itself has a strong focus on **human rights**, since the projects are directly targeting the outreach to and the provision of services for vulnerable Syrians affected from the implications of the Syrian conflict. The consideration of women and children were the additional value added factors in the target provinces.

Social inclusion and cohesion: The process of execution of the training programmes has initiated the establishment of platforms for the target groups to come and learn together where they were enabled to interact and socialise. Hence vocational and skill development training programmes have contributed to fostering social cohesion between Syrians and local populations in the host communities.

Moreover, with the enhanced level of employment opportunities for the adults through the training programmes, child labour and its consequences are expected to be eliminated which would in the long run facilitate children's' inclusion to the respective services, e.g. education.

Gender-sensitiveness and equality has been adequately respected during the course of implementation. Owing to common cultural norms and barriers, women face a higher risk of being excluded from decent work opportunities. Therefore to ensure their effective inclusion and regular attendance to the training programmes conducted at ÇATOM, gender and culture-sensitive measures have been taken. More than 50 % of beneficiaries (838 women out of a total of 1450 participants) have been women. One of the objectives of the projects is training women to provide them with the necessary qualifications with a view to increase their skills and chances for employability.

Equal opportunities have been provided to those who participated in the project activities. The intervention was inclusive by expanding its target groups to the Syrians as well as to the host communities.

The design of both projects is neutral as regards environmental protection.

MAIN CONCLUSIONS / LESSONS LEARNED REGARDING RELEVANCE (In order of priority)

1.	The International Labour Organization (ILO) is playing a significant role in the Livelihoods component of the 3RP. In line with its strategy in Turkey in response to the Syrians influx, the ILO Office for Turkey has intensified its efforts to support the development of a comprehensive national policy, enabling an employment-rich response with better working and living conditions both for the Syrians and for the hosting communities ¹¹ . To this end, two complementary interventions have been designed and implemented, targeting to strengthen the ILO's key role in response to the Syrian crisis in Turkey both enhancing local capacity and by delivering initial crisis impact assessments and pilot demonstration projects aiming to enhance the availability of decent work opportunities for both Syrians and host communities, to facilitate tripartite consultations and to protect the most vulnerable Syrian populations such as children and women.
2.	Designs of the projects did not include SMART indicators at the objective and result levels, which prevented proper assessment of their effectiveness and impact was not easily detectable. (Indicators of achievement included in the design are on general output-based indicators underlining the achievements with regard to the delivery of the targeted outputs, rather than demonstrating the achievements against the objectives).

¹¹ RBSA Proposal on Unacceptable Forms of Work, ACI 8

ADDRESSEE / KEY ACTIONS RECOMMENDED FOR RELEVANCE (In order of priority)	
1.	<p>The ILO Office for Turkey</p> <ul style="list-style-type: none"> • Baseline and Indicators: Ensure establishment of baselines; and ensure that indicators of achievement are designed not only at the output levels but also at the objectives and the results level, in order to enable efficient monitoring and assessment of the impact. <p>The indicators at the level of OO and PP of all completed and/or ongoing projects need to be well formulated/identified in line with the targets of the main policy documents to enable the ILO and other donor organisations to efficiently monitor the projects and to exhibit high intention to achieve the institutional commitments.</p> <ul style="list-style-type: none"> • Risk Mitigation Measures: Ensure the recording of institutional, political and operational needs / practical risks at all levels, at central and at the project provinces to further develop specialised mitigation measures. • Pre-conditions and Pre-requisites: Regarding programming / design of multi-component future projects, necessary pre-conditions and/or pre-requisites need to be placed in the Project Documents to ensure proper sequence of the start of different components, i.e. language training need to be conducted before other vocational training programmes.
2.	<p>The ILO and Other Donor Organisations</p> <ul style="list-style-type: none"> • Consultation not only for Implementation Stage: Consider close consultation and active participation during the design of any project as an important pre-condition for efficient implementation. • Stakeholder and Donor Coordination: Expend maximum efforts to ensure coordination among all stakeholders and donors. • Prior Consent from Stakeholders: Consider roles, responsibilities, expectations and potential contributions from each stakeholder sufficiently discussed / preferably agreed during the design stage.

BEST PRACTICES FOR RELEVANCE	
1.	<p>The main target of the ILO Office for Turkey has been to design projects and then prepare follow-up projects either through seed-funding or donor-funding by improving the achievements of the initial interventions. Therefore the first phases of both RBSA and PRM projects have had a key role in establishment of a foundation for future similar initiatives.</p>

2. EFFICIENCY OF IMPLEMENTATION

This criterion refers to means / inputs (funds, expertise, time...etc.) and activities, and how well they were converted into results (as in outputs).

PERFORMANCE CONCLUSION

2.1 How well was the availability of means / inputs managed?

The two projects were executed by the ILO Office for Turkey as the Implementing Organisation and each had a one-year duration. The duration of both projects were relatively short considering the intensity of the activities to be conducted, particularly considering the implementation in the target provinces. The RBSA project was granted a 2-month non-cost extension to accomplish the planned achievements.

Being ILO's own funding mechanism, the RBSA was more flexible compared to the PRM project in terms of budgeting. Re-allocation of resources among the budget items could be materialised upon the approval of the ILO HQ.

Management Framework

Regarding the project management framework, a Senior Programme Officer (SPO) was dedicated for both projects who was responsible for overall coordination of the interventions. Besides, two Programme Management Teams (PMTs) were mobilised, composing of a Programme Officer and an Administrative and Finance Assistant who worked under the supervision of the SPO to follow up of the day-to-day implementation of the projects' activities. Due to the fact that allocation of project staff at local level was not envisaged in the design of both projects, in addition to their responsibilities at central level management, PMTs had to conduct field visits to the respective provinces of the projects to communicate and coordinate the activities with the local stakeholders. Owing to the well-established working relations with the local actors, the PMTs were somehow supported thus it is reported that the increased workload didn't adversely affect the efficiency of the project management.

Human Resources

Additionally international and national experts and employment specialists were recruited on activity / output basis to facilitate the project implementation and to support the project staff. Under the scope of the RBSA project; 12 external collaboration contracts were signed in total with different durations to mobilise the consultants for;

- development of a pilot model for vocational trainings in Nizip Camps,
- development of a Communication Strategy,
- preparation and moderation services for the Workshop on "Syrian Employers' Workers' and Entrepreneurs' Problems Encountered in the Labour Market and Solutions",
- delivery and translation of the Workshop Report on "Syrian Employers' Workers' and Entrepreneurs' Problems Encountered in the Labour Market and Solutions",
- facilitating smooth implementation of vocational and basic life skills training programmes such as trainers, interpreters and consultants for coordinating and monitoring the training programmes.

Similarly, 50 external collaboration contracts were signed in total within the PRM project for the delivery of the following services / outputs:

- mobilisation of a consultant for vocational training programmes,
- mobilisation of a consultant for basic life skills training programmes,
- mobilisation of trainers and interpreters for facilitating smooth implementation of vocational, basic life skills, Turkish language and entrepreneurship training programmes.

In addition, an awareness raising and institutional capacity building services had been externally

provided.

Management Difficulties

Although project implementation and the provision of inputs were sufficient for both interventions and particularly local stakeholders in the target provinces have been satisfied with the efforts, the projects have reportedly suffered the following management difficulties;

1. Structural absence of team residing in the target provinces: Lack of local project staff allocated to follow up of the day-to-day implementation of the projects' activities had generated extra workload for the project staff based in Ankara.
2. Relatively short period of implementation: While the results and the activities were coherent and supportive of the projects' objectives, the execution periods planned for implementation were not reasonable, particularly considering the absorption capacity of the target groups and relevant stakeholders. For example, the duration of the CISCO training for students of the Harran University had to be shortened to match the duration of the implementation period and the students were not able to receive their official certificates due to the limited time for preparation for the certificate exams.

Delivery Rates

The Budget utilisation (delivery rate) of the RBSA Project was 99.5% while this rate was 87.75% for the PRM Project in the commencement of project staff. This rate corresponds to 94.5 % for PRM project once the staff cost and programme support cost is excluded due to delay in project staff recruitment. These rates have revealed that all inputs have been sufficiently materialised.

Unforeseen Risks

The implementation phases of both projects have experienced the materialisation of unforeseen risks, which were mitigated through further changes in the institutional set-up, activity plans and resource allocation:

1. Failed coup attempt: Some of the project activities had to be postponed and/or cancelled due to the changing political context after the failed coup attempt on 15 July 2016.
2. Increased security concerns in Kilis: Within the 3rd quarter of the PRM project, basic life, labour market skills, vocational training activities and entrepreneurship training programmes that had been initiated in Kilis were shifted to the Gaziantep province where a large proportion of Syrians are also settled.

Reporting

Although the reporting requirements for both projects were different, four Quarterly Reports were produced within the PRM project with adequate content to ensure monitoring of the project progress. Final report of the RBSA project was timely delivered while the final report of the PRM project is being drafted to be submitted by the end of 2016 in accordance with US PRM's consent. Through the reporting, the donors as well as ILO HQ were able to follow up of the projects' progress.

All reports are sufficiently detailed and presented all facts and findings derived from the implementation, on the other hand they covered limited information on the conclusion, on an overall project assessment and on progress in terms of indicators at the level of results and objectives.

Management Meetings

The formal mechanisms for project steering and monitoring were in place. Progress of the activities under both projects was monitored in detail by the ILO Office for Turkey through central and regional steering committee meetings conducted. These meetings established platforms for the stakeholders to make them informed about the achievements. Composition of the local steering committees covered the representatives of provincial Governorates; the Provincial Directorates of Migration Management, the MoNE, İŞKUR, MoFSP, GAP Regional Development Administration, municipalities, employers' and workers' organizations, Chambers of Commerce and Industry, İpekyolu and Karacadağ Development Agencies and NGOs in Şanlıurfa, Gaziantep and Kilis. Likewise the representatives of MoLSS, İŞKUR, MoD and employers' organisations attended the central level SCM conducted. Additionally, ad-hoc meetings were held when needed.

Although central and local-level Steering Committee Meetings were organised, these were informative sessions also utilised as a dissemination facility to the participant stakeholders. It may

be worthy of note that these meetings have evidently not served as instances for decision-making or as a monitoring facility for the implementation phase.

2.2 How well was the implementation of activities managed?

At the time of this evaluation study (October-December 2016), both projects were completed (The RBSA Project ended on 31/07/2016, the PRM Project ended 30/09/2016).

High commitment and continuity at the ILO Office for Turkey as the Implementing Organisation contributed significantly to an efficient and successful management of the project implementation throughout the duration of the projects.

Compliance with the Schedule

Majority of the activities of both projects were implemented as scheduled. Only minor re-scheduling and/or cancellations applied for some activities due to the unforeseen external risks e.g. failed coup attempt. For example, Steering Committee Meeting planned to be conducted within the PRM in August 2016 was cancelled. *1.2. Provincial action plans (Şanlıurfa and Kilis) are prepared to better tackle the labour market challenges of Syrians and host communities* became redundant to be implemented due to the preparation of a national and broader action plan by the Turkish Employment Agency as the chair of Employment and Livelihoods Working Group established under the Turkish Prime Ministry Syria Coordination Unit. *Activity 2.2 Contribute to a labour market assessment by making use of ILO experience as a part of broader socio-economic impact assessment to be conducted by the World Bank* under the RBSA project couldn't be materialised as planned due to the fact that the labour market assessment has not been conducted yet by the World Bank (WB). Besides *Activity*.

Level of Flexibility to Changing Circumstances

Furthermore the projects were flexible in adapting changing needs and circumstances. This flexibility enabled the introduction of additional / new activities e.g. a Regional Meeting was conducted in July 2015 in İstanbul with the participation of high-level representatives from Turkey, Lebanon, Jordan, Iraq and Egypt to exchange experiences and formulate sustainable policies and programmes which would respond to the labour market impacts of the Syrian influx.

Activity Management

Regarding the RBSA project, the activities **under 4 results** (listed as outputs) were successfully implemented as planned, without any major problem or delay. Due to the improvement of the knowledge-base target of the project, initial activities were mainly research oriented. Later on, the project expanded its focus towards the capacity building through vocational and basic life skills training and awareness raising.

With regard to the activities of the PRM project, consolidated **under 3 complementary results** (listed as objectives) were smoothly managed. In line with the capacity building target of the project, most of the activities were training-driven therefore an intensive activity plan was efficiently implemented in the selected provinces; Şanlıurfa, Kilis and Gaziantep.

Designed as a common activity for both projects, the PMTs invested too much efforts for planning and implementation of vocational and basic life skills training programmes. In order to successfully implement these training programmes and increase their efficiency, significant measures were taken by the ILO to attract the attention of the Syrians particularly and to ensure their attendance to the courses. To this end, all Syrian trainees were provided with occupational accident insurance throughout the training period; daily subsistence costs for transportation and meals (equivalent to 13 TL per trainee per day) and certificates confirming that they successfully finalised the training programmes.

Further to the well-established synergy between the RBSA and the PRM projects where project teams could step in and support each other, both projects have established sufficient contact and collaboration with other relevant interventions to encourage synergy and avoid overlaps. For example, PMTs had been regularly participating to UN Task Force Meeting, Livelihoods Working Group Meeting and UN Results Group on International Protection and Migration on a monthly basis in order to share information and feedbacks regarding to ongoing project activities with the other UN agencies and to discuss the potential activities to be conducted under the livelihoods cluster of the 3RP. Moreover, during the execution phases of the projects, the ILO Office for Turkey has been in touch with various development partners, the Delegation of European Union to Turkey (EUD), the

Embassies in Turkey (in particular USA, Germany, UK, Norway, Luxembourg) to provide a comprehensive response to the crisis and to support the Turkish Government through its well developed and structured cooperation channels and experience in the country.

2.3 How well were the outputs achieved?

The projects aimed at strengthening the Syrians under temporary protection and host community members to facilitate their access to livelihoods and increase employability and decent work opportunities. In this context, both projects comprised of the following components:

- Capacity building (particularly at local level),
- Vocational, life skills and entrepreneurship training programmes in order to increase employability and job creation,
- Improving knowledge-base,
- Communication activities for raising awareness and enhancing the level of knowledge of Syrians and host community members on new legislative regulations.

The outputs delivered within the scope of the projects along with the implementation of the planned and in some cases joint activities are presented below:

1. **Needs-assessments (NA)** were conducted under both projects as initial activities to identify the emerging needs of central and local level institutions working for the Syrian crisis in Ankara, Gaziantep, Şanlıurfa and Kilis and provide services to contribute to their capacity development. Detailed **NA Reports** were produced reportedly in good quality as reference documents. In accordance with the findings of the assessments, training programmes on Institutional and Technical Capacity Development were conducted for the staff of local stakeholders.
2. The following **researches** were conducted and **comprehensive reports** were delivered accordingly.
 - **A field research** was conducted by the Harran University and the Karacadağ Development Agency on Employers' and Employees' Outlook to the Employment of Syrians in Şanlıurfa *"to present the status of Turkish employers in terms of sectors, enterprise scale (size) and labour market expectations, to reveal the attitude of Turkish employers towards the labour force participation of Syrians, to investigate employment possibilities and to recommend policies on the Syrian community in Şanlıurfa"*.
 - **A situation analysis for child labour**, in particular for the Syrian children working on streets in Çankaya, Altındağ and Yenimahalle districts of Ankara was carried out by the Hacettepe University, the Children's Rights Research and Application Center in association with the Ankara Provincial Directorate of Family and Social Policies *"to identify the demographic and socioeconomic status of children working on streets and their families, to explore the causes of working on streets, working and living conditions and problems deriving from working on streets, on the basis of these findings, to develop suggestions to relevant governmental institutions; and to contribute awareness about the issue in society"*. In parallel with the survey, workshops were organised for the development of the Ankara Provincial Action Plan to identify necessary measures to eliminate child labour.
 - **A pilot model for vocational training programmes to be executed in Nizip, Gaziantep and an evaluation report for vocational training programmes to be delivered Şanlıurfa** were produced. In order to increase the efficiency of the training programmes, needs and priorities for vocational, technical and basic skills trainings were identified in line with the local labour market analysis.
3. Upon the finalisation of these researches, a dissemination event was organised namely **"Labour Market Impact of Syrians in Turkey and their Employability"** in December 2015 to present the preliminary findings with central and local stakeholders, governmental institutions, embassies, universities and relevant NGOs and universities.
4. Local labour market needs in Şanlıurfa and Kilis were identified in order to verify priority areas before the execution of the training programmes. The consultation meetings with the relevant local stakeholders were held accordingly in Şanlıurfa and Kilis to compile views and data on local labour markets in 2015. In addition, a survey was conducted in temporary

sheltering centres in Şanlıurfa (Harran container city) and Kilis (Elbeyli and Öncüpınar container cities) to map the vocational skills, language proficiency and training needs of Syrians. AFAD efficiently supported the implementation of the project while ILO Office for Turkey was responsible for data processing and analysis.

5. In close cooperation with ŞESOB, GESOB and GAP-RDA (which were continued for both projects), vocational, technical and skills development training programmes in 11 different subjects together with entrepreneurship and Turkish language courses were designed (adopted) and delivered for male Syrians and the host community members. This cooperation has also ensured the stakeholder participation. It is reported that around 1450 Syrians (838 women) under temporary protection and host community members benefitted from those training activities.

Extensive communication strategies were developed and tools / documents (booklets, posters) were produced as a part of the strategies to raise awareness of the Syrian and the Turkish employers as well as workers on the importance of formal employment, work permits, application process and furthermore on eliminating child labour.

Within the scope of the projects, the following workshops and meetings were organised;

- A workshop was carried out in close coordination with the Syrian Friendship Association on “Labour Market Problems Faced by Syrian Workers, Employers and Entrepreneurs and Suggestions for Solution” in June 2016.
- In addition a regional meeting was conducted in July 2015 and well-attended by the high-level representatives from Turkey and the host countries such as Lebanon, Jordan, Iraq and Egypt to exchange experiences and formulate sustainable policies and programmes that respond to the labour market impacts of the Syrians crisis.
- Central and local level steering committee meetings were conducted as planned with the participation of the stakeholders working in the field of vocational training and employment of Syrians. Besides, Provincial Employment and Vocational Training Board (PEVTB) meetings were held in Şanlıurfa and Kilis with the specific agenda on the labour market challenges of the Syrians and host communities.
- A National Conference on improving livelihoods and decent work opportunities for Syrians and host communities was held in September 2016 which also served the purpose of being the closing event of the project.
- Informative meetings were conducted by close cooperation with the MoLSS for employers’ organisations, public institutions, NGOs and Syrians on Regulation on Work Permits for the Syrians under temporary protection.

Moreover, local media seminars were conducted with local media representatives in order to increase awareness on the use of a positive and anti-discriminatory language.

2.4 How well did the partner contribution / involvement work?

The relationships with the stakeholders in particular at local level were positive and constructive in general. Interviews conducted during the field visits of this evaluation study revealed that throughout the implementation of both projects, all stakeholders were well informed about the progress. Besides, they expressed their consent with the projects’ activities. High-level ownership at institutional level is still apparent after the projects finalised.

The cooperation protocols have allowed a constructive collaboration among the local stakeholders and the ILO Office for Turkey.

High level of participation to seminars, workshops, meetings and the National Conference also demonstrated a strong stakeholder ownership of the projects’ outputs. These activities established platforms to host the representatives of central and local level stakeholders to exchange challenges and experiences in provision of services towards Syrians.

In the course of the implementation of the projects, close coordination and collaboration were founded with the following stakeholders at central and local levels:

MoLSS: Adequately involved in the execution of the projects by attending to the meetings to inform both the supply (employers) and demand (Syrians and host communities) sides about the

regulatory framework for work permits. Additionally the ILO Office for Turkey had significantly contributed to the preparation of booklets on “Syrians under Temporary Protection” and “Work Permits for Foreigners” which were originally initiated by the MoLSS.

MoFSP DG Child Services and Provincial Directorate of Family and Social Policies as the affiliated institution: Contributed to the development of Ankara Provincial Action Plan on Children Working in Streets.

MoNE: All training programmes conducted in Şanlıurfa, Gaziantep and Kilis were carried out based on the modular programmes of MoNE, DG LLL. Besides, trainers of Public Education Centres have been mobilised for training courses.

Union of Chamber of Merchants and Artisans: Interviews conducted during the field visits confirmed that Şanlıurfa and Gaziantep branches of the Union substantially contributed to the efficient implementation of vocational training programmes. Training programmes were conducted at the training centres established by MEKSA foundation.

GAP RDA and ÇATOMs as its affiliated institutions: Turkish language courses, vocational, basic life skills and entrepreneurship training programmes for women were conducted at ÇATOMs in Şanlıurfa and Kilis.

Harran District Governorate: Commitment and ownership of the District Governor facilitated the smooth implementation of projects’ activities in Harran. Training activities were efficiently managed by the close cooperation established with the District Governorate.

Yunus Emre Institute: A1 and A2 level Turkish language courses were carried out in the Harran temporary sheltering centre (container city).

NGO involvement is considered to be limited throughout the projects’ execution yet the Syrian Friendship Association contributed to the organisation of the workshop on “Labour Market Problems Faced by Syrian Workers, Employers and Entrepreneurs and Suggestions for Solution”.

Private Sector Involvement: Cisco Systems Inc. has provided certified CCNA training.

Universities: Situation analysis on the Syrian children working on the streets in Çankaya, Altındağ and Yenimahalle districts in Ankara was carried out and its report was developed by the Hacettepe University, the Children’s Rights Research and Application Center. Harran University also supported the projects in two fields: i) A research has been conducted together with the Karacadağ Development Agency on Employers’ and Employees’ Outlook to the Employment of Syrians in Şanlıurfa. ii) A training venue was provided for the implementation of Cisco Systems Inc. CCNA training.

In general, an efficient coordination and communication existed among the participant stakeholders.

MAIN CONCLUSIONS / LESSONS LEARNED REGARDING EFFICIENCY (In order of priority)	
1.	<p>The evaluation has confirmed a high degree of efficiency even after the project end due to</p> <ul style="list-style-type: none"> (i) strong ownership and high level professionalism of PMTs; (ii) well-established working relations with the local actors; (iii) know-how and lessons learned transfer from the RBSA to the PRM. <p>On the other hand, workload of PMTs and short project duration hindered monitoring function of ILO Office for Turkey particularly for capacity building aspects of the PRM.</p>
2.	<p>Language barrier has been mentioned as a bottleneck to efficiently participate in vocational / basic skills training programmes and to have an access to the labour market for Syrians therefore completing at least A1 level Turkish language course needs to be considered as a precondition.</p>
3.	<p>Involvement of the private sector has utmost importance to facilitate the engagement of the Syrians and host communities with the labour market.</p>

ADDRESSEE / KEY ACTIONS RECOMMENDED FOR EFFICIENCY (In order of priority)	
1.	<p>ILO Office for Turkey</p> <ul style="list-style-type: none"> • Targets and Indicators: Advised to design the follow-up and further projects with realistic and feasible targets given the duration of the implementation and avoid identification of over ambitious indicators and activities particularly considering absorption capacity of the institutions and target groups. • Project Phases (Inception and Final): Advised to design the projects incorporating with the Inception and the Final Phase to sufficiently allocate time and resources for start-up activities and to develop hand-over strategy and sustainability measures. • Human Resource Management: Since time and resources are critical to efficiently implement the activities and to develop high quality outputs, human resource planning is advised to be time bound and well materialised particularly for future interventions; i.e. <ul style="list-style-type: none"> ○ Establish two separate units in charge of “project design/programming” and “implementation”, although this merging function may be considered as an advantage to a certain extent, it would generate extreme workload for the staff and monitoring function at the local level would not be at desired level. ○ Mobilise staff in the target provinces (i.e. field / provincial coordinator, capacity building expert, training manager etc.), considering the intensive activity plan (that would also facilitate communication and coordination amongst the local actors). • Reporting: Develop sufficiently detailed reporting template as complementary to the PRM standard reporting template (which was fully followed), but needs to be strengthened to include assessment parts at overall and activity based performance and progress at the level of results and objectives for enabling regular monitoring of the projects’ implementation. • Management Meetings: Develop complementary measures (i.e. regular organisation, representation by high levels, provision of up-to-date progress etc.) to enable the Steering Committee Meetings to take decisions or guide the implementation or to act as advisory board.
2.	<p>Other Donor Organisations, ILO Office for Turkey and Social Partners</p> <ul style="list-style-type: none"> • Monitoring and Evaluation Mechanism: Establish joint or internal monitoring and evaluation mechanism for all completed / ongoing projects / programmes relevant for the Syrian influx in Turkey, to efficiently follow the implementation and progress, to ensure transparency, to increase the synergy among the projects, to increase coordination and cooperation.

BEST PRACTICES FOR EFFICIENCY	
1.	Commitment and strong ownership of the ILO, well-established working relations with the stakeholders both at central and local level, team building within the Project Management Teams of both projects are the key success factors for an efficient implementation.
2.	Technical assistance (capacity building and training), provision of equipment and of training materials have been well acknowledged by majority of the local stakeholders. Indeed, the most distinctive feature of the training programmes have been reportedly mentioned that the training curriculum were carefully planned to sufficiently respond to the needs and priorities of the employers that means while one master trainer was delivering practical aspects, MoNE trainer conducted theoretical part of the subject. Additionally, training duration, scope, approaches of trainers, quality of equipment have been appreciated by the training participants.

3. EFFECTIVENESS

**To what extent were the planned results achieved? What was the quality of the achieved results?
To what extent were the outputs produced used?**

PERFORMANCE CONCLUSION

3.1 How well did the projects achieve their planned results (as in “outcomes”)?

High relevance, strong ownership exhibited by the ILO, together with support and commitment of relevant stakeholders and the adequate quality of the outputs delivered as scheduled, have well served the achievement of the results of both projects to a good extent, as detailed below:

Within the scope of the RBSA Project:

Result 1 - National and local capacities strengthened to deal with refugee crisis in Turkey served the purpose of strengthening national and local capacities to deal with the Syrians crisis in Turkey. This result has been achieved to a large extent. Outputs mentioned under 2.3 have significantly contributed to increasing the capacities and knowledge base of the stakeholders such as İŞKUR, the Provincial Directorate of MoNE, temporary protection camp authorities, municipalities, the Unions of Chamber of Artisans and Craftsmen and local government representatives.

The following areas are the main priorities of the capacity building activities that were mostly achieved;

- identification of institutional roles and responsibilities,
- concept of planning and strategic plan,
- preparation of project introduction documents,
- evaluation of the changes in the structure of community in socio-cultural and economic aspects, provision of institutional services in perspective of gender mainstreaming,
- assessment of the employability of Syrians.

Result 2 - Knowledge-base on the Syrian refugee crisis and its impact on the labour market and child labour improved has been entirely achieved in the course of the implementation. A variety of survey / research reports were produced which would contribute to design follow-up interventions and develop comprehensive national programmes and policies. The workshops and meetings organised under this Result enabled the relevant stakeholders to brainstorm jointly about the labour market problems faced by Syrians, host community members and employers to find durable solutions.

Furthermore, as a measure taken for eliminating children from workplaces, a pilot study was carried out in Sultangazi district of İstanbul with the technical and financial contributions of the RBSA project to support the access of the Syrian students to the education. About 320 students were provided with in-kind support while 10 teachers were also financially supported.

As for the improvement of employability and job creation, under **Result 3 - Labour market integration of Syrian refugees and host communities promoted** vocational, basic skills, language and entrepreneurship training programmes were designed in line with the local labour market needs and conducted in Şanlıurfa, Gaziantep and Kilis where most of the Syrians are concentrated. This result was achieved and even exceed the planned targets in some training programmes through close cooperation with local stakeholders. Nearly 270 Syrians and host community members (both men and women) were benefitted from the training courses and provided with certificates which will contribute to enhance their employability.

Awareness raising activities under **Result 4 - Raised awareness among refugees, host communities and wider stakeholders on the new legislative measures and its implications on labour market** focused on developing a communication strategy and increasing awareness of Syrians, host communities, employers and wider stakeholders through booklets and informative documents produced on “**Syrians under Temporary Protection**” and “**Work Permits for Foreigners**” to raise awareness of the Syrian and the Turkish employers and workers on the importance of formal employment, work permits and application process.

In the context of the PRM Project:

Result 1 - Institutional and technical capacities of relevant public institutions at local level increased to better tackle the labour market challenges of Syrian Refugees and host communities having an institutional capacity building target has been partly achieved. The organisation of central and local level steering committee meetings and holding PETVB meetings with specific agenda have contributed to some extent to take some measures regarding the employment issues of Syrians and host communities and enabled the stakeholders to agree upon potential collaboration opportunities..

However, there is ample evidence that the NA conducted to “*reveal the institutional and staff capacity related needs of these institutions in dealing with access of Syrian refugees to the labour market following introduction of regulation allowing Syrians to apply for work permits*” and the training programme carried out on the Syrians sensitive counselling in accordance with the findings of the NA contributed to the awareness of the involved stakeholders especially at local level while providing services towards the Syrians.

Result 2 - Employability of the Syrian refugees and host communities increased through skills development and vocational trainings has been achieved, even exceeding the initial target of 800, around 1300 Syrians and host community members have benefitted from the vocational, basic skills, language and entrepreneurship training programmes. It is reported that, cooperation protocols signed with local stakeholders and financial / material provision by means of project's budget were the key elements of the efficient and smooth implementation of the training programmes.

Outputs delivered under the **Result 3 - Raised awareness on the labour market challenges and opportunities as well as legislative measures for Syrians and the host communities in the target provinces** contributed to the achievement of this result to a large extent. Along with the intensive support of the MoLSS, the employers and stakeholders as service providers as well as Syrians and the host community members have been informed about the procedures and requirements of the secondary legislation on work permits through local meetings conducted and informative materials that have been widely distributed.

Observations during the field visits reveal that visibility of both projects is still high after the finalisation of the interventions. Posters designed on work permits and other informative materials distributed have been utilised by the institutions interviewed by the evaluators.

3.2 To what extent were the specific objectives (PP) achieved?

Both projects are formulated under the comprehensively defined OOs with multiple parts which are integrated each other. No specific objectives are identified for the RBSA Project. Three objectives written for the PRM Proposal served as the results / program objectives during the implementation.

Therefore, level of achievement has to be assessed at OO level by the evaluators, not at PP level.

Considering the interlinked parts of the OO of the RBSA project, it can be concluded that:

- The first part of the OO, “*to strengthen the ILO’s key role in response to the Syrian crisis in Turkey by both enhancing local capacity*”, has been achieved to a certain extent, indeed extensive number and variety of local stakeholders need to be supported through sustainable instruments and also this process requires further efforts and resources, as well.
- It is also noteworthy that the project activities (i.e. needs-assessment, a field research on Employers’ and Employees’ Outlook to the Employment of Syrians, a situation analysis for child labour, a pilot model for vocational training programmes to be executed in Nizip, Gaziantep and an evaluation report for vocational training programmes to be delivered Şanlıurfa etc.) have significantly served the achievement of the second part of the OO, “*delivering initial crisis impact assessments and a pilot demonstrative project aiming to enhance decent work opportunities for both refugees and host communities*”.
- The third part of the OO, “*to facilitate tripartite consultations to support an employment rich response with better working and living conditions*” has also been extensively achieved during the course of implementation, which of course requires further interventions.
- Preparatory works and pro-active holistic activities have significantly contributed achievement of the last part of the OO, “*to protect vulnerable Syrian refugee population categories such as*

children and women”.

Considering the OO of the PRM, that is sufficiently formulated as a PP, compared to RBSA, it can be concluded that:

All project activities have substantively contributed in achievement of the OO, “to contribute to the livelihoods of Syrian refugees and host communities through improving employability and enhancing decent work opportunities in Şanlıurfa and Kilis”, except basic life, labour market skills, vocational training programmes and entrepreneurship training programmes that had been initially planned for Kilis were shifted to the Gaziantep province where a large proportion of Syrians are also settled.

MAIN CONCLUSIONS / LESSONS LEARNED REGARDING EFFECTIVENESS (In order of priority)

1.	In such a widespread and delicate area, <i>response to the Syrians influx</i> , which is increasingly prevailing for years and years in a number of sectors, both projects, the RBSA and the PRM are well formulated both to respond to the Syrians priorities (language and vocational training, measures for fighting child labour etc.) and hosting community perceptions / hesitations (i.e. views of employers, social inclusion measures etc.). On the other hand, considering the scale of the challenges, the follow-up projects and their expected results shall be scaled and prioritized.
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ADDRESSEE / KEY ACTIONS RECOMMENDED FOR EFFECTIVENESS (In order of priority)

1.	ILO Office for Turkey <ul style="list-style-type: none">Design the projects in line with Project Cycle Management (PCM), following the vertical logic of the Logical Framework Matrix (ensure the linkage between the Overall Objective, the Specific Objectives or the Project Purposes, Results and Activities,) and also pay attention to the horizontal logic of the same methodology to efficiently track the progress and achievement at all levels (identification of baseline and SMART indicators along with the necessary sources of verifications, risks and assumptions).
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BEST PRACTICES FOR EFFECTIVENESS

1.	Realistic formulation of activities, well-established working relations and cooperation with the stakeholders both at central and local level have enabled the ILO Office for Turkey to smoothly implement the activities in the target provinces and manage the interventions in Ankara.
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4. IMPACT TO DATE

The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.

Note: Impact means "Change"

PERFORMANCE CONCLUSION

4.1 What has been the direct impact / what are the direct impact prospects of the projects at Overall Objectives level?

After the project implementations (12 months duration for each), the following issues have been identified as the potential direct impacts at national / sector level:

- It has been confirmed by most of the interviewed stakeholders that both the RBSA and PRM projects have created an extensive awareness raising on the subject of measures in dealing with the Syrians under temporary protection in Turkey and the new legislative measures and its implications on labour market. That would also create an important foundation to develop further initiatives.
- Projects have been considered as significant attempts to strengthen capacities of the national and local actors.
- Both projects have also created an enabling environment (through the training, awareness raising activities etc.) for both Syrians and host communities to gather and to benefit in accessing to the labour market.
- Activities that are directly targeted at vulnerable groups of "women" and "children working in the streets" have also significantly addressed to the emerging needs of the pilot provinces.
- The cooperation protocols that have allowed a constructive collaboration among the local stakeholders and the ILO Office for Turkey, would be a best practice to similar interventions.
- Local actors have presented a high level of ownership and actively involved in the implementation which has been highly promising factor for the further similar interventions in the target provinces.
- As stated by most of the representatives of the involved parties during this evaluation - the projects have significantly contributed to the establishment of an efficient and effective - consultation and dialogue environment among the actors that is a key success factor for dealing with challenges of the Syrian influx.
- Field research on Employers' and Employees' Outlook to the Employment of Syrians in Şanlıurfa and situation analysis for child labour, in particular for the Syrian children working on streets in Çankaya, Altındağ and Yenimahalle districts of Ankara, identification of profiles are among the firsts of their kinds in Turkey, results of them have been disseminated to the relevant parties. Additionally, results of the situation analysis have established a ground for further similar activities of the local actors. Particularly, results of the situation analysis for child labour have been considered as a guiding document for preparation of Provincial Action Plans. In short, these "spill-over effects" along with mentioned project outputs, and their results can also be used for designing of further activities, similar initiatives and projects.

Challenging but not explicitly declared external factors, which have jeopardised the projects' direct impacts, have been the unexpected results of "the failed coup attempt" and "increased security concerns in Kilis". The latter one has been compensated by a prompt decision to shift the activities to another province in which again a large number of Syrians are located. On the other hand, one of the significant unexpected effects of the former one has been the replacement of the staff of the public institutions which has also resulted in difficulties in developing institutional memories and sustainability.

Additionally, insufficient donor coordination at the local level, which is valid for the other projects for Syrians and host communities in the target provinces has hindered impact prospects.

4.2 What are the direct / indirect positive and / or negative impacts (impact prospects) of the measures on the target groups?

This evaluation study has also revealed that interviewed target groups (direct beneficiaries of Syrians and host communities) have been benefitted from awareness raising and training activities (i.e. language and vocational training) which would enable them to have an increased access to the labour market.

Other direct positive impacts include the following issues:

- Awareness raising activities, training programmes have positively contributed to the amendment of perspectives of the views of local stakeholders towards Syrians.
- Moreover, the projects have also generated indirect positive impacts on the private sector involvement that is required as an important and catalyser effect in employability.
- Purchase of training equipment and consumables which are necessary for the projects from local sources have also generated income and contributed to the local economy. Additionally, some of the vocational training courses have required interpreters in Arabic who have been selected from the Syrians and the host community, this has also created job opportunity and considered as a very practical measure / step for dealing with social exclusion.
- Owing to the ÇATOMs and their networks which have been already established in some neighbourhoods (mostly Syrians lived) of the target provinces, it has been possible to increase number of women participants to the training programmes in the PRM Project.

The projects, at the time of this evaluation study, are not expected to have any other negative indirect impact.

4.3 Does / did the project serve good governance?

Good governance has been promoted by reinforcing contributions from the relevant public institutions, NGOs, local administrations and employers' organisations in particular for the design and delivery of the training programmes and assessment studies. Furthermore, implementation of the activities at local level has brought together the stakeholders providing services for the Syrians and host community members, which has contributed, and is assumed to be contributed in the long term, to good governance practices among the local actors.

MAIN CONCLUSIONS / LESSONS LEARNED REGARDING IMPACT (In order of priority)

1.	Both projects are in line with ILO's comprehensive vision of policy advocacy which has been potentially considered as an important leverage for similar interventions. Relatively short periods of the projects have enabled PMTs to quickly respond to the targeted priorities, on the other hand this limitation has hindered to have significant impact on the employability of the direct beneficiaries due to limited follow-up measures of the trained Syrians and host community members.
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ADDRESSEE / KEY ACTIONS RECOMMENDED FOR IMPACT (In order of priority)

Other Donor Organisations, ILO Office for Turkey and Social Partners	
1.	<ul style="list-style-type: none"> • Impact Assessment: Consider conducting an impact assessment study on the direct beneficiaries' benefits from the projects' activities, training courses and the level of their employability etc. • Promotion / remuneration / mechanisms: Consider such mechanisms to promote / encourage the public and private institutions and non-governmental organisations for their best practices particularly at the local level and to disseminate their results, i.e. establishment of institutional /organisational networks, knowledge and experience based

	<p>enabling environments, organisation of workshops, site visits, utilisation of different modalities of subsidies to the employers of Syrians etc.</p> <ul style="list-style-type: none"> • Job Placement: Elaborate direct linkage between vocational training and job placement and development of income generating activities and measures to increase multiplier effects of the implementation in a short period of time, i.e. establishments of workplace / atelier; cooperatives, developing entrepreneurship etc.
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BEST PRACTICES FOR IMPACT	
1.	One of the distinguishing features of the training programmes delivered by the two ILO projects has been provision of certificates, acknowledged by MoNE, ILO and Unions of Chamber of Artisans and Craftsmen. These certificates have been substantially differentiated from the participant certificates given by other similar projects in the target provinces that may potentially create bottlenecks in recognition of vocational qualifications of the participants.
2.	Rapid utilisation / mobilisation of financial sources of the two projects in the target provinces have created an enabling environment for both PMTs and local actors that would potentially be contributing to increase impact prospects.

5. SUSTAINABILITY TO DATE

The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed. The continuation of sustainable institutional structures and the benefits after external support.

PERFORMANCE CONCLUSION

5.1 Financial / economic viability?

Financial Sustainability: According to the findings of this evaluation mission, the ILO Office for Turkey has no difficulties in ensuring financial sustainability of the project results, due to long standing relations and cooperation with various donor organisations and stakeholders. The sustainability of the financial resources are promising and would allow the development of satisfactory mechanisms to response to the Syrian crisis in Turkey, to enhance decent work opportunities for both the Syrians and host communities, to contribute to the livelihoods of them and to improve their employability. These promising economic viability aspects have been confirmed by follow-up initiatives that have been already initiated by the ILO, i.e. *“Improving Labour Market Integration of Syrian Refugees of Hosting Communities”*.

Institutional Sustainability: The two projects, RBSA and PRM, have resulted in establishment of a concrete reference to the policy implications for the ILO in developing further interventions in the framework of a holistic strategy that is under preparation stage at the time of this evaluation study. For example, a Task Force has been established at HQ level for design of *“ILO Programme of Support for a Resilient Labour Market to Drive Inclusive Socio-Economic Growth in Turkey”* to follow the objective of contribution to inclusive economic growth and social justice and stability by supporting the strengthening of a resilient labour market underpinned by decent work principles.

Considering allocated amount of budgets and variety of programmes and projects directly targeting the Syrians and host communities in the region, the Turkish Government and most of the donor / international organisations have been continued to support the efforts and interventions in the domain of response to the Syrian influx in Turkey and specifically targeting in improving livelihoods and supporting the creation of decent work opportunities.

Operational Sustainability: It is difficult to guarantee the operational sustainability of the results / activities in the absence of the complementary mechanisms, i.e. limited donor coordination and insufficient coordination of the projects implemented by the Turkish Government and all other donors which are beyond the direct control of the ILO Office for Turkey.

Some other practical measures shall also contribute the achievement of operational sustainability of the training activities, i.e. sustainability in provision of consumables, detailed below under the key actions of recommendations.

In conclusion, **the overall sustainability prospects** (financial, institutional and operational), which are quite promising at the time of this evaluation mission, would have been increased in case an overall sustainability strategy would be one of the priority of other donors and relevant stakeholders which needs to present a roadmap to efficiently develop steps / measures for ensuring the sustainability.

5.2 What is the level of ownership of the projects by target groups today? Has it continued / will it continue after the end of external support?

During the implementation process the level of ownership was high at the level of the beneficiary and stakeholder institutions (both at national and local level). This high level ownership has been assumed by the evaluators to be sustained at the national and local level, as already witnessed by the current initiatives and pro-active strategy development of the Task Force.

On the other hand, the direct target groups' (Syrians and host communities) interest to the project activities, which were reportedly mentioned as satisfactory, would need to be encouraged by

complementary measures, since the basic needs of them are still sustainable income and job placement. If direct linkages are established between any project activities with these priorities of income generation, the ongoing interest would potentially be sustained and increased.

On the other hand, interest and participation of almost all relevant institutions in the evaluation interviews, after the end of the implementation period, is a strong evidence for the good level of institutional ownership and professionalism, although the institutions in the target provinces are busy with the other ongoing implementation and have been exhausted / interrupted due to a variety of visits, meetings, interviews etc.

Representatives of almost all relevant stakeholders have expected that the ILO Office for Turkey would organise follow-up activities, or at least similar initiatives, but with direct focus of income generation.

On the other hand, the evaluators have also noted some promising aspects with regard to ownership:

(i) Representatives of local stakeholders in the target provinces confirmed that the project has contributed to improved institutional governance which will certainly be continued and improved.

(ii) The institutions are willing use the project outputs (i.e. *(a situation analysis for child labour, booklets and posters on eliminating child labour, booklets on -Syrians under Temporary Protection- and -Work Permits for Foreigners- etc.)*), for the direct target groups, thanks to the increased awareness and strengthened capacity by this Project.

5.3 What is/has been the level of policy support provided and the degree of interaction between projects and policy levels?

The preparatory works for “*the ILO Programme of Support for a Resilient Labour Market to Drive Inclusive Socio-Economic Growth in Turkey*” and its following three pillars are promising for the high level of policy support.

1. *Increase the availability of a skilled, competent and productive labour supply to facilitate access to decent work for Syrian refugees and Turkish host communities*

2. *Support an enabling environment for business development and economic growth in identified sectors and geographic locations to address job creation and stimulate entrepreneurship opportunities for Syrian refugees and Turkish host communities*

3. *Provide support for strengthening labour market governance institutions and mechanisms to assist Turkey in implementing inclusive development strategies, including (i) Strengthening the capacity of government, social partners and other relevant actors for tripartite and social dialogue and partnership; (ii) Supporting evidence-based policy-making and implementation; (iii) Enhancing advocacy, awareness-raising and education; (iv) Ensuring particular attention is paid to needs and expectations of women and youth in Syrian refugee and host communities.*

The follow-up projects and the current initiatives of the ILO are quite promising for an increased ownership and signal for a strong level of policy support.

The degree of interaction between “RBSA-PRM” and “policy level” which has been strongly established during their implementation, would be potentially gained momentum by adoption of “*the ILO Programme of Support for a Resilient Labour Market to Drive Inclusive Socio-Economic Growth in Turkey*”.

5.4 How well have the projects contributed / are the projects contributing to institutional and management capacity?

The projects, along with their evolving outputs, have (i) provided guidance in using technical and operational skills and instruments in the management of the Syrians crisis, as well as in developing measures in contributing to the livelihoods of Syrians and host communities through improving employability and enhancing decent work opportunities; (ii) improved capacity at the institutional and management levels.

The projects, with their cooperative environments, have enabled all institutions to strengthen their overall capacity to coordinate and implement similar interventions through increased awareness.

With the concrete tools (project outputs) and awareness raising platforms, the projects have provided opportunities for the PMTs, the ILO Office for Turkey and social partners to strengthen their human capacity, as well as to improve their operational and management ability to efficiently perform their duties and to sufficiently understand the situation in the target provinces, which all are the key success factors for further interventions.

MAIN CONCLUSIONS / LESSONS LEARNED REGARDING SUSTAINABILITY (In order of priority)

1. Given the fact that the Turkish Government, the ILO and all other international organisations and donors are well aware of the shortcomings of the Syrians influx management mechanisms in Turkey, most of the interviewed representatives are reportedly expressed their evolving institutional approach and current willingness to respond them for a sustained and long term solution (not a short term reaction) to follow necessary steps to deal with them, despite of a lacking comprehensive policy and strategy, at the moment.
- Projects' results and activities have substantiated additional confirmation for need of (i) sustainable but coordinated humanitarian and non-humanitarian aid; (ii) facilitation of the legal framework to access to the labour market; (iii) strong political will to further convince the high-level decision makers / donor organisations and an endorsement of similar interventions in this field, along with complementary aspects of better working and living conditions, protecting vulnerable Syrians population categories such as children and women, understanding / resolving the social exclusion problems etc.

ADDRESSEE / KEY ACTIONS RECOMMENDED FOR SUSTAINABILITY (In order of priority)

Other Donor Organisations, ILO Office for Turkey and Social Partners

- **Donor Coordination:** Ensure further donor coordination and mutual agreements in this area, which would facilitate development of integrated and sustainable follow-up programmes and target-oriented projects.
- **Synergy and Team Building:** Utilise the synergy, team work and mutual understanding that was established among the PMTS and other relevant stakeholders during the implementations, to ensure the sustainability of institutional cooperation and to develop similar cooperative mode of relations in the sector.
- **Turkish Language Course:** Consider delivery of the Turkish language course at an earlier phase of the implementation or as a precondition, to increase efficiency of the further basic skills, vocational training and similar interventions.
- **Income Generating Activities:** Design the follow-up projects particularly considering for a variety of income generating activities and micro-credit facilities for entrepreneurs that would be also complementary to the vocational training activities and to generate greater and sustainable impacts (i.e. considering a recent feedback from site visits for this evaluation, establishment of a bakery – which is indeed not existing in the target provinces - for production of special type of bread preferred by Syrians etc. would be an example for such income generating activities.)
- **Private Sector Involvement:** Ensure the participation of private sector representatives in the project activities to facilitate the establishment of dialogue and exchanging of views. Besides, cooperation protocols could be signed to cooperate in a more structured way with regard to increasing the employability of trained Syrians and host community members.
- **Counselling:** Consider employment counselling that needs to be incorporated into the follow up projects as an activity / expected result, particularly considering the projects in the domain of livelihoods component of the 3RP and decent work opportunities. Close cooperation with İŞKUR at local level would be a key success factor.
- **Monitoring Facility for the Direct Target Groups:** To achieve the employability

	<p>purposes, sufficient monitoring system needs to be established to prevent unregistered / informal employment. Additionally, a very common risk in the region has been considered as frequent change of place (move to another place) of Syrians that is an important barrier for local stakeholders to sufficiently conduct counselling and monitoring mechanism that is also another key success factor for employability.</p> <ul style="list-style-type: none"> • Sustainability in provision of consumables: It is advised to allocate budget for the consumables (relevant and necessary for the scope of the training) and develop additional fund raising mechanisms during the course of implementation to be utilised on the vocational and on-the-job training as well as facilitate such mechanisms to contribute funding of them even after the implementation. That would contribute to increase impact and sustainability prospects in the medium and long term.
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BEST PRACTICES FOR SUSTAINABILITY	
1.	<p>The most critical challenge of the interventions is that the projects, in this special field, cannot be successful and sustained on their own, they also require complementary mechanisms, i.e. political will, strong coordination, follow up projects, interdisciplinary and multisectoral actions. Given this fact well acknowledged by the ILO Office for Turkey, the follow-up interventions have already been designed and the degree of interaction between projects and policy levels have been sufficiently materialised.</p>

6. SUMMARY OF CONCLUSION AND LIST OF MAIN RECOMMENDATIONS

Being executed within the scope of the ILO strategy, both projects are highly **relevant** at the time of their implementation stages and after their completion. The two projects are coherent with the objectives as stated in the key strategic documents of the international donor organisations, and the Government of Turkey. In addition, they are consistent with the National Emergency Plans, governmental policies and programmes developed for social cohesion and integration of the Syrians to the labour market.

The **designs** of the projects differ from the modality of the EU and of other donors' projects in their *tailor-made* design characteristics. Both are problem-based interventions, not subject to tendering procedures and are structured in the target oriented aspects of the Syrians influx in Turkey. Non-availability of tender documents and structured monitoring documents (i.e. logical frameworks, sufficiently elaborated with (i) indicators, (ii) sources of verifications, (iii) risks / assumptions at all levels, general objective, specific objectives and results) allows for relative flexibility to the project implementation from a methodological perspective, but that at the same time is prone to creating bottlenecks for the monitoring and evaluation task. Lack of SMART indicators and baselines generate difficulties to measure the achievement of targets and the impacts to-date.

Cross-cutting issues have been well-considered by the designs of projects as well as during their implementation.

High commitment and continuity at the ILO Office for Turkey as the Implementing Organisation contributed significantly to an efficient and successful management of the **project implementation (efficiency)** throughout the duration of the projects.

The duration of both projects (one year each project) were relatively short considering the intensity of the activities to be conducted, particularly considering the implementation in the target provinces. The RBSA project was granted a 2-month non-cost extension to accomplish the planned achievements.

Regarding the project management framework, a Senior Programme Officer (SPO) was dedicated for both projects who was responsible for overall coordination of the interventions. Besides, two Programme Management Teams (PMTs) were mobilised, composing of a Programme Officer and an Administrative and Finance Assistant who worked under the supervision of the SPO to follow up of the day-to-day implementation of the projects' activities. Additionally international and national experts and employment specialists were recruited on activity / output basis to facilitate the project implementation and to support the project staff.

Majority of the activities of both projects were implemented as scheduled. Only minor re-scheduling and/or cancellations applied for some activities due to the unforeseen external risks e.g. failed coup attempt. Furthermore the projects were flexible in adapting changing needs and circumstances. This flexibility enabled the introduction of additional / new activities e.g. a Regional Meeting was conducted in July 2015 in Istanbul to exchange experiences and formulate sustainable policies and programmes which would respond to the labour market impacts of the Syrian influx.

The projects aimed at strengthening the Syrians under temporary protection and host community members to facilitate their access to livelihoods and increase employability and decent work opportunities. In this context, both projects comprised of the following components: i) Capacity building (particularly at local level), ii) Vocational, life skills and entrepreneurship training programmes in order to increase employability and job creation, iii) Improving knowledge-base, iv) Communication activities for raising awareness and enhancing the level of knowledge of Syrians and host community members on new legislative regulations.

Efficient coordination and communication is reported among the participant stakeholders, particularly at local level, facilitating the project management.

High relevance, strong ownership exhibited by the ILO, together with support and commitment of relevant stakeholders and the adequate quality of the outputs delivered as scheduled, have well served the **achievement of the results (effectiveness)** of both projects to a good extent.

Due to the fact that both projects have similar and complementary results, a joint assessment has been done as presented below. Under **Result 1**, the organisation of central and local level steering committee meetings together with the outputs targeting the needs of the stakeholders that provide services for have significantly contributed to increasing the capacities and knowledge base of the stakeholders to take some

measures regarding the employment issues of Syrians and host communities and enabled the stakeholders to agree upon potential collaboration opportunities. Within **Result 2**, a variety of survey / research reports were produced which would contribute to design follow-up interventions and develop comprehensive national programmes and policies. The workshops and meetings organised under this Result enabled the relevant stakeholders to brainstorm jointly about the labour market problems faced by Syrians, host community members and employers to find durable solutions. Furthermore, as a measure taken for eliminating children from workplaces, a pilot study was carried out in Sultangazi district of İstanbul with the technical and financial contributions of the RBSA project to support the access of the Syrian students to the education. About 320 students were provided with in-kind support while 10 teachers were also financially supported. As for the improvement of employability and job creation, under **Result 3** vocational, basic skills, language and entrepreneurship training programmes were designed in line with the local labour market needs and conducted in Şanlıurfa, Gaziantep and Kilis where most of the Syrians are concentrated. This result was achieved and even exceeded by reaching nearly 1450 Syrians and host community members. Within **Result 4**, along with the intensive support of the Ministry of Labour and Social Security (MoLSS), the employers and stakeholders as service providers as well as Syrians and the host community members have been informed about the procedures and requirements of the secondary legislation on work permits through local meetings conducted and informative materials that have been widely distributed.

The evaluation revealed that both projects have made significant contributions (**impact**) to individual and institutional capacity building and awareness raising at local and national levels. It has been confirmed by most of the interviewed stakeholders that both the RBSA and PRM projects have created an extensive awareness raising on the subject of measures in dealing with the Syrians under temporary protection in Turkey and the new legislative measures and its implications on labour market. That would also create an important foundation to develop further initiatives. Furthermore, implementation of the activities at local level has brought together the stakeholders providing services for the Syrians and host community members, which has contributed, and is assumed to be contributed in the long term, to good governance practices among the local actors.

The overall **sustainability prospects** (financial, institutional and operational), which are quite promising at the time of this evaluation mission, would have been increased in case an overall sustainability strategy would be one of the priority of other donors and relevant stakeholders which needs to present a roadmap to efficiently develop steps / measures for ensuring the sustainability. The follow-up projects and the current initiatives of the ILO are quite promising for an increased ownership and signal for a strong level of policy support.

The ILO and Other Donor Organisations are advised to;

1. Consider close consultation and active participation during the design of any project as an important pre-condition for efficient implementation.
2. Expend maximum efforts to ensure coordination among all stakeholders and donors.
3. Consider roles, responsibilities, expectations and potential contributions from each stakeholder sufficiently discussed / preferably agreed during the design stage.

Other Donor Organisations, ILO Office for Turkey and Social Partners are recommended to:

4. consider to establish joint or internal monitoring and evaluation mechanism for all completed / ongoing projects / programmes relevant for the Syrian influx in Turkey, to efficiently follow the implementation and progress, to ensure transparency, to increase the synergy among the projects, to increase coordination and cooperation.

ILO Office for Turkey is advised to:

5. design the projects in line with Project Cycle Management (PCM), following the vertical logic of the Logical Framework Matrix (ensure the linkage between the Overall Objective, the Specific Objectives or the Project Purposes, Results and Activities) and also pay attention to the horizontal logic of the same methodology to efficiently track the progress and achievement at all levels (identification of baseline and SMART indicators along with the necessary sources of verifications, risks and assumptions).

Other Donor Organisations, ILO Office for Turkey and Social Partners are advised to:

6. consider conducting an impact assessment study on the direct beneficiaries' benefits from the projects' activities, training courses and the level of their employability etc.

As regards **the sustainability**, they are also recommended to:

7. Ensure further **donor coordination** and mutual agreements in this area, which would facilitate development of integrated and sustainable follow-up programmes and target-oriented projects.
8. Utilise the synergy, team work and mutual understanding that was established among the PMTs and other relevant stakeholders during the implementations, to ensure the **sustainability of institutional cooperation** and to develop similar cooperative mode of relations in the sector.
9. Ensure the participation of **private sector** representatives in the project activities to facilitate the establishment of dialogue and exchanging of views. Besides, cooperation protocols could be signed to cooperate in a more structured way with regard to increasing the employability of trained Syrians and host community members.
10. To achieve the employability purposes, sufficient **monitoring system** needs to be established to prevent unregistered / informal employment.
11. Consider **employment counselling** that needs to be incorporated into the follow up projects as an activity / expected result, particularly considering the projects in the domain of livelihoods component of the 3RP and decent work opportunities. Close cooperation with İŞKUR at local level would be a key success factor.
12. Develop additional fund raising mechanisms during the course of implementation to be utilised on the vocational and on-the-job training as well as facilitate such mechanisms to contribute funding of them even after the implementation.

7. LIST OF PERSONS INTERVIEWED

Organisation	Name / Position	Date of Interview
ILO Office for Turkey	Mr. Nejat KOCABAY / Senior Programme Officer Ms. Fatma KAYA ERGANİ / National Programme Officer Ms. Billur P. ESKİOĞLU / Finance and Administrative Assistant Ms. Ayşegül ÖZBEK / National Programme Officer Ms. Bilge Pınar Yenigün / Finance and Administrative Assistant Ms. Özge Ağtaş BERBER / Programme and Administrative Officer	November 2016
Ahmet Yesevi Multi Purpose Centre, Şanlıurfa	Ms. Seval AŞÇI / Administrator Ms. Emin ELHAMDI / Trainee (Turkish Language and Patient Admission Services) Ms. Reja ELHAMDI, / Trainee (Turkish Language and Patient Admission Services, Hairdressing) Ms. Ayfer ELHAMDI / Trainee (Turkish Language and Patient Admission Services, Hairdressing) Ms. Hamide ELHAMDI / Trainee (Turkish Language and Patient Admission Services, Hairdressing) Ms. Fatma AKIN / Trainee, Hairdressing Ms. Kübra YOLCU / Trainee, Patient Admission Services Ms. Ayşegül KÜFTE / Trainee, Patient Admission Services	21/11/2016
Parmaksız Multi Purpose Centre, Şanlıurfa	Ms. Ayşe DAĞLAR / Administrator Mr. Hasan PARLAK / Turkish Instructor Ms. Nesrin SAFAR / Trainee, Hairdressing Ms. Vafa AL ĞALAF / Trainee, Hairdressing Ms. Merve BEDEN / Trainee, Hairdressing Ms. Şükriye ELİBRAHİM / Trainee, Hairdressing Ms. Neval ELABBİ / Trainee, Hairdressing Ms. Vaad KAYEM / Trainee, Hairdressing Ms. Farah KAYEM / Trainee, Hairdressing Ms. Samia SHABDULKADERNA / Trainee, Hairdressing Ms. Emine AYBAKAN / Trainee, Hairdressing Ms. Hanaa AL ALİ / Trainee, Hairdressing Ms. Midye EL İSA / Trainee, Hairdressing Ms. DEMİR / Trainee, Hairdressing Ms. Sema TERCAN / Trainee, Hairdressing Ms. Hatice KARADAĞ / Trainee, Hairdressing Ms. Dilek AKYOL / Trainee, Hairdressing Ms. Büşra İBRAHİM / Trainee, Hairdressing	21/11/2016
ŞESOB	Mr. Murat İNCİ / Training Coordinator	21/11/2016
Harran University	Prof. Dr. Esra SIVEREKLI / Head of Faculty of Economics	21/11/2016
GAP RDA	Ms. Adalet BUDAK AKBAŞ / Social Services Coordinator	22/11/2016

Harran District Governorate	Mr. Temel AYCA / Harran District Governor Ms. Betül KARAMAN / Project Coordinator Mr. Yahya DOĞAN / Communication Officer	22/11/2016
AFAD, Şanlıurfa	Mr. Mehmet Hadin DEMİRDAĞ, Harran Camp Manager	22/11/2016
MoNE, DG LLL, Ankara	Ms. Zeynep MERİÇ / Assistant Expert	22/11/2016
İpekyolu Development Agency	Ms. Cihan ARDİLİ / Expert	23/11/2016
GESOB	Mr. M. Coşkun KINACIGİL / Secretary General Mr. İhsan ERCAN / Training Coordinator	23/11/2016
İslambey Multi Purpose Centre, Kilis	Ms. Nimet TAŞ / Administrator	23/11/2016 (phone interview)
MoFSP, Ankara Provincial Directorate	Ms. Yaşar ÇAVDAR / Social Worker	24/11/2016
HAK-İŞ - Ankara TİSK - Ankara	Mr. Şahin SERİM / Coordinator of Projects Ms. Esra BELEN / Research, Training and External Relations Expert	24/11/2016
Cisco Networking Academy – MoNE (Mersin)	Mr. Harun DUMAN / Trainer on CISCO	25/11/2016
İçerik Consultancy	Mr. Ertekin SOYER / Training Coordinator	28/11/2016
İŞKUR, Ankara	Mr. Uğur TUNÇ / Employment Expert Mr. Kağan BAYRAMOĞLU / Employment Expert	30/11/2016
AFAD, Ankara	Mr. Savaş GÖK / Expert Mr. Mustafa KAYA / Expert	01/12/2016
MoLSS, Ankara	Ms. Nejlâ UZ / Labour Expert	06/12/2016

Interviews planned but not realised

Organisation	Name / Position	Reasons
Ministry of Labour and Social Security	Mr. Sadettin AKYIL / General Director Ms. Sevil ŞENSES / Head of Unit	Busy period and other missions
AFAD	Mr. Cem VURAL / Head of Group	Mission in Siirt
DGMM	Ms. Mehtap İYİCE / Head of Department	Replacement with a new head of Department
TÜRK-İŞ	Mr. Enis BAĞDADIOĞLU / Assistant Director	Mission in İstanbul
AFAD Gaziantep Provincial Directorate	Mr. Adil ŞİRAZ / Branch Director	Appointed to Kilis, busy to conduct a phone interview
İŞKUR Şanlıurfa Provincial Directorate	Mr. Mahmut KAYA / Acting Director Mr. Hamit YILDIRIM / Employment Counsellor	Workload
AFAD Şanlıurfa Provincial Directorate	Mr. Mahmut SÖNMEZ / Director	Could not be reached
Şanlıurfa Migration Management Provincial Directorate	Mr. Ensar ŞENER / Director	Appointed to another province, could not be reached
Ekrem Çetin Multi Purpose Centre, Kilis	Ms. Sultan KARAKURT / Administrator	Busy period
UNDP Gaziantep	Mr. Hamit DOĞAN / Project Officer	Could not be reached

8. LIST OF THE DOCUMENTS REVIEWED

UNICEF, For Every Child, Türkiye’de Kayıp Bir Kuşak Oluşmasını Önlemek, October 2016
World Bank Group, Turkey’s Response to the Syrian Refugee Crisis and the Road Ahead, December 2015
RRP Türkiye Ortakları Ortak Basın Bildirisi, Suriyeli Mülteciler Bölgesel Müdahale Planı, July 2014
Turkey Syria Response Plan, January to December 2013
UNDP Booklet, Empowered Lives, Resilient Nations, 50 Years, Promoting Development Approaches to Migration and Displacement: Five UNDP Specific Focus Areas, 2016
3RP 2016-2017 Turkey Report
AFAD Syrian Refugees in Turkey, Field Survey Results, 2013
Türk İş Dünyasının Türkiye’deki Suriyeliler Konusundaki Görüş, Beklenti ve Önerileri, 2015
Memorandum of Understanding signed between ILO and UNHCR, 2016
Geçici Koruma Sağlanan Yabancıların Çalışma İzinlerine Dair Yönetmelik, 2016
The ILO’s Response to the Syrian Refugee Crisis, February 2016
Documents of the RBSA Project
RBSA Proposal on ILO’s Response to Syrian Influx in Turkey (ENG)
Şanlıurfa’da İşverenlerin ve İşçilerin Suriyeli İstihdamına Bakışı (TR-ENG)
Merkezi ve Yerel Düzeyde Kapasite Geliştirme İhtiyaç Analizi (TR-ENG)
Geçici Koruma Altındaki Suriyeliler ve Yerel Halk için Nizip Geçici Barınma Merkezleri ve İlçe Merkezinde Mesleki Eğitim Modeli Geliştirilmesi (TR-ENG)
Geçici Koruma Altındaki Suriyeliler ve Yerel Halk için Şanlıurfa’da Geçici Barınma Merkezleri ve İlçe Merkezinde Mesleki Eğitim Modeli Geliştirilmesi (TR-ENG)
Ankara Sokaklarında Çalışan Çocuklar: Sorunlar ve İhtiyaçlar Raporu (TR-ENG)
Suriyeli İşçi, İşveren ve Girişimcilerin İşgücü Piyasasında Karşılaştıkları Sorunlar ve Çözüm Önerileri Çalıştayı – Genel Değerlendirme Raporu (TR-ENG)
ILO - Türkiye’deki Suriyeliler İletişim Stratejisi (TR-ENG)
Minutes of meetings conducted under both projects; Gaziantep Stakeholder meeting held in November 2015, Regional Dialogue Meeting held in July 2015
Documents of PRM Project
PRM Proposal on Improving livelihoods and decent work opportunities for Syrian refugees and host communities (ENG)
Output Report on Provision of Services on Awareness Raising Campaign
Quarterly Progress Reports (no: 1 to 4)
Needs-Assessment Report on Institutional and Technical Capacity Development, 2016 (TR-ENG)
Presentation on the Communication Plan, 2016
Minutes of meetings conducted under both projects; Gaziantep Stakeholder meeting held in November 2015, Regional Dialogue Meeting held in July 2015



TERMS OF REFERENCE

Evaluation of “ILO Response to Syrian Influx in Turkey” and “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” Projects

Overview	
Project Title	ILO Response to Syrian Influx in Turkey
Contraction Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO ANKARA
Funding source	ILO Regular Budget Supplementary Account (RBSA) & ILO TURKEY RBTC
Budget of the Project	USD 384,000 from RBSA and USD 200,000 from RBTC
Project Location	Turkey with project provinces Ankara, Gaziantep, Şanlıurfa, Kilis
Outcomes	TUR 158
Type of Evaluation	Final
Expected Starting and End Date of Evaluation	1 November 2016- 19 December 2016
Geographical coverage	Ankara, Gaziantep, Şanlıurfa, Kilis

Overview	
Project Title	Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities
Contraction Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO ANKARA
Funding source	US-PRM
Budget of the Project	US\$ 500,000
Project Location	Turkey with project provinces Ankara, Gaziantep, Şanlıurfa, Kilis
Outcomes	TUR 158
Type of evaluation	Final
Expected Starting and End Date of Evaluation	1 November 2016- 19 December 2016
Geographical coverage	Ankara, Gaziantep, Şanlıurfa, Kilis

I. Background and context

As the Syrian conflict enters its sixth year, the ensuing refugee crisis remains one of the largest, most protracted and complex humanitarian emergencies of modern times. The effects of the Syrian refugee crisis are increasingly spilling over into the economic and social spheres – leading to stalled economic activity, loss of income, and shrinking access to quality public services in host countries that already had to contend with difficult socioeconomic conditions before the Syrian crisis began. The Syrian Refugee Crisis has captured international attention for the unprecedented scale of the displacement of population. The countries receiving the refugees face major challenges to deal with the situation and to support the host communities. While addressing humanitarian needs has been at the forefront of the response, increasingly the focus is shifting to livelihoods support. Within this context, the ILO is playing a significant role in the livelihoods cluster of the response in the Regional Refugee and Resilience Plan (3RP) coordinated by the UN agencies and development partners. With this aim, the ILO Office for Turkey has intensified its efforts to provide ILO inputs to a UN-wide proposal (in particular on the issues of livelihoods, protection and education) and progressively has been working on social integration and inclusion issues that involve prevention of child labour, women’s empowerment etc.

The ILO Response to Syrian Influx in Turkey and Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities projects aim to strengthen the ILO’s key role in response to the Syrian crisis in Turkey by both enhancing local capacity and delivering initial crisis impact assessments and pilot demonstrative projects aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations to support an employment rich response with better working and living conditions, and to protect vulnerable Syrian refugee population categories such as children and women. The projects will also develop a communication strategy, and prepare the grounds for larger follow-up projects.

This evaluation is conducted in accordance with the ILO Procedures for the use of the Regular Budget Supplementary Account (RBSA) in order to examine the results achieved with RBSA resources. This evaluation will be also covering US-PRM funded project entitled “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” project to examine their synergies, cumulative effects and contribution to broader ILO programming and country cooperation frameworks.

Project description

The ILO Office for Turkey carried out the “ILO Response to Syrian Influx in Turkey” and “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” projects in effective collaboration with the Ministry of Labour and Social Security (MoLSS), Directorate General for Migration Management of Ministry of Interior, Disaster and Emergency Management Authority of Prime Ministry, social partners, local governments & municipalities and UN Agencies to preserve social and economic stability as well as the enabling decent work and social justice both for Syrian refugees and host communities. The ILO Office for Turkey planned and implemented all the activities under the ILO Strategy for Syrian Refugees in Turkey which has five main pillars:

1. **Policy Advocacy:** Supporting the development of a comprehensive national policy enabling an employment rich response with better working and living conditions both for

- the Syrian refugees and the host communities
2. **Capacity Building:** Building the institutional and technical capacities of national and local public institutions, as well as social partners, to better tackle the labour market challenges and increased demand for services
 3. **Improving Knowledge-Base:** Finding reliable data and information on the impact of Syrian refugees on the labour market through local and national level research, studies, surveys and analysis
 4. **Improving Employability and Job Creation:** Improvement of the employability of Syrians and host communities through skills development, vocational and technical trainings and local economic development, based on fundamental labour principles and rights at work; support job creation fighting informal employment and child labour
 5. **Awareness Raising:** Raising the awareness of the refugees, employers, workers, public institutions and the general public about the labour market access of the refugees, their rights and obligations, as well as the challenges and opportunities

“ILO Response to Syrian Influx in Turkey” Project was introduced in Turkey in June, 2015 with the ILO’s RBSA funding and the project activities ended in July 2016.

“Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” project started in September 2015 and will finish at the end of the September 2016. Project activities of those above mentioned projects have been carried in parallel and strong synergies have been established.

The above mentioned ILO projects are directly linked to ILO Program and Budget Outcome 9 Promoting Fair and Effective Labour Migration Policies.

Objectives and the milestones of the projects are:

Objective 1: Institutional and technical capacities of relevant public institutions at local level increased to better tackle the labour market challenges of Syrian Refugees and host communities

Objective 2: Employability of Syrian refugees and host communities increased through skills development and vocational trainings

Objective 3: Raised awareness on the labour market challenges and opportunities as well as legislative measures for Syrians and host communities in the target provinces.

Milestones:

- Capacity development needs of İŞKUR, MoLSS and local Government institutions identified and reported.
- On the job training programmes for MoLSS organized.
- Technical support for implementation of legislation on working refugees provided and a strategy paper prepared on implementation of work permits.
- Local and Central Level Steering Committees are established in collaboration with MoLSS, DGMM, Social Partners, Local Governments and UN Agencies.
- Assessments on child labour and the impact of Syrian refugee crisis on the demand side of the labour market carried out and reported.

- Initiatives to integrate Syrian refugees and host communities into the labour market identified and implemented
- A TC proposal for a longer term ILO intervention is prepared and submitted to the donor(s).
- Communication strategy developed and implemented.

Institutional and technical capacities of relevant public institutions at local level increased to better tackle the labour market challenges of Syrian Refugees and host communities

Present status of the projects

First central level steering committee meeting was held in Ankara on 15 June 2015 with the participation of ILO Office for Turkey, Ministry of Labour and Social Security (MoLSS), Prime Ministry Disaster & Emergency Management Authority(AFAD), Turkish Employment Agency (İŞKUR), Directorate General of Migration Management (DGMM), Ministry of National Education (MoNE) Directorate General for Lifelong Learning and employers and employees organizations. Moreover, 3 local level steering committees were established in Gaziantep, Kilis and Şanlıurfa and regional steering committee meeting was held on 16 November 2015 in Gaziantep.

High-level representatives from Turkey, Lebanon, Jordan, Iraq and Egypt have gathered under the banner of the ILO during a Regional Dialogue Meeting to exchange experiences and formulate sustainable policies and programmes that respond to the labour market impacts of the Syrian refugee crisis on 28-29 July 2015 in Istanbul.

ILO Office for Turkey hosted a meeting on "Labour Market Impact of Syrians in Turkey and their Employability" on 17 December 2015 in Ankara to share and discuss the preliminary findings of four ILO field surveys; a need assessment to contribute the capacity development of central and local level institutions, a field research entitled "Employers' Outlook to the Employment of Syrians in Şanlıurfa", a situation analysis for Syrian children working on streets in Çankaya, Altındağ and Yenimahalle districts in Ankara and a pilot model for vocational trainings at Gaziantep-Nizip camp.

National consultants for vocational trainings have been identified under the projects. In consultation with the consultants, a pool of trainers and interpreters (for translation and interpretation from Turkish and Arabic) created. Vocational trainings are developed in line with labour market needs and being delivered in Şanlıurfa, Gaziantep and Kilis in cooperation with Directorate General for Lifelong Learning, Governorship of Harran, Gaziantep and Şanlıurfa Chamber of Merchants and Artisans , GAP Regional Development Administration. The following trainings were conducted both for Syrian refugees (men&women) and host communities (men&women) in Gaziantep, Şanlıurfa and Kilis.

- Covered electrode and arc welding,
- CNC programming,
- Plastic pipe installation,
- Inert-gas welding,
- Auto tire repair services,
- Hairdressing,
- Patient admission services,
- Traditional food cooking,
- Woodworking.

- Cisco Academy Training

Moreover Turkish language courses and entrepreneurship trainings were delivered in Şanlıurfa and Kilis and basic skills seminars conducted in Gaziantep and Şanlıurfa.

Advocacy and Communication Strategy was developed to raise awareness on the application of Temporary Protection Regulation and the Regulation on the Work Permits for Foreigners under Temporary Protection Act which has been published in the Official Gazette on 15 January 2016. Raising awareness seminars were conducted in Gaziantep and Şanlıurfa for employers and Syrian refugees.

Projects staff had been regularly participating to UN Task Force Meeting on a monthly basis, sharing knowledge and information regarding to ongoing project activities with the other UN agencies, submitting ILO's monthly dashboard for livelihood sector reports.

The project activities have been managed by ILO Office for Turkey under technical guidance and supervision of ILO/ HQ Migrant Department.

II. Purpose, scope and clients of the evaluation

The evaluation on ILO's response to Syrian refugees' crisis in Turkey is part of the RBSA Monitoring and Evaluation Plan 2016-2017 of the ILO Regional Office for Europe and Central Asia and project implementation plan.

The purpose of this evaluation is to 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 both for Syrian refugees and host communities in Turkey. It would help to define what and how the ILO Office for Turkey contributed in the development of a comprehensive national policy for better working and living conditions both for the Syrian refugees and the host communities, improvement of institutional and technical capacities of national and local public institutions, knowledge-base, employability and raising the awareness of the refugees, employers, workers, public institutions and the general public about the labour market access of the refugees, their rights and obligations in selected provinces (Ankara, Gaziantep, Şanlıurfa, Kilis)

This evaluation is will apply a cluster approach by examining the results of two projects ("ILO Response to Syrian Influx in Turkey" and "Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities") that address common problems by applying mutually complementing strategies and as such being closely interlinked. It is conducted in accordance with the ILO Evaluation Policy and Procedures , i.e. for the use of the Regular Budget Supplementary Account (RBSA).

The evaluation will cover the projects as a whole, for the period from June 2015 to the end of September 2016.

The main clients of the evaluation will be ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian refugees in the region, and national and local partners as well as tripartite constituents in Ankara and selected pilot provinces, Gaziantep, Şanlıurfa, Kilis.

III. Criteria and questions

The evaluation will apply the key criteria of relevance, effectiveness, efficiency, sustainability and impact potential. It will seek answers to the following questions:

Relevance

Are the project activities relevant to the needs of the Syrian refugees, host communities, stakeholders and constituents?

Effectiveness

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

What have been the intended and/or unintended results?

What have been the major results/accomplishment of the projects?

What were the major factors influencing the achievement or non-achievement of the objectives?

Were the activities and outputs of the projects consistent with their overall objectives and has the quality of these outputs been satisfactory?

Have there been any successes, innovations?

Efficiency

Given the resources available (time, expertise, funds, knowledge and know-how), how economically have been the inputs turned into the outputs?

Sustainability and impact potential

Are the results achieved likely to continue after the end of the project?

Are they likely to produce longer term effects?

What action might be needed to bolster the longer term effects?

Lessons learned and good practices for future application

What are the lessons learned from the implementation?

How these lessons should be assessed/ benefited in the formulation and implementation of a new phase?

Are there good practices to be replicated?

Gender Concerns:

Have women and men in the target groups benefited equally from the project activities?

To what extent did the project mainstream gender in its approach and activities?

To what extent did the project use gender/women specific tools and products?

The list of questions can be adjusted by the evaluator(s) in coordination with the ILO evaluation manager. Based on the analysis of the findings the evaluation will provide practical recommendations that could be incorporated into the design of potential future initiatives.

IV. Methodology

One of the first tasks of the evaluation consultant(s) will be to review the available literature and materials and produced project outputs. The consultant(s) will carry out an orientation mission to Ankara to meet with the ILO Office for Turkey Director, senior national project coordinator, national project coordinator and financial&administrative assistant. The evaluator will also meet with the national constituents like MoLSS Directorate General for Labour, Turkish Employment Agency, employers and employees organizations in Ankara.

It will be followed by field mission to the project pilot provinces to meet with the local partners like Governorship of Harran, Gaziantep and Şanlıurfa Chamber of Merchants and Artisans, GAP Regional Development Administration and trainers and beneficiaries in Gaziantep, Şanlıurfa and Kilis. Information will be collected by means of group and individual interviews with the stakeholders and project events' participants.

Upon completion of research and field missions, the consultant(s) will provide a debriefing to the ILO Office for Turkey on the preliminary findings, conclusions and recommendations and submit draft and final reports.

V. Norms and standards

The evaluation will be carried out in adherence with the ILO evaluation policy guidelines¹², UN Evaluation Group (UNEG) Norms and Standards and OECD/DAC criteria for evaluating development assistance.

The consultant(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.

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be included in the inception report and final evaluation report.

VI. Main deliverables (outputs)

The consultant(s) will provide a draft evaluation report in English (preferably up to 30 pages, without annexes) together with a three pages executive summary in Turkish. The report will follow the format recommended by the ILO Evaluation Office (Checklist 5: Preparing the evaluation report¹³) and include:

- ✓ A brief note on the methodology
- ✓ Executive Summary with key findings, conclusions and recommendations¹⁴

¹² ILO Policy Guidelines for Results-Based Evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

¹³http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

¹⁴The executive summary should address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, main recommendations, important lessons learned, and good practices.

- ✓ project background
- ✓ evaluation purpose, scope, clients and methodology
- ✓ description of the status of the project and overview of the work done (stocktaking)
- ✓ findings
- ✓ conclusions and recommendations
- ✓ lessons learnt and good practices
- ✓ annexes including the TORs, a list of those consulted

The draft report will be circulated by the evaluation manager and shared for comments with the stakeholders. Further to receipt of combined comment from the evaluation manager, the evaluators will prepare a final report that will be subject to approval by the ILO Evaluation Focal Point at the RO/Europe. The final report should be delivered not later than one week after receiving the comments to the draft report.

VII. Evaluation arrangements and professional requirements

The evaluation will be conducted by 2 evaluation consultants. It will require 30 working days in the period from beginning of November through mid-December 2016 and will include travel to Ankara, Gaziantep, Şanlıurfa and Kilis. A tentative timeline can be found below:

TASK	TIME	ESTIMATED DAYS	#
Desk review	November	5	
Orientation meeting	November	1	
Meeting with national constituents in Ankara	November	3	
Field research and visits	November	5	
Data analysis and draft report	November-December	9	
Final report	December	7	
Total		30x2=60 work days	

Under the supervision of the ILO Office for Turkey, the evaluator(s) will provide following deliverables within the indicated timeframe:

Deliverable	Deadline	Payment upon Approval
Brief note on methodology	11 November 2016	8.000 USD
Draft evaluation report	12 December	-
Final evaluation report	19 December 2015	13,000 USD

Requirements:

- University degree in social sciences or economics

- Experience in program/project evaluation/assessment
- Proven record of former assessment /evaluation reports
- Experience in international development evaluation, i.e. in the UN system
- Familiarity with the issues of Syrian refugees and labour market
- Analytical skills
- Fluency in English and Turkish

Brief Note on Methodology for the Evaluation of “ILO Response to Syrian Influx in Turkey” and “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” Projects

Document Information

Projects:	ILO Response to Syrian Influx in Turkey Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities
Beneficiary Organization:	International Labour Organization (ILO), Ankara Office
Report Name:	Brief Note on Methodology for the Evaluation of “ILO Response to Syrian Influx in Turkey” and “Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities” Projects
Prepared by:	Petek KOVANCI SHEHRIN (PhD), Zeynep ÇAKIR
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Annex 3: Template of the Executive Summary	Error! Bookmark not defined.

ABBREVIATIONS

3RP	Regional Refugee and Resilience Plan
DGMM	Directorate General of Migration Management
GAP-RDA	South Eastern Anatolia Regional Development Administration
ILO	International Labour Organization
MoLSS	Ministry of Labour and Social Security
OECD / DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
RBSA	Regular Budget Supplementary Account
ToR	Terms of Reference
TPR	Temporary Protection Regulation
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNHCR	The United Nations Refugee Agency

1. Introduction

The Syrian conflict, which started in 2011 has gained a regional and international dimension over the past five years. According to the most up-to-date data of the United Nations High Commissioner for Refugees (UNHCR), around 4.8 million Syrian refugees are escaping across borders from the devastating effects of the conflict¹⁵ and they are seeking safety and protection in neighbouring countries; particularly in Iraq, Lebanon, Jordan, Egypt and Turkey.

Through the introduction of "*open door policy*" which has been followed since 2011, Turkey is hosting now more than 2.7 million officially registered Syrians¹⁶. In accordance with the national policies, a strong legislative (Temporary Protection Regulation-TPR) and institutional (Directorate General of Migration Management / DGMM and its local establishments as provincial directorates) a framework has been established to provide well-targeted services not only attempting to address the immediate humanitarian needs of refugees, but also envisioning to building up the resilience of the displaced population by offering health care and education, and with plans for enabling Syrians to gain access to the labour market.

In addition to the efforts of host communities, the Syrian Refugee Crisis has captured international attention for the unexpected scale of the displacement of population. Complying with the national policies and plans of host countries, the Regional Refugee Response and Resilience Plan (3RP) has been launched by the United Nations (UN) in December 2014, bringing together more than 200 partners in a coordinated, region-wide response to assist Syrian refugees and the communities hosting them¹⁷. 3RP concentrates and facilitates multiple efforts on the issues of protection, food security, education, health, basic needs & essential services and livelihoods of the refugees.

Within this context, the International Labour Organization (ILO) is playing a significant role in the livelihoods component of the 3RP. In line with its strategy in Turkey in response to the refugee crisis, ILO Office for Turkey has intensified its efforts to support the development of a comprehensive national policy, enabling an employment rich response with better working and living conditions both for the Syrian refugees and hosting communities¹⁸.

To this end, two complementary interventions have been designed and implemented, namely; "ILO Response to Syrian Influx in Turkey" and "Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities", targeting to strengthen the ILO's key role in response to the Syrian crisis in Turkey by both enhancing local capacity and delivering initial crisis impact assessments and pilot demonstrative projects aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations and to protect most vulnerable refugee populations such as children and women.

2. Objective of the Evaluation

As specified in the Terms of Reference (ToR), the main objective of the evaluation is;

"to 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 both for Syrian refugees and host communities in Turkey".

This evaluation will cover analysis of the results of the two projects for the period from June 2015 to the end of September 2016;

- ILO Response to Syrian Influx in Turkey
- Improving Livelihoods and Decent Work Opportunities for Syrian Refugees and Host Communities.

It is also expected from this evaluation that what and how the ILO Office for Turkey has contributed in the development of a comprehensive national policy for better working and living conditions both for the Syrian refugees and the host communities in selected provinces (Ankara, Gaziantep, Şanlıurfa, Kilis) along with improvement of institutional and technical capacities of national and local public institutions.

The level of improvement / progress will also be analysed in the following areas of the projects,

¹⁵ http://data.unhcr.org/syrianrefugees/regional.php#_ga=1.141146610.1131331981.1478015943

¹⁶ http://www.goc.gov.tr/icerik6/gecici-koruma_363_378_4713_icerik

¹⁷ 3RP Mid-Year Report, June 2016

¹⁸ RBSA Proposal on Unacceptable Forms of Work, ACI 8

“...knowledge-base, employability and raising the awareness of the refugees, employers, workers, public institutions and the general public about the labour market access of the refugees, their rights and obligations.”

The main beneficiaries of the evaluation are ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian refugees in the region, and national and local partners as well as tripartite constituents in Ankara and selected pilot provinces, Gaziantep, Şanlıurfa and Kilis.

Under the above-mentioned circumstances, **the specific objectives of the evaluation**, are twofold

- to provide current information about the progress, level of achievement in the results, objectives and indicators; (What has been done by the intervention - from inputs to outcomes- and how much implementation had been progressed?)
- to support the evaluation beneficiaries in process of programming and design of further projects along with necessary feedbacks, lessons learned and best practices derived from the two projects. (To what extent and why has been the intervention producing (or failing to produce) the specific outcomes and impacts which would be materialized - be those negative or positive for future programming of projects?)

The evaluation methodology is designed in the framework of the overall objective as well as specific objectives to enable the evaluation beneficiaries well equipped with the concrete and applicable intervention modalities at the level of “efficient implementation” and “comprehensive policy design”.

3. Framework and Scope of the Evaluation

Since the evaluation on ILO's response to Syrian refugees' crisis in Turkey is part of the RBSA Monitoring and Evaluation Plan 2016-2017 of the ILO Regional Office for Europe and Central Asia, the proposed framework of the evaluation is structured in line with the ILO evaluation policy guidelines¹⁹, UN Evaluation Group (UNEG) Norms and Standards and OECD/DAC criteria (relevance & design, efficiency, effectiveness, impact, and sustainability) for evaluating development assistance.

The framework of the evaluation is presented below, based on the key evaluation criterion,

- **Relevance:** The appropriateness of project's objectives to the real problems, needs and priorities of its target groups (relevance at beneficiary level) that the project was supposed to address. In terms of perspective, the analyses should facilitate a comparison between the relevance at project's end and the current relevance. The quality of design should be analysed as a key factor of impact and sustainability in order to generate lessons learned.
- **Efficiency:** How well means / inputs and activities were converted into results (as in outputs) and their quality. The analyses should look at major deviations from the plan at project's end and their consequences. Efficiency should be analysed as a key factor of project's impact and sustainability in order to draw lessons learned.
- **Effectiveness:** The contribution made by the project's results (as in “outcomes”) to the achievement of the Project Purpose up to the end of the implementation period. The analysis should focus on the situation at the project's end. Elements that promoted or limited the achievement of the project purpose should be covered, too, also in light of potential lessons learned.
- **Impact to date:** The effect of the project on its wider environment, and its contribution to the wider (sector) objectives as summarised in the project's overall objective at the time of the ex-post monitoring. Impact means “Change”.
- **Sustainability to date:** The continuation in the stream of benefits produced by the project after the project's completion. The analyses should focus on the current situation, considering the process between project's end and the time when the ex-post evaluation is conducted.

¹⁹ ILO Policy Guidelines for Results-Based Evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

The evaluation intends to assess the performances of both projects according to each criterion. It also anticipates providing practical recommendations towards contributing to the successful implementation of the current and upcoming projects by providing information to the ILO Office for Turkey, national constituents and other relevant stakeholders.

The following list of issues will be under the scope of the evaluation as well as the templates are presented under this report;

- **A brief note on the methodology** (as the first output of this assignment).
- **Annex 1: Template of the Synopsis of the Projects** which are subjected to this evaluation (although they are not ToR requirements, they would be useful for stakeholders for the review).
- **Annex 2: Template of the Evaluation Report** covering project background, evaluation purpose, scope, clients and methodology, description of the status of the project and overview of the work done, findings, conclusions and recommendations, lessons learnt and good practices, (An indicative list of the documents to be reviewed and an indicative list of persons to be interviewed will also be attached to the report).
- **Annex 3: Template of the Executive Summary** with key findings, conclusions and recommendations in Turkish.

In addition, in order to assess the coherence and contribution of the projects to the fulfilment of the ILO Strategies and Response to Syrian Influx and targets of 3RP, an overview of below listed cross-cutting (horizontal) issues will be discussed in the framework of the evaluation;

- Equal opportunities for men and women,
- Sustainable development and environmental protection,
- Civil society participation,
- Geographic, sectoral and thematic concentration,
- Inclusion of disadvantaged persons,
- Good governance.

4. **Methodology**

The evaluation is performed in accordance with the following methodology, in line with the ToR requirements, comprised of;

<i>1. Preparatory Phase</i>
Project documents were already provided and a briefing meeting was conducted in close consultation with the ILO Office for Turkey team in advance for the start of the evaluation mission to clarify the expectations, scope, roles, responsibilities and main deliverables as well as the time schedule.
<i>2. Inception Phase</i>
This phase aims at structuring the evaluation which has resulted in the delivery of the first output: a “Briefing Note on Methodology” that would be utmost important to agree on the way to proceed and the scope of the mission. The evaluators have interacted with the ILO Office for Turkey team in order to produce the design of the mission. The mapping of stakeholders and analysis of relevant documents have been started in this phase.
<i>3. Implementation Phase</i>

This is a phase during which the evaluators conduct the research. It can be broken down in two complementary phases:

3.1. Desk Review: All relevant policy papers and project documents are / will be identified and reviewed prior to the planned interviews conducted. A comprehensive list of the documents will be attached to the Evaluation Report. During this phase, desk work takes place in order to collect and analyse data, and coming up with preliminary answers to the evaluation questions and hypotheses / assumptions that can guide the subsequent field work.

3.2. Stakeholder Mapping and Interviews: This phase includes identification of all relevant stakeholders to be interviewed and scheduling the meetings along with the necessary set of questions. This phase activities help in validating/rejecting preliminary answers to the evaluation questions and bring additional information and direct evidence. During this phase, the evaluators interact formal meetings, which are structured in advance to guide and steer the discussions along with the evaluation purposes.

Meetings in Ankara, i.e. with the Ministry of Labour and Social Security (MoLSS) Directorate General for Labour, the Turkish Employment Agency, employers and employees organizations will be conducted to derive feedback from the execution of project activities as well as to analyse the level of impact and sustainability prospects.

Field visits to project pilot provinces: In addition to the meetings to be conducted in Ankara, field visits to the project pilot provinces will be organised to meet the local partners of such as the Governorship of Harran, Gaziantep and Şanlıurfa Chamber of Merchants and Artisans, GAP Regional Development Administration as well as some of the final beneficiaries, Syrian refugees and host communities (trainers and trainees of vocational training), who benefited from the training programmes.

4. Analysis of Facts, Findings and Reporting Phase

This phase entails the analysis of the data collected during the desk and field phase to finalise the answers to the evaluation questions, and prepare the evaluation report including synthesis as well as the conclusions, lessons learned, best practices and recommendations.

The drafting of the evaluation report will commence after the field visits and shall include the following tasks:

- Consolidation of data; and collection of additional data if necessary
- Review of interviews conducted
- Review of the meetings conducted
- Analysis of indicators related to results
- Analysis of indicators related to horizontal issues
- Formulation of recommendations, lessons learned and conclusions drawn.

5. Dissemination Phase

The draft report will be circulated by the Evaluation Manager (the ILO Office for Turkey team in Ankara) and shared for comments with the stakeholders. Further to receipt of combined comment from the Evaluation Manager, the evaluators will prepare a final report that will be subject to approval by the ILO Evaluation Focal Point at the RO/Europe.

The final report will be delivered not later than one week after receiving the comments to the draft report.

5. Workplan

The evaluation mission started in 07/11/2016 and will cover following deliverables within the indicated timeframe:

<i>Deliverable</i>	<i>Deadline</i>
Brief note on methodology	11 November 2016
Draft evaluation report	12 December 2016
Final evaluation report	19 December 2016